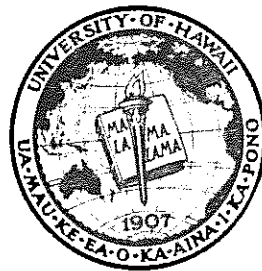


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PUBLIC SCHOOL EXPENDITURES
IN
HAWAII



Report No. 7-1948

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PUBLIC SCHOOL EXPENDITURES IN HAWAII

by

Robert M. Kamins
Research Associate

LEGISLATIVE REFERENCE BUREAU

NOV 9 1948

TERRITORY OF HAWAII

-- Report No. 7, 1948 --
(Request No. 254)

Norman Meller, Director
Legislative Reference Bureau
University of Hawaii

Summary

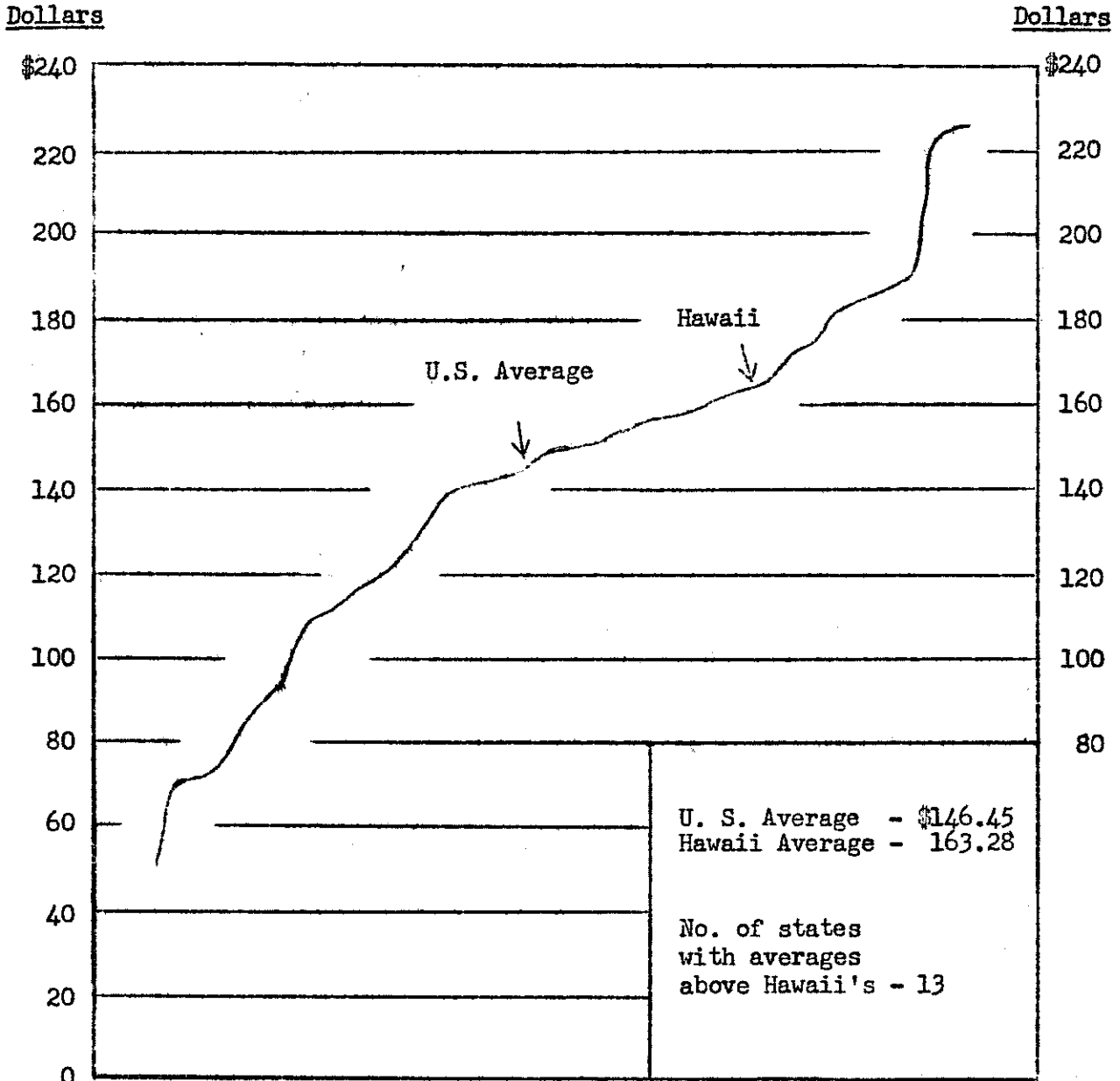
Providing public education is the largest function of government in Hawaii, requiring the expenditure of approximately one-fourth of all territorial and county outlays. During the fiscal year 1947-48 the public schools of Hawaii spent \$15.8 million, or \$29.29 for each civilian resident. Under the school system of this territory the territorial Department of Public Instruction furnishes all teaching and administrative services, while the counties, assisted by territorial appropriations, construct, operate, and maintain the physical school plant.

Compared with average expenditures in each of mainland states, Hawaii spends a relatively large amount for instruction per pupil. This follows from the fact that teaching salaries in Hawaii, averaging \$3,600 for 1947-48, are among the highest in the nation. In contrast, the per-pupil cost of administering Hawaii's centralized school system is conspicuously low, in 1945-46 falling below all but six states.

Expenditures for plant operation and maintenance and for auxiliary services are also relatively small in the territory, in spite of the fact that Hawaii's schools provide cafeteria service and a program of dental examinations. Interest payments and other fixed charges of the virtually debt-free territorial schools are far lower than in any mainland state. Territorial and county outlays for acquiring, constructing, and improving school buildings and grounds, however, were at a relatively high level in 1945-46, and have continued to rise in subsequent years.

In all, expenditures per public school pupil in average daily attendance in Hawaii totalled \$163.28 during 1945-46, well above the national average of \$146.45, exceeding per-pupil outlays in thirty-five states. This relatively large expenditure is in part traceable to the high level of prices in the Territory, while the amount available for expenditure for each student in the public schools is influenced by the fact that an unusually large number of pupils--21.5 per cent of all children enrolled in primary and secondary grades in 1947--attend private schools.

Fig. 1. TOTAL EXPENDITURES PER PUPIL IN AVERAGE DAILY ATTENDANCE*
 (All public schools, 1945-46)



States ranked in order of average expenditures.

*Source: Appendix II.

Fig. 2. EXPENDITURES FOR INSTRUCTION PER PUPIL IN AVERAGE DAILY ATTENDANCE*
(All public schools, 1945-46)

