

VOCATIONAL EDUCATION IN HAWAII

AN EXAMINATION OF ITS ADMINISTRATION

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February 20, 1975

The Honorable John Ushijima
President of the Senate
The Honorable James Wakatsuki
Speaker of the House and
Members of the Eighth Legislature
State of Hawaii

Gentlemen:

The following report is transmitted in response to House Resolution No. 275 adopted by the Seventh Legislature, 1974 Regular Session.

The Bureau has approached this assignment not in a spirit of fault finding but one of critical investigation of the present posture of the administration of vocational education at its highest level, its strong and weak points, and areas in which suggested constructive improvements can be made to better the system.

In the completion of this report, the Bureau is grateful for the efforts of former researchers, Carole Ikeda and Lois Fukuda, who were assigned this difficult research task and who have completed the assignment even though separated from the Bureau. They have carried out this mission in the true sense of Bureau professionalism. Thanks also go to Mrs. Maizie Yamada who is responsible for the countless drafts and redrafts of manuscripts, including this final product.

Finally, the Bureau acknowledges with appreciation the contributions of all the officials connected with the vocational education system, without whose cooperation and frank and honest expressions of opinions and views, the fulfillment of this assignment would not have been possible. The exposition of what the Bureau finds to be impediments to the system is proffered in the spirit of making observations and recommendations leading to an improved system of administration for vocational education.

Respectfully submitted,

A handwritten signature in cursive script that reads "Samuel B. K. Chang".
Samuel B. K. Chang
Director

FOREWORD

Vocational education in Hawaii today seeks "to maximize the potential of the individual to fulfill his personal, social, and career goals through developing his skills and abilities to meet the needs and requirements of a productive society".¹ To this end, vocational education contributes to both the economic development of the State through the training of a qualified labor force, and also offers a wide range of occupationally oriented alternatives for the educational development of the individual.

At both the secondary and post-secondary levels, vocational education serves approximately 31,000 students in Hawaii.² In addition, another 11,000 persons are served through its adult education programs.³ The total annual financial commitment to vocational education is approximately \$10 million of which \$2.1 million are federal funds, and \$8 million are State general funds.

The extent of the State's financial commitment to vocational education and the number of persons served through vocational education programs are indicative of its importance. As a consequence of this program commitment on the part of both the federal and state governments, it is essential that the administration of vocational education provide for the effective and efficient delivery of programs and services. Further, it is necessary to ensure greater accountability for the State's total vocational education effort.

It is with these factors in mind, that this study was undertaken.

¹*State of Hawaii, State Board for Vocational Education, State Master Plan for Vocational Education (Revised 1974), p. 3.*

²*Figures taken from the Annual Descriptive Reports, FY 1974.*

³*Ibid.*

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CHAPTER I

INTRODUCTION AND SCOPE OF STUDY

This report was prepared in response to legislative concern over the administration of vocational education in the State. More specifically, it was conducted to examine reported problem areas, including but not limited to the following: the fulfillment of certain legal responsibilities under state law and federal regulations by the State Board for Vocational Education; the use of federal funds for secondary and post-secondary vocational programs; the administrative relationships between the Office of the State Director for Vocational Education and the University of Hawaii system including the community colleges, and the Department of Education; the implementation of the State Master Plan for Vocational Education; and the follow-up of recommendations made by the State Advisory Council on Vocational and Technical Education.¹ In requesting an examination of these specific areas, the legislature cited the need to strengthen present vocational education administration because of a lack of accountability and vaguely defined responsibilities.² This report attempts to identify the problems in its findings and to provide practicable recommendations to resolve them.

Objectives of the Report

The objectives of the report were:

1. To examine the aforementioned problem areas associated with the administration of vocational education in the State and their effects on the implementation of the State Master Plan for Vocational Education and on the delivery of vocational programs and services as developed in the annual state plan for the administration of vocational education.
2. To provide recommendations to resolve these problems and, if appropriate, restructure the current administration of vocational education.

¹House Resolution 275, Regular Session of 1974 (see Appendix A for House Resolution No. 275). Other recent legislative measures expressing concern over related areas include: House Resolutions 415 and 416, Regular Session of 1973. The State Commission on Manpower and Full Employment serves as the State Advisory Council on Vocational and Technical Education.

²Hawaii, Legislature, House Committee on Higher Education, Seventh Legislature, Regular Session, 1974, House Standing Committee Report No. 447, p. 2.

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Scope of the Report

This report is limited to an examination of the administration of vocational education and analyzes procedures and practices at both secondary and post-secondary levels of the statewide administrative structure. It does not attempt to examine the administration of vocational education on individual community college or high school campuses nor does it attempt to evaluate specific vocational education programs. While it is acknowledged that the implementation of existing vocational education programs by campus administrators may be inadequate, it is also recognized that resolving the shortcomings of the present statewide administrative structure deserves immediate priority if vocational education in the State is to be strengthened and improved. Based on this premise, this report examines the responsibilities and relationships between the policy-making bodies, the administrative staff, and the various advisory bodies involved in the administration of statewide vocational education.

Organization of the Report

This report consists of five parts which have been organized on the basis of the different levels of administration involved in vocational education, and the separate jurisdictions and authorities exercised by the State educational systems--higher and lower.

Chapter I provides the background, objectives, and scope of the Bureau's study.

Chapter II analyzes the statewide level of vocational education administration beginning with the State Board for Vocational Education, the highest policy-making and administrative body established by state and federal laws, and examining its role, responsibilities, and relationships with the statewide staff and its various advisory bodies in exercising its authority over the State's total vocational education effort.

Chapter III examines the post-secondary level of vocational education administration which is the responsibility of the University of Hawaii for the community colleges. It focuses on the problems associated with University and community college governance beginning with the Board of Regents as the policy-making body and its relationship with the University administrative hierarchy and the effects of present administrative procedures on post-secondary level vocational education.

INTRODUCTION AND SCOPE OF STUDY

Chapter IV examines the secondary level of vocational education administration which is the responsibility of the Department of Education for the high schools. It concentrates on the role of the Board of Education as the policy-making body and its relationship with the State Board for Vocational Education as it has affected the vocational education programs at the secondary level.

Chapter V sets forth the Bureau's conclusion on the question of restructuring the current vocational administrative organization.

Execution of the Report

The Bureau encountered a number of complications in the preparation of this report stemming from the dual roles performed by the University of Hawaii Board of Regents which is also the State Board for Vocational Education. As the Board of Regents, it exercises a policy-making role for public post-secondary education. As the State Board for Vocational Education, its responsibilities are more expansive, encompassing both a policy-making and administrative role for secondary and post-secondary vocational education. Because both the State Board and its staff are closely identified with the University of Hawaii, much of the attention of this report is directed toward the University and its implementation of vocational education under the law.

A further complicating factor was attributable to the lack of written policies and procedures and discrepancies between policies, where they did exist, and actual practice. In the absence of well-defined policies, the Bureau depended upon interviews with administrators, board members, and others involved in vocational education. It is readily apparent that perceptions of roles and responsibilities varied greatly resulting in numerous contradictions. In many cases, however, certain concepts and opinions were shared widely among the persons interviewed and coupled with available related data, the Bureau was able to develop the bases for the recommendations contained in this report.

Definitions Used in the Report

For the purposes of discussion and to avoid confusion the following terms which are used throughout this report have been defined as follows:

VOCATIONAL EDUCATION IN HAWAII

VOCATIONAL EDUCATION -- is education which may include programs on the baccalaureate level dealing in an organized and systematic manner with the acquisition of knowledge, skills, and attitudes that are necessary for entry into and successful progress within specific occupations or job-families.³

STATE BOARD FOR VOCATIONAL EDUCATION -- is the Board of Regents of the University of Hawaii as designated in chapter 305A, Hawaii Revised Statutes. The State Board for Vocational Education is the policy-making and administrative body⁴ responsible for vocational education in Hawaii at both secondary and post-secondary levels.

STATE VOCATIONAL EDUCATION COORDINATING ADVISORY COUNCIL -- consists of three members from the Board of Education, three members from the Board of Regents, and three members from the State Commission on Manpower and Full Employment, the Superintendent of Education, and the President of the University of Hawaii as provided in section 305A-4, Hawaii Revised Statutes. The State Vocational Education Coordinating Advisory Council serves in an advisory capacity to the State Board for Vocational Education.

STATE ADVISORY COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION -- is the State Commission on Manpower and Full Employment as designated in section 202-1, Hawaii Revised Statutes. The State Advisory Council on Vocational and Technical Education was established to comply with Public Law 90-576 and is charged with the responsibility of advising the U.S. Commissioner of Education, the State Board for Vocational Education, and the National Advisory Council on Vocational Education on the operation of vocational education in Hawaii.

³State of Hawaii, State Master Plan for Vocational Education (Revised 1974), p. 3.

⁴Under chapter 305A, Hawaii Revised Statutes, the State Board for Vocational Education is given policy-making power and under section 102.32, Code of Federal Regulations, the State board is granted its administrative authority (see Appendix B for chapter 305A).

INTRODUCTION AND SCOPE OF STUDY

STATE MASTER PLAN FOR VOCATIONAL EDUCATION -- is a document which was prepared pursuant to Senate Concurrent Resolution No. 43, Regular Session of 1967, and subsequently revised in 1974. It provides the broad goals and objectives for vocational education and the framework for the development of programs by the University of Hawaii and the Department of Education.

STATE PLAN FOR THE ADMINISTRATION OF VOCATIONAL EDUCATION -- consists of two parts. Part I contains the administrative provisions provided in the initial state plan and thereafter amended only when necessary to conform with the provisions of federal and state laws and regulations. These administrative provisions include the authority and responsibilities of the State Board for Vocational Education and the organizational structure of its staff which affect the maintenance, extension, and improvement of vocational education programs.

Part II is a document which must be submitted to the U.S. Office of Education before July 1 of each year by the State Board for Vocational Education. It develops the annual and long-range objectives for vocational education programs, services, and activities and sets out what the State expects to accomplish in the fiscal year with its current funding level for vocational education as required by Public Law 90-576.

Under section 102.31, Code of Federal Regulations, the state plan for each fiscal year and any amendments thereto must undergo a public hearing prior to adoption.

ANNUAL STATE REPORT -- is a set of documents which must be submitted to the U.S. Office of Education by October 1 of each year by the State Board for Vocational Education. It accounts for the fiscal, statistical, and program activities conducted under the state plan for the prior year. A follow-up report is required by December 31 of each year.

CHAPTER II
STATEWIDE VOCATIONAL EDUCATION

SUMMARY OF FINDINGS

This chapter examines the current statewide vocational education administration and discusses the backgrounds, roles, responsibilities, and relationships between and among the State Board for Vocational Education as the highest policy-making and administrative body for vocational education; the State Vocational Education Coordinating Advisory Council, the State Advisory Council on Vocational and Technical Education, and the Regents Committee on Vocational Education and Community College Policies as advisory bodies; and the Administrative Officer of the State Board and the Office of the State Director for Vocational Education as staff.

As the administrative body responsible for the total vocational education effort of the State, the State Board for Vocational Education is accountable for leadership in planning and coordination of programs at both the secondary and post-secondary levels.

To assist the State Board in carrying out its responsibilities, the State Vocational Education Coordinating Advisory Council as established by state law, and the State Advisory Council on Vocational and Technical Education by federal law, have been designated as advisory bodies--the first with regard to the formulation of policies and procedures and the latter with regard to program planning, development, and evaluation.

To support the State Board in fulfilling its duties, the state law provides for an Administrative Officer and federal regulations require a State Director for Vocational Education.

State Board for Vocational Education

The Bureau finds that the State Board for Vocational Education:

- (1) Failed to define its jurisdiction and responsibilities. At the present time, questions relating to the State Board's jurisdiction over vocational education programs supported by the State's general fund as well as the State Board's authority over vocational education policy matters in the secondary schools remain unresolved.

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- (2) Failed to exert the needed leadership over statewide vocational education concerns including monitoring the implementation of overall goals and objectives of vocational education by the two operating agencies-- the Department of Education and the University of Hawaii.
- (3) Did not fulfill all its legal responsibilities as provided in 45 Title, Code of Federal Regulations, as well as carry out the spirit and intent of the provisions of chapter 305A, Hawaii Revised Statutes.
- (4) Failed to differentiate between its role and responsibilities as the Board of Regents resulting in improper use of University personnel to deal with statewide vocational education concerns and the irregular reassignment of statewide vocational education personnel for community college purposes.

State Vocational Education Coordinating Advisory Council

The Bureau finds that the State Vocational Education Coordinating Advisory Council has not been used to its fullest potential. Despite the statutorily established role of the Coordinating Advisory Council to serve the State Board in an advisory capacity, the State Board has in practice relied on a third advisory body which is a committee of the Board of Regents to review statewide vocational education thereby raising the question of a possible conflict of interest.

State Advisory Council on Vocational and Technical Education

The Bureau finds the State Advisory Council on Vocational and Technical Education has not been utilized in the areas of vocational education program planning, development, and evaluation as required by federal law. There has been a general tendency for the State Board for Vocational Education to perfunctorily transmit the State Advisory Council's annual evaluation to the U.S. Commissioner of Education and the National Advisory Council on Vocational Education without discussion or analyses of the recommendations or adoption of policy to implement the recommendations.

**Administrative Officer of the State Board
for Vocational Education**

The Bureau finds that there is an inherent conflict of interest for the Administrative Officer of the State Board who also serves as the President of the University and Executive Officer of the Board of Regents. Because the State Board operates under the strong executive concept and its responsibilities are often executed through its Administrative Officer, it is imperative that the Administrative Officer devote the necessary time and attention to vocational education as opposed to University affairs. In the past, this has not always been the case resulting in problems in the implementation of State Board policy regarding vocational education.

State Director for Vocational Education

The Bureau finds that as staff to the State Board for Vocational Education through its Administrative Officer, the State Director has not been provided with a definitive statement on his role, responsibilities and relationships within the University administrative hierarchy and formal operational procedures compatible with his position. The University has also practiced procedural irregularities in expropriating the Assistant Director for Vocational Education and the Federal Accounts Officer for purposes other than statewide vocational education.

PART 1

STATE BOARD FOR VOCATIONAL EDUCATION

Part 1 covers the historical and legal background of the State Board for Vocational Education, its compliance with state laws and federal regulations, and its performance as the major policy-making and administrative body for state-wide vocational education.

Historical and Legal Background

Prior to 1968, the Board of Education was designated as the Territorial Board of Vocational Education in part II of chapter 42, Revised Laws of Hawaii 1955. A need for change, however, had become apparent in 1964 when the existing technical schools administered by the Department of Education were converted to community colleges under the University of Hawaii. As a result, vocational education fell under two separate educational jurisdictions for the first time. Senate Resolution No. 43, adopted during the Regular Session of 1967, served as the impetus for the development of a comprehensive State Master Plan for Vocational Education which recommended the change in jurisdiction for statewide administration of vocational education from the Board of Education to the University's Board of Regents. This was in recognition that the community colleges would play the major role in providing specialized vocational education in the State. This recommendation was implemented through Act 71, Session Laws of Hawaii 1968 (chapter 305A, Hawaii Revised Statutes), which established the Board of Regents as the State Board for Vocational Education.

The rationale for this jurisdictional change as articulated in Act 71, Session Laws of Hawaii 1968, was based on the need for an administrative structure that would "...serve as a means of improving...vocational education programs... and of achieving meaningful articulation of the secondary level vocational education and the community college system".

Compliance with Provisions under State Laws

Under the provisions of section 305A-3, Hawaii Revised Statutes, the State Board for Vocational Education is authorized to perform the following:

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- . Cooperate with the U.S. Department of Health, Education and Welfare in the administration of Acts of Congress which provides federal grants to the states for vocational education;
- . Do all things necessary to entitle the State to receive federal vocational education funds appropriated by Congress;
- . Represent the State in all matters relative to the provisions of Congressional acts that apply to the State;
- . Represent the State in all matters relative to the expenditures, distribution, and disbursement of federal moneys;
- . Designate departments, colleges, schools, and classes which may be eligible to receive federal funds appropriated by Congress;
- . Establish and determine by regulations the qualifications of teaching personnel of agricultural, trade, industrial, and home economics in colleges and schools eligible to receive federal funds;
- . Certificate agricultural, trade, industrial, and home economics teaching personnel of colleges and schools and enforce regulations on the granting of certificates and licenses to such teachers; the State Board may delegate both of the aforementioned on certification and licensure; and
- . Make an annual report to the governor on the conditions and progress of vocational education including an itemization of receipts and expenditures.

It is necessary to note that the provisions of section 305A-3 are discretionary on the part of the State Board, although there is considerable speculation as to whether this was the intent of the Legislature. Legislative committee reports pertinent to the Act do not reveal why the provisions were not made mandatory. The law notwithstanding, it is also apparent that there is wide acceptance among those involved in vocational education that the provisions are mandatory. The minutes of the November 8, 1973 meeting of the Regents Committee on Vocational Education and Community College Policies, for example, reveal expressions of concern among

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several board members that the Board of Regents has failed to carry out its separate functions as the State Board for Vocational Education. While the provisions may be discretionary, the fact that Hawaii receives federal funds which constitute approximately twenty per cent of the State's annual total vocational education budget does commit the State Board to implement these provisions in a manner consistent with the spirit and intent of state law.

Although the State Board's compliance with the foregoing provisions is questioned by House Resolution No. 275, a generalization can be made that there has been at least minimal compliance with each provision with two possible exceptions. First, the State Board has not pursued the certification and licensure of vocational education teaching personnel on the post-secondary level. A proviso of section 305A-3 allows the State Board to delegate its responsibility of certification and licensure of teaching personnel which it did to the Board of Education for the certification and licensure of secondary vocational education teachers. Under Regulation #5302J of the School Code, teachers at the secondary level are certificated. However, no program for community college teaching personnel certification and licensure exists. Apparently, an attempt to certificate them was hampered by divergent opinions among community college administrators and teaching staff. Since then, the State Board has not made an effort through its Administrative Officer¹ and the State Director for Vocational Education to develop and implement a certification and licensure program at the post-secondary level. The second exception concerns the State Board's efforts to ensure the entitlement of federal funds, which is contingent upon the State Board's fulfillment of federal requirements and is discussed in the following section.

Fulfillment of Legal Responsibilities under Federal Regulations

The receipt of federal funds for vocational education programs in Hawaii require the State Board to fulfill certain legal responsibilities established in 45 Title, Code of Federal Regulations. These responsibilities consist of:

¹Because section 305A-2, Hawaii Revised Statutes, designates the President of the University as the "administrative officer" rather than "executive officer" of the State Board, this will be the title used throughout this report.

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- . Submitting a state plan composed of two parts:
 - (1) An administrative plan which sets forth the administrative structure and provisions and which shall be required with the initial state plan and thereafter amended only as necessary to conform with changes that affect vocational education programs;
 - (2) An annual long-range plan combined with an annual program plan to be submitted prior to July 1 of each year.²
- . Providing for adequate State Board staff "...sufficiently qualified by education and experience and in sufficient numbers to enable the State Board to plan, develop, administer, supervise, and evaluate vocational education programs, services, and evaluate vocational education programs, services, and activities under the state plan...."³
- . Submitting an annual evaluation report prepared by the State Advisory Council.⁴
- . Submitting on or before October 1 of each year statistical, fiscal, descriptive, and follow-up reports of programs, services, and activities.⁵

An examination of the State Board's performance in fulfilling the aforementioned responsibilities indicate that the following are not being effectively discharged.

The first part of the State Plan for the Administration of Vocational Education was published in June of 1969. Since then, major changes have been made in the organization and operations of the State's vocational education administration either by amendments to state law or by internal departmental memoranda. Act 171, Session Laws of Hawaii

²45 C.F.R. sec. 102.31.

³45 C.F.R. sec. 102.35.

⁴45 C.F.R. sec. 102.159.

⁵45 C.F.R. sec. 102.160.

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1971, increased the membership of the Board of Regents from nine to eleven members thereby also adding to the membership of the State Board for Vocational Education. Under the state plan, the State Director for Vocational Education was placed under the general direction of the Vice-President for Community Colleges; however, in accordance with a University memorandum dated January 12, 1973, the State Director was placed under the general direction of the Administrative Officer of the State Board who is also the President of the University.⁶ Although these and other changes affect the vocational education programs under the state plan, the State Board has not amended the administrative provisions of the state plan to conform with the existing organization nor held a public hearing on the changes as mandated in section 102.31 of the Code of Federal Regulations.⁷

Providing the State Board with adequate staff is another requirement under section 102.35 of the Code of Federal Regulations. Although a definition of what constitutes an "adequate staff" is not included, this provision does elaborate that the State Board's staff should be "...sufficiently qualified by education and experience and in sufficient numbers to enable the State Board to plan, develop, administer, supervise, and evaluate vocational education programs, services, activities, under the State plan...." The section further states that the state plan shall provide a description of the State Board's staff including the functions and number of personnel assigned to each unit, and the relationships among these units within the State Board's staff and other state agencies involved in vocational education concerns. The provisions on staff in the State Plan for the Administration of Vocational Education do not, however, reflect the actual staff of the State Director. The state plan shows the State Director for Vocational Education with a staff of nine to serve the State Board for Vocational Education and its Administrative Officer through the Office of the Vice-President for Community Colleges (see Appendix C). At the present time, the staff of the State Director consists of three professionals (see Appendix D). The developments which have led to this reduction of the State Director's staff will

⁶Memorandum from Harlan Cleveland to Samson S. Shigetomi, January 12, 1973.

