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GOVERNMENTAL EMPLOYMENT

IN

HAWAII

by

Robert M. Kamins
Assistant Director

aided by

Enid Beaumont
Research Assistant

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TERRITORY OF HAWAII

Norman Meller, Director
Legislative Reference Bureau
University of Hawaii

GOVERNMENTAL EMPLOYMENT IN HAWAII

Government is Hawaii's largest "industry", employing about one-fourth of the Territory's civilian work force in the first half of 1954, paying out approximately one-third of all civilian wages and salaries. Of a total of 38,000 government workers in Hawaii, more than 9,000 are employed by the territorial government and 7,000 by its four counties. Average salaries paid by the Territory and counties doubled between 1939 and 1953, and continue to exceed the average of most private industries. Since 1939, however, wages in private industry have tended to increase more rapidly than wages in public employment.

Measured by the ratio of government employees to total population, Hawaii does not have a remarkably large number of employees when any one of the major functions of government is considered by itself. However, employment is sufficiently high in many public activities--such as health and hospitals, fire protection, sanitation, and conservation of natural resources--so as to make its overall ratio of governmental employment larger than that of 47 of the mainland states, exceeded only by Nevada.

There is considerable variation in the public employee-population ratios of the four counties, the overall ratio of the City and County of Honolulu being lowest and that of Hawaii County highest, approximately 80 per cent above Honolulu's. When account is also taken of the area of the jurisdiction, a somewhat different pattern emerges. Thus, on the basis of such a population-area comparison, Kauai County is by far the heaviest employer of police and firemen.

Approximately a seventh of territorial and county employees left the civil service in Hawaii in each of the past two years, through retirement, dismissals, termination of contracts, and death. In 1953 Maui County reported the lowest separation rate, the territorial government the highest.

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GOVERNMENTAL EMPLOYMENT IN HAWAII

I. An Overall View of Public Employment

Government is the largest employer in the Territory of Hawaii. In mid-1954, approximately 38,000 were locally employed by the federal government, the Territory, and its four counties, in the aggregate comprising 24 per cent of the total number of persons then employed.¹ Territorial and county payrolls--the area of special concern of this report--are appreciably smaller than those of the federal government, but in themselves exceed the payrolls of either the pineapple industry or the sugar industry.² Over the past few years all civilian government salaries amounted to some 32 per cent of total wage and salary disbursements in the Islands, about 21 per cent of this total being expended by the federal government, about 11 per cent by the Territory and its subdivisions.³ (In these computations, as throughout this report, military personnel are excluded to eliminate the effects, which would otherwise dominate any quantitative study of government in Hawaii, of the garrisons stationed here. This elimination makes possible a more meaningful comparison with mainland states.)

¹As of June 1954, employment in the Territory of Hawaii, including all civilian employment, totalled 159,570. Territorial Department of Labor and Industrial Relations, Bureau of Employment Security, Hawaii Labor Market, No. 105 (July 1954).

²In 1939 the sugar plantations employed an average of 44,430 persons (full-time equivalent), expending \$30,554,000 for wages and salaries; in that year territorial and county governments employed an average of 10,127, their aggregate payroll totalling \$16,393,000. By 1953 sugar plantations' employment had fallen to 20,784, while their wages and salaries had risen to \$61,515,000. The comparable figures for local governments in 1953 were 16,617 and \$63,554,000. (See Table 1.) Income of Hawaii, pp. 19-23, U.S. Department of Commerce; 1954 Supplement to Income of Hawaii.

³Ibid., p. 5.

Table 1

PUBLIC EMPLOYMENT AND PAYROLLS IN HAWAII: 1939-1954

Employer	1939		1946		1953		1954 (June)
	Employees	Payrolls (millions)	Employees	Payrolls (millions)	Employees	Payrolls (millions)	Employees
Federal Government (civilians only)	8,591	\$12.3	44,374	\$146.0	25,866	\$112.9	21,540
Territorial Government	5,854	10.6	7,584	22.2	9,832	38.1	9,381
County Governments	4,273	5.8	5,023	14.2	6,785	25.4	7,026
TOTAL	18,718	\$28.7	56,981	\$182.4	42,483	\$176.5 ^a	37,947
Sugar Plantations	44,430	\$30.6	26,278	\$ 43.5	20,784	\$ 61.5	21,610
Pineapple Companies	11,895	\$11.0	11,305	\$ 26.3	11,625	\$ 35.2	10,190

^aDue to rounding, items do not add up to total.

Sources: Average number of full-time equivalent employees, as reported for 1939 through 1953 by the U.S. Department of Commerce, Income of Hawaii and the 1954 supplement thereto; as reported by the territorial Bureau of Employment Security, the territorial Bureau of the Budget and the several county civil service commissions for 1954.

Wages and salaries disbursed by the United States government, the Territory, and the four counties of Hawaii during 1953 totalled some \$176,500,000. This sum, whose components are shown in Table 1, amounted to 32 per cent of all personal income received by the civilian population of Hawaii.

DISTRIBUTION OF PUBLIC EMPLOYEES Territorial employees comprise 57 per cent of all local government employees in Hawaii, but only about 25 per cent of all government employment including Federal civilian employees. It is interesting to note that almost one-half (47 per cent) of all territorial employees are teachers, researchers, and agricultural extension agents on the staffs of the Department of Public Instruction and the University of Hawaii.

Table 2

TERRITORIAL AND COUNTY EMPLOYMENT: 1954^a

Territorial Service	<u>9,381</u>
Teachers, Department of Public Instruction	3,871
Faculty, University of Hawaii	497 ^b
Classified Service	4,911
All Others	102 ^c
County Service	<u>7,026</u>
Honolulu	4,090
Hawaii	1,399
Maui	952
Kauai	585
TOTAL	<u>16,407</u>

Sources: Territorial Budget Bureau, University of Hawaii personnel office, territorial and county civil service commissions.

^aAs of June 1954, except for territorial classified service and county service, which are reported for January 1954.

^bIncluding agricultural experiment station and extension service and aquarium. (These are excluded from "education" category in Table 7.)

^cEstimated by subtracting classified employees from total non-educational government employees. Excludes territorial legislators and legislative employees.

As of January, 1954, three-quarters of the 4,911 persons classified under the territorial civil service were employed in Honolulu; 12 per cent of the territorial classified service were stationed on Hawaii; 8 per cent in the county of Maui; and about 5 per cent on Kauai. The distribution of county employees, as shown in Tables 2 and 3, is significantly smaller for Honolulu (about 58 per cent) and proportionately higher for the Outer Islands. The population distribution by counties as of January 1, 1954 was: Honolulu 70.7 per cent; Hawaii 13.4 per cent; Maui 9.7 per cent; and Kauai 6.2 per cent.

Table 3

GEOGRAPHICAL DISTRIBUTION OF TERRITORIAL AND COUNTY EMPLOYMENT: 1954

Location	Territorial Employees ^a				County Employees	Total Employment
	Teachers	University Faculty	Classified Service	Total		
Oahu	67% ^b	86%	75%	72%	58%	66%
Hawaii	16%	8%	12%	14%	20%	16%
Maui County	11%	4%	8%	9%	14%	11%
Kauai	6%	2%	5%	5%	8%	7%

Sources: Territorial and county civil service commissions, University of Hawaii personnel office, Department of Public Instruction.

^aDoes not include non-classified employees.

^b24.3% rural; 42.3% Honolulu "City."

PART-TIME EMPLOYMENT

Data incorporated in the preceding tables are in terms of full-time employment; for example, eight persons employed for an average of one-fourth the regular work week over the year would be shown as two employees. Part-time employment by the Territory is small in aggregate; in mid-1954 "full-time equivalent employment" was less than 1 per cent smaller than total employment.⁴

A similar employment pattern obtains in the City and County of Honolulu, where full-time equivalent employment has been estimated to be within 1.5 per cent of total employment. In the outer counties, however, part-time government work is much more prevalent: full-time equivalent employment was found by the Office of Business Economics of the U.S. Department of Commerce to be "less than

⁴Calculated from data collated by the territorial Bureau of the Budget in its mimeographed "Financial Report on the General Fund of the Territory of the Territory of Hawaii for the Fiscal Year 1953-54", Exhibits V-A and V-B. It should be noted that employees of the territorial legislature are not included in the tabulation.

total employment by 32 per cent in Hawaii, 15 per cent in Kauai, and 6 per cent in Maui."⁵

Table 4

TERRITORIAL AND COUNTY EMPLOYMENT: 1940-1954
(full-time equivalent)

	<u>Territory</u>	<u>County</u>	<u>Total</u>	<u>Employees per 1,000 of Civilian Population</u>
1940	6,108	4,182	10,290	25.9
1942	6,556	4,192	10,748	24.1
1944	6,355	4,362	10,717	23.1
1946	7,584	5,023	12,607	26.8
1948	8,649	5,711	14,360	29.2
1950	9,448	6,375	15,823	33.1
1952	9,839	6,686	16,525	35.1
1953	9,832	6,785	16,617	35.4
1954	9,381	7,026	16,407	34.2

Sources: United States Department of Commerce, Income of Hawaii and 1954 supplement showing average annual employment; 1954 data from territorial Bureau of the Budget (for June) and from county civil service commissions (for January). Population of Hawaii as of January 1, 1954 (479,697) from territorial Department of Health, Bureau of Health Statistics.

TRENDS IN LOCAL GOVERNMENTAL EMPLOYMENT Territorial and county employment has expanded markedly since 1940, the most rapid growth coming at the close of World War

II. Over the period 1940-1954, employment by the Territory increased approximately 54 per cent, employment by the counties 68 per cent. Since Hawaii's

⁵Income of Hawaii, p. 48. These calculations were made for 1951. Correspondence with the county civil service offices indicates that part-time employment in the Outer Islands was less prevalent in 1953.

civilian population in the same time span rose by only 21 per cent, the result was to increase the ratio of territorial and county personnel per thousand persons of that population from slightly less than 26 in 1940 to more than 34 in 1954.

Despite this growth in local governmental payrolls, however, territorial and county pay checks have comprised a decreasing portion of total wage and salary disbursements in Hawaii. According to the Department of Commerce, these governmental pay checks amounted to 12.2 per cent of all civilian wages and salaries received in the Territory during 1939; by 1952 this fraction was reduced to 10.8 per cent.⁶ In 1953, partly because of the payment of deferred back pay (see footnote to Table 5), territorial and county salaries increased to 11.6 per cent of all payrolls in Hawaii.⁷

GOVERNMENTAL
SALARIES
IN HAWAII

The apparent paradox of an expanding government employment and a relatively declining payroll is explained in part by the fact that during the war and post-war years wage rates in private industry overtook the less flexible government salaries: in 1939 average annual earnings of territorial and county employees were second highest among ten industrial categories established by the Department of Commerce, standing sixty percentage points above the average for all industries; in 1952 the rank of "local government" (i.e. territorial and county) employees had dropped to fifth place, only six percentage points above the average.⁸ Over the same period the relationship

⁶Income of Hawaii, p. 19.