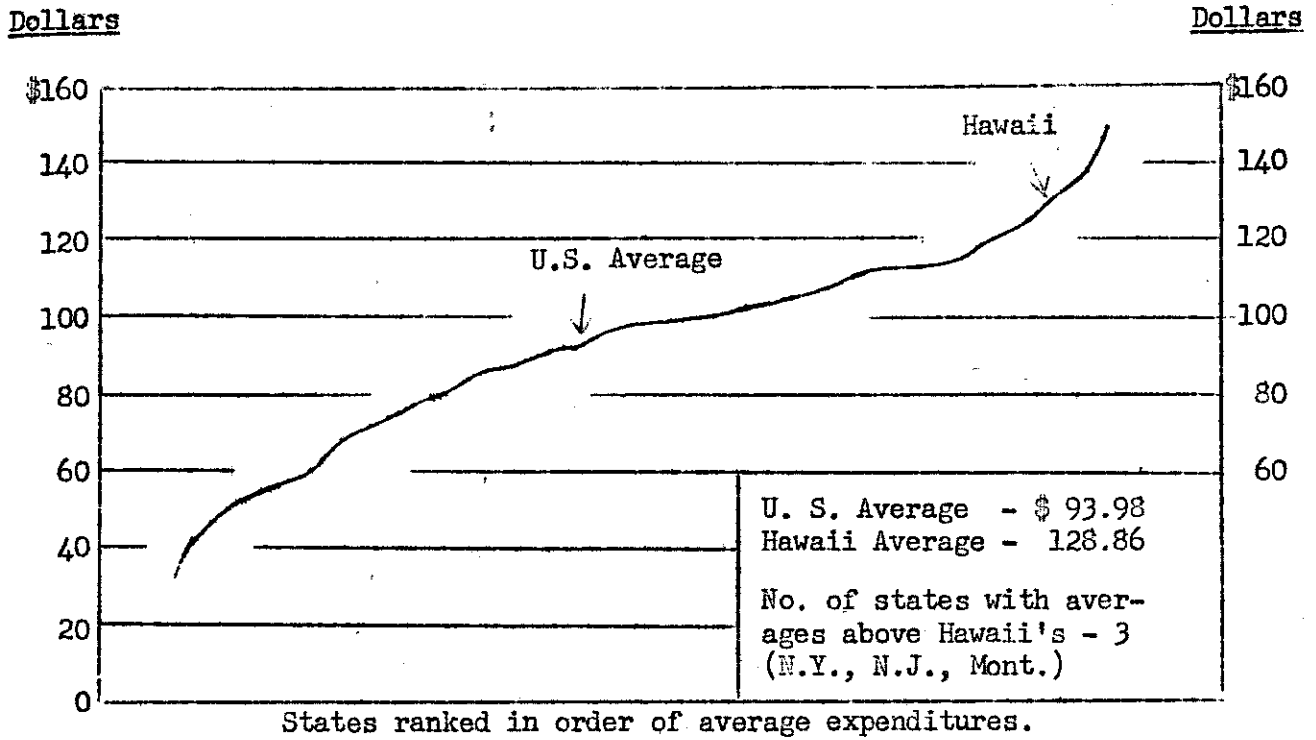
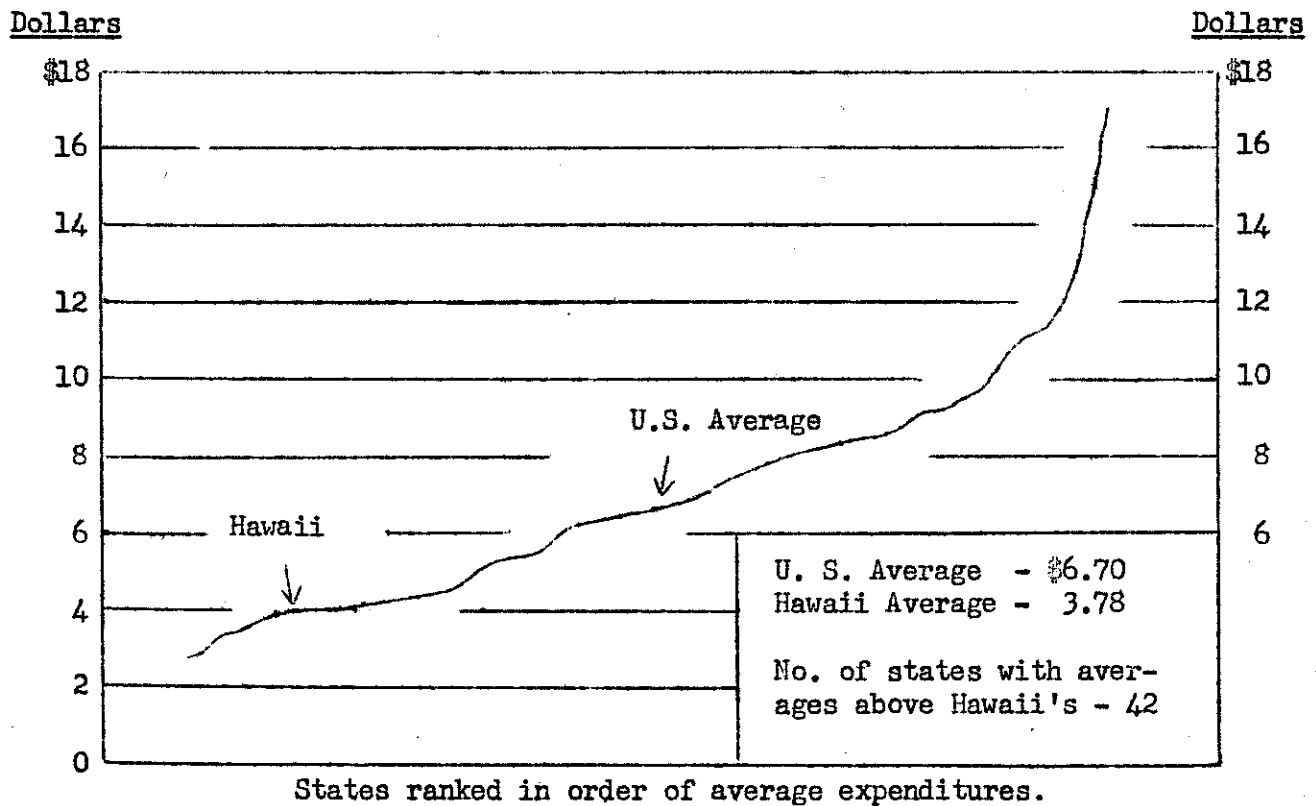


Fig. 3. EXPENDITURES FOR ADMINISTRATION PER PUPIL IN AVERAGE DAILY ATTENDANCE*
(All public schools, 1945-46)



*Source: Appendix II.

Fig. 4. EXPENDITURES FOR OPERATION AND MAINTENANCE OF SCHOOL PLANT
PER PUPIL IN AVERAGE DAILY ATTENDANCE*
(All public schools, 1945-46)

Dollars

Dollars

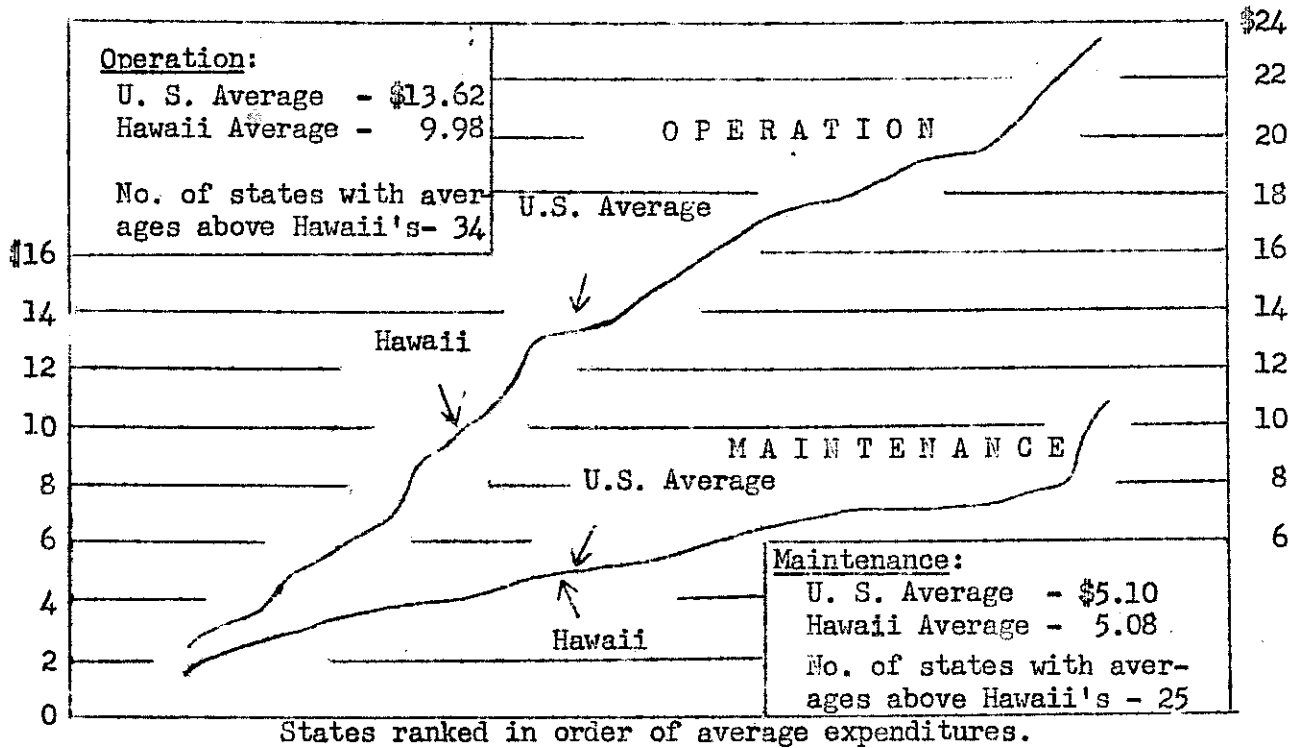
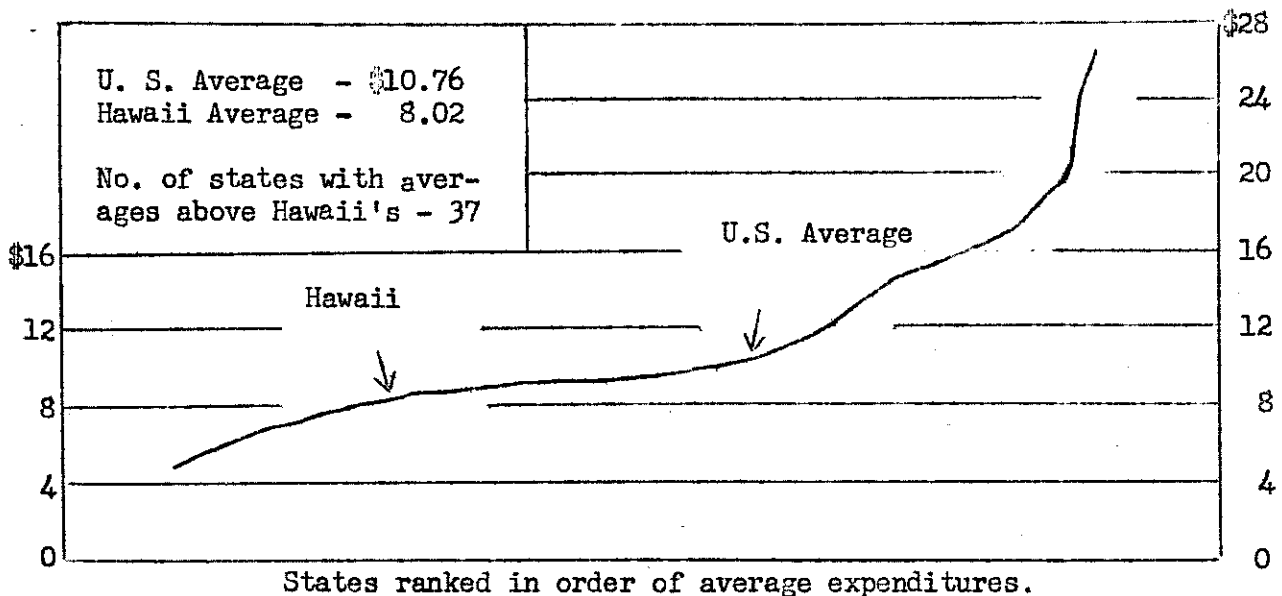


Fig. 5. EXPENDITURES FOR AUXILIARY SERVICES PER PUPIL
IN AVERAGE DAILY ATTENDANCE*
(All public schools, 1945-46)

Dollars

Dollars



*Source: Appendix II.