⁷Other changes include the relocation of the MDT supervisor and the Assistant Director for Vocational Education from the Office of the State Director to the Office of the Vice-President for Community Colleges. (See Appendix C for staffing under the state plan and Appendix D for current actual staff.)

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be discussed in detail in part 3 of this chapter. However, it should be noted that the lack of adequate staff support by the State Board has been cited for two consecutive years by the Regional Review Team from the U.S. Office of Education, Region IX, which annually conducts a review of Hawaii's vocational education program. In 1973 and again in 1974, the review team expressed concern over the lack of professional staffing for the State Director for Vocational Education to adequately carry out his duties as provided in the state plan and even to carry out "...those routine activities required of every State."⁸

The lack of staff may have directly contributed to another shortcoming. Under section 102.160 of the Code of Federal Regulations, the State Board must submit on or before October 1 of each year an annual report consisting of a fiscal report of expenditures, a statistical report with supporting data, and a descriptive report or a narrative account of vocational education programs, services, and activities. For the past four years, Hawaii has not met the October 1 deadline primarily because of the State Director's inability to complete the fiscal report. The delay in reporting for fiscal year 1973 resulted in a letter from the U.S. Department of Health, Education, and Welfare received on February 21, 1974 in which Mr. William F. Pierce, Deputy Commissioner for Occupational and Adult Education wrote: "Although I hesitate taking drastic action, delays beyond the two-week period could result in withholding further Federal funds."⁹

The possibility of losing federal funds for nonfulfillment or inadequate fulfillment of the legal responsibilities charged to the State Board for Vocational Education under 45 Title, Code of Federal Regulations, should not be considered lightly. Recent events indicate that the U.S. Department of Health, Education, and Welfare is considering, for the first time, the withholding of federal funds for Rhode Island and Nevada because both states have failed to provide adequate State Board staff support.¹⁰ Also, as charged by the Comptroller General's report to the Congress, prepared by the General Accounting Office, the \$3 billion program of federal

⁸U.S. Office of Education, Hawaii Vocational Education Program Review, March 27-29, 1974, p. 11.

⁹Letter from William F. Pierce to Mr. Samson S. Shigetomi, February 21, 1974.

¹⁰Per interview with Mr. John Bunten, Senior Program Officer, U.S. Office of Education, Region IX, November 4, 1974.

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support for vocational education has been undermined by the misuse of funds and poor administration in the states.¹¹

Attitude and Performance of State Board

Perhaps the most revealing indication of the State Board's attitude toward vocational education was the fact that until January 1973, it did not convene as a separate body but handled necessary vocational education matters when it assembled as the Board of Regents. The separation of functions preceded the adoption of House Resolution No. 415 during the Regular Session of 1973, which requested the Board of Regents to adjourn its regular meetings on University of Hawaii matters and reconvene with a separate agenda as the State Board for Vocational Education.¹²

State Board Meeting. Although this action should be viewed as a positive step toward assuming more responsibility for its vocational education duties, a review of the minutes for the State Board from January 1973 to December 1974 reveals that the State Board met nine times for an average of ten minutes per meeting to discuss statewide vocational education concerns. In five of the nine meetings, the discussion dealt with the fulfilling of federal requirements such as approving the allocation of federal funds between the University of Hawaii community colleges and the Department of Education for the coming fiscal year, acknowledgment of receipt of the State Advisory Council on Vocational and Technical Education's budget and expenditure report for transmittal to the U.S. Office of Education, approval of the annual state plan as mandated by Public Law 90-576, and acceptance of the annual evaluation report prepared by the State Advisory Council for transmittal to the U.S. Office of Education. In three of the nine meetings, the State Board's attention focused on approving federal projects which included the Career Information Center, an articulation study entitled, "Collaborative Roles and Functions of Occupational Education Programs", and a proposal for the fiscal year

¹¹U.S. General Accounting Office, What is the Role of Federal Assistance for Vocational Education, Report B-164031(1), December 31, 1974.

¹²House Resolution No. 415, Regular Session of 1973. This was also a recommendation in the Annual Evaluation Report, Fiscal Year 1972, prepared by the State Advisory Council on Vocational and Technical Education.

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1975, "Comprehensive Staff Development Model for Delivery of Career Development System for the Public Schools in Hawaii". No evidence could be found in the minutes of the State Board's meetings where the State Board deliberated over the direction for vocational education planning, setting statewide priorities for federal funding, or analyzing evaluations of vocational education programs and activities. During the September 13, 1973 meeting, the minutes indicated that the State Board did attempt to define its role and jurisdiction over statewide vocational education especially at the secondary level. However, the meeting did not result in any resolution of its role and jurisdiction. To date, no policy statement has been issued by the State Board nor a formal inquiry made to the State's Attorney General on the authority of the State Board, particularly over vocational education programs supported by general fund appropriations and in relation to the Board of Education as the policy-making body at the secondary level.

State Board's Jurisdiction. To some degree, the lack of performance on the part of the State Board can be attributed to the existing confusion between the state law and federal regulations over its authority and responsibilities. The authority of the State Board under section 305A-3, Hawaii Revised Statutes, seems to be limited only to federally funded vocational education programs and the fulfillment of the responsibilities as provided in this section is left to the discretion of the State Board. However, 45 Title, Code of Federal Regulations, states in section 102.32 that the State Board shall be "...the sole State agency responsible for the administration of vocational education,...in the State". In line with the federal regulation, the State Master Plan for Vocational Education (Revised 1974) which was approved by the Board of Regents and the Board of Education sets forth goals and objectives which commit "...the State to quality Vocational Education without regard to jurisdiction or source of funding,...." By inference some administrators have interpreted this statement to mean that the State Board's jurisdiction is over both state and federal funds.¹³ On March 4, 1974, for example, the then Administrative Officer of the State Board for Vocational Education issued a memorandum on the position of the State Director for Vocational Education in the University hierarchy in which he outlined the State Board's authority as "...providing leadership and coordination in planning, implementing and evaluating vocational education programs, regardless of

¹³Interview with Dr. Samson S. Shigetomi, Director for Vocational Education on January 2, 1975.

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source of funding."¹⁴ Until the State Board for Vocational Education resolves this confusion, there can be no clearly defined levels of accountability.

Despite the memorandum issued by its Administrative Officer delineating the State Board's jurisdiction as statewide regardless of source of funding, the decisions and actions of the State Board have been restricted to vocational education programs funded by the U.S. Office of Education. In the past, an allied health professions education program was established in the community colleges without the review and approval of the State Board. The rationale provided for State Board approval as unnecessary is that the programs were being funded by another federal office, the Bureau of Health Manpower Education. Instead, approval was received from the President of the University of Hawaii.¹⁵

Allocation of Federal Funds. Although the State Board has been administering federally funded vocational education in the past, it has stopped short of establishing criteria for the allocation of federal funds between the University of Hawaii and the Department of Education. During its March 14, 1974 meeting, the State Board discussed the allocation of previously impounded fiscal year 1973 federal funds and the fiscal year 1974 Appropriation Act funds. As reported in the minutes, there was a recognition of the "need for the establishment of criteria for future allocation of federal funds between the Department of Education and the University of Hawaii". Accordingly, the Administrative Officer of the State Board recommended that he be formally directed to request the State Director for Vocational Education to develop the criteria for future allocation of federal funds between the two agencies. On May 16, 1974 the State Director presented at the State Board's meeting, "Criteria for the Allocation of Federal Funds for FY 1975," which are not necessarily applicable to any allocation of federal funds after 1975.

Use of Funds. The use of University of Hawaii staff by the State Board for statewide vocational education matters is another area of concern. Other than the President of the University of Hawaii who has been designated the Administrative Officer of the State Board in section 305A-2, Hawaii

¹⁴Memorandum from Harlan Cleveland to Chairman and Members of the State Board for Vocational Education, March 4, 1974.

¹⁵Contract No. NIH-73-9002, negotiated June 1973. However, the use of funds for vocational education from the U.S. Department of Labor, under P.L. 93-203, does require State Board approval through a nonfinancial agreement.

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Revised Statutes, the State Board uses the Secretary to the Board of Regents and the Vice-President for Academic Affairs. This does not comply with section 1.142 of the state plan which includes neither as part of the State Board staff. This failure of the State Board to differentiate its role as the Board of Regents in the past and the use of personnel who are clearly employees of the Board of Regents have added to the uncertainty and confusion. It would also seem that University of Hawaii staff serving the State Board acting in a statewide capacity of which the University of Hawaii is one of the two affected components is a conflict of interest.

Generally, an examination of the minutes of the State Board for Vocational Education does not indicate an attitude toward vocational education concerns which would result in strong leadership expected from the sole administrative body responsible for vocational education programs. Budgetary, expenditure, and evaluative reports are routinely approved by the State Board enroute to the U.S. Office of Education to satisfy federal requirements. Considering the amount of funds and the total enrollment involved in vocational education, the time spent on statewide vocational education is nominal when compared with the time spent by the State Board when it convenes as the Board of Regents to deal with specific University programs. Although the amount of time expended by the State Board cannot be validly correlated with effective leadership and control, there appears to be substance to criticisms that the State Board is not meeting the expectations of federal regulations nor the spirit and intent of state laws.

Recommendations

The State Board for Vocational Education should exert more leadership as the statewide administrative vocational education body, whether its jurisdiction is limited to federal funds only or to both federal and state funded programs. To accomplish this the Bureau recommends:

- . *Amending section 305A-3, Hawaii Revised Statutes, by deleting in the first line, the board "may" to read the board "shall". The word "may" makes all the responsibilities provided in that section discretionary instead of mandatory which is needed for greater accountability and control.*

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- . Requiring the State Board to establish and enforce regulations on the certification and licensing of post-secondary level vocational education teaching personnel.
- . Requiring the State Board to amend the State Plan for the Administration of Vocational Education to conform whenever changes administrative structure and methods of operation occur.
- . Mandating the State Board to issue a definitive policy statement after consultation with the State Attorney General on its role and jurisdiction over statewide vocational education.
- . Requiring the State Board to establish bylaws and procedures which are separate from those of the Board of Regents.
- . Amending section 305A-2, Hawaii Revised Statutes, to provide for a different chairman for the State Board for Vocational Education instead of the present designation of the chairman of the Board of Regents as the Chairman for the State Board. This will reinforce the separation of roles and responsibilities between both bodies and alleviate the burden of responsibility on one individual who must perform both tasks at the present time. The chairman may be elected from among the membership or may be appointed by the Governor based on the individual's knowledge and interest in vocational education.

PART 2

ADVISORY BODIES

Part 2 includes the historical and legal background of the State Vocational Education Coordinating Advisory Council and the State Advisory Council on Vocational and Technical Education as advisory bodies to the State Board for Vocational Education. It also deals with the Regents Committee on Vocational Education and Community College Policies which currently serves as the primary advisory body to the State Board. The advisory roles of the three groups are examined on the basis of their effectiveness in performing their roles.

STATE VOCATIONAL EDUCATION COORDINATING ADVISORY COUNCIL

Historical and Legal Background

The establishment of the State Vocational Education Coordinating Advisory Council, recommended in the State Master Plan for Vocational Education, was incorporated into Act 71, Session Laws of Hawaii 1968 (chapter 305A, Hawaii Revised Statutes).¹⁶ Section 305A-4 states that the Coordinating Advisory Council shall serve as an advisory body to the State Board for Vocational Education, and consist of nine members: three appointed from the Board of Regents by its chairman, three appointed from the Board of Education by its chairman, and three appointed from the State Commission on Manpower and Full Employment by its chairman. Thus, it is often referred to as the tripartite group. The two ex officio voting members are the President of the University of Hawaii¹⁷ and the Superintendent of Education. The tripartite arrangement was devised to ensure

¹⁶State of Hawaii, State Master Plan for Vocational Education, June 1967, p. 9.

¹⁷Until Act 192, Session Laws of Hawaii 1974, the Vice-President for Community Colleges served as the ex officio voting member.

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adequate consultation between the University and the Department of Education since responsibility for vocational education programs was divided between the two jurisdictions.

Responsibilities of the Coordinating Advisory Council

Although the law provides that the Coordinating Advisory Council shall advise the State Board for Vocational Education, its functions and responsibilities were never specifically delineated. Thus, the Coordinating Advisory Council formulated its responsibilities through general consensus. At its June 6, 1969 meeting, the Coordinating Advisory Council stated it would assist the State Board in the development of policies and procedures, the philosophy, goals and objectives and the general administration and coordination of vocational education in the State. Since the Coordinating Advisory Council's establishment in 1968, there has been one major accomplishment of the advisory body which the Bureau could identify. In the summer of 1973, the Coordinating Advisory Council undertook the revision of the 1968 State Master Plan for Vocational Education. After two drafts written by independent consultants were deemed unacceptable to the Board of Regents and the Board of Education, the tripartite group developed its own draft which was submitted to and approved by both parties and is the current State Master Plan for Vocational Education (Revised 1974). In a memorandum dated September 12, 1973 from the State Director for Vocational Education to the Vice-President for Academic Affairs, the Coordinating Advisory Council was cited as "...the stalwart on vocational education, which pushed and provided the impetus for the implementation of the recommended changes."

However, other than the master plan revision, the performance of the Coordinating Advisory Council in assisting and advising the State Board in the formulation of policies and procedures is difficult to assess.

Internal Operations of the Coordinating Advisory Council

At the first meeting of the Coordinating Advisory Council on July 30, 1968, it was decided that the State Director for Vocational Education would serve as secretary to the tripartite group. Then for approximately one and a half years the Coordinating Advisory Council operated under

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no bylaws or formal procedures. Most of its work concentrated on implementation of the State Master Plan, defining its relationship with the State Advisory Council on Vocational and Technical Education, and reviewing the state plan for State Board approval.¹⁸

At the January 7, 1970 meeting of the Coordinating Advisory Council some bylaws were established providing for the holding of annual elections, having the vice-chairman succeed the chairman in the following year, rotating the officers to be elected between the Board of Education and the State Commission on Manpower and Full Employment and formally designating the State Director for Vocational Education as the Executive Officer of the Coordinating Advisory Council with the responsibility of following through on council actions. These bylaws, although incomplete, are considered the only formal procedures of internal operations established by the Coordinating Advisory Council which appears to have been subsequently disregarded by its members. For example, a member of the State Commission on Manpower and Full Employment served as the chairman of the tripartite group from November 17, 1970 to the March 4, 1974 meeting thereby serving for more than one term. At that time, the chairmanship went to the Chairman of the Board of Regents who, under the bylaws of the Coordinating Advisory Council, was not eligible. Although this point was raised by the staff, it was never challenged by any of the members of the Coordinating Advisory Council who elected the chairman unanimously. There is no indication that the bylaws of the Coordinating Advisory Council were amended to accommodate this action.

Vacancies in the Coordinating Advisory Council

Other than the proviso that the membership of the Coordinating Advisory Council consist of three members each from the Board of Regents, the Board of Education, and the State Commission on Manpower and Full Employment, the law also limits the term of the members to two, three, and four years but does not restrict the number of terms a member can serve. The appointing authorities who are the chairmen of each body are responsible for filling vacancies for unexpired terms. Like any other organization, the effectiveness of

¹⁸The State Vocational Education Coordinating Advisory Council met eight times during this period.

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the Coordinating Advisory Council is contingent on active participation and continuity in membership.¹⁹ Two of the three members from the Board of Education have been with the Coordinating Advisory Council since its first meeting in 1968. The members from the State Commission on Manpower and Full Employment have been fairly consistent. Members from the Board of Regents, however, have changed frequently, leaving vacancies in the Coordinating Advisory Council for long periods of time. In one instance, a representative slot was left vacant for approximately one and a half years between November 1971 and May of 1973.

It is noteworthy that at the time of this writing in mid-January 1975, the Coordinating Advisory Council has not met during the current school year 1974-75 despite a request from the Chairman of the Manpower Commission on September 27, 1974 that a meeting be called.

Recommendations

The State Board for Vocational Education should examine and determine its relationship with the Coordinating Advisory Council under state law. To accomplish this, the Bureau recommends:

- . Amending section 305A-4, Hawaii Revised Statutes, by deleting in the third line, "board of regents" to read: "state board for vocational education" thereby clearly establishing the Coordinating Advisory Council as advisory to the State Board for Vocational Education.*
- . Amending section 305A-4, Hawaii Revised Statutes, by adding that the State Board for Vocational Education shall develop by rules and regulations the role and responsibilities of the Vocational Education Coordinating Advisory Council.*
- . Directing that the Vocational Education Coordinating Advisory Council develop a complete set of bylaws relative to its internal operations.*

¹⁹It should be noted that the chairmen of the three bodies were usually members of the Coordinating Advisory Council.

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- . *Directing each appointing authority of the tripartite group to fill vacancies for unexpired terms of the Coordinating Advisory Council within thirty days.*

STATE ADVISORY COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION

Historical and Legal Background

In accordance with Public Law 90-576, the State Commission on Manpower and Full Employment was designated the State Advisory Council on Vocational and Technical Education by Act 170, Session Laws of Hawaii 1970. Pursuant to section 202-1, Hawaii Revised Statutes, the State Advisory Council is charged with the responsibility of fulfilling the advisory functions provided by federal laws relating to vocational education. More specifically under section 102.23, Code of Federal Regulations, the State Advisory Council shall:

- . Advise the State Board on the development of the state plan including the preparation of part II which consists of the long-range and annual program plans;
- . Advise the State Board on policy matters arising in the administration of the state plan;
- . Evaluate vocational education programs, services, and activities under the state plan for publication and distribution;
- . Prepare and submit through the State Board to the U.S. Commissioner of Education and through him to the National Advisory Council on Vocational Education an annual evaluation report accompanied by additional comments of the State Board deemed appropriate; and
- . Prepare and submit to the U.S. Commissioner an annual budget of proposed expenditures of the State Advisory Council for the following fiscal year.

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Relationship to the State Vocational Education Coordinating Advisory Council

Because of the confusion between the two advisory bodies, one established by state law and the other established by federal law, the distinction between the State Vocational Education Coordinating Advisory Council and the State Advisory Council for Vocational and Technical Education was defined as follows:²⁰

The Advisory council plays a greater role in the development and evaluation of programs, while the coordinating council has a greater part in the management and administration of programs and policy formulation.

The procedural relationship established at a later meeting of the Coordinating Advisory Council was that the State Board for Vocational Education should designate the Coordinating Advisory Council as its primary advisory group and that the State Board would ask the State Advisory Council to communicate and work through the Coordinating Advisory Council before submitting any vocational education matters to the State Board.²¹ This has not, however, been the actual practice because the State Advisory Council has maintained under federal law that its relationship is a direct one to the State Board in evaluation and planning matters.

Follow-Up of State Advisory Council's Recommendations

The major task of the State Advisory Council is to prepare an annual evaluation report which is submitted to the State Board which in turn appends its comments and transmits

²⁰Minutes of the State Vocational Education Coordinating Advisory Council Meeting, June 10, 1969. An attempt was made to designate the Coordinating Advisory Council as the State Advisory Council for federal purposes, but federal requirements precluded the participation of State Board for Vocational Education members in any State Advisory Council, thus necessitating two separate advisory bodies.

²¹Minutes of the State Vocational Education Coordinating Advisory Council Meeting, January 1, 1970.

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the report to the U.S. Commissioner of Education and the National Advisory Council on Vocational Education. These reports which have been prepared since 1970 have received the approval and concurrence of the Regional Review Team that conducts the annual Hawaii Vocational Education Program Review. The State Board's reactions to these reports have been based entirely on staff comments and have varied. At one time, the Administrative Officer of the State Board did suggest that the State Advisory Council's reports could be based on valid and conclusive data rather than empirical observations.²² Barred from access to certain University data and information on community college programs, the State Advisory Council responded by addressing a letter to the Chairman of the State Board for Vocational Education on April 27, 1973 which stated:²³

...we wish to state that our request for evaluation reports conducted under federal (P.L. 90-576) funds were turned down by Vice-President Melendy on the grounds that the provosts considered these evaluations to be "in-house" documents. We wish to call to your attention that under P.L. 90-576, our Council is required to ensure that the federal funds are being used in accordance with the objectives in the State plan, yet at the same time, we are denied access to materials which are developed through the use of such funds. The Council strongly feels that the data developed in these "in-house" evaluation reports would be relevant to a better understanding of the operation of vocational education programs....

There was no resolution to this and some other matters cited in the letter.

The foregoing incident is perhaps indicative of the one-sided communication between the two bodies. Generally, it is difficult to ascertain the State Board's follow-up of recommendations made by the State Advisory Council because it is not known whether corrective action was taken in direct response to the State Advisory council's recommendation or a result of legislative intervention.

²²Letter from James J. M. Misajon, Chairman of the State Advisory Council on Vocational and Technical Education and Curtin A. Leser, Chairman of the Vocational Education Evaluation Committee to Mr. Stuart T. K. Ho, Chairman of the State Board for Vocational Education, April 23, 1973.

²³Ibid.