⁷Calculated from data in 1954 mimeographed supplement to Income of Hawaii.

⁸See Table 6. The rank of local employment was third in 1953, as Table 5 shows. This increase is partly traceable to payments in 1953 of deferred wages, as noted at the bottom of Table 5.

between federal and territorial-county compensation was reversed, for in 1939 the average annual salary paid by the Territory and its counties (\$1,619) was 13 per cent above the federal average, while in 1952 the average annual salary paid by the federal government exceeded the "local" average (\$3,453) by some 22 per cent.

Average annual salaries of county employees now closely approximate those received by territorial personnel. Table 5 makes similar comparisons for 1939 and 1946, these years being chosen to isolate the impact of World War II--and indicates that this close relationship is a post-war development. In 1939 the average annual salary in territorial employment exceeded that of the four counties, jointly considered, by a third.

Table 5

AVERAGE ANNUAL SALARIES OF EMPLOYEES IN HAWAII
1939-1946-1953

	<u>1939</u>	<u>1946</u>	<u>1953</u>
<u>Government:</u>			
Territorial	\$1,815	\$2,933	\$3,878 ^a
County	1,350	2,821	3,748 ^a
Federal (civilian)	1,430	3,289	4,366
<u>Private:</u>			
All industries	923	2,256	3,073
Communication and public utilities . .	1,587	2,866	4,107
Transportation	1,407	2,866	4,091
Finance, insurance and real estate . .	1,985	3,280	3,583
Construction	1,026	2,890	3,574
Manufacturing	979	2,513	3,257
Mining and quarrying	811	2,735	3,607
Wholesale and retail trade	1,255	2,511	3,004
Agriculture and fisheries	706	1,628	2,824
Service trades	785	1,968	2,408

Sources: U.S. Department of Commerce, Income of Hawaii, p. 22; and 1954 mimeographed supplement.

^aInclusive of payments of increments for previous years paid under the Salary Standardization Act of 1953 (Act 278, Session Laws of Hawaii 1953).

In private industry, average salaries and wages in only two fields, transportation and communications-utilities, exceeded those paid by territorial and county governments in 1953: all others fell below the government wage levels. However, the trend over the past several years, as previously noted, has been for wages in private industry in Hawaii to rise relative to governmental salaries. This trend is illustrated by Table 6, in which the average compensations for the several industries set forth in the preceding table are stated as percentages of the overall average for public and private employment. (The shift in relative salaries between government and private industry occurred, it will be observed, within a general movement of annual wages in the various industries in the direction of equality. The important exception to this general movement is to be noted in the service industries--hotels, household servants, recreation centers, private schools, etc.--where average wages, relatively low in 1939, were still further below the all-industry average in 1952.)

Table 6

INDEX OF AVERAGE ANNUAL SALARIES IN HAWAII
1939 and 1952

	<u>1939</u>	<u>1952</u>
<u>All civilian employees</u>	100%	100%
<u>Private industry:</u>		
Transportation	139	131
Communication and public utilities . .	157	119
Finance, insurance and real estate . .	197	110
Construction	102	104
Manufacturing	97	100
Mining and quarrying	80	99
Wholesale and retail trade	124	91
Agriculture and fisheries	70	83
Service trades	78	72
<u>Government:</u>		
Territorial and county	160	106
Federal (civilian)	142	130

Source: U.S. Department of Commerce, Income of Hawaii, p. 13.

The indices shown in Table 6 are average salaries in government and private employment expressed as ratios of the average salary paid to all civilian employees in Hawaii. This overall average salary was \$3,248 in 1952 and rose to \$3,354 in 1953. Territorial and county salaries, bolstered by payments of deferred annual increments, increased even more than the overall average wage. As a result the index of territorial and county average salaries, shown in Table 6 as 106 for 1952, increased to 114 in 1953. It remains to be seen whether or not this is a temporary reversal of the 1939-1952 trend.

II. A Functional View of Public Employment⁹

FUNCTIONS IN WHICH GOVERN- MENT PERSONNEL ARE ENGAGED

Approximately one-third of all territorial and county employees are engaged in educational work, far and away the largest functional group in local government in Hawaii. Most of this group in turn is comprised of teachers employed by the territorial Department of Public Instruction. Under the existing division of responsibility for public schools in Hawaii, the counties are responsible only for the physical maintenance of the schools; some 350 county employees are assigned for this purpose.

Health and hospital work requires the second largest number of the public employees of Hawaii--about one-eighth of the total in 1954. This number is almost equally divided between territorial agencies (the Board of Health, Waimano Home for the feeble-minded and the mental hospital under the Department of Institutions) and the county hospitals: it excludes the 424 staff members of the Leahi Hospital in Honolulu, since the hospital is under private management, despite the fact that all but 1 or 2 per cent of its revenues are received from territorial appropriations.

Construction and maintenance of streets and highways takes a force of some 1,500 persons, as the third largest governmental function in Hawaii. More than two-thirds of this total are employed by the four counties, Table 7 indicates; this is in rough proportion to the fraction of total paved highways in Hawaii which is maintained by county governments.¹⁰

⁹The functions of government used for this discussion are for the most part based on those developed by the U.S. Bureau of the Census in its reports on state and local governments. See appendix for the grouping of territorial departments under this system of classification.

¹⁰See Norman Meller, Centralization in Hawaii, chapter 5, p. 95 (mimeographed preliminary draft).

Table 7

TERRITORIAL AND COUNTY EMPLOYMENT BY FUNCTIONS: 1954^a

Function ^b	TERRITORY	C O U N T I E S				TOTAL
		Honolulu	Hawaii	Maui	Kauai	
1. Education (public schools only)	5,026 ^c (4,450)	222 (222)	79 (79)	28 (28)	24 (24)	5,379 (4,803)
2. Health and hospitals	1,037	243	469 ✓	316	99	2,164
3. Streets and highways	499	425	297	165	156	1,542
4. Police	8	555	129	90	68	850
5. Fire	24	400	70	49	67	610
6. Recreation	29	418	148	37	30	662
7. Public service enterprises	8	412	55	91 ✓	26	592
8. Other public works	104	408	63	96 ✓	65	736
9. Sanitation	0	487	15	30 ✓	23 ✓	555
10. Natural resources	469	0	0	0	0	469
11. Public welfare	395	2	6 ✓	1	1	405
12. Transportation authorities	232	0	0	0	0	232
13. Libraries and archives	172	2	0	0	0	174
14. Law courts	203	38	5	5	4	255
15. All other	<u>1,175</u>	<u>478</u>	<u>63</u>	<u>44</u>	<u>22</u>	<u>1,782</u>
TOTAL	9,381	4,090	1,399	952	585	16,407

Sources: Territorial Budget Bureau, territorial and county civil service commissions, University of Hawaii personnel office.

^aTerritorial employees as of June 30, 1954 (except public school adult education staff, September 1954); county employees as of January 1, 1954.

^bSee text and appendix for discussion of how various agencies are grouped into these functions.

^cIncludes both teaching and civil service staffs.

Protection of persons and property by police and firemen, almost exclusively a county function (the exceptions being the territorial High Sheriff, Crime Statistics Division of the Attorney-General's office, and the fire-fighting force of the Hawaii Aeronautics Commission) comprises the fourth largest governmental function, gauged by the number of persons so employed. Recreation, the function employing the next largest group, is also a county activity, except for the territorial golf course in Honolulu, the aquarium administered by the University of Hawaii, and a staff of four persons in the territorial parks system under the Board of Agriculture and Forestry. Public service enterprises include the county water boards and the territorial irrigation authority, while other public works encompass the planning, construction, and maintenance activities of territorial and county public works departments--other than in the fields of sanitation and highways, each treated as a separate function, and also excluding the staffs of the Hawaii Aeronautics Commission and the territorial Harbor Board, grouped together as transportation authorities.

The preservation and utilization of natural resources as a governmental function in Hawaii, in keeping with the classification used by the U.S. Bureau of the Census, includes the activities of the University agricultural extension service and experiment station, as well as those of the Board of Agriculture and Forestry and the Public Lands Department (exclusive of the Bureau of Conveyances). No county activities are so categorized. General library staff members are also shown as territorial employees, since the so-called "county" libraries are territorially financed, administered, and staffed;¹¹ only the two librarians of the Municipal Reference Library of the City and County of Honolulu are here classified as county personnel.

¹¹Meller, op. cit., chapter 9, pp. 164-168.

COMPARISON
WITH
NATIONAL
AVERAGES

The quantity and distribution of public employment in Hawaii is put into perspective by comparison with similar data for the mainland states computed by the U.S. Census. This comparison, made in Table 8, clearly indicates that government in this Territory employs an unusually large number of persons relative to its population. In the first half of 1954, this number (measured as before in full-time equivalents)

Table 8
RATIO OF STATE (TERRITORIAL) AND LOCAL GOVERNMENT
EMPLOYEES TO CIVILIAN POPULATION
1953-1954

Function	MAINLAND:			HAWAII:
	State and local employees per 10,000 population ^a			Territorial and county employees per 10,000 population ^b
	U.S. Average	Lowest State	Highest State	
1. Education (public schools only)	111.3 (96.8)	85.1 (70.4)	159.1 (134.1)	112.1 (100.1)
2. Health and hospitals	28.7	14.4	52.9	45.1
3. Streets and highways	26.9	15.2	53.6	32.1
4. Police	14.7	7.5	24.4	17.7
5. Fire	7.5	2.5	20.4	12.7
6. Utilities ^c	15.2	3.6	37.5	12.3
7. Sanitation	6.7	0.7	15.0	11.6
8. Natural resources	6.3	2.1	24.0	9.8
9. Public welfare	5.9	2.3	11.3	8.4
10. All other	41.1	18.0	77.4	80.0
TOTAL	264.3	200.7	355.4	342.0 ^d

Sources: Territorial and county data from Bureau of Budget and county civil service commissions; mainland data from U.S. Bureau of the Census, State Distribution of Public Employment in 1953, (C-GE 53-No. 5), pp. 7 and 27, recomputed on the basis of civilian, rather than total, population to make possible comparability with Hawaii.

^aEmployees and population as of October, 1953.

^bEmployees as of first quarter of 1954, civilian population as of January 1, 1954.

^cIncluding state liquor stores; for Hawaii, "Public service enterprises" (see Table 7).