Fig. 6.

EXPENDITURES FOR FIXED CHARGES PER PUPIL
IN AVERAGE DAILY ATTENDANCE*
(All public schools, 1945-46)

Dollars

Dollars

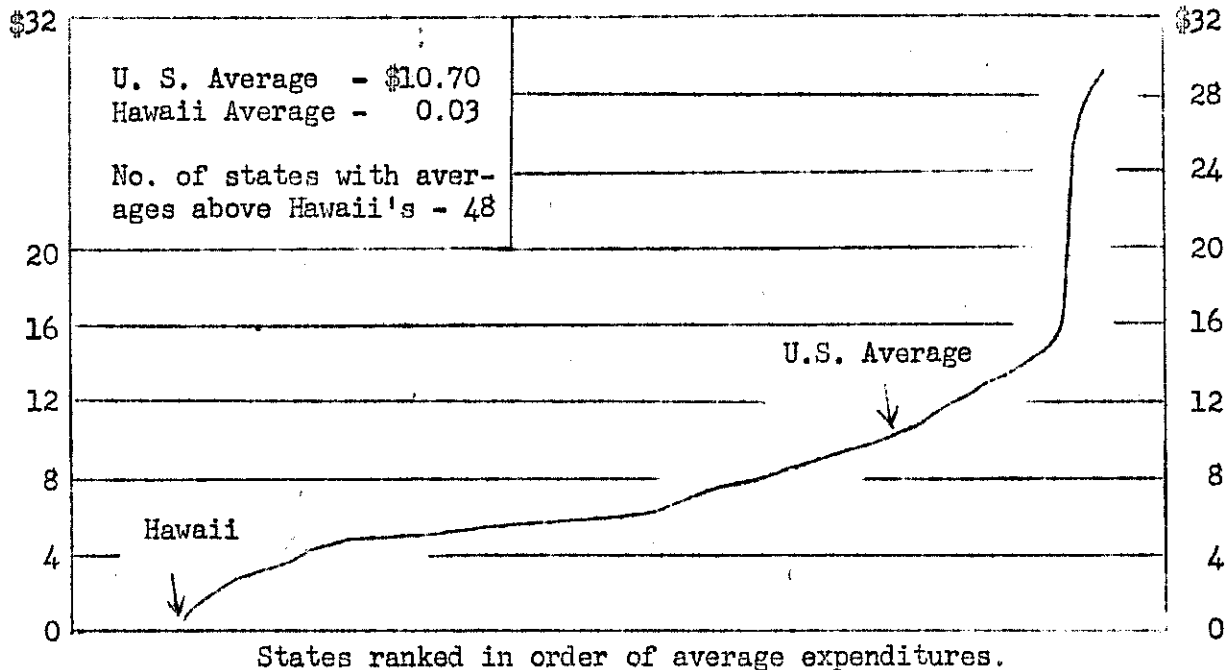
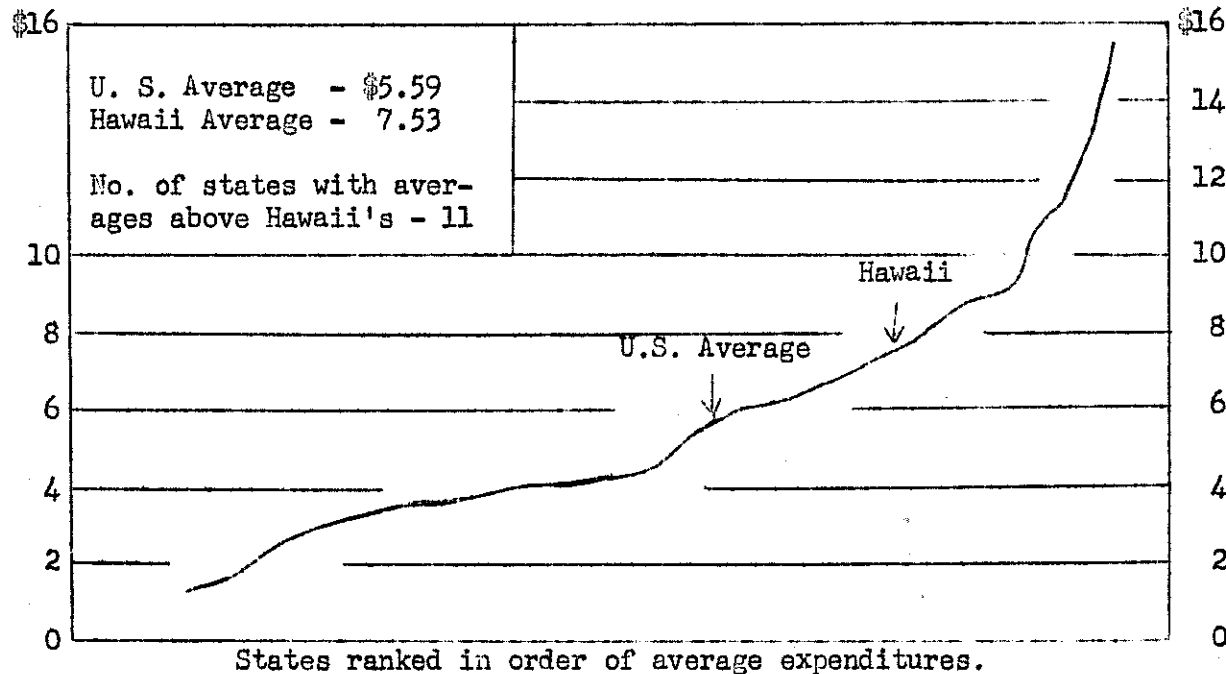


Fig. 7.

EXPENDITURES FOR CAPITAL OUTLAYS PER PUPIL
IN AVERAGE DAILY ATTENDANCE*
(All public schools, 1945-46)

Dollars

Dollars



*Source: Appendix II.

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PUBLIC SCHOOL EXPENDITURES IN HAWAII

The largest function of government in Hawaii, measured by the amount of annual expenditures, is providing education through the public schools. Approximately one-fourth of all territorial and county outlays goes to support the public school system, currently providing instruction for an estimated enrollment of 86,600 pupils. In the fiscal year 1946-47, costs of public education in this Territory totalled \$13.2 million, or approximately \$25.09 for each person in the civilian population. During the fiscal year which ended June 30, 1948, the territorial and county governments spent \$15.8 million upon the public schools of Hawaii, a per capita average of about \$29.29.¹ In terms of average daily attendance, the cost of education per pupil amounted to \$200.89 in the year 1947-48. This report examines the outlays made by the governments of Hawaii in recent years in providing primary and secondary education and compares these costs with similar expenditures of the mainland states.²

¹Reports of the territorial Auditing Department and Department of Public Instruction for 1947-48. Population estimates furnished by the territorial Department of Health. The above totals, it should be noted, are exclusive of expenditures for the University of Hawaii, for public libraries, and expenditures under the federal-aid program for vocational rehabilitation. All-inclusive educational costs in 1946-47 amounted to \$16.7 million, as shown in Governmental Expenditures in Hawaii, Legislative Reference Bureau, University of Hawaii, (Report No. 5, 1948), Table 1, p. 2.

²However, it is not here attempted to furnish a qualitative evaluation of public education in the territory. (For such an evaluation of the school systems of the various states, but not including Hawaii, see Hughes, R. M. and Lancelot, W. H., Education, America's Magic, Iowa State College Press, 1946. Several studies which have been made of the territorial school system in recent years are commented upon in Draper, E. M., and Hayden, A. H., Hawaiian Schools: A Curriculum Survey, 1944-45, a report prepared in 1945 by the American Council of Education for the 1943 House Holdover Committee of the legislature of Hawaii.)

Public instruction in Hawaii, as many other governmental activities, is distinguished by its unitary structure. While on the continental United States there are more than 100,000 public school administrative units--ranging (in 1943-44) from 16 in Delaware to 11,998 in Illinois³--in Hawaii all instructional activities are performed by the territorial government. On each of the islands where public schools are maintained, the territorial Department of Public Instruction provides teaching services under a unified system which applies alike to the largest schools in Honolulu and to the one-teacher units of rural communities. Identical salary scales and standards of instruction, comparable equipment and ratios of pupils per teacher are maintained throughout the territory as a matter of policy by the Department of Public Instruction.

However, while teaching activities are centralized in the territorial government, responsibility for the provision and operation of the physical school plant is placed upon each of the counties of the Territory of Hawaii. The rather anomalous educational structure has thus been evolved, under which the counties of Hawaii, Maui, and Kauai, and the city and county of Honolulu each separately constructs, operates, and maintains the school buildings in which, collectively, the territory provides uniform instruction for the entire school population.⁴ Expansion of the school system of Hawaii, therefore,

³U. S. Office of Education, Federal Security Agency, "Statistics of State School Systems, 1943-44," Biennial Survey of Education in the United States: 1942-44, U. S. Government Printing Office, 1946, p. 18.