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For example, two recommendations made by the State Advisory Council requesting the State Board for Vocational Education to differentiate its role from the Board of Regents by convening as a separate body with a separate agenda and to restructure the position of the State Director for Vocational Education to provide for more direct access to the State Board were contained in the FY 1972 and FY 1971 annual evaluation reports, respectively. However, based on the time sequence and the minutes of the November 15, 1973 meeting of the State Board for Vocational Education,²⁴ it appears that the State Board's implementation of both recommendations were based on the adoption of House Resolution No. 415, Regular Session of 1973. On the other hand, the language of House Resolution No. 415 appears to be based on the State Advisory Council's evaluation reports.

A survey of the recommendations contained in the annual evaluation reports and the specific action taken on each indicate that, in general, the State Board has not followed up on many recommendations. In conjunction with this lack of corrective action, one of the federal regulations concerning the annual state plan requires that it describe the extent to which consideration was given to the findings and recommendations of the most recent evaluation report of the State Advisory Council.²⁵ It is difficult to pinpoint any section in the annual state plan that meets this federal regulation. It should also be noted that the State Advisory Council may refuse to certify that it was consulted in the preparation of the state plan, but it has never chosen to exercise this option.²⁶

Nature and Source of Confusion

The dual roles and responsibilities of bodies and individuals involved in the administration of vocational education have become a source of confusion to the general public. The interlocking relationships of the State Board for Vocational Education as the Board of Regents, the Administrative Officer of the State Board as the President of the University of Hawaii, the State Advisory Council on Vocational and Technical Education as the State Commission on Manpower and

²⁴Minutes of the State Board for Vocational Education Meeting, November 15, 1973.

²⁵45 C.F.R. sec. 102.34.

²⁶45 C.F.R. sec. 102.31.

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Full Employment and the interwoven membership of the tripartite State Vocational Education Coordinating Advisory Council consisting of three members each from the Board of Regents, Board of Education, and the State Commission on Manpower and Full Employment would probably confuse even an expert in public administration. Although the legislative intent for establishing and designating one body to serve in the capacity of two with separate powers and responsibilities may appear to have been efficient and practicable in theory, this has not been the result in actual operation. This appears to have been less of a problem in the case of the State Commission on Manpower and Full Employment serving as the State Advisory Council on Vocational and Technical Education because of its advisory role and the maintenance of separate funding, budgeting, and reporting procedures when it serves as the Commission as opposed to when it serves as the State Advisory Council.

Recommendations

Although the State Advisory Council's role has been restricted in practice because of the designation of the State Vocational Education Coordinating Advisory Council as the advisory body to the State Board for Vocational Education under state law, it does serve an important function in meeting federal requirements. It appears that the State Board is beginning to recognize and attempting to follow through on recommendations developed in the State Advisory Council's evaluation reports. In order for the State Board to keep open lines of communication with all its advisory bodies and seek their assistance in carrying out its duties, the Bureau recommends:

- . Requiring the State Board for Vocational Education to formally delineate the relationship and procedures to be followed between the State Vocational Education Coordinating Advisory Council and the State Advisory Council for Vocational and Technical Education.*
- . Directing the State Board for Vocational Education acting as the Board of Regents to facilitate the receiving of information and other related data by the State Advisory Council for Vocational and Technical Education from the Community Colleges.*

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Directing the State Advisory Council on Vocational and Technical Education to refuse certification of the state plan when federal regulations have not been satisfied by the State Board.

BOARD OF REGENTS COMMITTEE ON VOCATIONAL EDUCATION AND COMMUNITY COLLEGE POLICIES

As detailed in chapter III, part 1, of this report, a Regents Committee on Vocational Education and Community College Policies was established in 1973.²⁷ At that time, the Chairman of the Board of Regents also recommended that this committee invite two members of the Coordinating Advisory Council and two members from the State Advisory Council to all of its meetings.²⁸ At its organizational meeting on June 21, 1973, the Regents Committee did invite representatives from the two councils, however, they were never invited to attend or participate in any subsequent meetings or discussions held by the Regents Committee. It is not clear whether the inclusion of four members from other statewide vocational education advisory bodies was intended to preempt the role of the Coordinating Advisory Council as the working advisory body of the State Board for Vocational Education, but in practice this appears to have been the result.

This is verified by the minutes of the December 12, 1974 meeting of the State Board for Vocational Education in which the Chairman indicated:

...inasmuch as the SBVE (State Board for Vocational Education) has no established bylaws, it has been a matter of practice to route matters pertaining to the SBVE to the Regents' Committee on Vocational Education and Community College Policies.

This illustrates the failure of the Board of Regents to differentiate between its role and responsibilities as the State Board for Vocational Education, giving rise to a question of

²⁷Memorandum from Chairman Stuart T. K. Ho to the Members of the Board of Regents and President Harlan Cleveland, May 9, 1973.

²⁸Ibid.

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conflict of interest, since the committee is also staffed by the University's Vice-President for Academic Affairs whose alternate is the Director of Community College Services. It appears improper that a committee of the Board of Regents should be considering statewide vocational education concerns which affect the Department of Education.

Recommendations

Since the Coordinating Advisory Council was statutorily established as the advisory body to the State Board, the statewide vocational education responsibilities of the Regents Committee detract from the intent of chapter 305A. To remedy this situation, the Bureau recommends:

- . Directing the State Board for Vocational Education to discontinue using the Regents Committee on Vocational Education and Community College Policies to review statewide vocational education matters.*

PART 3

STAFF

Part 3 concludes this chapter and focuses on the staff of the State Board for Vocational Education consisting of its Administrative Officer and the Office of the State Director for Vocational Education, and their respective roles and responsibilities.

ADMINISTRATIVE OFFICER OF THE STATE BOARD FOR VOCATIONAL EDUCATION

Historical and Legal Background

Designated under section 305A-2, Hawaii Revised Statutes, as the Administrative Officer of the State Board for Vocational Education, the President of the University of Hawaii must act in three capacities--Executive Officer of the Board of Regents, President of the University of Hawaii, and Administrative Officer of the State Board for Vocational Education.

In accordance with section 102.32, Code of Federal Regulations, the administrative provisions of the Hawaii State Plan for Vocational Education, provides that the Administrative Officer is charged with administering "...the supervision and the evaluation of vocational education programs, services, and activities under the state plan to the extent necessary to assure quality in all vocational education programs which are realistic in terms of actual or anticipated employment opportunities and suited to the needs, interest, and abilities of those being served."²⁹

Performance as Administrative Officer

The fulfillment of the responsibilities of the Administrative Officer concerned with statewide vocational education

²⁹State of Hawaii, State Plan for the Administration of Vocational Education under the Vocational Amendments of 1968, June 1969, p. 10.

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programs, services, and activities of which the University of Hawaii is one of the two operating agencies, depends greatly on the individual occupying the position. In the case of the past Administrative Officer, the task may have been difficult because he was originally hired as President of the University of Hawaii at Manoa, until the University reorganization at which time he became President of the University of Hawaii system. Opinion generally supports the assessment that his strengths and interests lay in his knowledge of the academic programs of the four-year campuses.³⁰ Thus, because post-secondary level vocational education is traditionally associated with the community colleges as discussed in chapter III of this report, it appears that the President of the University found it difficult to deal with the affairs of the community colleges as well as statewide vocational education concerns. This probably contributed to what many believe was the subordination of vocational education and the community colleges in relation to the academic programs and the overall management of the Manoa campus.³¹ Since the relationship between the State Board for Vocational Education and its Administrative Officer is based on a strong executive concept, the lack of attention over vocational education by the State Board could well have been a reflection of indifference or perhaps more accurately a lack of interest on the part of its Administrative Officer.

This pattern can clearly be traced through correspondence beginning as early as 1969 when he assumed the post as President. A letter from the State Director for Vocational Education to the President dated November 18, 1969 was indicative of two things: the inaccessibility of the Administrative Officer of the State Board to the State Director for Vocational Education and one of the misconceptions of the President over vocational education programs in the community colleges. In the letter, the State Director cited two separate occasions when the President implied that the vocational education student is concentrating more time than is necessary in his specialization area. The State Director expressed his disagreement with the President's arguments by providing historical facts which pointed out that vocational education students in the State are spending less time on their specialization areas. Thus, his generalizations were not applicable to Hawaii's vocational programs

³⁰*This conclusion is based on interviews with former Regents and current community college administrators.*

³¹*Senate Special Committee Report No. 4, Regular Session of 1974, reported on the subject of governance of the University of Hawaii system based on expressions of neglect of the community colleges.*

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in the community colleges. The State Director also indicated that he had taken the prerogative to write to the President because of the lack of opportunity to discuss the subject with him.³²

In September 1970, the Vice-President for Community Colleges addressed a letter to the President in which he strongly urged the President as the Administrative Officer of the State Board for Vocational Education to devote a meeting early during the school year to vocational education problems. The Vice-President also indicated that it was becoming known that the University is not interested in vocational education.³³ In reaction to a carbon copy of this letter sent to him, the Secretary of the Board of Regents took the initiative to inform the Chairman of the Board of Regents through a memorandum dated October 2, 1970, that the Vice-President for Community Colleges' "...concerns are real and could potentially blow up."³⁴

The Administrative Officer's lack of attention to vocational education matters may also have played a part in the delay of the receipt of federal funds for the State Advisory Council's operations in 1972. In accordance with federal regulations, the State Advisory Council must transmit its annual budget request to the U.S. Office of Education through the State Board for Vocational Education. The council's request for fiscal year 1973 funds was "misplaced" for four months after it was submitted to and approved by the State Board in July, 1972.³⁵ While this is not to imply that the action was deliberate, it is perhaps indicative of the low priority placed on vocational education matters, resulting in a lack of follow-through on board actions.

³²Letter from Samson S. Shigetomi, State Director for Vocational Education, to Mr. Harlan Cleveland, President of the University of Hawaii, November 18, 1969.

³³Memorandum from Brett Melendy, Vice-President for Community Colleges, to Harlan Cleveland, President of the University of Hawaii, September 14, 1970.

³⁴Memorandum from Roy Y. Takeyama, Secretary of the Board of Regents, to Charles S. Ota, Chairman of the Board of Regents, October 2, 1973.

³⁵Memorandum from George Ikeda, Executive Secretary, State Advisory Council on Vocational Education and Technical Education, to Dr. Samson S. Shigetomi, State Director for Vocational Education, October 17, 1972.

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In January of 1973, the State Advisory Council on Vocational and Technical Education submitted to the State Board for Vocational Education its third annual evaluation report on vocational education in the State pursuant to Public Law 90-576 for State Board comments. After waiting two months for a response from the Administrative Officer, a letter was sent from the council's chairman at the end of March.³⁶ Subsequently, a meeting was scheduled for April 16, 1973; however, it was apparent from comments by board members that the Administrative Officer had provided copies of the evaluation report shortly before the meeting. The chairman of the State Board openly criticized the Administrative Officer at this meeting for his neglect of this report.

Supervision of Staff

The Office of the State Director for Vocational Education provides staff support to the State Board for Vocational Education through its Administrative Officer. However, the lack of supervision and the improper use of the State Director's Office by the Administrative Officer and other University administrators have compounded the confusion at the statewide administrative level. Although a July 16, 1974 memorandum recognized the severity of the problem and the need for an early resolution, there appears to have been little action to clarify the situation since then.³⁷ The confusion can be attributed to a great degree to the relocation of the State Director's Office twice within the University hierarchy since the office began formal operations in 1969. This movement of the Office of the State Director will be examined in a later section of this chapter, but it should be noted that until January 12, 1973,³⁸ the State Director did not have direct access to the Administrative Officer and to the State Board for Vocational Education.

³⁶Letter from James J. M. Misajon, Chairman of the State Advisory Council on Vocational and Technical Education, to Dr. Harlan Cleveland, Administrative Officer of the State Board for Vocational Education, March 23, 1973.

³⁷Memorandum from Dewey Kim to Kenji Sumida, July 16, 1974.

³⁸Memorandum from Harlan Cleveland, President of the University of Hawaii, to Dr. Samson S. Shigetomi, State Director for Vocational Education, January 12, 1973.

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Until then it was difficult for the State Director to keep the members of the State Board apprised of existing and new developments in vocational education.

Significant memoranda between the Administrative Officer and the State Director emphasize problems in communication and the general lack of operating guidelines. For example, on January 12, 1973 a memorandum was issued by the Administrative Officer as President of the University to the State Director which attempted to clarify the relationship between the State Director's Office and the Vice-President for Community Colleges.³⁹ The State Director wrote back to the President on January 17, 1973, expressing disagreement with a statement made in the President's memo and disappointment that the memo did not resolve existing problems.⁴⁰ No reply was provided to the State Director's response until October 5, 1973, approximately nine months later, when another memorandum was issued by the President to the provosts of the community colleges in which he outlined the interim arrangements affecting the community colleges including a section on the State Director.⁴¹ On October 23, 1973, the State Director transmitted a memo to the President in which he stated:⁴²

I received your memorandum dated October 5, 1973 and would like to comment on it. I would appreciate your informing me why a memo describing my responsibilities did not come to me directly but indirectly through Mr. Chun. Is this an oversight on someone's part or is this part of the procedure during the interim period?

³⁹Ibid.

⁴⁰Memorandum from Samson S. Shigetomi, State Director for Vocational Education, to President Harlan Cleveland, January 17, 1973.

⁴¹Memorandum from Harlan Cleveland to Provosts Ralph Miwa, Leeward Community College; Fred Haehrlen, Kapiolani Community College; Clyde Yoshioka, Honolulu Community College; LeRoy King, Windward Community College; Glen Fishbach, Maui Community College; Edward White, Kauai Community College, October 5, 1973.

⁴²Memorandum from Samson S. Shigetomi to President Harlan Cleveland, October 23, 1973. Mr. Chun, referred to in the excerpt, is Walter Chun, Director of Community College Services.

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The State Director never received a direct response to this memorandum.

Recommendations

Regardless who occupies the position, the difficulties involved in serving as the Administrative Officer of the State Board for Vocational Education stem from the need to serve in two other capacities--President of the University of Hawaii and Executive Officer to the Board of Regents. This task will become even more difficult as the Board of Regents has also been designated the State Post-Secondary Education Commission (1202 Commission) and the President of the University its Administrative Officer which will undoubtedly create new problems in role confusion.⁴³ Because these key positions are filled by one man, the responsibilities and the level of accountability are greater. With this in mind, the Bureau recommends:

- . Amending section 305A-2, Hawaii Revised Statutes, to replace the President of the University of Hawaii as the Administrative Officer of the State Board for Vocational Education with the State Director for Vocational Education. This would concentrate the Administrative Officer's attention solely on statewide vocational education concerns and encourage the State Board through the State Director for Vocational Education to assume the leadership, set the direction, and supervise the coordination for the total vocational effort in the State.*

OFFICE OF THE STATE DIRECTOR FOR VOCATIONAL EDUCATION

Historical and Legal Background

Section 102.35, Code of Federal Regulations, requires that the state plan for the administration of vocational

⁴³Act 193, Session Laws of Hawaii 1974, established the State Post-Secondary Education Commission to qualify for federal funding under Public Law 92-318.

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education shall provide for a full-time State Director "...who shall have no substantial duties outside the vocational education program."⁴⁴ Hawaii's state plan states: "The State Director for Vocational Education shall be a full-time administrator with adequate staff to provide leadership, direction, and coordination for the total vocational education in the State and cooperate with other institutions or agencies engaged in vocational education."⁴⁵ The specific functions and duties of the State Director include:⁴⁶

- . Administrative responsibility for vocational education in the State under the general direction of the Vice-President for Community Colleges.⁴⁷
- . Prepare and revise the state plan for vocational education if necessary.
- . Direct and evaluate vocational education programs pursuant to the provisions of the approved state plan.
- . Coordinate the activities of public agencies associated with vocational education.
- . Cooperate with other governmental agencies, labor unions, business and industry in occupational program planning and development.
- . Prepare and submit budgets and reports to the state and federal authorities for the continuance, promotion, and advancement of vocational education concerns.

⁴⁴⁴⁵ C.F.R. sec. 102.35.

⁴⁵State of Hawaii, State Plan for the Administration of Vocational Education under the Vocational Amendments of 1968, p. 6.

⁴⁶Ibid., pp. 7-8.

⁴⁷The State Director was placed under the Vice-President for Community Colleges in accordance with the state plan which provides that the Vice-President for Community Colleges also serves as the Assistant Executive Officer of the State Board for Vocational Education.

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- . Promote and monitor pre-service and in-service education programs, workshops, and activities for vocational education teaching personnel.
- . Establish objectives and priorities consistent with policies of the State Board for Vocational Education.
- . Assist in the development of policies and procedures for the administration of vocational education in Hawaii.
- . Encourage and direct research activities in the area of vocational education.
- . Oversee the educational and training programs under the Manpower Development and Training Act (MDTA).
- . Assist in the improvement of vertical articulation between the high schools and the community colleges and between the community colleges and the four-year campuses.
- . Help school and college administrators in planning, developing, and evaluating occupational programs.
- . Serve as liaison between the State Board for Vocational Education and the State Vocational Education Coordinating Advisory Council.⁴⁸
- . Serve as a member of the Cooperative Area Manpower Planning System Committee.
- . Encourage and promote adequate vocational education counseling and guidance programs in the secondary schools and the community colleges.
- . Assume such additional responsibilities as may be required by the State Board for Vocational Education and the Vice-President for Community Colleges.

⁴⁸In the minutes of the January 7, 1970 meeting of the State Vocational Education Coordinating Advisory Council, the State Director was designated the Executive Officer of the Council.

Position of the Office of the State Director within the University Administration

From its inception in 1969 until January 1, 1972, the State Director for Vocational Education and his staff were under the Vice-President for Community Colleges. During this period, the State Director served in two capacities-- State Director for Vocational Education with responsibility for statewide vocational education and Vocational Education Officer for the Office of the Vice-President for Community Colleges with responsibility and service to the community colleges. Subsequently, the Office of the State Director was placed under and became responsible to the Vice-President for Academic Affairs for "...policy matters relating to vocational education within the State of Hawaii and all that relates to it."⁴⁹ After approximately one year, the President of the University of Hawaii officially placed the Office of the State Director under the Administrative Officer of the State Board for Vocational Education via a memorandum dated January 12, 1973.⁵⁰

The vaguely defined relationship and position of the State Director for Vocational Education within the University administrative hierarchy have contributed to criticisms about the ineffective operations of the office. Without direct access to the Administrative Officer of the State Board, the State Director has been largely unable to carry out his functions as provided by federal regulations and in the state plan. It would also seem that the use of the State Director in both a statewide capacity and a University capacity from 1969 to 1972 was contrary to federal regulations which stipulate that the State Director shall have no duties other than vocational education in the State. As the State Director, his responsibility includes the total vocational education program at both the secondary and post-secondary levels involving the allocation of federal funds between the Department of Education and the University of Hawaii as the two major operating agencies. While there is no evidence that the use of the State Director as the Vocational Education Officer for the community colleges resulted in unfair treatment to the Department of Education, the practice appears to be improper and a clear conflict of interest.

⁴⁹Memorandum from Brett Melendy to the Vice-President's Staff, January 7, 1972.

⁵⁰Memorandum from Harlan Cleveland to Samson S. Shigetomi, State Director for Vocational Education, January 12, 1973.

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Perhaps even more incongruous was subsequent placement of the State Director under the Vice-President for Academic Affairs. Although the Vice-President for Community Colleges never served in the capacity of Assistant Executive Officer of the State Board for Vocational Education, he was at least designated to that position in the state plan which had initially been accepted and approved through public hearings.⁵¹ In contrast, the Vice-President for Academic Affairs was an administrative officer of the University who was unilaterally given the authority to administer statewide vocational education matters by the University without undergoing a public hearing to amend the state plan and without the agreement of the Department of Education.

Finally, the relocation of the State Director under the Administrative Officer of the State Board on January 12, 1973 has not clarified the operations of the office in terms of lines of authority and communication. The State Director apparently still reports to the Vice-President for Academic Affairs for "procedural" matters and the President of the University as the Administrative Officer of the State Board for "board" matters. The most recent memorandum to describe the status of the Office of the State Director was issued on July 16, 1974, reads as follows:⁵²

...the role and administrative relationships of the Office of the State Director for Vocational Education have for years been at the very best most confusing. As a consequence, a concerted effort was made by the BOR and ourselves in latter 1973 and early this year to sort out the pieces of the puzzle to develop a rational scheme which would minimize the confusion.

This memorandum goes on to describe the various steps taken to resolve the problem, including the President's March 4, 1974 memo to the Board of Regents which outlines the role and relationship expectations for the State Director for Vocational Education, and states:

Unfortunately, subsequent to March 4, 1974 very little has happened to get the nitty gritty things in alignment with the new directions.

⁵¹State of Hawaii, State Plan for the Administration of Vocational Education under the Vocational Education Amendments of 1968, p. 7.

⁵²Memorandum from Dewey Kim to Kenji Sumida, July 16, 1974.

Relationships with Operating Agencies

The State Director for Vocational Education serves in a staff function and does not have a direct relationship with the internal administration of vocational education within the Department of Education and the community colleges. Whether this arrangement is desirable or not is not an issue in this discussion since the State Constitution as well as the Hawaii Revised Statutes separate the two educational jurisdictions and would seem to preclude the granting of line authority over both agencies. A more detailed discussion on the separate jurisdictions may be found in chapters III and IV of this report.