^dDue to rounding, items do not add up to total.

amounted to 342 per 10,000 of the Territory's civilian population: on the mainland only one state--Nevada--equalled or exceeded this figure. The average for the entire United States, as of November 1953, was 264, while the lowest state employment-population ratio (Kentucky's) was just under 201.¹²

Hawaii's position at the top of governmental employers, relative to its population, is most striking because it is not among the highest states with respect to any major function. Indeed, considering the largest function of state and local government, that of education, the employment-population ratio for Hawaii is virtually identical with the national average, while territorial employment by governmental public utilities is 25 per cent below the average for the entire United States. However, among the nine major functions listed in Table 8, in the fields of health and hospitals,¹³ fire, sanitation, and natural resources Hawaii's employment ratio was markedly (over 50 per cent) higher than the mainland average.

The category of all other employed by the Census Bureau to group together personnel not allocable to the foregoing specified functions is the one in which Hawaii is higher than any state. Lacking any detail of the mainland composition of this catch-all category, it is not possible to trace the reasons for the

¹²Another means of appraising the relative level of government in Hawaii--per capita government cost payments--also indicates that Hawaii ranks high among American jurisdictions. (See Territorial and County Expenditures, Legislative Reference Bureau Report No. 5, 1952). The general relationships among various major functions (those which are relatively large in Hawaii and those relatively smaller) shown in that study and the present report coincide closely. This coincidence is not surprising when it is recalled that salaries of the governmental employees presently studied account for approximately two-thirds of government cost payments.

¹³The relatively large scope of health services in Hawaii indicated here is substantiated by a recent federal survey which estimated per capita expenditures by all official territorial and county health agencies to be \$21.29 in 1950, an amount higher than any of the mainland states, whose expenditures for this purpose averaged \$6.30. Distribution of Health Services in the Structure of State Government, Public Health Service, Publication No. 184 (1950), Part I, p. 43.

Territory's pre-eminence in miscellaneous government employment. It may be noted, however, that one of the largest identifiable functions within this group of Hawaii personnel, separately listed in Table 7, are persons helping to provide recreation facilities and services--as park and playground personnel, life-guards, bandsmen, etc. Also included in this category are employees of the Hawaiian Homes Commission, for which there appears to be no mainland counterpart, and the Hawaii Housing Authority, the Harbor Commission, and the Aeronautic Commission, furnishing public services which are by no means universal elsewhere in the United States.

EMPLOYMENT
RATIOS IN
THE FOUR
COUNTIES

Comparison of the ratios of county employment to civilian population yields several points of difference among the four subdivisions of the Territory. One is the variation in the overall scope of county employment, relative to population, which is larger on the Outer Islands than in Honolulu. Using the Honolulu ratio (120.6 employees per 10,000 population) in Table 9 as 100 per cent, the government employment ratios for Hawaii, Maui, and Kauai were respectively 80, 70, and 64 per cent higher than Honolulu's at the beginning of 1954.

Health and hospitals, maintenance of streets and highways and--less strikingly--police protection are allotted relatively larger numbers of county personnel on the Outer Islands; sanitation, contrarywise, is the larger in Honolulu, with its urban concentration.

Among the other major functions of county government, fire protection shows an employment ratio virtually identical for each of the four jurisdictions except Kauai, where the ratio is about double that of the other counties. Recreation is larger in the two counties (Honolulu and Hawaii) which provide public bands. In respect to county water works employment and other public works, ratios were lowest in the county of Hawaii--in spite of which that county's overall public employment-civilian population ratio was the highest in the Territory.

Table 9

RATIO OF COUNTY EMPLOYEES TO CIVILIAN POPULATION
JANUARY 1, 1954

Function	Employees Per 10,000 Civilian Population				
	All Counties	Honolulu	Hawaii	Maui	Kauai
1. Health and hospitals . . .	23.5	7.2 ^a	72.8	68.2	33.5
2. Streets and highways . . .	21.8	12.5	46.1	35.6	52.8
3. Police	17.6	16.4	20.0	19.4	23.0
4. Fire	12.2	11.8	10.9	10.6	22.7
5. Recreation	13.2	12.3	23.0	8.0	10.2
6. Public service enterprises ^b	12.2	12.1	8.5	19.6	8.8
7. Sanitation	11.6	14.4	2.3	6.5	7.8
8. Other public works	13.2	12.0	9.8	20.7	22.0
9. Education ^c	7.4	6.5	12.3	6.0	8.1
10. Law courts	1.1	1.1	0.8	1.1	1.4
11. Public welfare	0.2	0.1	0.9	0.2	0.3
12. All other	<u>12.7</u>	<u>14.2</u>	<u>9.8</u>	<u>9.5</u>	<u>7.5</u>
TOTAL	147.4	120.6	217.2	205.5 ^d	198.3

^aLow ratio for Honolulu partly explainable because the tuberculosis hospital, Leahi, is under private management and therefore excluded. Were Leahi included in this table, the ratio for Honolulu would be 19.7 health and hospital employees per 10,000 population.

^bWater works.

^cSchool maintenance.

^dAll county comparisons exclude Kalawao.

FIRE AND POLICE DEPARTMENTS Additional data are available with which to compare the level of employment in Hawaii and throughout the mainland in providing a major function of local government--the protective services of the police and fire departments. Table 10 makes a comparison between police force-population ratios in each of Hawaii's four counties and those of mainland cities of corresponding size. Honolulu's ratio closely approximates the median for cities of 250,000 to 500,000; those of the other three counties are markedly larger than the average of the mainland cities.¹⁴

¹⁴The area, as well as the population, of a governmental unit may affect the size of its civil service. This factor is considered immediately below.

Table 10

COMPARATIVE POLICE FORCE EMPLOYMENT: 1954
HAWAII COUNTIES AND MAINLAND MUNICIPALITIES OF COMPARABLE SIZE

<u>Policemen Per 10,000 Population</u>	
<u>Territory of Hawaii</u>	<u>Mainland Cities with Populations of:^d</u>
Honolulu ^a 16.4	250,000-500,000..... 15.2
Hawaii ^a 20.0	50,000-100,000..... 15.1
Maui ^b 20.5)	25,000- 50,000..... 14.0
Kauai ^c 23.2)	
	All over 10,000..... 14.0

Source: Mainland data are median figures from (d).

^aFrom Table 7.

^bIncludes only islands of Maui and Molokai, since no fire and only limited police services are provided on Lanai.

^cIncludes only island of Kauai, since no public fire or police services are provided on Niihau.

^dMedian figures, from The Municipal Year Book, 1954, (International City Managers Association), pp. 428-29.

A similar comparison of fire department personnel in the counties of Hawaii with mainland employment of firefighters is presented in Table 11, but with contrary results. In three of the Territory's four counties, the fireman-population ratio is smaller than those of mainland municipalities in the same population brackets. On Kauai, however, the ratio is sufficiently large--almost twice as great as the average for all municipalities--to make the Territory as a whole a relatively large employer with respect to this function of government. (See Table 8).

Table 11

COMPARATIVE FIRE DEPARTMENT EMPLOYMENT: 1954
HAWAII COUNTIES AND MAINLAND MUNICIPALITIES OF COMPARABLE SIZE

Firemen Per 10,000 Population	
<u>Territory of Hawaii^a</u>	<u>Mainland Cities with Populations of:^b</u>
Honolulu..... 11.8	250,000-500,000..... 13.6
Hawaii..... 10.9	50,000-100,000..... 14.8
Mau i..... 11.2)	25,000- 50,000..... 14.1
Kauai..... 22.9)	
	All over 10,000..... 12.9

Source: Mainland data are medium figures from (b).

^aSee footnotes a, b, and c, Table 10 for basis of computation.

^bMedian figures, from The Municipal Year Book, 1954, pp. 382-83.

It is apparent that the comparison between county and municipal employment in rendering police or fire services is not an entirely satisfactory one, since the county must serve a larger area, an area which must be patrolled and otherwise protected, even where its population is sparse. To take into consideration land area as well as population to be served, the number of square miles within each county of the Territory was multiplied by its civilian population and the resulting figure used to divide the number on the police and fire forces, thus obtaining ratios of policemen and firemen per man-mile. These ratios are shown in Table 12.

Table 12

COUNTY POLICE AND FIRE DEPARTMENT EMPLOYMENT: 1954
PER 100,000 MAN-MILES*

County	Population	Area: Square Miles	Population x Area + 100,000	Employment Ratios:	
				Police per 100,000 Man-miles	Firemen per 10,000 Man-miles
Honolulu ^a	339,110	604	2,048	0.27	0.20
Hawaii ^b	64,422	4,030	2,596	0.05	0.03
Maui ^c	43,874	988	433	0.21	0.11
Kauai ^d	29,321	555	163	0.42	0.41

*Civilian population multiplied by land area in square miles.

^aIncludes only island of Oahu.

^bIncludes only island of Hawaii.

^cIncludes only islands of Maui and Molokai.

^dIncludes only island of Kauai.

The chief effect of relating protective services to both land area and population served is to show that among the four counties Hawaii is by far the smallest employer of police and firemen, rather than a relatively high one, as Tables 10 and 11 would suggest. Kauai, however, remains at the top of the list, regardless of the basis of calculations.

III. Turnover in Governmental Employment

Turnover in governmental employment has manifold significance. The number of persons leaving the public service offers a means of gauging the stability of the governmental work force and of whether such employment is regarded as desirable; at the same time the number of separations helps determine the opportunities for promotion within the public service, or for reducing government employment and expenditures, if retrenchment is sought by the legislative or executive branches of government.

Table 13 sets forth the number of separations in the territorial and county civil services, excluding the teaching and research staffs of the Department of Public Instruction and the University of Hawaii, over the past five years.

Table 13

CIVIL SERVICE EMPLOYEES LEAVING CLASSIFIED SERVICE DURING YEAR

	<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>	Separations as percentage of number employed	
						<u>1952</u>	<u>1953</u>
Territory of Hawaii	785	805	721	660	839	13.4% ^a	17.1%
<u>Counties</u>							
Honolulu	478	573	612	565	544	13.9%	13.2%
Hawaii	98	101	135	120	158	12.6%	14.5%
Mauai	69	188	80	n.a.	81	n.a. ^b	8.5%
Kauai	36	56	56	128	80	20.6%	13.1%

Sources: Territorial and county civil service commissions.

^aEstimated.

^bn.a.--not available.

"Separations" are both voluntary and involuntary,¹⁵ but do not include transfers of personnel among departments of the same governmental unit or leaves of absence.