⁴Under the Revised Laws of Hawaii 1945, Chapter 29, amounts required by each county for new buildings, repairs and maintenance, janitorial services, land acquisition and improvement, equipment, furniture, sanitary systems, etc., are to be included in the annual budget formulated by the county board of supervisors. (The major sources of school funds, as well as other county moneys, are the territorially administered real property tax and the county shares of the general excise tax.) Sites of new schools and school buildings erected with special school funds of the counties must be approved by the Department of Public Instruction. (Section 1804.)

requires the action of two levels of government with respect to any county in which additional educational facilities are needed.

1. Public School Expenditures in Hawaii: 1943-48

Four basic factors have acted to increase the costs of public education in Hawaii since the end of the war. Average daily attendance in the public schools, which had fallen off substantially during the war, has again risen since 1945, as Table 1 indicates. Secondly, war-postponed construction and improvement of school buildings and grounds has been undertaken. The third factor is the general rise in the price level, which has necessitated greater expenditures per student--for teachers' salaries, equipment, books, plant maintenance and repair, etc.,--to provide the same quality of instruction as offered in the pre-war era. In addition, the school system has in recent years expanded its educational services, notably by providing technical

Table 1

PUPILS IN THE PUBLIC SCHOOLS OF HAWAII:
SCHOOL YEARS 1941-49

School Year	Total Enrollment	Average Daily Attendance	Percentage Change in Average Daily Attendance
1941-42	91,121	86,644	
1942-43	82,548	78,165	-7.9%
1943-44	82,488	78,089	-0.1%
1944-45	82,241	77,170	-1.2%
1945-46	81,306	77,435	+0.3%
1946-47	82,874	77,876	+0.6%
1947-48	84,923	78,801	+1.2%
1948-49	86,615		

Source: Department of Public Instruction.

vocational training, adult education, and free public kindergartens.⁵ Establishment of separate English standard sections, however, apparently has not appreciably affected the average cost of education.⁶

Between the fiscal years 1943-44 and 1947-48 total expenditures of the territory and its counties upon primary and secondary schools rose from slightly under \$9 million to \$15.8 million, an increase of more than 75 per cent. As shown in Table 2, each fiscal year in this period saw a rise over the preceding year, the largest gains taking place in 1945-46 and in 1947-48.

The percentage distribution of educational outlays, presented below in Table 3, reveals that in each of the five years approximately four-fifths of school costs went for instruction--primarily for teachers' salaries. Auxiliary services, such as school cafeterias, dental inspections, and transportation of pupils, required from 4.9 to 5.3 per cent of total expenditures. Operation and maintenance of the school plant each took substantially equal portions of every dollar expended for education in 1947-48--about 5 per cent each--although in the preceding four years operation costs had exceeded the expenses of repairs and replacements to buildings and equipment.

Administrative costs, while conspicuously small by mainland standards, have steadily increased in the past five years, both absolutely and relative to other components of the school budgets. Amounting to \$184,000, or 2.1 per cent of total educational outlays in 1943-44, by the fiscal year ended June 30,

⁵Four territorial vocational schools are now in operation in Honolulu, on Hawaii, Kauai, and Maui. During 1947-48 a total of 7,552 persons attended public adult education courses, according to the Department of Public Instruction. For a brief account of kindergartens in Hawaii, see "The Kindergarten Program in the Department of Public Instruction," typewritten report of the Legislative Reference Bureau, Request No. 348, dated June 25, 1948.

⁶For a discussion of this program see Hawaii's English Standard Schools, Legislative Reference Bureau, University of Hawaii, Report No. 3, 1948.

Table 2

PUBLIC SCHOOL EXPENDITURES IN HAWAII:
FISCAL YEARS 1943-48^a

<u>Type of Expenditure</u>	<u>1943-44</u>	<u>1944-45</u>	<u>1945-46</u>	<u>1946-47</u>	<u>1947-48</u>
Instruction	\$7,171,804	\$ 8,173,056	\$ 9,978,544	\$10,294,294	\$12,317,439
Administration	184,378	219,854	292,918	317,455	387,573
Operation of School Plant	635,632	427,332	772,804	677,058	709,542
Maintenance of School Plant	327,490	373,803	393,578	493,366	795,436
Auxiliary Services	445,389	539,060	621,050	695,156	834,821
Fixed Charges	2,637	2,624	2,526	2,497	2,594
Total Operating Expenses	\$8,767,330	\$ 9,735,729	\$12,061,420	\$12,479,826	\$15,047,405
Capital Outlays	195,034	374,451	582,897	704,258	782,899
Grand Total ^b	\$8,962,364	\$10,110,180	\$12,644,317	\$13,184,084	\$15,830,304

Source: Reports of the Department of Public Instruction, including its own expenditures and those of county authorities.

^aFor all grades, kindergarten through 12th. See Appendix I for average costs per pupil over this same period.

^bIncludes territorial, county, and federal funds. Excludes federal aid for vocational rehabilitation.

Table 3

PERCENTAGE DISTRIBUTION OF PUBLIC SCHOOL EXPENDITURES IN HAWAII:
FISCAL YEARS 1943-48^a

<u>Type of Expenditure</u>	<u>1943-44</u>	<u>1944-45</u>	<u>1945-46</u>	<u>1946-47</u>	<u>1947-48</u>
Instruction	80.02%	80.84%	78.92%	78.08%	77.81%
Administration	2.06%	2.17%	2.32%	2.41%	2.45%
Operation of School Plant	7.09%	4.23%	6.11%	5.14%	4.48%
Maintenance of School Plant	3.65%	3.70%	3.11%	3.74%	5.02%
Auxiliary Services ^b	4.97%	5.33%	4.91%	5.27%	5.27%
Fixed Charges	0.03%	0.03%	0.02%	0.02%	0.02%
Capital Outlays	2.18%	3.70%	4.61%	5.34%	4.95%
Total	100.00%	100.00%	100.00%	100.00%	100.00%

Source: Data from Table 2.

^aFor all grades, kindergarten through 12th.

^bExcludes federal aids for vocational rehabilitation.

1948, costs of administration--entirely expended by the territorial government, it may be noted--totalled \$388,000, or approximately 2.5 per cent of overall expenditures. However, even after this increase, administrative costs of Hawaii's schools would appear to be smaller than those of all but a handful of mainland states, as pointed out below. Fixed charges, due to the virtual non-existence of bonded indebtedness in the Hawaiian school system and the fact that teacher retirement here is budgeted as a general expense of government, rather than one of the Department of Public Instruction, are far lower than in any of the states, amounting to but \$2,594 in 1947-48, or 0.02 per cent of public school expenditures.⁷

Capital outlays, on the other hand, have continued to mount in recent years. With the school population resuming its prewar growth, postponed construction has taken place in each county on an increasing scale. From \$195,000, or 2.2 per cent of the composite school budget, which was spent for capital outlays in 1943-44, such expenditures rose to \$783,000, or 5 per cent of the total in 1947-48. Inquiries addressed to county officials indicate that in the present calendar year expenditures for the construction and improvement of school buildings will far exceed the records of previous periods.⁸

⁷The only interest payments on school debt reported by the territorial or county auditors is for the county of Kauai, where \$1,750 is shown as an annual charge upon the special school building loan fund. The 1947 legislature appropriated more than \$5 million for school buildings, the proceeds to come from loan funds for which the sale of bonds were authorized. At the end of the fiscal year 1947-48, the building program was getting under way, but no bonds had yet been issued. Up to this point the territory was able to meet planning costs from the general fund. Once construction begins on a large scale, however, indebtedness will be incurred and interest payments will increase.

⁸Replies to a survey made by this Bureau showed that the counties have budgeted more than \$4 million for the construction, remodeling, and improvement of school buildings, plus an additional \$250,000 for the acquisition and improvement of school grounds. (Typewritten report of the Legislative Reference Bureau, University of Hawaii, Expenditures for School Plant in Hawaii, 1946-47, 1948, Request No. 330, with addendum dated July 15, 1948.)

2. Hawaii's School Expenditures Compared With Those of the Mainland States.

By way of discovering the chief features which characterize public education expenditures in Hawaii, comparison is made in the following sections with the mainland states. Hawaii's position with respect to total school costs, as well as the relative amounts per pupil spent for instruction, administration of the school system, operation and maintenance of the school plant, auxiliary services, for fixed charges, and for capital outlays are shown jointly in Table 4 and separately in the series of figures which preface this report.⁹ Brief comment is made concerning the major factors underlying conspicuous deviations from the general pattern of the continental United States.

In each case comparison is presented in terms of per capita expenditures for each student in average daily attendance. (This basis was chosen as a more accurate representation of the "work load" of the school system than one measured in terms of pupils enrolled. Substantially different results may be obtained for any given period by using one measure rather than the other. Between 1944-45 and 1945-46, for example, the total enrollment of Hawaii's public schools declined, but the average daily attendance rose by a small amount.) The year for which comparison with the mainland states is made, the fiscal year 1945-46, is the most recent for which comprehensive data are available.

⁹Expenditures for each of the states and for Hawaii, as reported by the U. S. Office of Education and the territorial Department of Public Instruction, are classified according to the system of accounts established by the Office of Education in Financial Accounting for Public Schools, Circular No.204, 1944. However, as noted below (page 18), in Hawaii costs of adult education are entirely included with "auxiliary services," rather than being allocated among the various categories--instruction, administration, etc.,--as appears to be the general practice in mainland jurisdictions.