In the absence of any line authority, the State Director's role has been limited primarily to providing technical assistance to both agencies for planning and program development, research, and evaluation. In the interviews held with various secondary and post-secondary level administrators, the Bureau did receive the impression that there was considerable concern over insufficient guidance and assistance coming from the State Director with regard to planning, research, and evaluation. To a considerable degree, the nonfulfillment of certain expectations of the administrators can be traced to the State Director's lack of staff discussed in the following section. It is also apparent, however, that certain actions of the Vice-President for Community Colleges may have prevented the State Director from performing even those limited staff functions for which he was responsible. For example, when the State Director was relocated from the Office of the Vice-President, he ceased to be the Vocational Education Officer of the community colleges removing him from operations and clearly emphasizing his staff functions. However, as State Director he was still responsible for the preparation of the state plan as well as evaluation of vocational education programs under the state plan. Yet, it is clear that he was denied access to certain evaluation reports by his former Assistant Director for Vocational Education who by that time was reporting directly to the Vice-President for Community Colleges. In a March 5, 1973 memorandum to the Vice-President for Community Colleges, the State Director protested that "...this bureaucratic absurdity can only lead to inefficiency and the lowering of staff morale.... I cannot understand why I am denied the reports when I need the information for revising the State Plan for Vocational Education and especially when P.L. 90-576 federal funds are expended for evaluation of vocational education programs."⁵³

⁵³Memorandum from Samson S. Shigetomi to Vice-President Brett Melendy, March 5, 1973.

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This example illustrates that while the University attempted to delineate the State Director's staff functions and remove him from operations, the Office of the Vice-President for Community Colleges went further by preventing the State Director from even exercising his remaining responsibilities.

At the present time, the relationship between the State Director and the two operating agencies seems to be based on his use of the Administrator of the Vocational-Technical Curriculum Section and the Director of Community College Services as liaison personnel for matters dealing with the Department of Education and the community colleges, respectively. Communications regarding secondary and post-secondary level vocational education are regularly channeled to both administrators, but the relationship is informal and undefined.

Staffing of the Office of the State Director for Vocational Education

Pursuant to section 102.35, Code of Federal Regulations, the State Board for Vocational Education should have an adequate staff in terms of numbers and with qualifications that would enable the State Board to exert leadership in "...programs, services, and activities for disadvantaged persons, handicapped persons, depressed areas, research and training, exemplary programs and projects, consumer and homemaking, cooperative vocational education, curriculum development, and work study."⁵⁴ As staff to the State Board, the Office of the State Director for Vocational Education should have as a minimum the personnel provided in the state plan which includes: Manpower Development Training (MDT) Supervisor, Program Specialist, Coordinator of Special Needs Program, Coordinator of Research Coordinating Unit (RCU), and Teacher Educator. The functions and responsibilities of each of these staff members have also been detailed in the state plan.

As mentioned earlier in part 1 of this chapter, the State Director's staff as established in the state plan does not reflect his present personnel. In 1971, for example, the State Director had a staff of five professionals consisting of: Assistant Director, Coordinator of Research and Development, Information Systems Specialist, Coordinator of Special

⁵⁴ 45 C.F.R. sec. 102.35.

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Needs Programs, and Federal Accounts Officer. At the present time, however, the staff is made up of three professionals.

The events that have led to the reduction in the staff began in January 1972 when the State Director was instructed to report to the Vice-President for Academic Affairs while the Assistant Director remained under the Vice-President for Community Colleges.⁵⁵ The Assistant Director for Vocational Education under the Vice-President for Community Colleges was given the responsibility of coordinator of educational programs including both liberal arts and vocational education.

The expropriation of the Assistant State Director for Vocational Education from the staff of the State Director and his reassignment to the Office of Vice-President for Community Colleges with a change in job description represented a technical impropriety on the part of the University administration. While the reassignment may have been intended to clarify a confused situation, it effected further difficulties. First, the maintenance of the Assistant State Director under the Office of Vice-President for Community Colleges left the State Director's staff with another vacant position in an already dwindling staff. Secondly, and more seriously, while the Assistant State Director was exclusively serving the community college needs, his position count and salary remained under the State Director's office.⁵⁶ Consequently, he was being paid from funds allocated for statewide vocational education activities while providing services exclusively for the community colleges--services which extended beyond vocational education.⁵⁷ The issue involved in this situation is not only a matter of appropriateness of the transfer but the inappropriate use of funds contrary to the original intent of its use.

⁵⁵Memorandum from Brett Melendy to the Vice-President's Staff, January 7, 1972.

⁵⁶Memorandum from Brett Melendy to Provosts, February 7, 1972.

⁵⁷According to the fiscal officer for the community colleges and the State Director's office, the Assistant State Director's salary and position count remained with the State Director's office since official recognition of such transfers were never acknowledged in budget accounting. This lack of acknowledgment stemmed from the fact that reorganization was never officially approved.

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During this same period, the State Director's office also lost the full-time services of its Federal Accounts Officer who presently divides his time among the State Director's office, the Vice-President for Community Colleges, and the systemwide institutional offices.⁵⁸ In the past, this Federal Accounts Officer also served the Senate Committee on Ways and Means during legislative sessions.

Since the January 12, 1973 memorandum from the President and the subsequent reduction of the State Director's staff, a request was made to the Vice-President for Academic Affairs to clarify the assignments of the remaining three members.⁵⁹ However, no explicit answers were provided. In the absence of a definitive statement of the assignment of his staff, the State Director has been operating under the assumption that they are to report directly to him. It should be noted, however, that the Coordinator of Special Needs has provided services to the community colleges and occasionally to the Office of the Vice-President for Community Colleges in addition to his statewide vocational education functions. This also applies on a more limited basis to the Coordinator for Research and Development and the Program Specialist who is currently occupying the position of the Information System Specialist.⁶⁰

Because the operations of the Office of the State Director for Vocational Education were considered "peripheral" and not integral to University affairs by the President of the University of Hawaii, it has not received the

⁵⁸Interview with Dr. Samson S. Shigetomi on January 2, 1975 revealed that during the fiscal austerity in the State, his office was informed by the Systemwide Budget Office that he would have to sacrifice, as all other offices in the University were, by reducing the services of his Federal Accounts Officer. However, it should be noted that the State Director was not permitted to set his own priority as to what professional services would be most expendable in terms of his office operations. It appears that the delay in completing federal fiscal reporting requirements can be directly attributable to the loss of the Federal Accounts Officer's services for long periods of time.

⁵⁹Letter from Samson S. Shigetomi to Vice-President Stuart Brown, February 6, 1973.

⁶⁰Memorandum from Samson S. Shigetomi to Walter Chun, May 28, 1971.

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proper staffing.⁶¹ Nevertheless, this has not prevented the University administration from expropriating the staff members of the State Director's office for purely University concerns. This expropriation of staff members from the Office of the State Director and the varied use of existing staff for other than statewide vocational education have contributed to its ineffectiveness in providing the kinds of services needed by both the Department of Education as well as the University of Hawaii. The inadequacy of the present staff for the State Board has been recognized by the Regional Office of the U.S. Office of Education. In a letter dated January 13, 1975, Mr. Kent Bennion, Director of Occupational and Adult Education, U.S. Office of Education, Region IX, indicated:⁶²

In our review reports we have recommended that additional staff in the State Director's Office would probably improve the operation of Vocational Education planning, evaluation, and operation. If we become aware of serious differences between actual administration and that approved in the State Plan, and the State is unwilling to meet the Federal legislative requirements, then the Federal funds for Vocational Education could be in jeopardy.

Performance of the State Director for Vocational Education

The performance of the State Director for Vocational Education has been affected by several factors which have compounded the problems associated with vocational education operations. His relocation within the University administrative structure and the subsequent expropriation of his staff created an anomalous situation in which the Assistant Director reported to one Vice-President while the State Director reported to another Vice-President and a Federal Accounts Officer reported to three offices within the University structure. Throughout the period, it is clear that

⁶¹Memorandum from Harlan Cleveland to Samson S. Shigetomi, January 12, 1973.

⁶²Letter from C. Kent Bennion, Director of Occupational and Adult Education, U.S. Office of Education, to Lois T. Fukuda, Researcher, Legislative Reference Bureau, January 13, 1975.

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the Administrative Officer of the State Board for Vocational Education and his subordinates did not perceive the State Director's office to be one of direct staff support to the State Board.

In this atmosphere of uncertainty, it is questionable whether the State Director could exercise vigorous leadership. Nevertheless, it is apparent that a more concerted effort could have been made by him to make the State Board aware of the priorities in vocational education and the pressing needs demanding attention in order to assure the State of continued federal funding and compliance with federal regulations. An example of this is the handling of the implementation of the "Cooperative Teacher Education Agreement Between the University of Hawaii and the State Director for Vocational Education for the State Board for Vocational Education, State of Hawaii". Under this agreement, the State Director reimburses the University of Hawaii College of Education up to fifty per cent for vocational teacher education with federal funds allotted for this purpose. Currently, these federal funds are being used to reimburse up to fifty per cent of three teacher-educators' salaries in the College of Education and a proportionate cost of clerical assistance, facilities, supplies, and other related expenses. The College of Education, in turn, has agreed to adequately serve the in-service education of all vocational education teachers which apparently, the College has not done to the satisfaction of both the community colleges and the Department of Education.⁶³ At question is the use of federal vocational education funds. In the case of secondary vocational education teachers, the Department of Education in addition to the flat fifty per cent reimbursement made to the College of Education through federal funds, has also paid the University for the in-service education by the credit hour which constitutes a double payment. While it would appear that the State Director should correct such irregularities, he has stated that:⁶⁴

It is absolutely ridiculous to say that the State Director accepts the responsibility of both pre-service and in-service education for vocational

⁶³Interviews with the Provosts and a survey conducted in conjunction with the preparation of this report indicated general dissatisfaction with the current in-service teacher education program.

⁶⁴Memorandum from Samson S. Shigetomi to Mitsugu Sumada and Jack Humbert, April 29, 1972.

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teachers. The College of Education has the responsibility of preservice education and the Provosts and Deans of Instruction have the responsibility for the professional development of their staffs and all faculty. The Office of the State Director merely assists the campuses in implementing the in-service training programs by providing federal funds for this purpose.

If the above statement by the State Director is valid, then it is not clear where the accountability for the proper expenditure of federal funds under the cooperative teacher agreement lies. If it ultimately rests with the State Board for Vocational Education, then it is incumbent upon the State Director as the State Board's designated representative to monitor the agreement and keep the State Board apprised of any violations.

While vigorous action to correct the irregularities could have jeopardized his relationship with the University hierarchy and the University's College of Education, it would have clearly demonstrated that the State Director was exerting every effort to fulfill his responsibilities to the State Board as opposed to the University of Hawaii. The reluctance on the part of the State Director to protest various University actions could possibly be attributed to the fact that he is also a University employee and subject to the authority of its administrative hierarchy. However, because the State Director did not appear to vigorously protest University administrative actions affecting his operations, he has been viewed by many observers to have willingly acquiesced to the circumvention of his responsibilities.⁶⁵

⁶⁵In a memorandum from Brett Melendy to Harlan Cleveland dated December 21, 1971, it was stated:

I seek your concurrence in the technical reassignment of the State Director for Vocational Education to the Vice President for Academic Affairs on January 1, 1972 and the vocational technical assignment of the Assistant State Director for Education to my office. I have discussed this informal arrangement with Stuart Brown, Russ Journigan, Samson Shigetomi and all agree that this is a sensible approach to a confused situation.

Recommendations

While other problems, such as budgetary matters, associated with the Office of the State Director for Vocational Education have not been fully discussed at this time, it would seem that they will be resolved once the question of governance within the University hierarchy is settled. The governance issue will be discussed more fully in chapter III of this report. However, the needs and the problems of the Office of the State Director should be handled expeditiously for the efficient and effective delivery of vocational education programs in the State. Toward this end, the Bureau recommends:

- . Directing the University administration to settle the placement of the State Director within the University structure to provide him with flexibility and direct access to the State Board for Vocational Education.
- . Directing the State Board to provide the Office of the State Director with adequate staffing, including the restoration of the Assistant State Director to assist the State Board in carrying out its policy-making and administrative responsibilities under state law and federal regulations. The State Board should consult with the State Director on what constitutes an adequate staff. The State Board should also clearly establish that although the staff of the State Director's office are University employees, this designation is for administrative purposes only and that only the State Board, not the University, can exercise control over staff positions and assignments. This is necessary to avoid any charge of conflict of interest against the State Director in recommending allocations of federal funds to the Department of Education or in conducting evaluations. A staff which must consider its relationship as University employees every time an action is contemplated, cannot be impartial.
- . Directing the State Director for Vocational Education to exert more vigorous leadership and initiative for the development of vocational education in the State by providing adequate technical assistance and guidance to the operating agencies to strengthen planning, research, and curriculum.

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- . *Directing the State Board for Vocational Education to examine the implementation of the cooperative agreement for in-service vocational teacher education and in particular the fulfillment of in-service teacher education needs by the College of Education and the proper use of federal funds expended for this purpose.*

CHAPTER III
UNIVERSITY OF HAWAII

SUMMARY OF FINDINGS

The University of Hawaii is one of the two agencies responsible for vocational education. This chapter examines the administration of post-secondary vocational education within the University of Hawaii focusing on the four main forces directly affecting vocational education in the University: the Board of Regents, the President of the University, the Vice-President for Community Colleges and the Council of Provosts.

The major responsibility for vocational education on the post-secondary level lies with the Board of Regents by authority derived from Article IX of the Hawaii State Constitution and through its statutorily granted powers under chapter 305, Hawaii Revised Statutes, relating to the governance of the community colleges. The Board exercises its authority and policy through the Executive Officer of the Board who is the President of the University. The President of the University in turn may delegate his responsibilities to any designated officer of the University. In the case of vocational education, the Vice-President for Community Colleges is responsible for the program since vocational education is administered through the community colleges.

Board of Regents

The Bureau finds that the Board of Regents in administering the post-secondary vocational education program within the University:

- (1) Confused its role as the governing body of the University responsible for post-secondary vocational education with its role as the State Board for Vocational Education responsible for statewide vocational education. The confusion is both psychological and procedural. At present, a Board of Regents Committee makes recommendations to the State Board for Vocational Education on statewide vocational education matters, when the committee's role should be limited to post-secondary concerns.
- (2) Tended to impede the community college development through a frequently changing committee structure which has not always been conducive to consideration of community college or vocational education matters.

President of the University of Hawaii

The Bureau finds that the President of the University of Hawaii did not provide operational definitions to implement the broad philosophical concepts of community college governance, causing confusion over the role and responsibility of the Office of Vice-President for Community Colleges. This situation contributed to a delay in community college development particularly in the area of academic planning including vocational education.

Vice-President for Community Colleges

The Bureau finds that the Vice-President for Community Colleges:

- (1) Experienced a general confusion concerning his role and responsibility which further obscured assignments of key personnel in his office. Eventually, many of the functions were dispersed to the appropriate systemwide offices, leaving only resource and coordinative services and an academic planning function which was supposedly shared with the Vice-President for Academic Affairs. In any case, the broad policy-making powers once held by the Office of Vice-President for Community Colleges were diluted.
- (2) Provided little or no overall systemwide planning direction for post-secondary vocational education. The community colleges establishes systemwide priorities. Presently, each community college develops its goals and objectives independently and in isolation, resulting in fragmented approach to post-secondary vocational education programs.

Council of Provosts

The Bureau finds that the Council of Provosts has not fulfilled its responsibilities in exercising its authority as a policy-recommending body. The Council has focused its discussion on interpreting policies transmitted from the President rather than originating policy recommendations and communicating them to the President for consideration by the Board of Regents. In the area of vocational education development, the Council has not been aggressive in dealing

with the issues relating to program planning and development. Approval for establishing new programs are basically pro forma approvals since there exists an informal "gentlemen's agreement" among the provosts to support each other in new campus programs without reviewing its effects on overall community college development and state manpower needs. This attitude is not consistent with the principles of good planning.

PART 1

BOARD OF REGENTS

Part 1 includes the historical and legal background of the Board of Regents and examines its role and responsibility relative to policy making for post-secondary level vocational education.

Historical and Legal Background

Article IX, Section 4, of the Hawaii State Constitution establishes the University of Hawaii as the State University and a body corporate. To formulate policy and exercise control over the University, Section 5 of the Article creates a Board of Regents whose members are gubernatorial appointees subject to Senate confirmation. The Board's policy-making powers and control are executed through the Executive Officer of the Board who is the President of the University.

In addition to the constitutionally granted powers of the Board are the statutory powers established through legislative enactment in chapter 304, Hawaii Revised Statutes, which authorizes the Board to be responsible for the general management and control of the affairs of the University.

Chapter 305, Hawaii Revised Statutes, charges the Board of Regents with the governance of the community college system. Under the statute the Board is granted "the same powers with respect to the community colleges that it has as to the University in general."¹

In addition to the statutory and constitutional authority granted to the Board of Regents, the Board of Regents Policies provide guidelines for the internal operations of the University system.

Role and Responsibility of the Board

A consistent comment received in interviews with community college provosts and other community college administrators, was that the Board is preoccupied with the problems

¹Hawaii Rev. Stat., sec. 305-2.

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of the Manoa campus to the exclusion of discussing the problems of the community colleges. This was attributed to the fact that Manoa represents a greater portion of the University's budget and personnel problems, that Manoa was more visible because the system office is located on its campus, and that the traditional relationship between the Manoa campus and the University of Hawaii President contributed to his identification with Manoa as opposed to the other campuses within the system.

Legislative findings on the issue of community college governance expressed similar concerns. Senate Special Committee Report No. 4 issued by the Senate Interim Committee on Higher Education on April 1, 1974, stated in its findings:²

In recent years, notable dissatisfaction has been expressed by administrators, faculty, and students of the community colleges, and others, regarding the appropriateness and relevance of the system under which these institutions have been governed. Briefly stated, the principal complaint is addressed to the alleged dominance assumed by the University of Hawaii Manoa campus in the decision process affecting the management and operations of the community colleges with a resultant relegation of the community colleges to a "second class" status.

The Interim Committee further stated that "much of the criticism leveled at the governance structure, per se, are actually criticisms of internal management processes and procedures. ...the concerns involving community college governance seem to revolve around problems in communication within the system."

While organizational structure "is expected to promote efficiency and effective service by those who are entrusted with the authority and responsibility for administrative activity",³ the Board of Regents has exhibited an erratic record concerning community colleges. This has been especially evident in its constantly changing committee structure which

²Hawaii, Legislature, Senate Committee on Higher Education, Seventh Legislature, Regular Session, 1974, Special Committee Report No. 4.

³Fritz Morstein Marx (ed.), Elements of Public Administration (2nd ed.; Englewood Cliffs, New Jersey: Prentice-Hall Inc., 1959), p. 130.

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was never settled long enough to concentrate on community college development and post-secondary level vocational education.

On February 18, 1971, statewide organizational planning for the University of Hawaii was approved in principle by the Board of Regents resulting in the establishment of a standing committee on community colleges and a standing committee on vocational education to "facilitate consideration of policy matters".⁴

However, on August 31, 1972, the Chairman proposed a modification of the committee structure of the Board which eliminated both committees. His proposal provided for four committees to operate on a systemwide basis. They were:⁵

- (1) Standing Committee on Finance
Subcommittee on Physical Facilities and Planning
- (2) Standing Committee on Personnel Relations
- (3) Standing Committee on Academic Affairs
Subcommittee on East-West Center Affairs
- (4) Standing Committee on Student and Community Relations

These standing committees were given authority to make recommendations to the Board over matters under their jurisdiction as defined in the Board of Regents Policies. Formal adoption of this committee structure occurred at the September 14, 1972 meeting of the Board.

Nine months later, on May 9, 1973, the Chairman proposed another amendment to the organization of the committee structure of the Board. In a memorandum, he acknowledged the fact that "[s]erious concerns were expressed by the Advisory Council (State Advisory Council on Vocational and Technical Education) members as to the administrative operation and structure of the University of Hawaii in dealing with technical and vocational education by the State Board for Vocational

⁴Minutes of the Board of Regents Meeting, February 18, 1971.

⁵Memorandum from Stuart T. K. Ho to Members of the Board of Regents, August 31, 1972.

Education (Board of Regents)."⁶ The memorandum further reported the concern of the State Advisory Council over the abolition of the Board's committees on community colleges and on vocational education. The Chairman also went on to note:⁷

During the past legislature there was a move to create a separate governing body for the Community College system. This was in part because the people affected felt that their concerns were not being seriously considered by the Board.

Pursuant to these concerns, it was recommended that the Board create the Committee on Vocational Education and Community College Policies. It was further recommended that this Regents Committee invite two members of the Coordinating Advisory Council and two members of the State Advisory Council to be appointed by their respective chairmen to all its meetings.⁸ At the time of the recommendation's adoption on May 10, 1973 the President re-emphasized the importance of this Regents Committee.⁹

Since its establishment, the Regents Committee on Vocational Education and Community College Policies has met irregularly with meetings in the fall when the annual descriptive report for vocational education programs is to be submitted to the federal government and in the spring when the allocation of federal funds for the coming fiscal year is determined.

While the Regents Committee on Vocational Education and Community College Policies does provide a forum for discussion of specific issues, its impact on policy development for community colleges and post-secondary vocational education has been minimal. It is apparent that there has been little or no communication between the Regents Committee and the provosts, either individually or as a body (Council of

⁶Memorandum from Stuart T. K. Ho to Harlan Cleveland and the Members of the Board of Regents, May 9, 1973.