It will be observed that the ratio of separations to the number of persons employed tended to be higher in the territorial civil service during the past two years than in county civil service. The comparison, perhaps, should be made the other way around, to emphasize the lower turnover ratios in the counties of Hawaii, since scattered reports from mainland state and local governments show annual separation ratios ranging from 14 per cent to 57 per cent.¹⁶ Separations from the federal civil service during the first half of 1954 were at the annual rate of 22 per hundred full-time employees, inclusive of interdepartmental transfers.¹⁷

¹⁵Resignations, retirements, deaths, dismissals, terminations of contracts, and terminations of other temporary employment. Complete separations are included, not leaves of absence.

¹⁶The following ratios, for the years 1948 or 1949, are reported in Mosher, Kingsley, and Stahl, Public Personnel Administration (3rd edition) at p. 193: Alameda, California, 14 per cent; Detroit, 17 per cent; Cincinnati, 17.4 per cent; Sacramento, 30 per cent; Akron, 41 per cent; state of Maryland, 57 per cent. No fine comparisons can be drawn from these figures, since the basis of estimation--aggregate number of employees or their full-time equivalents--is not known in each case. The ratios serve, however, to illustrate the point made here, that turnover in county employment in the Territory of Hawaii has been relatively low in recent years.

Mosher et al. also quotes the limits of the turnover ratio proposed by Paul F. Brissenden as a guide for personnel policy (in Report of Wage and Personnel Survey, Personnel Classification Board, p. 343): a lower limit of 4 per cent per year, to avoid stagnation; an upper limit of 50 per cent, beyond which employment conditions would be suspect. Walter R. Sharp, The French Civil Service, pp. 274 ff. sets more rigid limits: 10 per cent to 30 per cent, according to Mosher's quotation, op. cit., p. 189.

¹⁷U.S. Civil Service Commission, Federal Employment Statistics Bulletin, June 1954, (mimeo.), p. 2.

IV. Conclusion

HIGH DENSITY OF GOVERNMENT

Hawaii has a high density of government; that is considering its area and population, the Territory and its political subdivisions maintain a large structure of public agencies. Such a conclusion is reached from the data on governmental employment brought together in the preceding sections of this report and the conclusion is verified by a previous study of public expenditures in Hawaii which showed that per capita government cost payments in Hawaii are substantially above the national average.¹⁸

Both studies indicate that this largeness of government is general rather than being concentrated in a few agencies or functions. There is no single major activity in which Hawaii employs more personnel, relative to its population, than any mainland state. The overall effect of being among the most intensive governmental employers with respect to several public functions, however, makes Hawaii second only to Nevada when the ratio of governmental employees to civilian population is calculated.

COUNTY DIFFERENCES

Further analysis reveals that within the government of Hawaii there are appreciable differences in this ratio, which has been used throughout the report as the measure of "density" of public employment. The City and County of Honolulu, for example, has an employment-population ratio which is from 64 to 80 per cent lower than that of the three other counties. In part, county differences may be explainable by their varying areas, a factor not taken into account in those ratios: certain services, such as police and fire protection, must be rendered both for densely and sparsely settled areas. Calculations were then made to relate the number of county policemen and firemen to

¹⁸Territorial and County Expenditures, Legislative Reference Bureau, Report No. 5, 1952, p. 24.

square miles as well as population. (Table 12.) On this basis the density of employment in Maui and particularly in Hawaii is lower than the ratio for Honolulu, but that of Kauai remains high.

REORGANIZATION
OF FUNCTIONS

Wide differences in county employment ratios suggest that it might be fruitful to consider new approaches to governmental organization which may be appropriate to less densely populated areas. For example, several mainland jurisdictions have grouped police and fire services together in a single function of protection.

A few cities in California, Michigan, Ohio, and South Carolina, as well as in the province of Quebec, ranging in population from 1,200 to 50,000, have integrated their fire and police services in a single department of public safety. The typical organization of this new type retains some specialists in police work and fire fighting but has all personnel trained in both functions and also pools communication and transportation facilities.¹⁹ Such techniques might enable the governments of Hawaii to utilize their personnel to better effect.

¹⁹See Public Management, February 1954 (pp. 25-6), April 1954 (p. 88), July 1954 (pp. 156-7); The Municipality, December 1954 (pp. 288 and 293); Municipal Police Administration (International City Managers Association), 5th edition, pp. 76-8.

APPENDIX

Classification of Governmental Functions

The division of public employees into the several functional groupings used in this report generally follows classifications employed by the United States Bureau of the Census in its reports on public finance. This statement is not without ambiguity, for the Census Bureau has used different classifications from time to time and from report to report. More exactly, the definitions are those appended to the most recent annual Census studies of State Distribution of Public Employment (G-GE53-No. 5) and of State Government Finance (G-SF52-No. 2). In case of conflict, the former publication was relied upon. Expressed in terms of Hawaii's governmental agencies, these categories include the following:

1. Education -- includes all public schools; excludes libraries, agricultural experiment station, and agricultural extension service.
2. Police -- includes High Sheriff's Office, Bureau of Crime Statistics, and traffic control agencies, in addition to county police forces.
3. Fire -- includes territorial Fire Marshall's staff and specialized firefighters of the Hawaii Aeronautics Commission, as well as county fire departments.
4. Streets and highways -- includes portion of staff of territorial Department of Public Works engaged in highway design, construction, and maintenance plus comparable portions of county public works departments.
5. Health and hospitals -- includes territorial Health Department, employees of Waimano home and the territorial mental hospital, as well as staffs of county-operated hospitals, county dispensaries and emergency health facilities, the Maluhia convalescent home of Honolulu, etc.; excludes "quasi-public" (i.e. subsidized private) hospitals.
6. Sanitation -- includes construction and maintenance of sewer systems, garbage disposal, street cleaning, etc.
7. Public welfare -- includes territorial Department of Public Welfare, Bureau of Sight Conservation, Commission on Children and Youth, and Bureau of Employment Security of the Department of Labor and Industrial Relations, plus county medical social workers.

8. Natural resources -- includes University agricultural experiment station and agricultural extension service, as well as the Board of Agriculture and Forestry and (except for the Bureau of Conveyances) the Department of Public Lands.
9. Government utilities -- includes the Hawaii Irrigation Authority and the several county boards of water supply; state liquor stores are grouped in this category by the Census bureau.

In addition to the foregoing functional groups used in the sections of the report in which comparison is made between the pattern of public employment in Hawaii and that of mainland states (as in Table 8), other categories were used in discussing territorial and county employment alone (as in Table 7). Two of the latter categories make groupings which may not be self-evident; these are:

1. Recreation -- includes the territorial aquarium, Fair Commission (golf course), and park system employees of the Board of Agriculture and Forestry, in addition to county departments of parks and recreation, bands, golf courses, and other county recreation agencies.
2. Transportation authorities -- includes the territorial Harbor Board and the Hawaii Aeronautics Commission.

These two categories, as well as law courts and libraries and archives, are lumped together with other unidentified functions of government in the miscellaneous group "all other" in Table 8.

GOVERNMENTAL EMPLOYMENT IN HAWAII

1953-1956

A Supplement To
Report No. 3, 1954

Prepared By
Clinton T. Tanimura
Research Assistant

LEGISLATIVE REFERENCE BUREAU

JAN 21 1957

TERRITORY OF HAWAII

Request No. 5203
January 16, 1957

Legislative Reference Bureau
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Honolulu, Hawaii

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In 1954 the Legislative Reference Bureau published a report on Governmental Employment in Hawaii. The statistical data of this report, which has been out of print for many months, is by this supplement brought as nearly up to date as the available information permits.

Each of the ten tables comprising this supplement includes marginal notations of the significant developments of the area described since 1953 or 1954. If one were to list some of the chief trends in public employment in Hawaii over the past few years, these changes would merit attention:

- (1) Territorial and county employment increased slightly--by about 5 per cent--between 1954 and 1956, the major part of the increase taking place in the Department of Public Instruction (Table 7); however,
- (2) Because of a larger increase in the Territory's population, the ratio of territorial-plus-county employees to civilian population declined slightly between January 1954 and January 1956, but remained above the average of mainland states--except in the areas of education and governmental utility operations, where Hawaii's ratio was slightly below the national norm. (Table 8)
- (3) Aggregate employment by the counties of Hawaii, Maui and Kauai declined by some 4 per cent between 1954 and 1956, while personnel of the city and county of Honolulu increased by slightly less than 2 per cent (Table 7). Calculated as a ratio to civilian population, employment by each of the four counties showed moderate declines over the two year period. (Table 9)
- (4) Average wages received by territorial and county employees increased less rapidly than those paid by private industry (Table 5) but remained higher than most categories of private employment. Public utility, communication and transportation firms, however, continued to pay higher average salaries than either level of local government in Hawaii.

Robert M. Kamins
Director

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Table 1.

EMPLOYMENT BY INDUSTRIES: 1939, 1953-1955
(Full-time equivalent)

Industries	1939		1953		1954		1955	
	Employment	%	Employment	%	Employment	%	Employment	%
Agriculture, forestry and fisheries	50,140	37.7	25,677	15.7	25,238	15.8	24,733	15.1
Mining	37	*	219	0.1	210	0.1	177	0.1
Contract construction	5,311	4.0	10,294	6.3	9,190	5.7	9,322	5.7
Manufacturing	16,503	12.4	19,373	11.9	18,553	11.6	18,955	11.6
Wholesale and retail trade	16,851	12.7	29,891	18.3	30,168	18.9	31,395	19.2
Finance, insurance and real estate	1,889	1.4	3,953	2.4	4,084	2.6	4,373	2.7
Transportation	4,754	3.6	6,931	4.2	6,682	4.2	6,960	4.2
Communication and public utilities	2,670	2.0	4,017	2.5	4,015	2.5	3,802	2.3
Services	16,145	12.1	20,522	12.6	20,928	13.1	21,928	13.4
Government	18,718	14.1	42,483	26.0	40,928	25.6	42,091	25.7
Federal	(8,591)	(6.5)	(25,866)	(15.8)	(23,926)	(15.0)	(24,675)	(15.1)
Local	(10,127)	(7.6)	(16,617)	(10.2)	(17,002)	(10.6)	(17,416)	(10.6)
Territorial	(5,854)	(4.4)	(9,832)	(6.0)	(10,154)	(6.3)	(10,578)	(6.4)
County	(4,273)	(3.2)	(6,785)	(4.2)	(6,848)	(4.3)	(6,838)	(4.2)
All civilian industries	133,018	100.0	163,360	100.0	159,996	100.0	163,791	100.0

The quantitative and relative importance of public employees decreased slightly from 1953 to 1955, while total employment was virtually unchanged. Nevertheless government is still the largest employer in the Territory of Hawaii. Over 25 per cent of all employees engaged in civilian industries were government employees in 1955.