Table 4

PUBLIC SCHOOL EXPENDITURES, HAWAII AND THE MAINLAND STATES:
AVERAGE EXPENSE PER PUPIL IN AVERAGE DAILY ATTENDANCE*
1943-46

<u>Type of Expenditure</u>	1943 - 1944		1944 - 1945		1945 - 1946	
	<u>T.H.</u>	<u>U.S.</u>	<u>T.H.</u>	<u>U.S.</u>	<u>T.H.</u>	<u>U.S.</u>
Instruction	\$ 91.84	\$ 81.58	\$105.91	\$ 86.68	\$128.86	\$ 93.98
Administration	2.36	5.64	2.85	5.97	3.78	6.70
Operation of School Plant	8.14	12.18	6.86	12.79	9.98	13.62
Maintenance of School Plant	4.19	3.94	3.52	4.64	5.08	5.10
Auxiliary Services	5.70	8.65	6.99	10.05	8.02	10.76
Interest and Fixed Charges	0.03 ^a	10.37	0.03 ^a	10.15	0.03 ^a	10.70
Total Operating Expenses	\$112.27	\$122.37 ^b	\$126.16	\$130.27 ^b	\$155.75	\$140.86 ^b
Capital Outlays	2.50	2.75	4.85	3.87	7.53	5.59
Grand Total	\$114.77	\$125.12	\$131.01	\$134.14	\$163.28	\$146.45

Sources: U. S. Federal Security Agency, Office of Education, Advance Statistics of State School Systems, 1945-46, Circular No. 241, May 1948; Department of Public Instruction, Territory of Hawaii.

*Note: U. S. average is for 48 states and District of Columbia. Both in Hawaii and on mainland, all public expenditures for primary and secondary education are included, whether by central or local governments.

^aIn Hawaii, the territorial government itself meets costs of insurance and retirement contributions, rather than the Department of Public Instruction. The territorial school system has no bonded indebtedness, while among the counties only Kauai pays interest specifically designated as for school bonds--amounting to \$1,750 annually.

^bIncludes expenditures for summer and adult education schools, for which detailed outlays are not given. The relative importance of such costs is small, averaging but a fraction of 1 per cent of total school costs over the period here considered.

It must be emphasized that expenditures per student in Hawaii, which do not vary greatly from county to county because of the uniform standards of the centralized school system, are compared with state averages, which in most cases would reveal considerable variation from one school district to another. The relative position of Hawaii in reference to per-pupil school expenditures, as shown in the discussion and figures of this report, is therefore not necessarily the same as it would be if compared with individual school systems, ranked regardless of the state in which they are located. Thus, this report indicates how many state averages are above or below Hawaii's; not Hawaii's position among the nation's public school systems. This possible ambiguity results, of course, from the large variation in standards and expenditures among the multitude of school districts typically found in the mainland states, and the difficulty of dealing with a representative "average" for all these diverse school units.¹⁰

a. Total Expenditures Per Pupil in Average Daily Attendance.

Hawaii's overall public school expenditures per student in average daily attendance appear to be relatively high. In 1945-46 they amounted to \$163.28, compared with a mainland average of \$146.45. (See Table 4.) As shown in the first of the series of figures (page i), total costs per pupil in this territory exceeded those of all but thirteen states. It may be noted that of these states which outranked Hawaii during 1945-46, ten were among the twelve richest states in that year, rated according to average personal

¹⁰For purposes of a report of this nature, comparisons might be more effectively made with the median expenditures of the various states--i.e. the mid-point exactly dividing the school districts in each state ranked according to per pupil costs. Detailed statistics of this nature, however, are not available for recent years.

income.¹¹ Hawaii spent more per pupil than either Delaware or Ohio, which respectively had the fifth and twelfth highest per capita incomes of all the states in 1946.

One factor directly influencing the amounts available for expenditures in Hawaii for each pupil enrolled in the public schools is the unusually large proportion of students attending private and parochial schools in the territory. At the end of 1947 approximately 21.5 per cent of all pupils enrolled in classes from kindergarten through the 12th grade in Hawaii were attending non-public schools.¹² Of all the mainland states, but four reported higher ratios of private school attendance in the fiscal year 1945-46: Rhode Island (26.3 per cent), New Hampshire (26.0 per cent), Massachusetts (22.2 per cent), and Vermont (21.9 per cent).¹³ With more than one-fifth of all primary and secondary school pupils attending private institutions, the territory from given fiscal resources, is more easily able to spend a relatively large amount--\$200.89 in 1947-48--per pupil in average daily attendance in the public schools.

Another influence, one, however, which would act to reduce the annual cost of education per pupil as considered in this report, is the unusually good attendance record of the pupils enrolled in the schools of Hawaii. While the school year in this territory is not outstandingly lengthy (the 1945-46

¹¹Nevada (1), New York (2), California (3), New Jersey (4), Illinois (6), Connecticut (7), Montana (8), Massachusetts (9), Rhode Island (10), and Washington (11). U. S. Department of Commerce, Survey of Current Business, Vol. 27, No. 8 (August, 1947), p. 22. (Figures in bracket show relative order of states, ranked according to per capita income.)

¹²Legislative Reference Bureau, University of Hawaii, Hawaii's English Standard Schools, Report No. 3, 1948, pp. 13 and 41.

¹³U. S. Office of Education, Federal Security Agency, Advance Statistics of State School Systems, 1945-46, Circular No. 241, May 1948.

session comprising 179 days, against a mainland mean of 178.6), the daily attendance was at a high level. As a result the average number of days attended by each pupil enrolled in the fiscal year 1946 amounted to 163.6, larger than any state.¹⁴

In comparing costs of education, or any other governmental outlays in Hawaii, with mainland areas, the high price level prevailing in this territory must also be taken into consideration. While data are not available by means of which average prices in Hawaii can be directly contrasted with those in the various states, it would appear that in general commodities have higher prices in the territory than in most sections of the mainland.¹⁵ High prices, of course, are reflected in the cost of running the school system by necessitating larger salaries for teaching, administrative, and janitorial staffs, boosting construction and maintenance costs, raising outlays for supplies and equipment. In "real" terms, *i.e.* measured in terms of a dollar of constant value, Hawaii's school expenditures would appear lower, closer to the average for the continental United States.

b. Expenditures for Instruction.

The amount paid for public school instruction per pupil in Hawaii is among the highest in the nation. During the fiscal year ended June 30, 1946, approximately \$129 was expended by the territory for instructional services

¹⁴The mean average for the forty-eight states was 150.6 days. (*Ibid.*)

For a graphic comparison of the length of the school term, enrollment, average attendance, and pupil-teacher ratio in the Territory of Hawaii and in the mainland states during 1943-44, see Statistical Comparison of State and Territorial Public School Systems, typewritten report of the Legislative Reference Bureau, University of Hawaii, January 1948 (Request No. 310).

¹⁵During the first quarter of 1948 reports of the territorial Department of Labor and Industrial Relations indicate that the index of food prices in Honolulu was about one-fifth higher than in the average of the large mainland cities covered in the monthly survey of the U. S. Bureau of Labor Statistics.

for each pupil in average daily attendance, compared with a national mean of \$94. The average for Hawaii, as graphically shown in Figure 2 (page ii), exceeded every state but three: New York, New Jersey, and Montana. (However, as noted above at page 10, this cannot be interpreted to mean that all of the thousands of school districts in the remaining forty-five states uniformly spent less per pupil for instruction than Hawaii. Variation within each of the states is great, contrasted to the situation in Hawaii.)

Of major importance in setting this high level of expenditure is the pay scale for public school teachers in this territory. During 1945-46 the average teaching salary in Hawaii was \$2,854; the average for the entire United States, according to the federal Office of Education, \$1,995.¹⁶ Only New York and California reported instructional staff salaries averaging higher than Hawaii's for that year. In the fiscal year 1947-48, the average salary in the schools of the territory approximated \$3,600, the highest in the entire nation.¹⁷ This figure includes payment of the territorial bonus, for teachers amounting to \$48 per month.

It should again be noted that Hawaii's top position with respect to the average pay received by her public school teaching staff does not take into consideration the relative cost of living in the territory. Measured

¹⁶As used here and throughout this report "teachers' salaries" includes salaries of school principals and supervisors--i.e. of the entire instructional staff.

¹⁷Estimates for each of the states and the District of Columbia prepared by the National Education Association, presented in State Government, Vol. XXI, No. 1 (January 1948), p. 23. The District of Columbia showed an average annual salary of \$3,398, California and New York each \$3,300. (A 1948 study of The Tax Foundation, Educational Cost Trends, gives an identical average for California, but raises to \$3,400 the New York mean for the year 1947-48. Table I, on page 7 of The Tax Foundation report, estimates the national average of public school teachers' salaries to be \$2,362.)

in "real" terms, by the purchasing power of the average teacher's salary, Hawaii's rank in such a list, while still high, might well be exceeded by several states with lower price levels. As previously remarked, statistics of relative prices in the various states and Hawaii which would be required for such a comparison are not available.

An examination of the pupil-teacher load in Hawaii fails to reveal this as an important factor in explaining the relatively large expenditure for instructional services. In 1945-46 each teacher in this territory taught an average of approximately 23.5 pupils (in average daily attendance).¹⁸ The mainland average for the same year was 22.9, with sixteen states reporting a higher ratio than Hawaii; thirty-two a lower average number of pupils in average daily attendance per member of the instructional staff (including principals and supervisors).¹⁹

Finally, it may be noted that on the mainland, costs of instruction have been increased by the more general adoption of a policy of furnishing textbooks at public expense. In Hawaii, only the County of Kauai follows this practice, expending \$20,502 for school books in 1947. In each of the other counties, each school rents books to its pupils, according to a rental scale established by law.²⁰ The fees thus collected are spent by the school for the purchase of new books when required.