⁷Ibid. As a comment to the statement cited, Chairman Ho went on to say that the concerns over neglect of the community colleges by the Board of Regents were unfounded although he did acknowledge that such feelings existed. It was his hope that creating the new committee would alleviate the concerns.

⁸Ibid.

⁹Minutes of the Board of Regents Meeting, May 10, 1973.

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Provosts). If a meeting with a provost has taken place, it occurred coincidentally with the Board of Regents regular meeting at the particular campus.

Part of the inability of the Regents Committee to focus on community college development is attributable to its extension into statewide vocational education concerns. As defined in the Board of Regents Policies, the committee is to:¹⁰

- (1) Review proposals relative to educational policies pertaining to vocational education and community colleges and submit recommendations to the Board for final approval.
- (2) Examine and evaluate the academic and vocational aims, objectives, and activities of the community colleges.
- (3) Review, study, and make changes, if necessary, the State Plan for Vocational Education and make recommendations to the Board for approval.
- (4) Review and study the evaluation report of the State Advisory Council on Vocational and Technical Education and, if necessary, submit the Board's comments along with the evaluation report to the Commissioner of Education and the National Advisory Council.
- (5) Keep abreast of the needs of the community colleges and of vocational education and make recommendations as needed.
- (6) Overview the vocational education programs and consider their problems and aspirations for the purpose of interpreting them and making appropriate recommendations to the Board.

There is some doubt as to whether its consideration of statewide vocational education matters is proper. Under its statutory powers the Board may have overstepped its authority when it authorized the Regents Committee to review and make recommendations on statewide vocational education.

¹⁰Board of Regents Policies, chapter 5.

Recommendations

The Board of Regents has not established a clear delineation of responsibilities with those of the State Board for Vocational Education and should improve its relationships with the community colleges. To this end, the Bureau recommends:

- . Directing the Board of Regents to limit the responsibilities of the Regents Committee on Vocational Education and Community College Policies to post-secondary level vocational education in the community colleges. This would ensure a greater concentration on post-secondary level matters.*
- . Directing the Board of Regents to establish a regular schedule of meetings between the Council of Provosts and the Regents Committee on Vocational Education and Community College Policies. The meetings should include the President of the University and other appropriate personnel. When matters concerning post-secondary vocational education are considered, the State Director for Vocational Education should be invited for coordination purposes.*

PART 2

STAFF

Part 2 includes the legal and historical background of the President of the University and the Vice-President for Community Colleges and examines their role in post-secondary vocational education. The discussion of both positions together is necessitated by the administrative relationship which establishes the Vice-President for Community Colleges as the delegated authority of the President.

PRESIDENT OF THE UNIVERSITY AND VICE-PRESIDENT FOR COMMUNITY COLLEGES

Historical and Legal Background

Article IX, Section 5, of the Hawaii State Constitution provides an Executive Officer through which the Board of Regents exercises control over the University. The Executive Officer is the President of the University who is appointed by the Board. Article VI of the bylaws of the Board of Regents designates the President as the chief executive of the University who exercises power under the Board for the governance, protection, and advancement of the University's interests and affairs.¹¹ Section 6-1 of Title 2, Board of Regents Policies, implies that the President has the power to delegate authority to other administrators and faculty committees which he may execute under appropriate memoranda of agreement to carry on programs of the University.¹²

Section 6-7 of the Board of Regents Policies states that the Vice-President for Community Colleges has two essential duties which are to be performed under the direction of the President:¹³

¹¹*Bylaws of the Board of Regents, Article VI, adopted January 13, 1966 and amended September 1969 and September 1970.*

¹²*Ibid.*

¹³*Section 6-7, Board of Regents Policies, September 16, 1965.*

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- (1) Plan for the development of the statewide community college system of the University; and
- (2) Serve as staff coordinator in the development of the continuing education program of the University. As a special staff officer, he assists with the governmental and legislative liaison functions of the University, and also performs such duties as may be assigned to him by the President.

Operational Functions of the Office of Vice-President for Community Colleges

The continuing evolution of the Office of Vice-President has been the source of administrative difficulties experienced by the community colleges. A chronological presentation of the changing status of the Office of Vice-President for Community Colleges can be found in Appendix E. This section focuses on specific problems affecting vocational education which were a result of the University's administrative disorder.

While the broad concepts of community college governance was stated and restated throughout the late 1960's and into the early 1970's, the actual operational definitions for its implementation were never developed.¹⁴ The effect was a general confusion among staff members of the Office of Vice-President for Community Colleges regarding their particular duties, responsibilities, and assignments.

Available memoranda show that the staff reorganization was never settled. However, two major movements were considered. The trend toward decentralization implied that the Office of Vice-President for Community Colleges would be phased out and staff deployed to appropriate offices within the new administrative structure.¹⁵ The other movement was

¹⁴The University submitted a reorganization plan to the Governor for approval. The original plan went through a number of revisions during discussions between the University and the Department of Budget and Finance. A call to Budget and Finance has revealed that the reorganization plan was never acted upon by the Governor.

¹⁵The Department of Budget and Finance recommended the phasing out of the Office of Vice-President for Community Colleges over a period of two years.

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to maintain an office for the purposes of community college coordination and planning.

In 1971, anticipating the future requirements of reorganization under decentralization, the Vice-President issued a memorandum discussing the possibility of restructuring his staff. The discussion centered on the possible effects on staff requirements which would result from the alternative roles of the Office of Vice-President for Community Colleges. It was at this time that some attempt to clarify the role of the State Director for Vocational Education and his relationship to the community colleges was made.

By Spring 1972, the direction toward maintaining a central office for the community colleges was evident. Both the Council of Provosts and the Vice-President for Community Colleges expressed a need for a focal point and an advocate for the community colleges. A revised organizational plan was submitted by the President to the Governor for approval stating a need for a policy officer with a small staff for the community colleges.

In anticipation of this changing trend, the Vice-President for Community Colleges suggested the restructuring of his staff to consist of three professionals and two clericals and defined their roles and functions. However, the reassignment plan was never approved and the office remained without any formal operational definitions until his resignation in 1973.

The lack of permanent duties and responsibilities assigned to the Office of Vice-President for Community Colleges reflects the changing internal and external conditions of the University. Specifically, the relationship between the community colleges and the Vice-President for Community Colleges was never clearly defined. Campuses operated under the concepts of "strong provosts" and "autonomy" without any common interpretation of the definition. It was from this situation that concern over the direction of post-secondary vocational education emerged.

The specific problems created under the reorganizational flux cannot solely be traced to the Vice-President for Community Colleges. The President should also be held accountable because he is a strong executive with the prerogative to establish an administrative structure to accomplish the purposes of the University. While it is recognized that during periods of transition, substantive matters relating to operations are often in abeyance, the fact that the University could not settle on a definite organizational structure for a period of approximately five years has had serious effects on program development within the community colleges.

Vocational Education Planning in the Community Colleges

During the past five years, leadership of the Office of Vice-President for Community Colleges has been weak in providing overall planning direction for the system. While interpretations of "comprehensiveness" may vary among the community colleges, coordinative planning remains imperative. This is particularly true of the vocational area in view of the Regents' policy statements expressing the need to meet the manpower demands of the labor market and avoid duplication of physical facilities.¹⁶

However, community college planning has thus far failed to establish systemwide goals and objectives. Since the adoption of the State Master Plan, post-secondary vocational education programs have undergone little or no restructuring. To date, there is no evidence of any effort to refer to the State Master Plan as the basis for either systemwide or individual campus planning. Moreover, there appears to be little relationship between the State Master Plan, the Multi-Year Financial Plan, and the annual state plan insofar as post-secondary vocational education is concerned.

In addition, the Office of Vice-President for Community Colleges has failed to carry out the University directive issued in December 1972, "to develop a plan...[to]...integrate the use of federal vocational funds with State general funds."¹⁷ In responding to this administrative request, the Director of Community College Services and the Vice-President for Academic Affairs agreed upon the following:¹⁸

- (1) The Office of Vice-President for Community Colleges is to develop a plan for vocational-technical education for all community colleges and its related units.
- (2) The plan is to be developed in consultation with the colleges, Manpower Training Program, Hoomana School, and the State Director for Vocational Education.

¹⁶Board of Regents Policies, chapter 14.

¹⁷Minutes of the Council of Provosts Meeting, December 2, 1973.

¹⁸Memorandum from Walter P. S. Chun, Director of Community College Services to Brett Melendy, December 13, 1972.

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- (3) The plan should be developed from documents which are now available such as the six-year plan for each college, vocational education plan, ten-year curriculum plan, etc.

* * * *

- (7) Although no specific timetable has been set for the completion of the plan, it is my suggestion that a target of March 1, 1973 be set for the completion of the report.

Responsibility for the development of the plan was given to the Assistant State Director for Vocational Education who was assigned to the Office of Vice-President for Community Colleges. In 1973, the Vice-President for Community Colleges resigned and a year later, the Assistant State Director left the University.

Subsequent to the resignation of the Assistant State Director, no action was taken by the Director of Community College Services to complete the plan for vocational-technical education.¹⁹ Consequently, two years after the Office of Vice-President for Community Colleges was directed to produce a systemwide plan, statewide planning consists primarily of collecting individual campus priorities with no attempt to establish a comprehensive approach.

The lack of a comprehensive approach complicates the allocation of federal funds. Repeatedly, requests from the State Director were made to provosts to establish priorities for federal funding allocations:

January 1972--The State Director asked the provosts to assist in setting priorities on about \$400,000 of vocational education funds.

October 1973--The State Director requested each campus to resubmit to his office an expenditure plan for vocational education carry-over funds. Part B and C projects were to be arranged by priority.

In the past, only short-term priorities seem to have been established as the need arose to allocate funds. This was evident when impounded federal funds for vocational

¹⁹Information received in a telephone conversation with the Director of Community College Services on January 15, 1975.

education for the fiscal year 1973 were released by the President of the United States. The State Director confirmed that because no planning priorities based on systemwide goals and objectives were developed, no guidelines were available for determining supplemental allocations.²⁰ As a result the State Director had to request the individual campus to "submit a separate detailed budget for the total requirement for each of the various vocational education programs by its priorities."²¹

In November 1974 a meeting was held between the State Commission on Manpower and Full Employment (State Advisory Council on Vocational and Technical Education) and the community college provosts on Oahu to discuss vocational education funding for the fiscal year 1975-76. All parties agreed that a systemwide priority list should be developed for vocational education funding. Each provost was requested to submit campus priorities to the Office of Vice-President for Community Colleges for final priority determination based on total system needs.

Recommendations

The President in his administration of the University failed to provide the operational definitions necessary to implement the concepts relating to community college governance. To remedy this, the Bureau recommends:

- . Directing the President to define the role and responsibility of the Vice-President for Community Colleges and the provosts as soon as possible.*

As the delegated authority of the President, the Vice-President for Community Colleges exercised little or no leadership in vocational education matters. Therefore, the Bureau recommends:

²⁰During negotiations for funds released from impounded funds of FY 1973-74, much discussion occurred in the Coordinating Advisory Council over the division of funds. It was the Department of Education's contention that since the community colleges had no priorities for expenditure of such funds, the Department should receive the funds to meet their established priority needs.

²¹Memorandum from Samson Shigetomi to provosts of the community colleges, December 31, 1973.

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- . *Directing the President to fill the vacancy of Vice-President for Community Colleges as soon as possible and provide for adequate staff support especially in post-secondary vocational education planning.*
- . *Requiring the completion of the vocational education plan for the community colleges by the beginning of the 1975 academic year. The plan should provide a long-range, system-wide approach for post-secondary vocational education based on the State Master Plan. In addition, it should serve as a basis for the allocation of federal vocational education funds as provided in the annual state plan, the Multi-Year Financial Plan, and a guideline for approval of new campus programs.*

PART 3

ADVISORY BODIES

Part 3 concludes this chapter and discusses the historical and legal background of the Council of Provosts and its role in policy development relating to the community colleges and post-secondary vocational education.

COUNCIL OF PROVOSTS

Historical and Legal Background

In the "Prospectus for the Seventies" issued in January 1970, the President announced he had established a Council of Provosts. A month prior to this statement by the President, the provosts met to discuss the role of the Council. By agreement among the provosts, the Council was recognized as the official community college body for recommending policy to the President of the University. This statement not only clarified the role of the Council of Provosts but also established its relationship to the President replacing the former relationship between the Vice-President for Community Colleges and the President.²³

Among the provosts there still remains a general agreement on the role and responsibilities of the Council as stated in the Council meeting of December 1969.²⁴ The provosts

²³The Council of Provosts also agreed that the role of the community college system office under the new structure was (1) that of a resource coordinating unit to service the colleges and the council; and (2) that of an assistance unit to the staff of the President.

²⁴A questionnaire sent to provosts concerning the role of the Council of Provosts elicited responses such as:

- . Vehicle by which mutual problems and concerns relative to community college administration are discussed.
- . Exchange information of common interest...discuss policy directives from the President and the Board of Regents and arrive at common interpretations.

also agree that the Office of Vice-President for Community Colleges is coordinative in nature and serves as staff to the Council since the Vice-President for Community Colleges or his representative is the convenor of the Council.

Relationship of the Council to the Board of Regents

The Council of Provosts has no direct relationship to the Board of Regents except through the President. Formal meetings between the Board and the Council have occurred on several occasions.²⁵ Most recently, these meetings have concerned community college governance.

Relationship of the Council to the President of the University

The formal relationship between the President of the University and the Council of Provosts was never explicitly stated. Inferences made from memoranda and the Council's minutes indicate it was expected to serve in an advisory capacity to the President on policy matters affecting the community colleges. Yet, the Council was required procedurally to communicate with the President through the Vice-President for Community Colleges.²⁶

-
- . *To discuss mutual concerns. Formulation, clarification and implementation of system policies... Advisory to the President of the University of Hawaii and his staff.*
 - . *To develop and recommend for adoption policies and procedures applicable to the community colleges as a system...to serve as a coordinative body in the review process for new programs.*

²⁵*In addition, individual Regents may meet informally with the individual provosts. This is particularly true with the Neighbor Island Regents and provosts.*

²⁶*While the provosts were eventually permitted direct access to the President in terms of individual campus issues, the Council of Provosts as a body remained part of the Office of Vice-President for Community Colleges and therefore was required to send recommendations through the Vice-President.*

Relationship of the Council to the Vice-President for Community Colleges

According to the Council's conception of the Vice-President for Community Colleges' role, he was to act as staff and as convenor to the Council. As staff, he was to communicate the recommendations or inquiries of the Council to the President. However, from interviews with the provosts, this was not always the case, particularly during the period from 1970 to 1973. During that time, the Vice-President exercised certain administrative prerogatives over recommendations passing through his office. Not all of the recommendations of the Council were communicated to the President and where there may have been disagreement between the Council and the Vice-President, it was usually the Vice-President's recommendation that prevailed.²⁷

Policy-Role of the Council

Inasmuch as the Council of Provosts considered itself a policy recommending body, its effectiveness is not apparent. An inventory of Council actions relating to the post-secondary level vocational program shows that the Council was more involved in specific vocational education programs on individual campuses rather than in overall systemwide development. More importantly, the recommendations which the Council dealt with usually came from without the Council--from the President or the Board of Regents. As a result the Council spent most of its time interpreting policy and reviewing new campus programs for recommendation to the Board of Regents.

Discussions relating to vocational education matters fell into two categories: (1) instructional and informational, and (2) negotiation for funds.²⁸ Instructional and informational matters included notification of deadlines to

²⁷There is some question as to whether the Vice-President for Community Colleges did have the power to amend or ignore the recommendations of the Council and whether in doing so he was not overstepping the authority of his office as authorized under President Cleveland's concept of the Office of Vice-President for Community Colleges.

²⁸A review of the minutes revealed that most items relating to vocational education fell under "Directives" or "Announcements". No action under "Motions passed" related directly to vocational education.

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be met for federal requirements, notification of release of impounded, additional or carry-over funds, reporting of status of the State Master Plan, instructions to develop a formula for correlating dollar allocations for vocational education, and requests to establish spending priorities. Under the heading of negotiations, the Council considered such matters as strategies in requesting vocational education allocations vis a vis the Department of Education, and the allocation of federal funds for distribution among the community colleges.

The most substantive discussion in terms of policy affecting vocational education reported in the minutes of the Council was a discussion of the "community colleges' obligation to work as consortia versus autonomous units, and their need to coordinate vocational with liberal arts cooperative educational programs."²⁹ Details of this discussion were not reported and it is not known whether the provosts formally adopted this concept.

Recommendations

The effectiveness of the Council of Provosts as a policy recommending body has not been evident. To strengthen this role, the Bureau recommends:

- . Directing the Council of Provosts to adopt a policy statement on community college consortia to facilitate systemwide vocational education planning and establishment of systemwide priorities.*
- . Directing the President to define the relationship between the Council of Provosts and the Vice-President for Community Colleges or his equivalent.*

²⁹Minutes of the Council of Provosts Meeting, October 11-12, 1973.

CHAPTER IV
DEPARTMENT OF EDUCATION

SUMMARY OF FINDINGS

This chapter discusses the administration of vocational education in the Department of Education and the relationship of its policy body, the Board of Education, to the State Board for Vocational Education.

The Bureau finds that the Department of Education has developed a coordinated program for secondary level vocational education based on the principles extracted from the State Master Plan. The stated goals and objectives of the secondary vocational education program remain consistent in the three basic planning documents--the Multi-Year Financial Plan, the Annual State Plan and the State Master Plan. As a result, vocational education administration on the secondary level appears to be based on good planning.

However, the Board of Education in its participation in the administration of statewide vocational education has allowed procedural and administrative irregularities to occur without any formal protest to the State Board for Vocational Education. Moreover, the Board of Education is encountering difficulties in receiving allocations of federal vocational education funds.

Historical and Legal Background

Constitutional authority granted under Article IX, Section 3, of the Hawaii State Constitution provides that "[t]he board of education shall have power, in accordance with law, to formulate policy and to exercise control over the public school system through its executive officer, the superintendent of education...." The nine members of the Board of Education are elected by the public as required by the Constitution and therefore are directly accountable to the electorate.

Administration of Vocational Education

Public secondary vocational education is the responsibility of the Administrator for Vocational-Technical Education. In addition to the development and implementation of public secondary vocational education programs, the Vocational Education Administrator accompanies the Superintendent of Education and the Board of Education to all meetings of the

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Coordinating Advisory Council as a staff and resource person. The Vocational Education Administrator also acts as the liaison for the department with the State Director for Vocational Education. However, in communications with the State Board for Vocational Education, the Superintendent of Education is the designated representative of the Department of Education.

Secondary level vocational education policy is proposed by the Superintendent of Education to the Board of Education for adoption.¹ The adoption of the policy by the Board establishes "the broad guides for discretionary action".² Respective to vocational education, the Board has made the following policy statement:³

The Department of Education shall provide learning experiences in environmental studies, relating to man's relationship to his environment and to his efforts to understand and control it. Such learning experiences shall be included in concepts commonly taught in science, geography, economics, applied mathematics, physical education, practical arts, and vocational education.

Vocational Education Program Planning

Public secondary vocational education programs are based on twelve principles extracted from the 1968 State Master Plan.⁴ These principles reflect the philosophy of the Department that "there is a kind of occupational education that is appropriate for each individual" and that its programs "are aimed at motivating and enabling the individual to proceed

¹By-Laws of Board of Education, June 6, 1974.

²Ibid. Supplementary to the Board's policies, the Superintendent of Education may issue administrative regulations for the effective administration of the policy. These regulations do not require Board approval but are subject to Board action when the Board finds they do not promote the intent of the policy.

³Board of Education, School Code, Academic Curriculum, Environmental Studies, October 1970.

⁴See Appendix G.

purposefully in his occupational pursuits".⁵ To this end, the Department has instituted three components as part of its restructured vocational-technical education programs.

A review of the three basic planning documents⁶ relative to vocational education in the Department of Education revealed a consistent approach in vocational education planning for the secondary level. Goals and objectives are developed from the extracted principles by specified target groups (handicapped, disadvantaged, general) with measures of effectiveness as required by the planning, programming, and budgeting system. A schedule for implementation has been projected and where program variances have occurred, they have been due to fiscal constraints.⁷

Relationship of the Board of Education to the State Board for Vocational Education

No explicit statutory authority exists which establishes the State Board for Vocational Education in a superior role over the Board of Education in vocational education matters. However, a need to define the relationship between the two boards has developed because of federal funding requirements.

From one viewpoint, the Board of Education may be considered the higher board because of its direct accountability

⁵Hawaii, Department of Education, An Overview of the Department of Education's Vocational-Technical Education Program in FY 1974, March 11, 1974.

⁶These documents are the State Master Plan for Vocational Education (Revised 1974), the State Plan for the Administration of Vocational Education under the Vocational Education Amendments of 1968, Multi-year Financial Plan, State of Hawaii.

⁷State general fund appropriations for the biennium 1971-73 totalling \$774,380 were frozen. Because of this freezing of funds, the implementation of the Restructured Vocational Education Program has been delayed until 1980. Original target date for full implementation in all schools was 1977.