Federal employment between 1953 and 1955 decreased by 1,190, while territorial and county employment increased by 746 and 50 respectively.

Slightly more than one out of every ten full-time equivalent employees during 1955 worked for the Territory and its subdivisions.

It is interesting to note that while the total number of full-time equivalent employees in civilian industries increased by 0.3 per cent between 1953 to 1955, territorial employment rose by 7.6 per cent and county employment by 0.8 per cent. Of the several industrial classification listed on the adjacent table, only finance-insurance-real estate increased at a faster rate than did territorial employment.

*Less than 0.1 per cent.

Note: Percentages do not necessarily add to 100.0 because of rounding.

Sources: Department of Commerce, Income of Hawaii, Washington, 1952, p. 21; and 1953, 1954, 1955 Supplements thereto.

Table 2.

WAGES AND SALARIES BY INDUSTRIES: 1939, 1953-1955
(Thousands of Dollars)

Industries	1939		1953		1954		1955	
	Wages and salaries	%	Wages and salaries	%	Wages and salaries	%	Wages and salaries	%
Agriculture, forestry and fisheries	\$ 35,378	26.4	\$ 72,514	13.2	\$ 73,815	13.6	\$ 72,444	12.7
Mining	30	*	790	0.1	698	0.1	610	0.1
Contract construction	5,449	4.1	36,787	6.7	32,760	6.0	32,935	5.8
Manufacturing	16,154	12.0	63,105	11.5	62,980	11.6	64,915	11.4
Wholesale and retail trade	21,142	15.8	89,778	16.4	91,639	16.9	100,641	17.7
Finance, insurance and real estate	3,749	2.8	14,162	2.6	14,931	2.8	16,192	2.9
Transportation	6,688	5.0	28,352	5.2	27,819	5.1	30,545	5.4
Communication and public utilities	4,238	3.2	16,497	3.0	17,192	3.2	17,350	3.1
Services	12,671	9.4	49,414	9.0	51,377	9.5	55,695	9.8
Government	28,682	21.4	176,494	32.2	169,189	31.2	177,251	31.2
Federal	(12,289)	(9.2)	(112,940)	(20.6)	(103,694)	(19.1)	(109,662)	(19.3)
Local	(16,393)	(12.2)	(63,554)	(11.6)	(65,495)	(12.1)	(67,589)	(11.9)
Territorial	(10,623)	(7.9)	(38,127)	(7.0)	(40,044)	(7.4)	(41,772)	(7.4)
County	(5,770)	(4.3)	(25,427)	(4.6)	(25,451)	(4.7)	(25,817)	(4.5)
All civilian industries	\$134,181	100.0	\$547,893	100.0	\$542,400	100.0	\$568,578	100.0

*Less than 0.1 per cent.

Note: Percentages do not necessarily add to 100.0 because of rounding.

Sources: Department of Commerce, Income of Hawaii, Washington, 1952, p. 19; and 1953, 1954, 1955 Supplements thereto.

During the period 1953 to 1955 government's share of the total wages and salaries paid by civilian industries decreased by one per cent. Nevertheless government still accounted for more than 30 per cent of all wage and salary disbursements.

Federal payrolls decreased by some \$3 million between 1953 to 1955. On the other hand, territorial and county salary disbursements rose by \$4 million, most of the increase taking place in territorial payments.

In 1955, territorial and county payrolls were in excess of \$67 million, accounting for nearly 12 per cent of all wage and salary disbursements. The sugar industry, in comparison, paid out \$59 million and pineapple \$36 million.

Since 1939, territorial and county payrolls showed a more than four-fold increase. However, as a percentage of total wages and salaries paid by civilian industries, the 1955 level was slightly smaller than that of 1939.

Table 3.

TERRITORIAL AND COUNTY EMPLOYMENT: 1954-1956

	<u>1954^a</u>	<u>1956^b</u>
<u>Territorial Service</u>	<u>9,381</u>	<u>10,232</u>
Teachers, Department of Public Instruction	3,871	4,430
Faculty, University of Hawaii	497 ^c	540 ^c
Classified Service	4,911	(5,262 ^e
All Others	102 ^d)
<u>County Service</u>	<u>7,026</u>	<u>6,974</u>
Honolulu	4,090	4,157
Hawaii	1,399	1,379
Maui	952	870
Kauai	585	568
<u>Territorial and County Service</u>	<u>16,407</u>	<u>17,206</u>

- a As of June 1954, except for territorial classified service and county service, which are reported for January 1954.
- b As of January 1956, except for teachers, Department of Public Instruction and faculty, University of Hawaii, which are reported for June 1956.
- c Including agricultural experiment station and extension service and aquarium. (These are excluded from "education" category in Table 7.)
- d Estimated by subtracting classified employees from total, non-educational government employees. Excludes territorial legislators and legislative personnel.
- e Estimated by subtracting all educational government employees from total territorial employment.

Sources:

Territorial Budget Bureau, University of Hawaii personnel office, territorial and county civil service commissions.

A comparison of territorial employment in 1954 and 1956 shows increases in both educational and non-educational employment. However, most of the increase in employment was accounted for by teachers employed by the Department of Public Instruction.

In contrast, employment in county service decreased slightly between 1954 and 1956. All counties except Honolulu reported a reduction in employment.

Table 4.

RATIO OF TERRITORIAL AND COUNTY EMPLOYMENT PER
1,000 CIVILIAN POPULATION: 1940-1955
(Full-time equivalent)

<u>Years</u>	<u>Territory</u>	<u>County</u>	<u>Total</u>	<u>Employees per 1,000 of civilian population</u>
1940	6,108	4,182	10,290	25.9
1942	6,556	4,192	10,748	24.1
1944	6,355	4,362	10,717	23.1
1946	7,584	5,023	12,607	24.9
1948	8,649	5,711	14,360	26.9
1950	9,448	6,375	15,823	33.1
1952	9,839	6,686	16,525	35.1
1953	9,832	6,785	16,617	35.4
1954	10,154	6,848	17,002	35.4
1955	10,578	6,838	17,416	35.4

The ratio of territorial and county employees per thousand civilian population, which increased rapidly during the post-war years, has stabilized at 35.4 since 1953.

During June 1956, the ratio was 34.8 -- somewhat less than that calculated for 1955. However, this figure is based on employment data for a particular month and is therefore not exactly comparable to the ratios presented in the preceding table since these were based on the average number of full-time equivalent employees for each year.

Sources:

U. S. Department of Commerce, Income of Hawaii, Washington, 1952, p. 21; and 1953, 1954, 1955 Supplements thereto.

Table 5.

AVERAGE ANNUAL SALARIES OF EMPLOYEES IN HAWAII:
1939, 1952-1955

	<u>1939</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>
<u>All Civilian Industries</u>	\$1,009	\$3,248	\$3,354	\$3,390	\$3,471
<u>Government:</u>					
Territorial	1,815	3,488	3,878 ^a	3,944	3,949
County	1,350	3,402	3,748	3,717	3,776
Federal (civilian)	1,430	4,215	4,366	4,334	4,444
<u>Private:</u>					
All industries	923	3,002	3,073	3,134	3,216
Communication and public utilities	1,587	3,878	4,107	4,282	4,563
Transportation	1,407	4,267	4,091	4,163	4,389
Finance, insurance and real estate	1,985	3,571	3,583	3,656	3,703
Construction	1,026	3,366	3,574	3,565	3,533
Manufacturing	979	3,242	3,257	3,395	3,425
Mining and quarrying	811	3,202	3,607	3,324	3,446
Wholesale and retail trade	1,255	2,947	3,004	3,038	3,206
Agriculture and fisheries	706	2,712	2,824	2,925	2,929
Service trades	785	2,354	2,408	2,455	2,534

During the period 1953-1955 the average annual salaries of all civilian employees except those engaged in mining had increased.

The average annual earnings of government employees in 1955 was well above that of the average for all civilian industries. In only two private industries did the average annual salaries exceed those of the territory and counties --transportation and communication-public utilities.

a Inclusive of payments of increments for previous years paid under the Salary Standardization Act of 1953 (Act 278, Session Laws of Hawaii 1953).

Sources:

U. S. Department of Commerce, Income of Hawaii, Washington 1952, p. 22; and 1954 and 1955 Supplements thereto.

Table 6.

INDEX OF AVERAGE ANNUAL SALARIES IN HAWAII:
1939, 1952-1955

	<u>1939</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>
<u>All Civilian Employees</u>	100%	100%	100%	100%	100%
<u>Government:</u>					
Territorial	180	107	116	116	114
County	134	105	112	110	109
Federal	142	130	130	128	128
<u>Private Industry:</u>					
Communication and public utilities ...	157	119	123	126	132
Transportation	139	131	122	123	126
Finance, insurance and real estate ...	197	110	107	108	107
Construction	102	104	107	105	102
Manufacturing	97	100	97	100	99
Mining and quarrying	80	99	108	98	99
Wholesale and retail trade	124	91	90	90	92
Agriculture and fisheries	70	83	84	86	84
Service trades	78	72	72	72	73

That the overall average wage for civilian employees between 1953-1955 increased faster than that of the territory and counties is shown by the preceding table. The territorial average salary expressed as a percentage of the average paid to all civilian employees decreased from 116 in 1953 to 114 in 1955, while the county's index fell from 112 to 109.

Sources:

1939 and 1952 figures from U. S. Department of Commerce, Income of Hawaii, Washington 1952, p. 13; 1953-1955 figures computed on similar basis from basic data derived from 1953-1955 Supplements to Income of Hawaii.

Table 7.

TERRITORIAL AND COUNTY EMPLOYMENT BY FUNCTIONS: 1954-1956

FUNCTIONS	Territory ^a		C o u n t i e s ^b								Total	
	1954	1956	Honolulu		Hawaii		Maui		Kauai		1954	1956
			1954	1956	1954	1956	1954	1956	1954	1956		
Education	5,026	5,639	222	264	79	69	28	49	24	29	5,379	6,050
Health and hospitals	1,037	1,113	243	241	469	504	316	266	99	97	2,164	2,221
Streets and highways	499	563	425	426	297	255	165	143	156	132	1,542	1,519
Police	8	6	555	558	129	122	90	94	68	68	850	848
Fire	24	45	400	401	70	79	49	49	67	65	610	639
Recreation	29	26	418	362	148	135	37	38	30	36	662	597
Public service enterprises	8	34	412	426	55	54	91	77	26	24	592	615
Other public works	104	127	408	430	63	70	96	73	65	56	736	756
Sanitation	0	0	487	474	15	12	30	34	23	32	555	552
Natural resources	469	505	0	0	0	0	0	0	0	0	469	505
Public welfare	395	389	2	2	6	8	1	0	1	1	405	400
Transportation authorities	232	231	0	0	0	2	0	0	0	0	232	233
Libraries and archives	172	166	2	2	0	0	0	0	0	0	174	168
Law courts	203	202	38	38	5	4	5	5	4	1	255	250
All other	1,175	1,186	478	533	63	65	44	42	22	27	1,782	1,853
TOTAL	9,381	10,232	4,090	4,157	1,399	1,379	952	870	585	568	16,407	17,206

A comparison of territorial and county employment by functions for 1954 and 1956 shows no significant changes in the relative importance of the several functions. Education, health-hospitals, streets-highways, police and other public works continued to account for over 60 per cent of all territorial and county personnel.