¹⁸The ratio of pupils enrolled per teacher for the same year was 24.7. On the mainland, there was an average of 26.9 enrolled pupils per member of the instructional staff. (U. S. Office of Education, Advance Statistics of State School Systems, 1945-46.)

¹⁹Ibid.

²⁰Revised Laws of Hawaii 1945, sec. 1843.

c. Expenditures for Administration.

In marked contrast with its large expenditures for instruction, Hawaii spends an outstandingly small amount on the administration of her public school system. In 1945-46, the Department of Public Instruction incurred administrative costs of \$3.78 per pupil in average daily attendance, as against a mainland average expenditure of \$6.70. Lower administrative costs per pupil were shown for but a half-dozen states: Alabama, Georgia, Mississippi, North Carolina, Tennessee, and Virginia. It may be remarked that all of these states were among the lowest eight with respect to average total educational expenditures (see Figure 1, page 1); that personal incomes in each of these states is far below the national mean.²¹

A large part of the explanation of Hawaii's outstanding low cost of school administration must lie in the nature of the school system. As previously pointed out, in Hawaii a single agency, the Department of Public Instruction, is responsible for the entire program of instruction, while on the mainland (as of 1943-44) there was an average of more than 2,300 public school administrative units for each of the various states, with no state reporting fewer than sixteen units.²² Through unification, the Territory of Hawaii has been able to avoid costly duplication and overlapping which have added to the expense of running the school systems of the mainland states.²³

A recent study of the public schools of Hawaii has pointed to another

²¹U. S. Department of Commerce, loc. cit.

²²U. S. Office of Education, Federal Security Agency, "Statistics of State School Systems, 1943-44," Biennial Survey of Education in the United States: 1942-44, p. 18.

²³Kirkendall, L. A., Kuenzli, I. R., and Reeves, F. W., Goals for American Education, Commission of Educational Reconstruction of the American Federation of Teachers, 1948, pp. 49-52.

reason for administrative costs remaining well below the mainland average. According to a survey conducted by the American Council on Education for the 1943 House Holdover Committee of the territorial legislature, several additions should be made to the staff of the Department of Public Instruction in order to plan the school curriculum and supervise its functioning in an adequate manner.²⁴ Recommended increases in the administrative personnel of the public school system would cost an additional \$336,750 annually, according to the estimates of this 1945 study, virtually doubling the present level of administrative costs.²⁵

d. Expenditures for Plant Operation and Maintenance.

Geography causes a sharp divergence from the mainland pattern in the amounts spent for operation and maintenance of the school plant in Hawaii. Without heating plants and generally of lighter construction than those of the northern states, the school buildings of Hawaii are relatively inexpensive to operate and clean. As a result, by mainland standards, costs of operating and maintaining the educational plant are relatively low in the territory.

Figure 4 (page iii) shows that in 1945-46 Hawaii spent less per pupil in average daily attendance for operational expenses than did thirty-four states, her outlay amounting to approximately \$10, against a national average of \$13.62. Maintenance costs per pupil averaged \$5.08 in Hawaii, two cents below the mean amount expended by the states, twenty-five of which reported higher outlays per pupil than did this territory.

In addition to the economies made possible by a mild climate, a

²⁴Draper, E. M. and Hayden, A. H., Hawaiian Schools: A Curriculum Survey, 1944-45, pp. 63, 65-71.

²⁵Ibid., Appendix B, pp. 169-172.

statement issued by the Department of Public Instruction has pointed to other factors which act to lower these components of the school budgets. One is the fact that the pupils themselves, as in many mainland jurisdictions, help with some of the janitorial work. The other is that the school buildings are in many instances inadequately lighted, maintained, and serviced janitorially.²⁶

The bulk of expenditures for school operation and maintenance--virtually 99 per cent in the past fiscal year--are financed by the county governments from their special school funds. These funds are controlled by the county board of supervisors under the Revised Laws of Hawaii, except for money budgeted for janitor service and supplies, which is spent by the Department of Public Instruction.²⁷

e. Expenditures for Auxiliary Services.

Hawaii spends less money per pupil in average daily attendance than two-thirds of the states in providing auxiliary services. The mean average for the mainland in 1945-46 was \$10.76; that of Hawaii \$8.02, placing her below thirty-seven states, as shown in Figure 5 (at page iii). A similar relationship also existed in the preceding two years, as Table 4 reveals.

Though expenditures are low, in some respects the auxiliary services furnished by the public schools of the territory are outstanding. The dental health program of the Department of Public Instruction is nationally known.²⁸ A staff of twenty-seven dental hygienists, using portable equipment, periodi-

²⁶Territory of Hawaii, Department of Public Instruction, mimeographed tabulations of actual and estimated school expenditures, 1941-48, with comments dated January 17, 1947.

²⁷Revised Laws of Hawaii 1945, sec. 1804.

²⁸See Blauch, L. E. and Reid, C. F., Public Education in the Territories and Outlying Possessions, Staff Study No. 16 of the President's Advisory Committee on Education, (Washington: Government Printing Office, 1939), p. 76.

cally checks the teeth of elementary school pupils, cleaning those in the first four grades, and demonstrating proper methods of dental and oral care. Physical examinations are also given throughout the school system under the health program of the Department, but not at public expense.

Hawaii's public school cafeterias have also received recognition.²⁹ Cafeteria managers' salaries and equipment are paid by the Department of Public Instruction, but food costs are met out of proceeds from the sale of lunches. Much of the work in the cafeterias is performed with student help.

Despite the relatively large outlays made in these programs, in recent years per pupil expenditures for auxiliary services has fallen below the national average, as noted. A major factor which helps explain this fact is the increased expenditures made by mainland education systems in transporting pupils to and from school.³⁰ In the Territory of Hawaii, pupils are transported at public expense only in the counties of Maui and Hawaii.³¹ Of secondary importance is the fact that in many mainland jurisdictions public library expenditures are made through the school systems, thus increasing the latter's auxiliary service outlays. In Hawaii, library costs are budgeted separately.

However, it should be added that in this territory expenditures for the adult education program of the Department of Public Instruction are included among outlays for auxiliary services. Following the general practice of allo-

²⁹Ibid.

³⁰In the continental United States 4.5 million children were transported at public expense during 1939-40. By 1945-46 the number had increased to 5.1 million. (Office of Education, Advance Statistics of State School Systems, 1945-46, Circular No. 241, May 1948.)

³¹Section 1720 of the Revised Laws of Hawaii 1945 also authorizes payment for transportation of crippled children. The compulsory school laws are lifted with respect to all children who live more than four miles from the nearest public school, where suitable transportation is not provided. (Sec. 1830.)

cating costs of adult education among the various categories established by the federal Office of Education--resulting in the bulk of such expenditures being classified as costs of instruction--would act to further lower per-pupil spending for auxiliary services and to raise the average cost of instruction. It should also be noted in this connection that attendance in adult education classes in Hawaii is not considered in computing the overall cost per pupil.³²

f. Expenditures for Interest and Fixed Charges.

Hawaii's expenditures for interest on school debt and other fixed charges which must be met by the education system are outstandingly low. Against a mainland average of \$10.70 in 1945-46, in Hawaii such expenses amounted to but \$0.03 per pupil in average daily attendance, by far the lowest in the Union, as Figure 6 (page iv) reveals. (The state reporting the smallest figure was Oklahoma, with spent \$1.99 for every pupil in average daily attendance, as shown in Appendix II.)

Several factors help explain the smallness of fixed charges in this territory in each of the three years covered in Table 4. The first is the virtual debt-free status of the school system of Hawaii, both as to its territorial and county components. No funded debt is outstanding against the territorial government which is chargeable against the Department of Public Instruction; among the counties only Kauai reports a school debt, amounting to \$50,000 on which annual interest payments of \$1,750 have been made in the

³²In 1947-48, a total of 7,552 were enrolled in adult education classes. Since average attendance is but a few hours a week, a formula would have to be developed whereby to express such attendance in terms of a full school week, if adult students were to be included in reckoning per-pupil costs. The Department of Public Instruction advises that its present statistical staff is too small to record and adequately analyse adult education attendance figures.

past several years.³³ By contrast, each of the state school systems pay substantial sums for interest, in 1945-46 ranging from \$40,000 in Nevada to \$19,198,000 in New York.

Other partial explanations of the conspicuously low level of fixed charges in Hawaii's educational system essentially involve differences between public budgeting practices here and in many mainland jurisdictions. Under the territorial budget, governmental contributions for retirements benefits of teachers, administrative, and custodial employees are carried by the territory, without allocation to the public school system. Of much smaller magnitude, payments to the territorial insurance fund with respect to school property is similarly charged to the costs of general government, rather than to the education program.

g. Capital Outlays.

Expenditures for acquiring and improving school grounds, for constructing and improving school buildings totalled \$582,897 in the Territory of Hawaii during the fiscal year 1945-46. The amount spent on capital outlays per pupil in average daily attendance in that year came to \$7.53, well above the national average of \$5.59. As shown in Figure 7 (page iv), the Hawaii expenditure per pupil exceeded those of all but eleven of the states. (It may be noted that of these states, six--Arizona, California, Maryland, Oregon, Utah, and Washington--increased their populations, and therefore the need for additional schools, at a very rapid rate during the war and postwar period.³⁴

³³"New School Building Bond Interest Fund" payments, shown in reports of the Auditor, County of Kauai. Maui, while not having a funded debt for her schools, redeemed school fund treasury warrant notes amounting to \$83,246 in the fiscal year 1946 and \$46,030 in fiscal year 1947.