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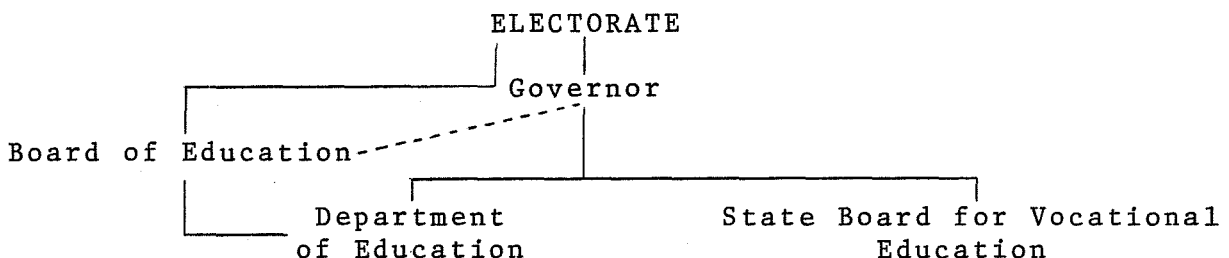
to the electorate.⁸ The State Board for Vocational Education, as an appointed board, is accountable to the Governor who in turn is accountable to the electorate. This makes the State Board for Vocational Education once removed from the power granting authority--the electorate.

However, within the context of statewide vocational education, the Board of Education could be considered a secondary board since it administers one-half of the vocational education program and should seek the approval of the State Board for Vocational Education in matters relating to federal funding and statewide vocational education policy development under federal regulations.⁹ Anticipating the difficulties of administering a program operated by two separate agencies headed by two policy boards, the State Master Plan recommended that a third body, the State Vocational Education Coordinating Advisory Council, serve as a forum for discussion of conflicts which may occur between the two agencies (see chapter II, part 2).

From interviews conducted with Department of Education personnel, the problem of defining the relationship between the Board of Education and the State Board for Vocational Education was further complicated by the pre-emption of the role of the Coordinating Advisory Council by the Regents Committee on Vocational Education and Community College Policies. Prior to this time, the informal agreement had been that decisions made by the Coordinating Advisory Council

⁸The theory of government under which we operate places the electorate as the highest power in the land. Elected officials are considered to be instruments by which the will of the people may be heard and translated into law or policy.

The chart below illustrates the relationship of both boards to the electorate:



⁹Dispute over the jurisdiction in policy development and program implementation in the area of vocational education is discussed in chapter II, part 1.

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went directly to the State Board whose approval was essentially pro forma. Decisions made by the Coordinating Advisory Council were accepted by the Board of Education. As long as these conditions were maintained, the conflicts remained minimal.

The Regents Committee's review of statewide vocational education matters affecting the Department of Education implied a subordinate role of the Board of Education in developing statewide policy since the Regents Committee could amend decisions reached in the Coordinating Advisory Council. Objections to this arrangement were not immediately raised by the Board of Education because of its understanding that two members of the Coordinating Advisory Council and two members of the State Advisory Council would be invited to participate in all the meetings of the Committee.¹⁰ However, after the organizational meeting of the Regents Committee, neither the Coordinating Advisory Council nor the State Advisory Council were ever invited to or notified of any subsequent meetings of the Regents Committee.¹¹ The Board of Education has yet to file a formal protest.

Other changes involving administration have occurred without Board of Education consultation or protest. These changes include transferring the State Director from the Office of Vice-President for Community Colleges to the Office of Vice-President for Academic Affairs and then the Office of the President. In addition, further staff changes have submerged the State Director's office within the University's administrative difficulties, thereby reducing his effectiveness in providing the proper assistance to the Department of Education. In not seeking clarification of these administrative deviations, the Board of Education shares some of the

¹⁰The May 9, 1973 memorandum from Stuart T. K. Ho to the President of the University and the Members of the Board of Regents outlined this condition for meetings of the Regents Committee on Vocational Education and Community College Policies.

¹¹Information received from a review of attendance at meetings of the Regents Committee on Vocational Education and Community College Policies and verified by representatives of the Coordinating Advisory Council, the State Advisory Council, and the Department of Education.

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responsibility for the existing confusion in statewide vocational education.¹²

Realizing that its policy input into statewide vocational education has been circumvented, the Board of Education is concerned about the possibility of being subject to decisions made by the State Board for Vocational Education without prior consultation as provided through the Coordinating Advisory Council. In such cases, the Board of Education would be presented with a dilemma since its conformance with the decisions of the State Board for Vocational Education are mandatory under federal regulation but discretionary under state law.

Federal Funding Authority of State Board for Vocational Education over Department of Education

Because of the State Board for Vocational Education's control over federal funding, there is a need to define its authority in establishing funding allocations for secondary level vocational education programs. The recent negotiations involving impounded funds provide a case in point. By the provisions of the state plan, the Department of Education automatically received all the funds under Part F, Part H, and section 102(b).¹³ The area of contention was Part B funds.¹⁴ The Department of Education submitted a request for fifty per cent of the Part B funds for the "further implementation of the Restructured Vocational-Technical Education Program in additional high schools of the State".¹⁵

¹²The Bureau recognizes that most of these changes were considered "interim" measures while the University underwent reorganization. However, the "interim" measures remained in effect for almost five years, adversely affecting the State's vocational education program.

¹³These funds support programs in consumer and homemaking services, work study, and disadvantaged, respectively. They are allocated to the Department of Education because the Community Colleges either do not offer programs in these categories or have other sources to draw upon for support.

¹⁴\$235,083 in Part B funds were to be allocated.

¹⁵Memorandum from Teichiro Hirata, Superintendent of Education to Dr. Harlan Cleveland, Executive Officer of the State Board for Vocational Education, January 29, 1974.

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At the same time, the community colleges requested that Part B funds be divided in the following manner:¹⁶

| | DOE | COMM. COLL. | TOTAL |
|----------------|------------------|------------------|------------------|
| Part B | \$ 69,197 | \$165,886 | \$235,083 |
| Part F | 44,514 | - | 44,514 |
| Part H | 17,466 | - | 17,466 |
| Section 102(b) | 34,710 | - | 34,710 |
| Total | <u>\$165,887</u> | <u>\$165,886</u> | <u>\$331,773</u> |

The final decision of the State Board for Vocational Education followed the allocation as shown above.¹⁷ The Department of Education reluctantly agreed to this allocation because of time constraints for expending the money.

The decision of the State Board for Vocational Education did, therefore, affect the implementation of the Restructured Vocational Education program of the Department of Education. More importantly, the rationale for allocating the Part B funds was not based on any objective criteria or priorities from either the State Master Plan or the annual state plan. Instead, it represented an equal division of the total amount of impounded funds which did not necessarily provide for the most effective use of federal funds to promote statewide vocational education.

The question that emerges is whether the State Board for Vocational Education can deny funds to the Department of Education to implement secondary level programs which have already been approved and included in the state plan,¹⁸ while funding community college programs not included in the state plan without benefit of due process as provided in federal regulations.

¹⁶Memorandum from Bob Oka to Walter Chun, January 14, 1974.

¹⁷Memorandum from Samson Shigetomi to the State Vocational Education Coordinating Advisory Council members, February 1, 1974. Allocations set out in the memorandum showed an equal distribution of the total amount of impounded funds released but a proportionately larger portion of the Part B funds were allocated to the community colleges. Both agencies received approximately \$165,887 each.

¹⁸45 C.F.R. sec. 102.31. Requires the state plan to go through a public hearing and any amendments to the plan are also subject to public hearing.

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Recommendations

Through its lack of formal protest to the State Board for Vocational Education, the Board of Education shares responsibility on actions contrary to the interest of both statewide and secondary vocational education goals. To delineate authority and jurisdiction between the boards, the Bureau recommends:

- . Directing the Board of Education to seek clarification of its relationship to the State Board for Vocational Education on the issue of the authority of the State Board over secondary vocational education policy development.*
- . Directing the Board of Education to seek clarification from the U.S. Office of Education as to whether proper procedures are being followed in the allocation of federal funds pursuant to the State Plan for the Administration of Vocational Education.*

CHAPTER V

CONCLUSION

Although House Resolution No. 275 calls for the Bureau to provide recommendations for "...the restructuring of the administration of vocational education in the State if necessary....", this report does not recommend total restructuring. Early in the undertaking of this study, the Bureau did attempt to examine documents pertaining to other states' administrative structures for statewide vocational education. From this examination, the Bureau found three organizational patterns applicable to Hawaii's uniquely centralized systems of higher and lower education. The first alternative places the responsibility for statewide vocational education with the policy-making board for elementary and secondary education. However, the Bureau concluded that this alternative would create problems associated with the dual roles and responsibilities presently faced by the Board of Regents as the State Board for Vocational Education.

The second alternative establishes a third board to administer statewide vocational education. While this alternative seems to provide for the most objective administration of statewide vocational education, there exists major drawbacks relative to board jurisdiction, the lack of control over operations, and the need for greater coordination, communication, and cooperation among three boards.

The third alternative places the responsibility for statewide vocational education with the policy-making board for higher education as presently exists in Hawaii. The problems of this arrangement have been discussed throughout this report.

The Bureau found certain limitations inherent in all three alternatives requiring it to reexamine the 1968 State Master Plan for Vocational Education. It is the Bureau's view that the present organization was arrived at after extensive deliberation, review, and consensus suggested and should not be regarded lightly. On three points, the Bureau concurs with the original drafters of the State Master Plan:

- (1) The creation of a State Board for Vocational Education in addition to the Board of Education and the Board of Regents would result in a third policy-making body, adding another bureaucratic level and thereby creating more jurisdictional problems than presently exist.
- (2) Specialized vocational education is the responsibility of the community colleges and because of the emphasis on post-secondary level vocational education, the

VOCATIONAL EDUCATION IN HAWAII

Board of Regents, rather than the Board of Education, is a more logical choice to serve concurrently as the State Board for Vocational Education.

- (3) The Vocational Education Coordinating Advisory Council, if properly utilized, can be a useful tool in settling conflicts which might arise between two separate educational jurisdictions prior to the formal adoption of statewide policy by the State Board for Vocational Education.

Although certain irregularities have occurred under the present structure, the Bureau feels that in theory the structure devised by the 1968 State Master Plan is workable. In practice, however, the organization has not functioned as originally envisioned because of a long series of misunderstandings and misinterpretations beginning with imprecise state statutes and federal regulations which do not reflect the administrative realities in the State.

While the Bureau recognizes that administrative structure does contribute to program effectiveness, it views the retention of the present structure with appropriate modifications as recommended in this report as the least disruptive to the delivery of vocational education programs and services. Attitudes, however, cannot be legislated. In addition to the structural and procedural modifications, it is incumbent upon the State Board to exhibit a greater interest in vocational education programs. Coupled with this, the State Board must begin to exert stronger leadership over the direction of statewide vocational education.

As a final recommendation, the Bureau suggests that the State Board for Vocational Education develop a timetable for the implementation of the recommendations of this report by July 1, 1975. As a follow-up and to ensure proper implementation, the Bureau further suggests:

The establishment of an interim legislative committee to monitor the progress of the State Board in implementing the recommendations and to assess its effectiveness in strengthening and improving the administration of vocational education in the State. If the committee finds that no progress is evident by the 1976 legislative session, then serious consideration should be given to the total restructuring of

CONCLUSION

statewide vocational education. At that time, recommendations for restructuring should be developed by the Vocational Education Coordinating Advisory Council.

APPENDICES

HOUSE OF REPRESENTATIVES
SEVENTH LEGISLATURE, 19⁷⁴
STATE OF HAWAII

H. R. NO. 275

HOUSE RESOLUTION

RELATING TO A REVIEW OF THE ADMINISTRATION OF VOCATIONAL
EDUCATION IN THE STATE.

WHEREAS, vocational education programs in the State of Hawaii on the secondary and post-secondary levels provide student preparation for the world of work; and

WHEREAS, administrative responsibility for vocational education is divided between the Department of Education for the secondary level programs and the University of Hawaii for the post-secondary level programs; and

WHEREAS, since 1968 the University of Hawaii Board of Regents has served as the State Board of Vocational Education with the State Director for Vocational Education as a member of the University staff to provide leadership for the statewide program; and

WHEREAS, Hawaii annually receives over two million dollars in federal funds for vocational education; and

WHEREAS, there exists a need for the University of Hawaii Board of Regents to pay more attention to vocational education matters; and

WHEREAS, the passage of recent federal legislation including Public Law 92-318, the Higher Education Amendments of 1972 and Public Law 93-203, the Comprehensive Employment and Training Act of 1973, have implications for vocational education and the administration of statewide educational and training programs; now, therefore,

BE IT RESOLVED by the House of Representatives of the Seventh Legislature of the State of Hawaii, Regular Session of 1974, that the Legislative Reference Bureau is requested to conduct a study on the administration of vocational education in the State including, but not limited to the following areas:

- (1) The fulfillment of the responsibilities of the University of Hawaii Board of Regents as the State Board for Vocational Education under the provisions of chapter 305A, Hawaii Revised Statutes;

- (2) The fulfillment of the responsibilities of the University of Hawaii Board of Regents as the State Board for Vocational Education under the provisions of Public Law 90-576, the Vocational Education Amendments of 1968;
- (3) The use of federal funds under Public Law 90-576 for vocational education programs at the secondary and post-secondary levels and for in-service education at the College of Education, University of Hawaii;
- (4) The staffing and administrative relationship of the Office of the State Director for Vocational Education in the University of Hawaii hierarchy;
- (5) The administrative relationship between the Office of the State Director for Vocational Education and the community colleges and the Department of Education;
- (6) The implementation of the state master plan for vocational education; and
- (7) Follow-up of recommendations made by the State Advisory Council on Vocational and Technical Education in the Council's annual evaluation reports;

and

BE IT FURTHER RESOLVED that the Legislative Reference Bureau submit a report of its findings and recommendations for the restructuring of the administration of vocational education in the State if necessary to the Legislature twenty days prior to the convening of the Regular Session of 1975; and

BE IT FURTHER RESOLVED that certified copies of this Resolution be transmitted to the Speaker of the House of Representatives and the Director of the Legislative Reference Bureau.

Appendix B

CHAPTER 305A, HAWAII REVISED STATUTES

[CHAPTER 305A VOCATIONAL EDUCATION UNDER FEDERAL AID]

SECTION

- [305A-1] ACCEPTANCE OF FEDERAL AID
- [305A-2] STATE BOARD FOR VOCATIONAL EDUCATION
- [305A-3] BOARD'S POWER AND AUTHORITY
- 305A-4 VOCATIONAL EDUCATION COORDINATING ADVISORY COUNCIL

[§305A-1] Acceptance of federal aid. The State accepts, together with the benefits of all respective funds appropriated thereby, all of the provisions of the Act of Congress approved February 23, 1917, entitled: "An Act to provide for the promotion of vocational education; to provide for cooperation with the states in the promotion of such education in agriculture, trade and industries; to provide for the cooperation of the States in the preparation of teachers of vocational subject; and to appropriate money and regulate its expenditure" and any acts which amend or supplement the Act. [L 1968, c 71, pt of §4]

[§305A-2] State board for vocational education. The board of regents of the University of Hawaii is designated as the state board for vocational education. The chairman of the board of regents is designated as the chairman of the board for vocational education and the president of the University of Hawaii, its administrative officer. [L 1968, c 71, pt of §4]

[§305A-3] Board's power and authority. The board may cooperate with the United States Department of Health, Education and Welfare in the administration of the provisions of the Acts of Congress mentioned in section 305A-1, and do all things necessary to entitle the State to receive the benefits of each of the respective funds appropriated by such Acts; represent the State in any and all matters arising out of or connected with the administration of such Acts of Congress insofar as the same shall apply to the State; represent the State in any or all matters in reference to the expenditure, distribution, and disbursements of moneys received from such acts; designate such colleges, schools, departments, or classes as may be entitled to participate in the benefits of moneys received from the appropriations made in such Acts as in its judgment and discretion will best subserve the interests of vocational education in the State and carry out the spirit, purposes, and provisions of such Acts of Congress; establish and determine by general regulations, the qualifications to be possessed by persons teaching agricultural, trade, industrial, and home economics subjects in the colleges or schools coming under the provisions of such Acts of Congress in the State; and enforce rules and regulations concerning the granting of certificates and licenses to such teachers and to certificate such teachers. The board may delegate some of its responsibilities relating to the establishment of qualifications for and certification or licensing of vocational teachers. The board shall make an annual report to the governor describing the conditions and progress of vocational education during the year and include therein an itemized statement showing the receipts and expenditures of all moneys used in connection with such education. [L 1968, c 71, pt of §4]

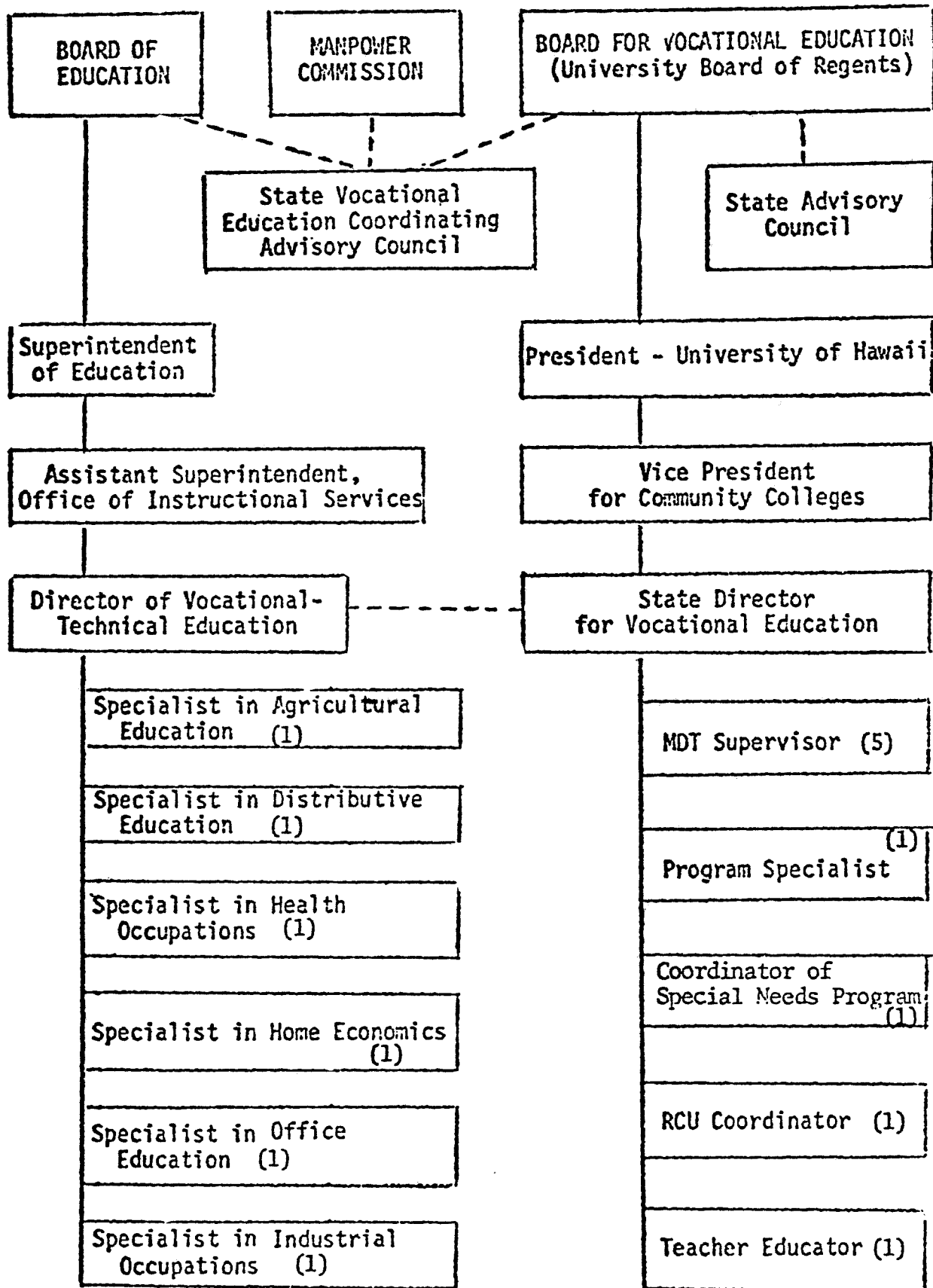
§305A-4 Vocational education coordinating advisory council. There is established a vocational education coordinating advisory council which shall serve in an advisory capacity to the board of regents. The council shall consist of eleven members, nine appointed and two ex officio voting members. Of the nine appointed members, three shall be appointed from the board of regents of the University of Hawaii by the chairman of that body, three shall be appointed from the board of education by the chairman of that body, and three shall be appointed from the state commission on manpower and full employment by the chairman of that body. Of the three members appointed from the commission on manpower and full employment, one member shall represent management, one member shall represent labor, and the third shall represent the public. Of the two ex officio members one shall be the president of the University of Hawaii and the other shall be the superintendent of education.

Of the three members first appointed by each appointing authority, other than the chairman of the board of education, one shall be appointed for two years, one shall be appointed for three years, and one shall be appointed for four years. In the case of the members appointed from the board of education, the terms of such members shall be for their remaining terms as members of the board of education. Upon the expiration of the terms of the first members, their successors shall serve for a term of four years. Vacancies shall be filled by the appropriate appointing authority for the unexpired term.