The largest increase in territorial and county personnel was recorded in education--an increase of 671 employees. No significant decrease in employment by functions was noted.

^a Territorial data as of June 1954 and June 1956.
^b County data as of January 1954 and January 1956.
 Sources: Bureau of the Budget and county civil service commissions.

Table 8.

RATIO OF STATE (TERRITORIAL) AND LOCAL GOVERNMENT
EMPLOYEES TO CIVILIAN POPULATION:
1953-1954, 1955-1956

FUNCTIONS	M A I N L A N D						H A W A I I	
	State and local employees per 10,000 population						Territorial and county employees per 10,000 civilian population	
	U. S. Average		Lowest State		Highest State		Jan. 1954	Jan. 1956
	Oct. 1953	Oct. 1955	Oct. 1953	Oct. 1955	Oct. 1953	Oct. 1955		
1. Education	111.3	119.9	85.1	85.0	159.1	189.0	112.1	117.1
2. Health and hospitals	28.7	31.1	14.4	13.7	52.9	53.2	45.1	43.0
3. Streets and highways	26.9	27.5	15.2	16.4	53.6	56.8	32.1	29.4
4. Police	14.7	15.5	7.5	8.4	24.4	24.5	17.7	16.4
5. Fire	7.5	7.6	2.5	2.4	20.4	19.6	12.7	12.4
6. Utilities	15.2	14.4	3.6	4.0	37.5	39.5	12.3	11.9
7. Sanitation	6.7	7.1	0.7	0.8	15.0	15.0	11.6	10.7
8. Natural resources	6.3	6.9	2.1	2.0	24.0	24.9	9.8	9.8
9. Public welfare	5.9	6.3	2.3	2.4	11.3	12.2	8.4	7.7
10. All other	<u>41.1</u>	<u>41.7</u>	<u>18.0</u>	<u>20.1</u>	<u>77.4</u>	<u>113.1</u>	<u>80.0</u>	<u>74.7</u>
All Functions	264.3	278.0	200.7	217.6	355.4	391.7	341.8	333.1

Sources:

✓ Territorial and county data from Bureau of the Budget and county civil service commissions; mainland data from: U. S. Bureau of the Census, State Distribution of Public Employment in 1953-1955 (C-GE53-No.5), pp. 7 and 27, and (C-GE55-No. 2), p. 20, computed on the basis of civilian population to make possible comparability with Hawaii.

The ratio of territorial and county employees per 10,000 civilian population decreased from 341.8 in January 1954 to 333.1 in January 1956. In contrast, the average ratio for mainland states increased from 264.3 in October 1953 to 278.0 in October 1955.

Hawaii's ratio advanced in only one function, education; remained constant in natural resources; and decreased in the remaining functions. Nevertheless, Hawaii's ratio by functions continued to surpass the national average in all categories, except for education and utilities.

Table 9.

RATIO OF COUNTY EMPLOYEES TO CIVILIAN POPULATION
1954-1956^a

FUNCTIONS	Employees Per 10,000 Civilian Population									
	All		Honolulu		Hawaii		Maui ^b		Kauai	
	Counties									
	1954	1956	1954	1956	1954	1956	1954	1956	1954	1956
1. Health and hospitals	23.5	21.4	7.2	6.4	72.8	78.0	68.2	57.4	33.5	32.6
2. Streets and highways	21.8	18.5	12.5	11.3	46.1	39.5	35.6	30.8	52.8	44.4
3. Police	17.6	16.3	16.4	14.8	20.0	18.9	19.4	20.3	23.0	22.9
4. Fire	12.2	11.5	11.8	10.7	10.9	12.2	10.6	10.6	22.7	21.9
5. Recreation	13.2	11.1	12.3	9.6	23.0	20.9	8.0	8.2	10.2	12.1
6. Public service enterprise ^c	12.2	11.2	12.1	11.3	8.5	8.4	19.6	16.6	8.8	8.1
7. Sanitation	11.6	10.7	14.4	12.6	2.3	1.9	6.5	7.3	7.8	10.8
8. Other public works	13.2	12.2	12.0	11.4	9.8	10.8	20.7	15.7	22.0	18.8
9. Education ^d	7.4	8.0	6.5	7.0	12.3	10.7	6.0	10.6	8.1	9.8
10. Law courts	1.1	1.0	1.1	1.0	0.8	0.6	1.1	1.1	1.4	0.3
11. Public welfare	0.2	0.2	0.1	0.1	0.9	1.2	0.2	0	0.3	0.3
12. All other	12.7	13.0	14.2	14.2	9.8	10.4	9.5	9.1	7.5	9.1
TOTAL	147.4	135.0	120.6	110.6	217.2	213.4	205.5	187.6	198.3	191.0

The ratio of county employees to civilian population in January 1956 was smaller in every county than it had been in January 1954. Maui showed the largest decrease, followed by Honolulu, Kauai and Hawaii. Decreases were generally distributed among all governmental functions, except for education.

a Data for all counties as of January 1954 and 1956.

b Excludes Kalawao.

c Water works.

d School maintenance.

Table 10.

CIVIL SERVICE EMPLOYEES LEAVING CLASSIFIED SERVICE 1949-1955:
(Full-time equivalent)

							Separations as percentage of number employed		
							1952	1953	1955
	<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u>	<u>1955</u>			
<u>Territory of Hawaii</u>	785	805	721	660	839	879	13.4% ^a	17.1%	16.8%
<u>Counties</u>									
Honolulu	478	573	612	565	544	500	13.9%	13.2%	12.1%
Hawaii	98	101	135	120	158	183	12.6%	14.5%	13.8%
Maui	69	188	80	(b)	81	61	(b)	8.5%	7.3%
Kauai	36	56	56	128	80	22	20.6%	13.1%	3.9%

The ratios of separation to the number of public personnel employed were lower in 1955 than in 1953, in both territorial and county employment. The territory, as in 1953, experienced the largest percentage of separations. Kauai, on the other extreme, reported a separation ratio of less than four per cent in 1955.

a Estimated

b Not available

Sources:

Territorial and county civil service commissions.

GOVERNMENTAL EMPLOYMENT IN HAWAII

1957-1960

**A Second Supplement to
Report No. 3, 1954**

by

**Mildred M. Terauchi
Research Assistant**

**January 1962
Request No. 9648**

LEGISLATIVE REFERENCE BUREAU

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STATE OF HAWAII

**Tom Dinell, Acting Director
Legislative Reference Bureau
University of Hawaii
Honolulu, Hawaii**

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INTRODUCTION

In November 1954 the Legislative Reference Bureau published its first report on public personnel in Hawaii.¹ A supplement was issued in January 1957, bringing the data up to date.² This report, which has been prepared in response to a legislative request, is designed to extend through 1960 the statistical data included in the prior reports.

The order, format, and content of the ten tables presented in this report are generally identical with those of the 1957 supplement in order to facilitate comparison of data. However, a great portion of the kinds of statistical data contained in the 1957 supplement was obtained from the reports of the U. S. Department of Commerce on Income of Hawaii, a publication which was discontinued after 1955. Consequently, data have been obtained from different sources, and in some instances tables have had to be modified in order to accommodate the data available.

A general comparison of the government employment situation in 1954 compared with 1960 indicates that government (federal, state, and county) continues to be the State's largest employer although the number of persons working for government has decreased from 25 per cent to slightly above 20 per cent of total employment. Whereas before 1954, government payrolls comprised about one-third of all wages and salaries, by 1960 they had declined to less than 30 per cent of the total wages and salaries paid out. As in the past, nearly one-half of all state employees are teachers or researchers in various fields of study employed by the Department of Education and the University of Hawaii.

There have been marked differences in public employment among the four counties during the years 1954 to 1960. In Honolulu, county employment has increased 23 per cent and in Kauai county 2 per cent; on the other hand, in both Hawaii and Maui counties there has been a slight decrease in total county employment. (Between 1957 and 1960, however, as shown in Table 3, there was a slight increase in employment in Maui, but a decrease in Kauai and Hawaii; the increase in Honolulu was sizeable.)

¹Kamins, Robert M. Governmental Employment in Hawaii (Report No. 3; Honolulu: University of Hawaii, Legislative Reference Bureau, November 1954).

²Tanimura, Clinton T. Governmental Employment in Hawaii 1953-56, A Supplement, (Request No. 5203; Honolulu: University of Hawaii, Legislative Reference Bureau, January 1957).

Table 1

EMPLOYMENT BY INDUSTRIES
SELECTED YEARS AS AT DECEMBER 15

The table depicts employment by industries as of a specific date, i.e. December 15. However, this fact does not obscure the obvious. There has been an increase of over 32,000 in total employment during the past five years. Except for the agriculture-forestry-fisheries industries, which shows a loss of 5.8 percentage points over the past five years, the table reveals no significant change in the relative percentage standing of various industries.

Part-time employees are included in the data. A comparison of the 1955 figures in this table with those given in the 1955 supplement to the Department of Commerce's Income of Hawaii report (discontinued subsequently) suggests that most of the part-time employees probably fall within the agriculture-forestry-fisheries, manufacturing, and wholesale-retail industries. If this is the case, public employees probably constitute more than 20.7 per cent of total full-time employment in 1960 (and more than 20.9 per cent in 1955). Among government employees, the greatest numerical increase between 1955 and 1960 occurred at the federal level, but the only percentage increase occurred at the state level.