³⁴U. S. Bureau of the Census Population Reports, Provisional Estimates of the United States, by Regions, Divisions, and States: July 1, 1947, Series P-25, No. 4, 1947.

Table 4 shows that capital outlays for public schools in Hawaii increased substantially in recent years. In 1943-44 per pupil expenditures were only \$2.50, or \$0.75 below the national mean. By 1944-45 the territory's average per pupil had risen to \$4.85, and in 1945-46 to \$7.53 (See Appendix I). Following the lifting of wartime building restrictions, and with the rapid mounting of building costs, capital expenditures for schools continued to rise. Reports of the Department of Public Instruction show that in the fiscal year 1946-47 outlays for acquisition, construction, and improvement of the school plant totalled \$704,258, or approximately \$9.04 per pupil. During the year 1947-48 capital outlays reached \$782,899, an estimated \$9.94 per pupil in average daily attendance in the public schools. A survey of county governments, which make the bulk of such expenditures under the school system of Hawaii, reveals that during the current calendar year capital outlays will far exceed those of any recent year.³⁵

3. Percentage Distribution of School Expenditures in Hawaii and the Mainland States

Another means of tracing the chief characteristics of public education in Hawaii from the viewpoint of expenditures is to contrast the percentage distribution of public school outlays in the territory with those of the mainland states. Figure 8 (page 22) shows the fraction of each dollar which Hawaii spent on her schools in 1945-46 for instruction, administration, operation and maintenance of the physical plants, for auxiliary services, fixed charges, and capital outlays. Figure 9 (page 23) presents the same percentages for the composite state school systems of the continental United States during the same fiscal year, 1945-46.

³⁵See footnote 8, above.

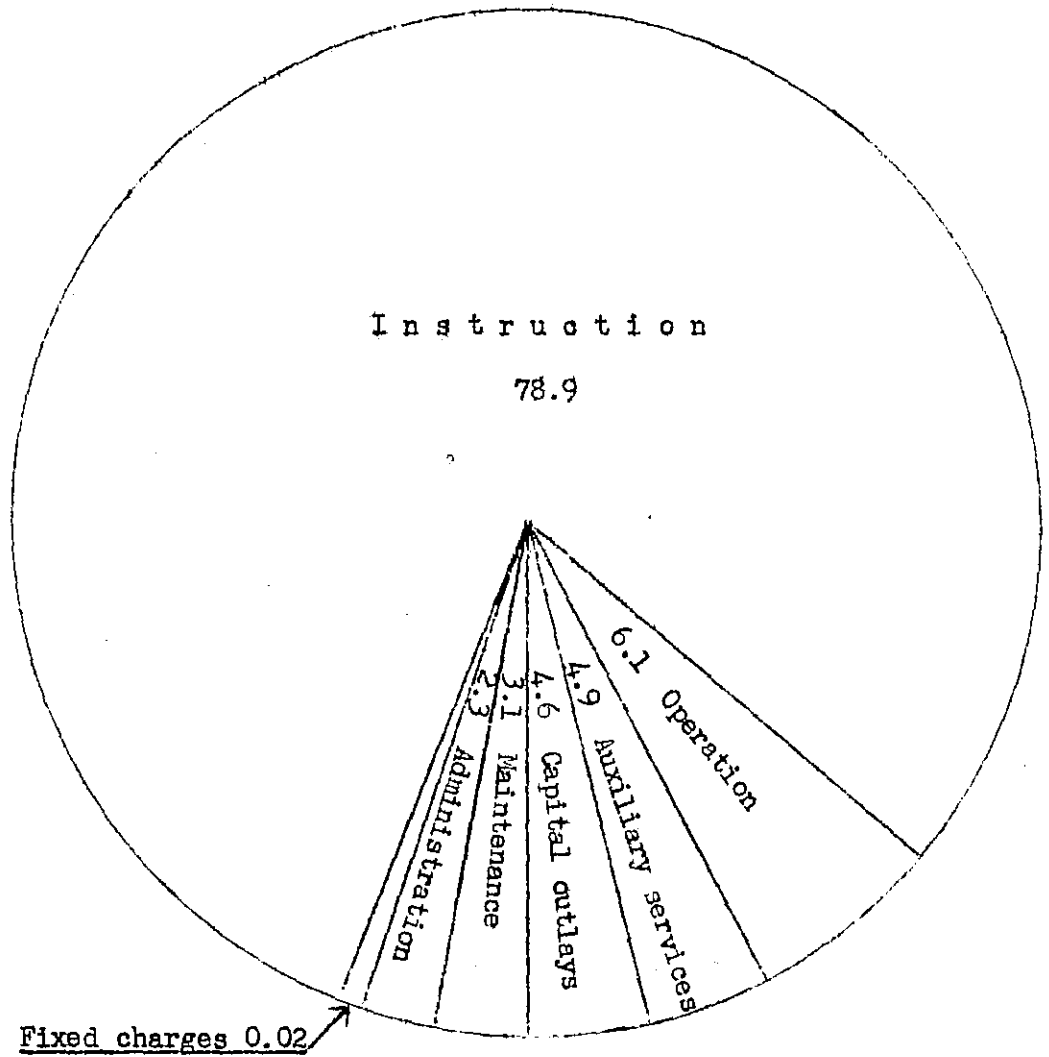
Figures 8 and 9

Percentage distributions of public school expenditures in Hawaii and the forty-eight states during 1945-46 are shown by the charts on the following two pages.

Figure 8

PERCENTAGE DISTRIBUTION OF PUBLIC SCHOOL EXPENDITURES:
TERRITORY OF HAWAII

Fiscal year 1945-46

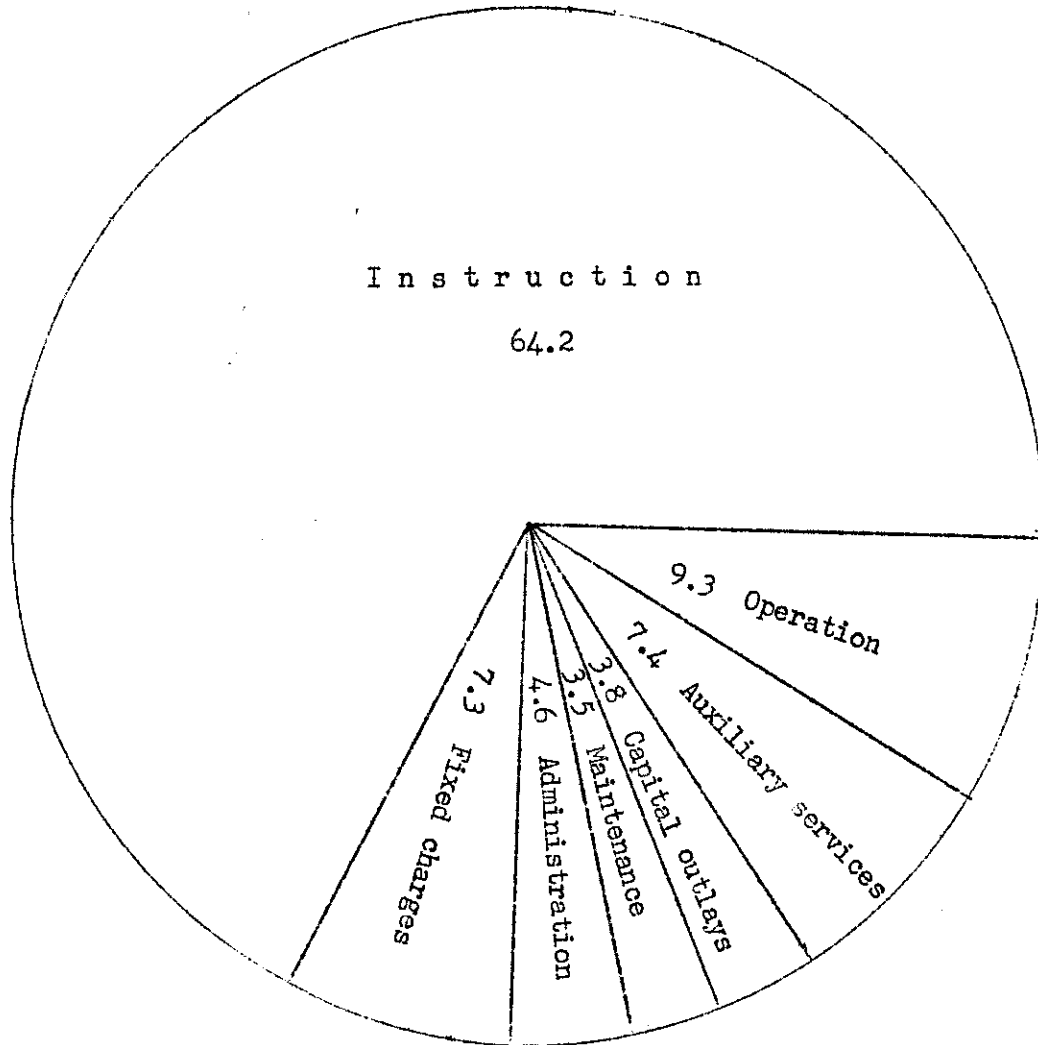


Source: Table 4.