The council shall elect a chairman and such other officers as it deems necessary. Section 92-11 shall apply. The members of the council shall serve without pay but shall be entitled to their traveling expenses within the State when attending meetings of the council or when actually engaged in business relating to the work of the council. [L 1968, c 71, pt of §4; am L 1974, c 192, §1]

Appendix C

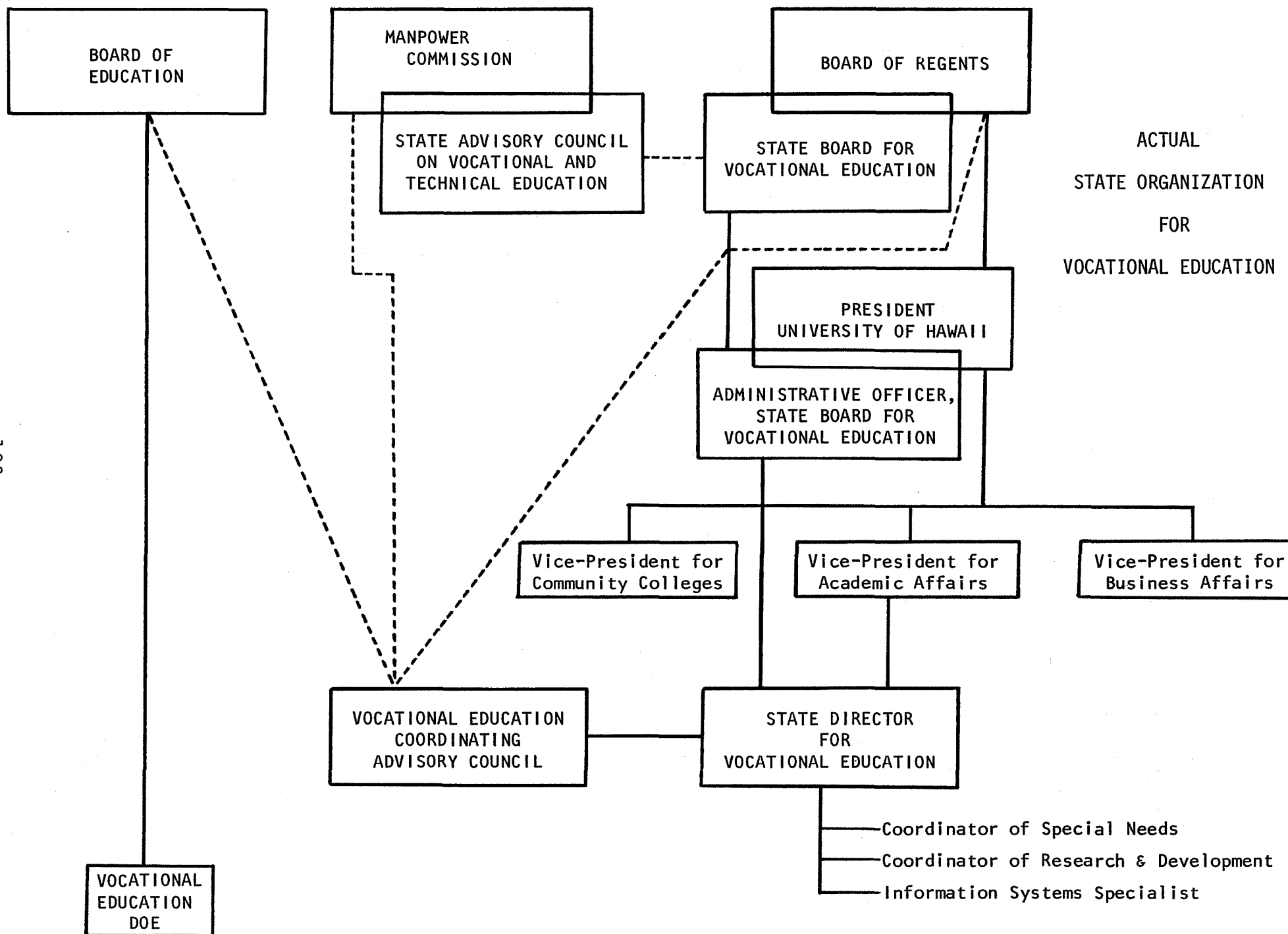
STATE ORGANIZATION FOR VOCATIONAL EDUCATION



Source: State of Hawaii, State Plan for the Administration of Vocational Education under the Vocational Amendments of 1968, June 1969, p. 13.

Appendix D

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Appendix E

CHRONOLOGICAL REVIEW OF THE OFFICE OF VICE-PRESIDENT FOR COMMUNITY COLLEGES

On September 1, 1969, the University of Hawaii acquired a new President under whom the direction of the University began to change. The following chronology of memoranda and statements summarizes the changes in the University's administrative structure relative to the Office of Vice-President for Community Colleges and the community college system for the years 1970-1974.

January 1970--A statement was issued by the President entitled "Prospectus for the Seventies" establishing the framework for the future governance of the community colleges:

- (1) Each COMMUNITY COLLEGE should regard itself as primarily responsible for its own destiny. Its provost, its faculty, and its students, working together, should develop their academic offerings, their budget, and their long-range plans. There are, of course, many issues that require coordination among the colleges--including the decisions as to which college will offer what specialized programs. These should to the maximum possible extent be worked out cooperatively among the provosts, faculty senates, and student leaders, as appropriate. I have established a council of provosts; the faculty senates also have an intercollege committee of their chairmen; the student leaders also meet together from time to time.
- (2) The OFFICE OF COMMUNITY COLLEGE SERVICES should be regarded as a staff section of the office of the president. At the provosts' suggestion, the director of community college services serves as presiding officer of the council of provosts.

January 21, 1970--Memorandum from Harold Masumoto, director of community college services to President Harlan Cleveland outlining the functions of the Office of Community College Services and its relationship to the community colleges. The establishment of an Office of Community College Services was "to allow greater autonomy to each community college...." To this end, "the organization for the administration of the community colleges has evolved into one in which less central control is exercised from the Services Office than previously and each Provost reports directly to the President". Functionally, the Services Office no longer was a line agency but a service and coordinative agency. "The Services Office, as part of the Office of the President, acts as the agent of the University administration in community college affairs." Such affairs included discussions relating to the relationships among the campuses, and coordinative and leadership services in continuing education, public service, use of federal funds, personnel matters and business affairs.

September 1, 1970--Brett Melendy became Vice-President for Community Colleges.

February 3, 1971--Memorandum from Harlan Cleveland to the Provosts of the Community Colleges, the Faculty Senate Chairmen, and the Vice-President for Community Colleges on "Autonomy of the University of Hawaii Community Colleges". The memorandum sought to define the operational aspects of autonomy. The President recommended that each campus develop its own student-faculty participation procedure in decision making, develop its own judicial system, and develop its own "system of governance and own distinctive character and flavor". In developing this distinctive system of governance, however, all campuses were to maintain a basic standard of academic quality and efficiency. Responsible for maintaining these standards was the "Office of the President and the Office of the Vice-President for Community Colleges". As such, "these developments must proceed under University guidelines designed to integrate the

academic programs in the University as a whole and to maintain uniformly high educational standards. Over the period in which these educational programs are being developed on each campus...we shall [encourage] local initiative and independence and decentralization while at the same time maintain the minimum University-wide controls necessary to insure a uniformly high quality within the system as a whole."

November 18, 1971--Memorandum from Brett Melendy to Walter Chun and Sam Hata on "Alternative Organizational Plans, Office of the Vice President for Community Colleges". The memorandum stated that a possible reorganization of the Office was required for the future. The alternatives presented in the memorandum included (1) maintaining the present structure; (2) complete decentralization abolishing the office completely; (3) centralizing the operations in the form of community college districts as developed on the mainland; and (4) placing all Oahu community colleges into one system with Maui and Kauai having separate administrations.

January 1, 1972--The State Director for Vocational Education was reassigned to the Vice-President for Academic Affairs and the Assistant State Director for Vocational Education was reassigned to the Office of Vice-President for Community Colleges.

January 7, 1972--Memorandum from Brett Melendy to Vice-President's Staff on "Reassignments in Our Office in the Areas of Educational Programs and Faculty Affairs". Preliminary internal reassignments for the Office of Vice-President for Community Colleges were made. "The target date for the reorganization of the statewide administration was originally set for September 1 [1971]. Meanwhile, budgetary constraints have postponed reorganization. President Cleveland has agreed, in anticipation of statewide reorganization, that we can proceed with our own

reassignments effective January 1 [1972]." Consequently, pending written notification of statewide reorganization, the Office of Vice-President for Community Colleges began to reorganize. At this point, however, the reorganization was a matter of changing functions, not titles.

April 5, 1972--Memorandum from Brett Melendy to the Provosts and other interested community college personnel on the functions of the Office of Vice-President for Community Colleges. Memorandum requested consideration of the functions of the Office of Vice-President for Community Colleges and the ways in which it could exercise these functions.

April 26, 1972--Joint report of the Department of Budget and Finance and the University was submitted to the Governor outlining the organizational structure of the University under reorganization.

May 10, 1972--Memorandum from Harlan Cleveland to John Farias, Jr., Chairman of the Board of Regents on "Report on the Status of the University's Proposal for Reorganization of the Administrative Structure". Memorandum stated that the Department of Budget and Finance "has recommended that the Office of Vice-President for Community Colleges be phased out within the next two years. We will be required to develop a timetable for phasing out that office and consolidating its functions with the statewide administration and Manoa-based functions as appropriate".

June 2, 1972--Memorandum from Brett Melendy to Harlan Cleveland on "Future Role of the Office of Vice President for Community Colleges". Memorandum expressed opposition to the phasing out of the Office of Vice President for Community Colleges and presented an alternative. It recommended that the Office of Vice President for Community Colleges be changed to Chancellor for Community

Colleges to provide the community colleges with a spokesman for their concerns as originally promised under reorganization while allowing for greater autonomy for the campuses. The basic function of the Chancellor was to be coordinative in serving the community colleges. The "real need for a chancellor [emerged from] the dilemma posed by the reorganization plan.... Under the plan, the six Provosts will be competing with three Chancellors of four-year campuses, the East-West Center Chancellor, the Statewide staff, BOR committees and the state government for time to discuss both policy questions and critical and non-critical day-to-day operational issues.... A chancellor can serve as a focal point for the campuses to keep communication lines open with the Statewide office on policy matters and can handle those day-to-day operational matters which transcend campus administration."

June 19, 1972--Submission by the Council of Provosts on a majority vote a Position Paper entitled, "The Community College System within the Reorganization of Central Administration, University of Hawaii". In the paper they stated certain basic points of agreement. In essence these were:

- (1) The specialized activities of the community colleges warrant specialized planning and coordination.
- (2) Legislative intent under the original act establishing the community college system was to provide a degree of autonomy for the community colleges from the baccalaureate and graduate degree programs. Vice-President for Community Colleges was intended to safeguard the independence. Legislative intent has not been changed.
- (3) Provosts agree there is a need for a separate position and office of Vice-President for Community Colleges to serve as advocate and representative for the community colleges. Sole assignment should be the community colleges and their overall progress and development.

- (4) Provosts agree that they could report functionally to the President and still benefit from small but qualified staff to coordinate, interpret, and plan assistance.
- (5) Provosts prefer to report to a person solely concerned with community colleges rather than one who must divide his time among other University demands.
- (6) Since functions and objectives of community colleges vastly differ from baccalaureate and graduate campuses a vice-president could represent the community colleges viewpoint in the senior councils of the administration.

June 21, 1972--Memorandum from Brett Melendy to Vice-President's Staff on "Provosts' Position Paper on the Office of the Vice President for Community Colleges". Memorandum indicated that the Provosts "desired some form of an Office for Vice President for Community Colleges". He further suggested that the office consider restructuring "in light of the various conversations about our future".

September 11, 1972--Memorandum from Harlan Cleveland to Governor John A. Burns on "Organization of the University of Hawaii". This memorandum discussed three issues which apparently were in need of clarification:

- (1) The manner of handling physical planning and development for the multi-campus University;
- (2) The organization of the University of Hawaii at Hilo; and
- (3) The future of the Office of Vice-President for Community Colleges.

Specific to the Office of Vice-President for Community Colleges, it restated the concept of strong provosts and "holding them accountable

for educational and financial planning for their campuses". However, it also articulated a need for a policy officer with a small staff to be placed within the office of the President "to keep the development of our two-year programs under continuous review". The "revised concept of the Vice Presidency for Community College requires detailed analysis of the best way to relate to each other, the Community College administration, the Manoa-based system functions, and the President's Office. Upon completion of this analysis, proposals for modification of the functions and responsibilities of the Vice President for Community Colleges will be submitted to the Board of Regents."

January 1973--Request from Harlan Cleveland to Brett Melendy to prepare an outline on staffing of the Office of Vice-President for Community Colleges. (Verbal request following a meeting with the Provosts.)

February 2, 1973--Statements relating to the organization of the Office of Vice-President for Community Colleges as discussed by the Council of Provosts. From the discussions, the council came to the following conclusions:

- (1) They agreed with the concept of a strong campus administrator.
- (2) Each campus administrator should have direct access to the President.
- (3) All University system campus units should be at the same level on the organizational structure and each campus executive be designated as chancellor.
- (4) Office of Vice-President for Community Colleges is to perform staff functions for the Office of the President.

The specific staff functions for the Office of Vice-President for Community Colleges were to be worked out if an agreement from the President was obtained on the principles stated.

March 2, 1973--Memorandum from Brett Melendy to Harlan Cleveland on "Office of Vice President for Community Colleges". Memorandum outlines a "plan for a staff office for a Vice President for Community Colleges and to suggest relocation of the existing personnel". The Vice-President agreed "with the point that the restructured office should be small and serve as a staff to the President on community college matters".

August 31, 1973--Brett Melendy resigned from his position as Vice-President for Community Colleges and the Director of Community College Services assumed the functions of the Office of Vice-President for Community Colleges.

October 5, 1973--Memorandum from Harlan Cleveland to the Provosts of the Community Colleges on "Interim arrangements affecting the community colleges". The basic issue discussed in the memorandum was the "future of the functions which have heretofore been grouped in the Office of the Vice President for Community Colleges". The following guidelines were established:

- (1) Provosts will be responsible for their campuses and report directly to the President.
- (2) For common services, planning, budgeting, educational policy coordination, etc., the provosts are to deal directly with the appropriate vice-president--Vice-President for Academic Affairs, Vice-President for Business Affairs, and Director of Community College Services.
- (3) The role of the State Director for Vocational Education was defined in relationship to the community colleges.
- (4) The role of the Provost of Hawaii Community College was defined in terms of his relationship to the community college system.

April 1974--Board of Regents' response to Senate Resolution 83-73, "REQUESTING AN ISSUE PAPER ON THE GOVERNANCE OF THE COMMUNITY COLLEGE SYSTEM". The Board of Regents issued a report entitled, "The Governance of Public Higher Education". Specific to the operational aspects of the philosophy set forth, the statement of the Regents "assigned responsibility to the President, and he has delegated it to each campus head, each provost, reporting directly to the President. This requires strong provosts, and the Regents have adopted and are pursuing a policy of appointing strong provosts."

To quote further:

"With respect to staff functions, those having to do with centralized budgeting, finance, information systems, personnel policies and the like should be the responsibility of the Vice President for Business Affairs.

The staff functions having to do with the State-wide planning and coordination of educational programs can be organized in a variety of ways. In previous ways, this responsibility was shared by the Vice-President for Academic Affairs and the Vice-President for Community Colleges.

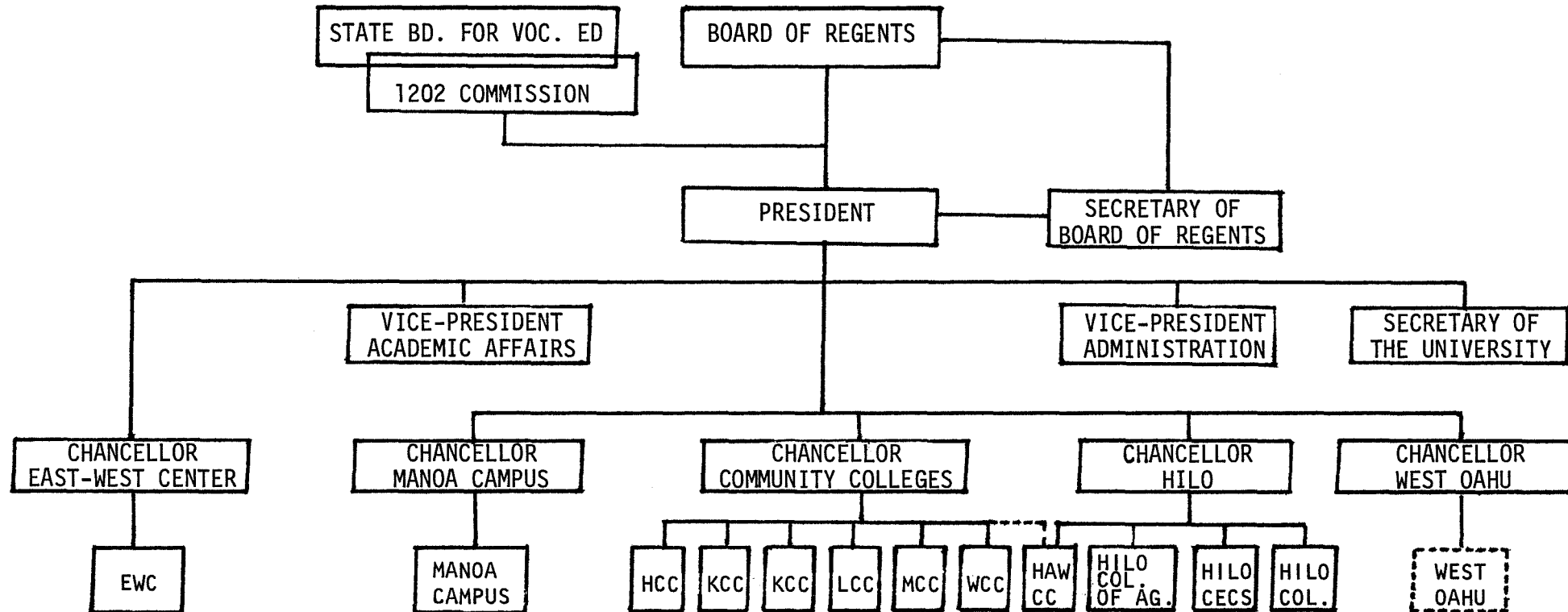
Presently, however, the University must conduct a search for a new President. And the Office of the Vice President for Community Colleges remains vacant. Thus, without making formal recommendation for reorganization at this stage, it is recommended that the University operate under the structure approved by the Board of Regents in its appointment of Dr. Richard Kosaki as Vice President for Academic Affairs, at its formal meeting on January 14, 1974. This appointment charged him with recommending "the best rearrangement of educational policy functions within the President's Office--covering functions heretofore performed both by the Vice President for Academic Affairs and by The Vice President for Community Colleges."

At the writing of this report, it is the Bureau's understanding that the University is operating in the manner set forth in the April 1974 policy statement of the Regents. Specific to community college governance, the October 1973 memorandum remains in effect.

Appendix F

PROPOSED REORGANIZATION OF THE UNIVERSITY OF HAWAII¹

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¹Adopted by the Board of Regents, January 16, 1975.

Appendix G

GUIDELINES FOR DEVELOPMENT AND IMPLEMENTATION OF THE VOCATIONAL-TECHNICAL EDUCATION PROGRAM

The following are guidelines for the development and implementation of the Vocational-Technical Education program at the secondary school level which are generally in keeping with the adopted State Master Plan for Vocational Education.

- (1) The occupational needs of individuals rather than the categories of occupations must be given sharp focus. The emphasis is more on people in need of preparation for work than upon occupations in need of people, although the need for congruence between the two is clearly recognized.
- (2) The Vocational-Technical program must serve persons in all categories of occupational life, except the professions which are served by the professional schools. This will include education in a wide range of skills and knowledge through a wide range of age groups, for both sexes, all races, and for persons at various social, educational, and economic levels.
- (3) High priority must be given to those with special needs who suffer from academic, socio-economic and other handicaps which prevent them from succeeding in their pursuit of an occupation.
- (4) The program must be so planned and structured to enable individuals to exercise their right to select the means through which they can fulfill their personal and social goals at the same time that career goals are being achieved; this is essential to the individual's sense of worth.
- (5) The total education of the individual should be the major concern of the vocational-technical program rather than the concern for training in technical skills. General educational development and vocational-technical skills are both essential components of occupational success.

The basic educational requirements for most jobs have risen in light of the effect of technological advances. The learnings which in the past have been considered to be general education are essential as part of the preparation for work. This is being felt in the following ways:

- (a) More and more jobs are dependent upon the increasing amount of general education as a pre-requisite for learning their specialized aspects.
 - (b) The skills and understandings developed by general education, especially those of a verbal, scientific, and mathematical nature, turn out to be the actual occupational skills of more and more occupations.
 - (c) A substantial amount of general education is needed to provide the future worker with the intellectual tools he will need for continued learning.
- (6) The trend toward an increased amount of technical content in most occupations suggests a greater need for preparing workers for technical occupations. More jobs will take on the character of technician occupations. Many of those will also reflect the growing shift to occupations which are oriented toward the social and personal services in a changing world of work and leisure.
 - (7) Effective guidance and counseling must assume a place of major importance. It is clear that the systematic preparation for sound vocational choice is a necessary foundation on which the vocational-technical education program must be erected.
 - (8) Vocational-technical education must be planned as open-ended and as continuous education with its major responsibility being to develop a readiness and a capacity for a lifetime of learning and re-learning of occupational knowledge. In the past there has been a tendency for most pre-employment vocational-technical education to be planned as terminal education although provisions were made for periodic updating. It is now clear, with the effects and implications of accelerated technology on jobs, that no form of education, vocational or non-vocational, can become terminal.
 - (9) Vocational-technical education programs should be organized for maximum articulation from the secondary level to the community colleges and from the community colleges to the four year institutions.
 - (10) The secondary programs in vocational-technical education should increase the options available to individuals--to take employment at entry level jobs, to move toward occupational specialization at community colleges and technical schools, or to continue on into preparation for professionals.