Table 1 (continued)
EMPLOYMENT BY INDUSTRIES
SELECTED YEARS AS AT DECEMBER 15

Industries	1955		1958		1959		1960 ^a	
	Employment	Per Cent	Employment	Per Cent	Employment	Per Cent	Employment	Per Cent
Agriculture, forestry and fisheries	42,667	22.2	33,198	16.3	34,261	15.8	36,884	16.4
Contract construction ^b	10,165	5.3	13,263	6.5	14,629	6.8	15,975	7.1
Manufacturing	9,034	4.7	10,094	4.9	12,065	5.6	12,083	5.4
Wholesale and retail trade	35,071	18.3	39,662	19.4	41,219	19.0	40,419	18.0
Finance, insurance and real estate	4,716	2.5	6,879	3.4	7,543	3.5	8,313	3.7
Transportation	7,297	3.8	8,979	4.4	10,181	4.7	10,491	4.7
Communication and public utilities	3,497	1.8	4,221	2.1	4,412	2.0	4,539	2.0
Services	39,418	20.5	44,028	21.6	46,039	21.3	49,607	22.1
Government	40,186	20.9	43,803	21.5	46,038	21.3	46,576	20.7
Federal	(22,951)	12.0	(24,573)	12.0	(26,202)	12.1	(26,555)	11.8
State and local	(17,235)	9.0	(19,230)	9.4	(19,836)	9.2	(20,021)	8.9
State	(10,103)	5.3	(11,773)	5.8	(12,322)	5.7	(12,492)	5.6
County	(7,132)	3.7	(7,457)	3.7	(7,514)	3.5	(7,529)	3.3
All civilian industries	192,051	100.0 ^c	204,127	100.0	216,387	100.0	224,887	100.0

Source: Hawaii, Department of Labor and Industrial Relations as found in:
Tax Foundation of Hawaii, Government in Hawaii 1961, p. 6.

^aAs of November 15, 1960.

^bIncludes employees in mining (a very small number).

^cPercentages may not add to 100 because of rounding.

Table 2

WAGES AND SALARIES BY INDUSTRIES
1956 - 1960
(millions of dollars)

Total wages and salaries paid out by civilian industries increased from \$601 million in 1956 to \$905 million in 1960--a rise of over 50 per cent. During the same period, the relative portion of total wages and salaries expended by government decreased 3.6 percentage points. Nevertheless, government salaries in 1960 comprised 27.5 per cent of total wages and salaries. State salaries as a percentage of total salaries paid showed a slight increase whereas county and federal salaries decreased slightly during the period 1956 to 1960. Contract construction showed the greatest dollar increase--\$65 million--and the largest percentage gain--5.1 per cent--during the same period. Agriculture-forestry-fisheries, on the other hand, showed a decrease of 3.3 percentage points.

Table 2 (continued)
WAGES AND SALARIES BY INDUSTRIES
1956 - 1960
(millions of dollars)

Industries	1956		1957		1958		1959		1960	
	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent	Amount	Per Cent
Agriculture, forestry and fisheries	69	11.5	68	10.5	63	9.0	71	9.0	74	8.2
Mining	1	0.2	1	0.2	1	0.1	1	0.1	1	0.1
Contract construction	38	6.3	47	7.2	61	8.7	78	9.9	103	11.4
Manufacturing	66	11.0	70	10.8	72	10.3	87	11.0	98	10.8
Wholesale and retail trade	107	17.8	116	17.8	132	18.9	140	17.7	164	18.1
Finance, insurance and real estate	18	3.0	21	3.2	23	3.3	28	4.0	36	4.0
Transportation	34	5.7	38	5.8	38	5.4	43	5.4	44	4.9
Communication and public utilities	18	3.0	20	3.1	21	3.0	23	2.9	26	2.9
Services	63	10.5	69	10.6	74	10.6	84	10.6	110	12.2
Government	187	31.1	200	30.8	213	30.5	236	29.2	249	27.5
Federal	(114)	19.0	(119)	18.3	(126)	18.1	(138)	17.4	(141)	15.6
State and local	(73)	12.1	(81)	12.5	(87)	12.5	(98)	12.4	(108)	11.9
State	(41)	6.8	(45)	6.9	(50)	7.2	(53)	6.7	(66)	7.3
County	(32)	5.3	(36)	5.5	(37)	5.3	(45)	5.7	(42)	4.6
All civilian industries	601	100.0	650	100.0	698	100.0	791	100.0	905	100.0

Source: "Tables 52-62a.--Personal Income by Major Sources, 1958-60," in: Survey of Current Business (August 1961), 18; "Tables 46-62--Personal Income by Major Sources, 1954-58," in: Survey of Current Business (August 1959), 23; Hawaii, Department of Accounting and General Services.

Note: County figures were obtained by computing the difference between state and local figures.

Table 3

STATE AND COUNTY EMPLOYMENT
1957 - 1960
(as of December 31)

State employment increased substantially between 1957 and 1960. During this three-year period there were added 650 teachers, 206 University faculty members, and 898 classified employees; this represents an overall increase of 16.3 per cent. Honolulu county employment also showed a significant increase of nearly 600 employees or 13.1 per cent over the same period. Maui county showed a slight increase, but Hawaii and Kauai counties showed, in fact, a decrease in employment.

		1957	1958	1959	1960	Per Cent Change 1957 - 1960
<u>State</u>						
Teachers, Department of Education		4,301	4,493	4,731	4,951	15.1
Classified Service		5,892	6,305	6,581	6,790	15.2
	Subtotal	10,193	10,798	11,312	11,741	15.2
<u>County</u>						
Honolulu		4,461	4,525	4,706	5,044	13.1
Hawaii		1,323	1,319	1,329	1,286	- 2.8
Maui		920	931	922	939	2.1
Kauai		635	634	605	598	- 5.8
	Subtotal	7,339	7,409	7,562	7,867	7.2
State and County Services	TOTAL	17,532	18,207	18,874	19,608	11.8
University of Hawaii, full- and part-time faculty (see note below)		567	610	703	773	36.3

Source: State and county civil service commissions; State Department of Education; University of Hawaii personnel office.

Note: The University of Hawaii faculty is designated separately because

Table 3 (continued)

data on professional personnel do not represent full-time equivalents and consequently are not comparable with county and other state figures. Furthermore, the University of Hawaii faculty figures are not internally comparable because the proportion of part-time instructors varies from year to year. The figures presented are as of September of each year and include part-time instructors (but not lecturers), professional staff in counseling, research, agricultural extension and experiment services, and other miscellaneous professional positions. Graduate assistants (full-time equivalents) are included.

Another possible measurement of full-time faculty employment is suggested by calculating the difference between the total position requirements as set forth in the general appropriations bill and the total number of classified personnel at the University--on the presumption that the difference represents a fairly accurate count of full-time professional staff. This method of calculation elicits 570 full-time professional personnel for the biennium 1957-1959, 662 for fiscal year 1959-1960, and 700 for fiscal year 1960-1961.

Table 4

RATIO OF STATE AND COUNTY EMPLOYMENT TO
CIVILIAN POPULATION
1957 - 1960

The ratio of state and county employment to civilian population has been fairly constant during the past four years. The ratios are slightly lower than during the period 1953-1955 when the figure was 35.4 state and county employees per thousand civilians.

Year	State	Counties	Total	Employees Per 1,000 of Civilian Population
1957	10,760	7,339	18,099	33.6
1958	11,408	7,409	18,817	33.6
1959	12,015	7,562	19,577	33.7
1960	12,514	7,867	20,381	34.3

Source: Population estimates used in computation are from Research, Planning and Statistics Office of the State Department of Health, and data on government employment from Table 3.

Table 5
AVERAGE ANNUAL SALARIES OF EMPLOYEES^a
1957 - 1960

The average salaries of government employees consistently remained above the overall average salary paid by private concerns. Employees in the communication-public utilities-transportation, finance-insurance-real estate, construction, and mining-quarrying industries exceeded the overall average salary received by civilian employees in private industry.

	1957	1958	1959	1960
<u>Private</u>				
All industries	\$3,323	\$3,620	\$3,806	\$4,067
Communication, public utilities and transportation	4,616	4,868	5,149	5,419
Finance, insurance and real estate	3,665	3,979	4,305	4,637
Construction	4,244	4,681	5,079	5,684
Manufacturing	3,373	3,636	3,789	3,966
Mining and quarrying	4,782	6,143	5,889	6,102
Wholesale and retail trade	3,152	3,178	3,271	3,524
Agriculture and fisheries	2,772	3,078	3,562	3,530
Service trades	2,647	2,918	3,123	3,310
<u>Government</u>				
State	4,175	4,365	4,413	5,244
County	4,046	4,262	4,820	4,935
Federal (civilian)	4,533	4,920	5,245	5,526

Source: Private industries and federal government data from State Department of Labor and Industrial Relations as found in: Governor's Advisory Committee on Financing, The State of Hawaii's Finances (Honolulu: September 1960), Appendix, Exhibit 7; state and county data from annual reports of county auditors and civil service commissions.

^aData refer only to employees covered by unemployment insurance. Salaries of military personnel excluded.

Table 6
INDEX OF AVERAGE ANNUAL SALARIES
1957 - 1960

Using the salary of employees in private industry as a base, the indices of the average annual salaries for all industries--private and public--showed no significant changes during the period 1957-1960, except for construction which gained 12 index points and wholesale-retail which rose 8 index points. Among the three groups of government employees, the average annual salaries of state employees increased by 3 index points, while federal salaries remained the same, and county salaries decreased by 1 index point.

	1957	1958	1959	1960
<u>Private</u>				
All industries	100	100	100	100
Communication, public utilities and transportation	139	134	135	133
Finance, insurance and real estate	110	110	113	114
Construction	128	129	133	140
Manufacturing	102	100	100	98
Mining and quarrying	144	170	155	150
Wholesale and retail trade	95	88	86	87
Agriculture and fisheries	83	85	94	87
Service trades	80	81	82	81
<u>Government</u>				
State	126	121	116	129
County	122	118	127	121
Federal (civilian)	136	136	138	136

Source: Computed from Table 5.

Table 7

STATE AND COUNTY EMPLOYMENT BY FUNCTION
1956 and 1960

Between 1956 and 1960 the number of state and county employees in every function except other public works, natural resources, and transportation authorities has increased. There was, however, a small decrease in the number of employees grouped under "all others." The increases ranged from 10 per cent in streets and highways to more than double in public welfare. Other significant increases occurred in law administration, libraries and archives, and police functions. The largest decrease--almost 20 per cent--occurred in "other public works."

The education, health and hospitals, streets and highways, and police functions continue to account for the largest number of employees. The counties continue to employ significantly more persons than the State in carrying out police, fire, recreation, public service enterprises, other public works, and sanitation functions. Conversely, the State employs more individuals in education, health and hospitals, public welfare, natural resources, transportation authorities, libraries, and law administration, though in 1956 health and hospital employees were evenly divided between the State and the counties. Furthermore, many more state than county employees fall in the "all others" class. The two types of jurisdictions now employ about the same number of persons in discharging street and highway functions though in 1956 the counties employed a larger proportion of the total.