Figure 9

PERCENTAGE DISTRIBUTION OF PUBLIC SCHOOL EXPENDITURES:
ALL STATE SCHOOL SYSTEMS

Fiscal year 1945-46



Source: Table 4.

Again, the charts reveal that a markedly large part of Hawaii's educational expenditures goes for instruction--virtually 79 per cent, against 64 per cent for the rest of the nation. The only other category in which this territory spent a larger fraction of the school dollar than the mainland average was with respect to capital outlays. In 1945-46 Hawaii expended 4.6 cents out of every dollar in the education budget for acquiring and improving school grounds, and building and improving school buildings. The mainland average was 3.8 cents of each dollar.

Hawaii spent conspicuously low fractions of her total school expenditures for administration--2.3 per cent, or half of the national average of 4.6 per cent--and for interest and other fixed charges. In the latter category, total fixed charges (including an almost negligible amount of interest) comprised 0.02 per cent of all school expenses in Hawaii; 3.8 per cent on the mainland. Operation costs amounted to 6.1 per cent of the whole in this territory; 9.3 per cent for the forty-eight states. The relative ratios spent for maintenance were much closer in 1945-46: 3.1 per cent in Hawaii; 3.5 per cent for the rest of the United States. Auxiliary services required the expenditure of 4.9 cents of every dollar going for public education in Hawaii; the national average was 7.4 cents per dollar of public school outlays.

Appendix I

PUBLIC SCHOOL EXPENDITURES PER PUPIL IN HAWAII
Fiscal years 1943-48

<u>Type of Expenditure</u>	Average Expense: Per Pupil Enrolled					Average Expense: Per Pupil in Average Daily Attendance				
	<u>1943-44</u>	<u>1944-45</u>	<u>1945-46</u>	<u>1946-47</u>	<u>1947-48</u>	<u>1943-44</u>	<u>1944-45</u>	<u>1945-46</u>	<u>1946-47</u>	<u>1947-48</u>
Instruction	\$ 86.94	\$ 99.38	\$122.87	\$125.70	\$147.79	\$ 91.84	\$105.91	\$128.86	\$132.18	\$156.31
Administration	2.24	2.67	3.61	3.88	4.65	2.36	2.85	3.78	4.08	4.92
Operation of School Plant	7.71	6.44	9.51	8.27	8.51	8.14	6.86	9.98	8.69	9.01
Maintenance of School Plant	3.97	3.31	4.85	6.02	9.54	4.19	3.52	5.08	6.34	10.09
Auxiliary Services	5.40	6.55	7.55	8.49	10.02	5.70	6.99	8.02	8.93	10.59
Fixed Charges	0.03	0.03	0.03	0.03	0.03	0.03	0.03	0.03	0.03	0.03
Total Operating Expenses	<u>\$106.29</u>	<u>\$118.38</u>	<u>\$148.51</u>	<u>\$152.39</u>	<u>\$180.53</u>	<u>\$112.27</u>	<u>\$126.16</u>	<u>\$155.75</u>	<u>\$160.15</u>	<u>\$190.95</u>
Capital Outlays	2.36	4.55	7.17	8.60	9.39	2.50	4.85	7.53	9.04	9.94
Grand Total ^a	<u>\$108.65</u>	<u>\$122.93</u>	<u>\$185.68</u>	<u>\$160.99</u>	<u>\$189.92</u>	<u>\$114.77</u>	<u>\$131.01</u>	<u>\$163.28</u>	<u>\$169.29</u>	<u>\$200.89</u>

Source: Reports of the Department of Public Instruction.

^aDue to rounding, details do not always add to totals.

Appendix II

PUBLIC SCHOOL EXPENDITURES PER PUPIL IN AVERAGE DAILY ATTENDANCE
Fiscal year 1945-46

<u>State</u>	<u>Instruction</u>	<u>Administration</u>	<u>Operation of plant</u>	<u>Maintenance</u>	<u>Auxiliary Services</u>	<u>Fixed Charges</u>	<u>Capital Outlays</u>	<u>TOTAL</u>
Alabama	\$ 50.44	\$ 2.65	\$ 3.12	\$ 2.80	\$ 6.51	\$ 4.26	\$ 3.53	\$ 73.30
Arizona	95.79	7.18	13.44	7.23	9.09	6.39	15.58	154.70
Arkansas	43.14	5.10	4.64	2.00	6.78	5.22	4.34	71.22
California	118.82	9.35	17.16	6.22	8.56	13.64	13.35	187.09
Colorado	97.72	5.10	13.38	4.61	9.17	9.20	8.74	147.93
Connecticut	117.59	6.15	18.39	7.28	15.01	14.70	6.59	185.72
Delaware	109.42	11.81	14.28	4.24	11.02	4.21	4.04	159.01
Florida	78.97	4.07	6.10	4.77	7.28	9.25	5.98	116.41
Georgia	47.05	3.69	2.93	2.28	7.22	5.06	2.92	71.15
Idaho	78.72	6.35	13.84	3.42	12.48	3.40	3.81	122.02
Illinois	114.92	8.00	23.26	2.17	19.12	11.52	8.12	187.14
Indiana	96.65	8.97	16.03	6.15	15.37	8.49	6.00	152.65
Iowa	98.83	8.30	16.75	5.94	10.22	5.81	7.76	153.62
Kansas	104.58	4.69	15.48	5.24	8.87	4.52	5.47	148.83
Kentucky	57.47	6.22	5.96	3.08	8.74	5.80	3.14	90.41
Louisiana	65.49	5.18	5.46	4.04	16.73	7.54	3.84	108.30
Maine	71.78	4.28	13.43	3.84	11.05	6.37	1.32	112.05
Maryland	89.42	4.16	11.06	4.41	10.06	13.03	8.82	140.96
Massachusetts	124.94	6.61	20.63	7.68	7.10	14.85	1.33	183.14
Michigan	101.19	7.52	18.56	5.79	8.69	8.72	6.96	157.46
Minnesota	102.06	9.08	20.69	6.13	15.56	5.74	4.28	163.53
Mississippi	30.14	3.38	2.38	1.64	7.72	2.36	1.97	49.59
Missouri	92.19	9.64	15.00	5.72	9.12	7.72	8.16	147.55
Montana	134.82	17.24	22.66	6.57	26.49	10.65	7.26	225.68
Nebraska	103.02	11.17	14.61	4.77	5.07	6.33	3.31	148.28
Nevada	112.05	9.16	19.28	6.97	9.03	7.86	6.27	170.62
New Hampshire	87.78	10.70	15.52	3.29	15.06	3.78	3.72	139.85
New Jersey	138.63	11.26	23.78	10.13	11.59	27.81	2.62	225.82
New Mexico	89.76	7.69	10.06	7.70	16.47	4.37	3.77	139.82
New York	149.90	8.28	19.56	6.67	10.09	29.69	2.30	226.49

PUBLIC SCHOOL EXPENDITURES PER PUPIL IN AVERAGE DAILY ATTENDANCE
Fiscal year 1945-46
(Continued)

<u>State</u>	<u>Instruc- tion</u>	<u>Adminis- tration</u>	<u>Operation of plant</u>	<u>Mainte- nance</u>	<u>Auxiliary Services</u>	<u>Fixed Charges</u>	<u>Capital Outlays</u>	<u>TOTAL</u>
North Carolina	\$ 58.99	\$ 2.65	\$ 3.78	\$ 2.87	\$ 9.70	\$ 5.93	\$ 4.38	\$ 88.29
North Dakota	100.38	4.37	16.72	5.07	9.37	4.53	3.66	144.09
Ohio	94.86	6.60	17.80	6.31	16.03	9.94	5.23	156.77
Oklahoma	82.80	4.63	8.91	6.12	8.76	1.99	2.97	116.18
Oregon	110.28	7.29	17.21	6.81	13.18	5.68	11.97	172.42
Pennsylvania	98.99	8.51	15.93	5.27	8.69	12.81	3.30	153.50
Rhode Island	112.03	6.81	21.49	5.47	6.13	21.05	1.54	174.51
South Carolina	51.57	4.33	3.59	2.75	9.60	5.35	3.46	80.65
South Dakota	112.72	9.86	17.96	4.75	6.42	4.57	3.92	160.21
Tennessee	55.49	3.64	4.97	2.34	5.59	4.62	2.17	78.81
Texas	78.78	7.86	7.57	3.93	13.91	11.68	10.69	134.42
Utah	84.96	5.52	11.38	6.08	18.10	6.50	8.49	141.03
Vermont	84.98	6.91	13.72	5.23	9.39	3.60	3.63	127.45
Virginia	67.32	3.36	6.18	3.29	9.51	5.39	6.12	101.10
Washington	123.28	8.35	18.84	11.57	19.37	7.06	11.27	199.75
West Virginia	70.64	3.93	8.97	4.72	7.59	8.32	4.76	108.93
Wisconsin	106.55	6.45	16.94	6.16	8.68	10.95	5.74	161.47
Wyoming	105.11	14.31	16.84	5.37	24.54	9.72	7.17	183.06
HAWAII	128.86	3.78	9.98	5.08	8.02	0.03	7.53	163.28
U. S. Average	93.98	6.70	13.62	5.10	10.76	10.70	5.59	146.45

Sources: U. S. Federal Security Agency, Office of Education, Advance Statistics of State School Systems, 1945-46, Circular No. 241, May 1948; Department of Public Instruction, Territory of Hawaii.

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