- (11) The secondary school programs should provide basic skills and concepts which apply universally to clusters of occupations. The post-secondary programs in vocational-technical education will provide the occupational specialization desired by individuals.
- (12) The image and prestige of vocational-technical education should be improved through counseling, research and other techniques.

Appendix H

COMMENTARY ON AGENCY RESPONSES

On January 24, 1975, the Bureau transmitted a preliminary draft to all persons interviewed in the preparation of this report. This included former and present members of the administrative and advisory bodies and current administrative staff involved in statewide vocational education. Of the twenty-one persons requested to review the report, nineteen responded. The Board of Regents submitted a single joint response for the State Board for Vocational Education and its staff.¹ The State Advisory Council on Vocational and Technical Education also responded and the Bureau met with the Department of Education to receive its verbal comments which represent the combined response of the Board of Education, the Superintendent, and the Administrator for Vocational and Technical Education. All these responses have been appended following the Bureau's commentary on agency responses.

COMMENTARY ON AGENCY RESPONSES

In general, the agencies agreed with the major findings and recommendations of this report. However, certain issues were raised which require further comment as follows:

State Board's Jurisdiction. The Department of Education has stated that it is their understanding that the State Board's jurisdiction is confined only to federal funds. According to the Administrator of the Vocational and Technical Education Section, the Department's interpretation of the federal regulations is that the State Board for Vocational Education exists for the sole purpose of receiving federal funds as mandated by Public Law 90-576. However, the Bureau contends that the State Board's authority may extend beyond federal funds as supported in the report. Moreover, a response to the report by one of the original drafters of the 1968 State Master Plan for Vocational Education stated that it was the intent of the law to establish a single state agency to provide administrative direction and supervision over the public school system and the community colleges.² The Bureau still maintains that much of the confusion associated with the statewide vocational education administration is based on unclear state laws and federal regulations thereby leading operating agencies to formulate interpretations of convenience.

¹It should be noted that although this response was issued by the Board of Regents, it would have been more appropriate for the Board to respond as the State Board for Vocational Education.

²Letter from Dave Thompson to Samuel Chang, February 11, 1975. Also, State of Hawaii, A State Master Plan for Vocational Education, February 1968, p. 12.

Administrative Officer of the State Board. The Board of Regents while agreeing with the thrust of the findings relating to the State Director for Vocational Education, disagrees with the Bureau's recommendation for remedying the problem by designating the State Director as the Administrative Officer of the State Board. The Board of Regents stated its preference for the continued use of the President of the University as the Administrative Officer of the State Board for Vocational Education. However, the Bureau believes past experience has revealed the placement of dual responsibilities on the President of the University may result in the subordination of vocational education concerns to University affairs. Also, while the Board of Regents has expressed its preference, it has failed to provide a rationale for retaining the present arrangement.

State Director for Vocational Education's Position within the University. The Department of Education noted that the position of the State Director within one of the two operating agencies is not unique. For example, in approximately eighty per cent of the states, the State Director is located within the Department of Education or its equivalent and often assumes responsibility for statewide as well as secondary vocational education. The Bureau contends that the prevalence of this arrangement is not indicative of its effectiveness and still maintains that an inherent conflict of interest in this arrangement exists.

Findings of the Regional Review Team. The Board of Regents has suggested that because some question has been raised over the findings of the Regional Review Team in its 1974 annual evaluation report, reference to it should be deleted in this report. The Bureau is aware of the questions raised over the recent report; however, it should be noted that these questions deal with the evaluation of certain vocational education programs and not with its findings on the administrative staffing of the State Board. As substantiated in this report, the Bureau reaffirms the Regional Review Team's findings over the past two years of 1973 and 1974 over the inadequacy of the State Board's staffing.

Board of Regents. The Board of Regents suggested that the Bureau has not substantiated its findings that the frequently changing committee structure of the Board has tended to impede the development of the community colleges. The Bureau's findings were based on concerns expressed by the State Advisory Council on Vocational and Technical Education and by the 1974 Senate Interim Committee on Higher Education. In addition, interviews conducted with the community college provosts reveal general agreement that the interests of the community colleges were relegated to the interests of the Manoa Campus.

The Board of Regents also disagreed with the Bureau's recommendation that it meet with the Council of Provosts on a regular basis. It is the Board's contention that such meetings would subvert the role of the Chancellor for Community Colleges as well as the President of the University. In formulating its recommendation, the Bureau believes that there are substantive community college matters which warrant direct communication between the Council of Provosts and the Board of Regents on

a regular basis. Also, the Bureau developed this recommendation on the premise that the community colleges presently operate independently and the vacant position of the Vice-President for Community Colleges has assumed a coordinative rather than authoritative role thereby making the Council of Provosts the policy advisory body for the community colleges.

Relationship of the Council of Provosts to the Board. The Board of Regents cited specific occasions on which it has met with the Council of Provosts. However, in tracing the dates of these meetings, it would seem that external pressures such as legislative measures concerning the governance of the community colleges served as the impetus for these meetings.

Campus Level Administration. The State Advisory Council on Vocational and Technical Education felt that this report should have included an evaluation of vocational education administration on both the community college campuses and on the district and high school levels. However, as indicated in the scope of the study, House Resolution No. 275 addresses itself to the major problems associated with the statewide administration of vocational education. While the State Advisory Council's comments may have merit, the Bureau believes that priority should be given to resolving the problems of the statewide administration. Once these problems are resolved, it is expected that campus and school level administration can be strengthened and improved accordingly.

Private Vocational Education Institutions. The State Advisory Council on Vocational and Technical Education has pointed out that House Resolution No. 275 does not limit the discussion of vocational education to the public sector. It further noted that the report does not deal with the licensing of private vocational education institutions by the Department of Education. The Bureau is aware of problems faced by the Department in the licensing of private vocational education schools, but felt that public vocational education takes precedence over the licensing of private vocational education institutions which do not receive any public monetary support at this time.

Follow-Up Study. The State Advisory Council on Vocational and Technical Education recommended a follow-up study be undertaken for submission to the 1976 legislative session which would evaluate the progress of the agencies affected by this study. It further suggested that the State Board for Vocational Education be given a deadline to develop a plan of action to implement the various recommendations of this report. The Bureau agrees on the need for follow-up action; however, it feels that an interim legislative committee would provide a more effective means of accomplishing this purpose. Accordingly, the Bureau has recommended the establishment of an interim legislative committee in its conclusion. The Bureau has also adopted the State Advisory Council's suggestion that the State Board for Vocational Education develop a timetable for implementation of the recommendations contained in this report.

Restructuring of Statewide Vocational Education. Although the State Advisory Council for Vocational and Technical Education agreed that the recommendations of this report would strengthen the statewide vocational education administration, it expressed a preference for establishing a separate state board composed of representatives from the Board of Regents and the Board of Education and representatives from labor, industry, and the general public. As stated in the conclusion of this report, the Bureau believes that in theory the present structure is workable although this has not been substantiated in practice. Moreover, the Bureau considered recommendations that would be least disruptive to the delivery of vocational education programs and services as desirable.

CONCLUSION

As previously stated, the comments of the agencies were in general agreement with the Bureau's findings and recommendations. The Bureau has responded to the issues raised by the Board of Regents, the Board of Education, and the State Advisory Council on Vocational and Technical Education, but it has not substantially modified its findings and recommendations.



LEGISLATIVE REFERENCE BUREAU
State of Hawaii
State Capitol Room 004
Honolulu, Hawaii 96813
Phone 548-6237

January 24, 1975

C-3770

Dr. Samson Shigetomi
State Director of Vocational Education
University of Hawaii
Bachman Hall 101
Honolulu, Hawaii 96822

Dear Dr. Shigetomi:

Enclosed is a copy of the Bureau's preliminary draft on *Vocational Education in Hawaii: An Examination of its Administration*, prepared in response to House Resolution No. 275, which has not been released for general distribution. However, because of your assistance in the preparation of this report, we are transmitting a copy to you for your written comments on its substance, particularly its findings and recommendations. Your cooperation in keeping the contents of this report confidential is essential. Any comments received will be given serious consideration and adjustments will be made to the report, if appropriate. In cases where adjustments are not made, comments of reviewers will be included verbatim in the Appendix to the report unless the reviewer has objection to the Bureau's doing so. Since time is of the essence, we would appreciate receiving your comments by January 31, 1975. If you are unable to meet this deadline, please contact the Legislative Reference Bureau at 548-6237. If we receive no response from you by February 3, 1975, it will be assumed that you do not wish to comment on the report.

We wish to emphasize the confidential nature of the preliminary draft and would therefore request that you return your copy to us in the enclosed self-addressed manila envelope. You may write your comments directly on the draft or transmit them to us as a separate critique.

Dr. Samson Shigetomi

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January 24, 1975

A final copy of the report will be sent to you upon its release for general distribution. If there are any questions, please do not hesitate to contact Lois Fukuda or Carole Ikeda at 548-7890. We wish to thank you in advance for your assistance and cooperation.

Sincerely,

Samuel B. K. Chang
Director

SBKC:sk

Enclosure



UNIVERSITY OF HAWAII • HONOLULU, HAWAII 96822

THE PRESIDENT

February 7, 1975

FEB 7 1975

Mr. Samuel B. K. Chang
Director, Legislative Reference Bureau
State of Hawaii
State Capitol Room 004
Honolulu, Hawaii 96813

Dear Mr. Chang:

The Board of Regents of the University of Hawaii in general agrees with the major conclusion of the report: that the basic present State framework for vocational education need not be changed but that lines of responsibility must be clarified and that administrative procedures be made more efficient.

The report itself, as it clearly describes the intricate relationships of the several boards, commissions, and staff officers involved in vocational education, provides a first step in the important task of clarifying the roles of these agencies. The response of Dr. Samson Shigetomi's report is also attached and is not covered in the following comments.

The Board's comments on some of the specific findings and recommendations follow:

II-2, findings [p. 11*]

On finding number (1), the Board believes that this major jurisdictional problem, if it exists, concerning DOE programs is one beyond the authority of the Board to resolve. The State Vocational Education Coordinating Advisory Council is looked upon as the vehicle through which such jurisdictional problems, if and when they exist, can be discussed with recommendations being made to the boards with program responsibilities for vocational education.

*Page numbers in brackets refer to this report.

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On finding number (4) it is important to review the administrative changes affecting the Office of the State Director of Vocational Education and the Vice-President for Community Colleges.

Originally the State Director reported to the Vice-President for Community Colleges and served two functions: (1) State Director of Vocational Education (includes DOE and UH) and (2) Community College Director on Vocational Education. The Staff also served both functions.

Early in 1971 it was recognized that there should be some sort of separation of those Statewide (DOE & UH) duties away from solely community college operational responsibilities. Internally, the Vice-President for Community Colleges re-assigned one staff member, the Assistant State Director, to do only Community College Vocational Education functions. This was the start of the evolution to a workable separation.

Obviously, a staff which was performing two functions at one time when split into two divisions will also need to split the human resources -- in this case, one person. Subsequently, the fiscal officer was assigned to University duties.

The Board may from time to time have a problem of proper identity but, in its discharge of its public functions with public funds, it does not consider the occasional "mixing" of personnel, so that the more urgent tasks can be performed, to be "improper."

The Board further agrees that adequate staffing is needed by the Community Colleges and State Office of Vocational Education.

II-18 [p. 22]

The conclusion at the top of the page does not logically follow. The footnote (Contract No. NIH 73-9002) refers to a contract negotiated in

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December 1972 (actually not funded until July 1973) by the State Director for Vocational Education. It is not a Community College contract.

Does the statement at the top refer to the Kapiolani Community College project? If so, the grant application was processed through University procedures. The four programs were reviewed by a committee of the BOR and the BOR.

The footnote on CETA appears to be out of place. It does not seem to related to the discussion.

II-20, recommendations [p. 23]

- . Before amending "may" to "shall", the Board suggests that the list of specified activities be carefully studied. It appears that some functions listed should be made mandatory but others may best be left discretionary.
- . The Board agrees that appropriate bylaws and procedures should be adopted. (Bylaws are now being formulated.)

II-21, "Certification and licensing of postsecondary level vocational education teaching personnel" [p. 24]

This recommendation will require extensive review before action. Is it fair and equitable to certify and license only vocational education teaching personnel and not general education personnel? Who will be included as vocational education teaching personnel?

- . The Board agrees that having separate chairmen for the Board for Vocational Education and for the Board of Regents may be helpful in clarifying the responsibilities of these Boards. (This appears to require a statutory amendment and the Board has already directed its administrative officer to submit a legislative proposal to effect this change.)

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II-34 [p. 19]

Inasmuch as findings of the most recent Federal Regional Team were questioned, we suggest that reference to that report be deleted.

II-45 [p. 41]

The Board agrees with the thrust of the recommendation but disagrees with the suggested solution. The Board prefers to work through the President of the University as its Administrative Officer and would prefer to see much of the staff work in turn delegated directly to the State Director for Vocational Education.

II-58-61 (See attached comments from State Director)
[pp. 50-52]

II-62 [p. 53]

This recommendation is covered by comments under II-45. [p. 41]

II-63 [p. 53]

The recommendations have been covered by previous statements and the State Director's response.

III-2 [p. 57]

The Board tends to agree with the first finding.

The Board suggests that there is no substantiation for the second finding on page III-2. [p. 57]

III-4 [p. 59]

The assumption of an informal "gentlemen's agreement" on new programs does not reflect what actually

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developed. In January 1970, three programs presented to the Council were deferred. One program was reviewed and deferred for three subsequent meetings and finally approved. One program for two subsequent meetings and finally approved. One program was never approved.

- . In 1971 an agriculture program was reviewed deferred but subsequently approved at a later meeting.
- . Many programs decided in 1970-71 set the pace for subsequent approval. The Allied Health programs were Federally funded but approved separately. At least two programs were mandated legislatively. In those cases the decisions may appear to be "per forma."
- . Within the University System, UH PPB Memo #10, Allied Health Manpower Council, Nursing Council and the Agriculture Committee assist in making program recommendations and decisions which in turn eases the review process through the Council of Provosts.

III-12 [p. 65]

The Board believes that the second suggestion is not necessary. Meetings can be called as necessary and, as recommended, subverts the role of the Chancellor for Community Colleges as well as the President of the University. (See also item III-24) [p. 74]

III-21 [p. 72]

The new position of Chancellor for Community Colleges has just been established. The Chancellor will be directed to review the problems discussed in this chapter.

III-24 "The Council has never met formally with the BOR to discuss community college issues." [p. 74]

- . Basic supposition is that the Council of Provosts should meet directly with the BOR. This is questionable inasmuch

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as the Council's administrative line is to the President or Chancellor for the Community Colleges. There is no more need for the Council as a body to meet with the BOR as for the Manoa Council of Deans to meet with the BOR.

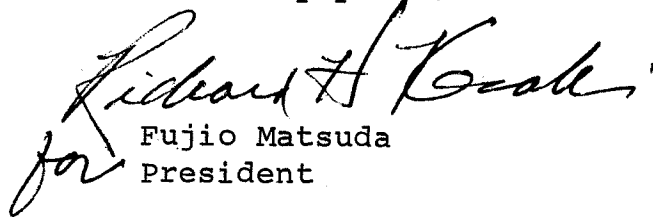
- . The Council of Provosts has met, however, with the BOR on pressing matters at the invitation of the Board. In 1973, it met at least twice on the issue of community college governance. In 1974, it was invited to a meeting on U. H. governance. Again in 1974, it met with the BOR on overall budget presentations. These were all extended meetings. In addition, the Board continues to meet with individual provosts at times when BOR meetings are scheduled on the various campuses.

III-28 Second Recommendation [p. 76]

The Council of Provosts should advise the Chancellor for Community Colleges on systemwide planning.

Thank you for this opportunity to respond to this report.

Sincerely yours,


Fujio Matsuda
President

Attachment

cc: Dr. Richard H. Kosaki
Mr. Walter P. S. Chun
Dr. Samson S. Shigetomi

FEB 3 1975



STATE OF HAWAII

DEPARTMENT OF EDUCATION

P.O. BOX 2360

HONOLULU, HAWAII 96804

OFFICE OF INSTRUCTIONAL SERVICES

GENERAL EDUCATION
BRANCH

February 3, 1975

Mr. Samuel B. K. Chang, Director
Legislative Reference Bureau
State Capitol, 004
Honolulu, Hawaii 96813

Dear Mr. Chang:

Thank you for inviting me to review the Bureau's preliminary draft of the report on Vocational Education in Hawaii: An Examination of its Administration. I have studied the entire document very thoroughly and in general I concur with the findings and recommendations.

The researchers assigned to the project should be commended for their perceptiveness. The presentation is indeed clear and to the point.

I have suggested some minor corrections of facts and other editorial changes for your consideration directly on the draft. Also on the draft are some questions that I would like to discuss with Lois Fukuda and Carole Ikeda. I will contact them personally within a day or two.

Thank you again.

Sincerely yours,

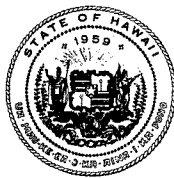
A handwritten signature in cursive script, reading "Emiko I. Kudo".

(Mrs.) EMIKO I. KUDO, Administrator
Vocational-Technical Education

cc: Mr. Hiroshi Yamashita
Mr. Teichiro Hirata

OFFICE OF THE GOVERNOR
STATE COMMISSION ON MANPOWER AND FULL EMPLOYMENT
STATE ADVISORY COUNCIL ON VOCATIONAL AND TECHNICAL EDUCATION

George R. Ariyoshi
Governor



William C. Kea
Chairman

George K. Ikeda
Executive Secretary

January 31, 1975

Mr. Samuel Chang
Director
Legislative Reference Bureau
State Capitol Basement
Honolulu, Hawaii 96813

Dear Mr. Chang:

On behalf of the Commission, I wish to thank you for giving us the opportunity to review the draft of the report "Vocational Education in Hawaii: An Examination of its Administration". I wish to commend both the Bureau for its impartial and thorough approach to a complicated problem and the Legislature for its interest and concern in Vocational Education.

While the Commission is in accord with the Bureau's findings as reported in the draft, we wish to make several comments on the following areas:

Chapter III: Vocational Education Planning in the Community Colleges, pp. 17-21. [pp. 69-71 of this report]
The discussion does not deal with two important issues which need to be resolved. First, the annual State Plan for the Administration of Vocational Education should be consistent with all other plans including the State Master Plan for Vocational Education and the community colleges' Multi-year Financial Plan. Secondly, inasmuch as the annual State Plan must undergo a public hearing before adoption, a determination should be made whether implementation in accordance with the Plan's provisions is mandatory.

Chapter III, IV: General Comment on Vocational Education
Planning - Community Colleges and DOE

While it is understood that H.R. 275 focuses on Statewide administration of Vocational Education, it is the Commission's feeling that any comprehensive study of Vocational Education administration should include an evaluation of the implementation by administrators beyond the Statewide level, i.e., both on the community college campus for the University and on the district and high school level for the Department of Education.

Chapter IV: Department of Education

No mention is made of the Department's responsibility to license and accredit private Vocational Education institutions in the State. H.R. 275 does not preclude a discussion of this important problem area which has been neglected in the past.

Chapter V: Conclusion

The Commission is concerned that no recommendation is contained in the report for a follow-up study to assess implementation by the State Board as well as the two operating agencies. We would strongly advise that a follow-up study be undertaken for submission to the 1976 legislative session which would evaluate the progress made by both agencies. Provided that the report's recommendations are accepted by the Legislature, we further suggest that the State Board be given a deadline, possibly by July 1, 1975, to develop a plan of action to implement the various recommendations of this report.

Mr. Samuel Chang
January 31, 1975
Page 3

While the Commission is in agreement that the recommendations in the text of this report will strengthen Vocational Education administration, we wish to express for the record our own preference for a restructuring of Statewide Vocational Education administration. We believe a separate State Board composed of representatives from the Board of Regents and the Board of Education and representatives from labor, industry, and the general public would provide the proper balance and impartiality needed to focus on Statewide Vocational Education, regardless of jurisdiction or source of funding. We disagree with the conclusion that a separate body would create a new bureaucracy since the State Director could utilize the same staff under the structure and would not operate the Vocational Education programs. Instead, contracts could be entered into with the President of the University and the Superintendent of Education to operate Vocational Education programs at their respective levels. The State Director would then monitor and evaluate the performance of both agencies in accordance with the contracts and the plans submitted by both agencies.

While it is our hope that the retention of the basic structure with the Board of Regents serving as the State Board for Vocational Education will work, we suggest the Bureau also recommend alternatives for the Legislature's consideration.

Sincerely,



William C. Kea
Chairman

Encl.