Table 7 (continued)
STATE AND COUNTY EMPLOYMENT BY FUNCTION
1956 and 1960

Function	STATE ^a		C O U N T I E S ^b								TOTAL		Per Cent Change
			Honolulu		Hawaii		Maui		Kauai				
	1956	1960	1956	1960	1956	1960	1956	1960	1956	1960 ^c	1956	1960	
Education	5,639	6,933	264	431	69	81	49	48	29	70	6,050	7,563	25.0
Health and hospitals	1,113	1,648 ^d	241	266	504	436	266	323	97	126	2,221	2,799	26.0
Streets and highways	563	785	426	463	255	145	143	142	132	137	1,519	1,672	10.1
Police	6	4	558	838	122	134	94	113	68	78	848	1,167	37.6
Fire	45	89	401	464	79	76	49	52	65	60	639	741	16.0
Recreation	26	15	362	473	135	140	38	38	36	36	597	702	17.6
Public service enterprises	34	38	426	584	54	60	77	65	24	25	615	772	25.5
Other public works	127	28	430	372	70	112	73	62	56	43	756	617	-18.4
Sanitation	0	0	474	601	12	14	34	38	32	30	552	683	23.7
Natural resources	505	462	0	0	0	0	0	0	0	0	505	462	- 8.5
Public welfare	389	797 ^d	2	5	8	5	0	3	1	1	400	811	102.8
Transportation authorities ^e	231	206	0	0	2	0	0	0	0	0	233	206	-11.6
Libraries and archives	166	246	2	3	0	0	0	0	0	0	168	249	48.2
Law administration	202	308	38	93	4	10	5	15	1	12	250	438	75.2
All others	1,186	1,187	533	451	65	73	42	40	27	49	1,853	1,800	- 2.9
TOTAL	10,232	12,746	4,157	5,044	1,379	1,286	870	939	568	667	17,206	20,682	20.2

Table 7 (continued)

Source: State data from State Department of Budget and Review; county data from county civil service commissions.

^aState data as of June 1956 and July 1960.

^bCounty data as of January 1956 and December 1960.

^c1960 Kauai county data include part-time employees--not possible to obtain full-time equivalents by function. The total of 667 for 1960 may be compared with the total of 598 presented in Table 3 to indicate the magnitude of part-time employment in Kauai county.

^dExcludes Leahi Hospital, a semi-private hospital supported largely from state funds, which has 326 employees, of whom 8 are social workers and vocational rehabilitation counselors.

^eConsists of personnel of the Harbors Division and Airports Division (exclusive of firefighters which are included in "fire") of the State Department of Transportation.

Table 8

RATIO OF STATE AND LOCAL GOVERNMENT EMPLOYEES TO CIVILIAN POPULATION
MAINLAND AND HAWAII
1955-56 AND 1960

The ratios of Hawaii state and county employees per 10,000 civilian population for all functions exceeded the national average in 1960 as well as in 1955-56 but the percentage difference was not as great. The ratios in Hawaii for individual functions were higher than in the United States averages except for education in 1955-56 and 1960 and utilities in 1955-56. The Hawaii ratios do not exceed those of the highest states nor fall below those of the lowest states, except for public welfare in 1960 in which instance Hawaii's ratio is slightly above that of the highest mainland state. Hawaii's ratios increased in all categories between 1956 and 1960 except in streets and highways, natural resources, and "all others." The largest increases occurred in education, public welfare, and health and hospitals. The national ratios also increased for all categories except utilities and natural resources. The largest increases were for education, health and hospitals, and "all others."

Table 8 (continued)

RATIO OF STATE AND LOCAL GOVERNMENT EMPLOYEES TO CIVILIAN POPULATION
MAINLAND AND HAWAII
1955-56 AND 1960

Function	MAINLAND						HAWAII			
	UNITED STATES Average ^a		(State and local employees per 10,000 civilian population) ^b				(State and county employees per 10,000 civilian population) ^b			
			Lowest State for Each Function		Highest State for Each Function		January 1956		December 1960	
			October 1955	October 1960	October 1955	October 1960				
	October 1955	October 1960	October 1955	October 1960	October 1955	October 1960	January 1956	December 1960		
Education	119.9	141.7	85.0	103.3	189.0	213.7	117.1	127.1		
Health and hospitals	31.1	36.7	13.7	15.4	53.2	61.2	43.0	47.0		
Streets and highways	27.5	28.0	16.4	18.2	56.8	61.2	29.4	28.1		
Police	15.5	17.0	8.4	9.5	24.5	26.1	16.4	19.6		
Fire	7.6	8.2	2.4	4.1	19.6	19.6	12.4	12.5		
Utilities	14.4	12.9	4.0	3.2	39.5	37.9	11.9	13.0		
Sanitation	7.1	7.8	0.8	3.2	15.0	13.9	10.7	11.5		
Natural resources	6.9	6.8	2.0	2.4	24.9	23.2	9.8	7.8		
Public welfare	6.3	6.4	2.4	2.9	12.2	13.1	7.7	13.6		
All others ^c	41.7	47.0	20.1	39.6	113.1	77.6	74.7	67.4		
All functions	278.0	312.5	217.6	201.8	391.7	547.5	333.1	347.6		

Table 8 (continued)

Source: Hawaii state and county data from Department of Budget and Review, and county civil service commissions; mainland data from: U. S. Bureau of the Census, State Distribution of Public Employment in 1955 (G-GE 55 No. 2; Washington: 1956), 20, and State Distribution of Public Employment in 1960 (G-GE 60 No. 1; 1961), 12-13, recomputed on the basis of civilian population to make possible comparability with Hawaii.

Note: All computations are based on full-time equivalents except that the 1960 Hawaii data include part-time employees of Kauai county.

^a1955 data exclude Hawaii and Alaska; 1960 include Hawaii and Alaska.

^bVarious states' civilian population estimates used in computation obtained from U. S. Bureau of the Census Current Population Reports, P-25 Series; Hawaii civilian population estimate obtained from Department of Health.

^cSum of U. S. Bureau of the Census' "General Control" and "All Other." The former includes general administration, legislative bodies, courts and executive staff agencies. The latter includes local parks and recreation, correction, employment security administration, local libraries, housing and community development, governmental liquor stores, water transportation, and airports.

Table 9

RATIO OF COUNTY EMPLOYEES TO CIVILIAN POPULATION
1956 AND 1960

Employees Per 10,000 Civilian Population

The ratios of county employees to civilian population for the four counties are in inverse order with respect to county population, i.e., the highest ratios are in the counties with the smallest population. This is just the reverse of the usual trend whereby the number of government employees in relation to population is generally higher for jurisdictions with larger populations.

In Honolulu county, where the population rose from 367,000 in 1956 to 447,000 in 1960, the overall ratio of employees to civilian population has increased, reflecting the fact that city and county employment has grown more rapidly than civilian population. Increased ratios have been noticeable in public service enterprise and education functions. In Hawaii county, there has been a marked decrease in the ratio for health and hospitals and streets and highways. These decreases account in large measure for Hawaii's overall lower ratio which has occurred in spite of the fact that Hawaii's civilian population has also decreased. The large increase in the ratio of employees in the health and hospital field combined with a slight increase in total number of county employees and a decrease in population have resulted in a much higher ratio of employees to population in 1960 than existed in 1956.* It is difficult to draw conclusions about Kauai's indices because of the counting of part-time employees as if they worked full-time.

*Maui's overall ratio increased by over 30 employees per 10,000 population between 1956 and 1960. The most significant functional increases were in health and hospitals and police.

Table 9 (continued)
RATIO OF COUNTY EMPLOYEES TO CIVILIAN POPULATION
1956 AND 1960

Employees Per 10,000 Civilian Population

Function	All Counties		Honolulu		Hawaii		Maui		Kauai	
	1956	1960	1956	1960	1956	1960	1956	1960	1956	1960 ^a
Health and hospitals	21.4	19.9	6.4	6.0	78.0	71.5	57.4	75.8	32.6	45.2
Streets and highways	18.5	15.3	11.3	10.4	39.5	23.8	30.8	33.3	44.4	49.1
Police	16.3	20.1	14.8	18.7	18.9	22.0	20.3	26.5	22.9	28.0
Fire	11.5	12.7	10.7	10.4	12.2	12.5	10.6	12.2	21.9	21.5
Recreation	11.1	11.9	9.6	10.6	20.9	23.0	8.2	8.9	12.1	12.9
Public service enterprises	11.2	12.7	11.3	13.1	8.4	9.9	16.6	15.3	8.1	9.0
Sanitation	10.7	11.8	12.6	13.4	1.9	2.3	7.3	8.9	10.8	10.7
Other public works	12.2	10.2	11.4	8.3	10.8	18.4	15.7	14.6	18.8	15.4
Education	8.0	10.9	7.0	9.6	10.7	13.3	10.6	11.3	9.8	25.1
Law administration	1.0	2.2	1.0	2.1	0.6	1.6	1.1	3.5	0.3	0.4
Public welfare	0.2	0.2	0.1	0.1	1.2	0.8	0	0.7	0.3	0.4
All others	13.0	10.6	14.2	10.2	10.4	12.0	9.1	9.4	9.1	17.6
TOTAL	135.0	138.5	110.6	112.9	213.4	211.1	187.6	220.4	191.0	235.3 ^a

Source: Computed from Table 7 and population estimates of State Department of Planning and Research as found in: Governor's Advisory Committee on Financing, The State of Hawaii's Finances (Honolulu: September 1960), Appendix, Exhibit 1.

^a1960 Kauai county data include part-time employees--not possible to obtain full-time equivalents by function.

Table 10
CIVIL SERVICE EMPLOYEES LEAVING THE CLASSIFIED SERVICE
1956 TO 1960^a
(full-time equivalent)

The rate of personnel separations from the state service has varied relatively little during the past five years. The city and county rate has been similar to the state rate though the range of variations has been larger. Maui has had a continually low turnover rate while Hawaii's has been consistently high. The rate in Kauai generally has been somewhat lower than in the state and city and county.

	1956	1957	1958	1959	1960	Separations as Percentage of Number Employed				
						1956	1957	1958	1959	1960
State (territory)	863	847	824	950	922	15.6	14.4	13.1	14.4	13.6
<u>Counties</u>										
Honolulu	648	596	738	555	683	15.2	13.4	16.3	11.8	13.5
Hawaii	258	278	288	282	322 ^c	18.2	21.0	21.8	21.2	25.0
Maui	53	62	39	34	38	5.9	6.7	4.2	3.7	4.1
Kauai	57	82	67	108 ^b	75	9.4	12.9	10.6	17.9	12.5

Source: Annual reports of Hawaii state and county civil service commissions.

^aIncludes deaths, retirements, dismissals, resignations, termination of contracts and various kinds of appointments.

^bIncludes 4 unreported terminations of previous years.

^cCorrected figure by Personnel Director, Department of Civil Service, County of Hawaii.