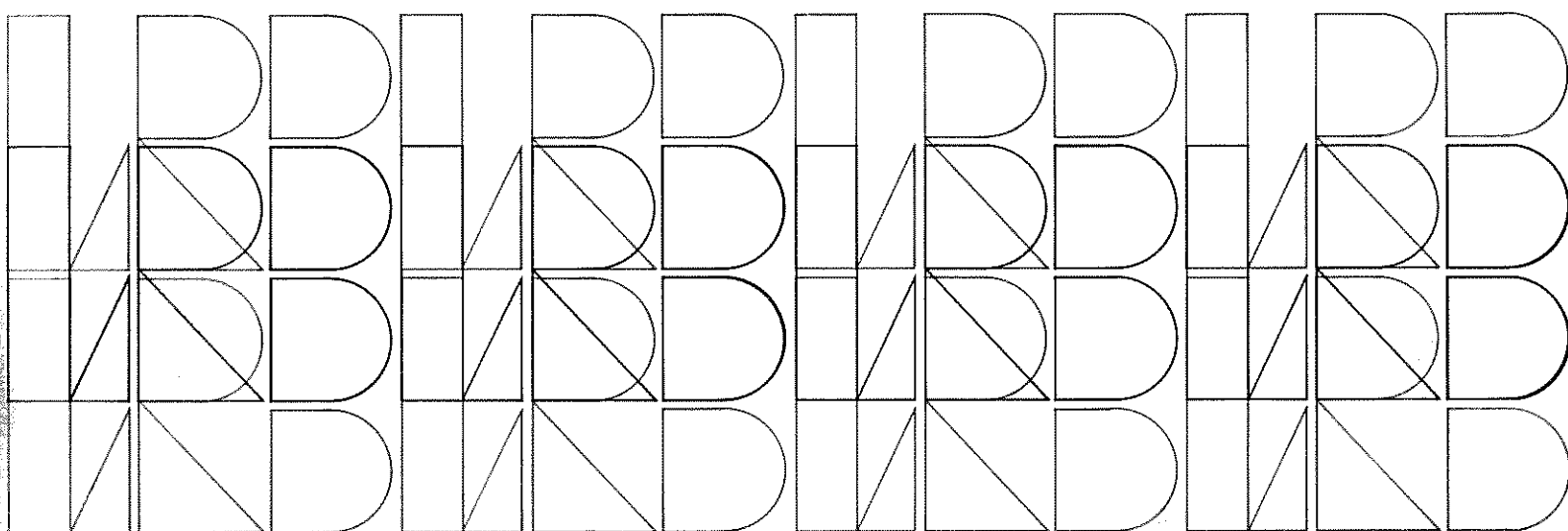


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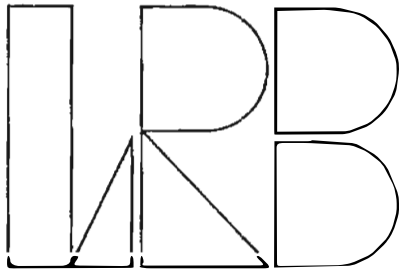
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LEG REF BUREAU  
STATE OF HAWAII

# FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM



LEGISLATIVE REFERENCE BUREAU / STATE OF HAWAII / JAN 1973



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# FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

by  
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FEB 1 2 13 PM '73  
LEGISLATIVE REFERENCE BUREAU  
STATE OF HAWAII

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## FOREWORD

This report on financial assistance to the Bernice P. Bishop Museum was undertaken pursuant to Senate Resolution 257 adopted by the Sixth Legislature in the session of 1972. Senate Resolution 257 requested that the Legislative Reference Bureau "conduct a study on the financial assistance required to enable the Bernice P. Bishop Museum to maintain, improve, and expand its services to the general public and also to determine the nature of the services and the dollar costs of the special services which the Museum is currently and has been rendering without charge to specific governmental institutions and agencies directly related to their functions . . ."

The Resolution also requested that the Bureau conduct this study with the cooperation of the Department of Education, the University of Hawaii, the Department of Land and Natural Resources, the Department of Transportation, the Department of Planning and Economic Development, the City and County of Honolulu, the Counties of Kauai, Maui and Hawaii, the Hawaii Foundation for History and the Humanities, the State Foundation on Culture and the Arts, and the Bernice P. Bishop Museum. The text of Senate Resolution 257 can be found in Appendix A of this report.

Two members of the Bureau's staff collaborated on this report, which consists of four parts. Chapters I and II, which deal respectively with the fiscal dilemma of museums and with the services rendered to the general public by the Bishop Museum, were written by Jean Funatsu, Researcher. Carole Ikeda, Researcher, was responsible for the discussion of Bishop Museum's special services to various governmental institutions and agencies in Chapter III and the summary of findings and recommendations in Chapter IV. Comments of Dr. Roland W. Force, Director of Bishop Museum, are appended at the end of the report.

While many individuals and organizations have been most helpful and cooperative in providing the necessary information and data for this study, the Bureau would like to especially acknowledge the assistance of the Bishop Museum, its director, Dr. Roland Force, and the members of its staff, the Hawaii Foundation for History and the Humanities, the State Foundation on Culture and the Arts, the Department of Agriculture, the Department of Health, the Department of Education, the University of Hawaii, the Department of Land and Natural Resources, the Department of Transportation, the Department of Planning and Economic Development, the Office of Environmental Quality Control, the City and County of Honolulu, the Counties of Kauai, Maui, and Hawaii, and the various mainland museums that participated in the survey.

Samuel B.K. Chang  
Director

January, 1973

## TABLE OF CONTENTS

	Page
FOREWORD .....	ii
I. INTRODUCTION .....	1
II. BISHOP MUSEUM'S SERVICES TO THE GENERAL PUBLIC .....	7
III. BISHOP MUSEUM SPECIAL SERVICES TO STATE AND COUNTY DEPARTMENTS AND AGENCIES .....	16
Results of Survey .....	17
Department of Agriculture .....	17
Department of Education .....	17
Department of Health .....	18
Department of Land and Natural Resources .....	19
Department of Planning and Economic Development .....	20
Department of Transportation .....	20
University of Hawaii .....	21
Office of Environmental Quality Control .....	22
Other State Agencies .....	22
City and County of Honolulu .....	22
County of Hawaii .....	22
County of Maui .....	23
IV. CONCLUSION AND RECOMMENDATIONS .....	27
Recommendations .....	28
FOOTNOTES .....	31

## TABLES

	Page
1. Operating Statement of Bishop Museum .....	4
2. Bishop Museum: tentative plans for improvement .....	11
3. Bishop Museum: tentative means of financing the preceding plan .....	12
4. Bishop Museum: tentative plans for expansion .....	13
5. Bishop Museum: tentative means for financing expansion plans .....	14
6. Services rendered to state and county departments and agencies .....	24
7. Services rendered to the departments and divisions of the University of Hawaii .....	25
8. Sources of Income for most recent fiscal year <sup>1</sup>	
<i>Amounts in thousands of dollars</i> .....	49

## APPENDICES

A. Senate Resolution No. 257 .....	34
B. Survey of Museums .....	37
C. Survey of State Foundations .....	41
D. Survey of State and County Departments .....	42
E. Letter and Comments from Dr. Roland W. Force, Director of Bishop Museum .....	44

# CHAPTER I

## INTRODUCTION

The present situation of most American museums is reflected in their operating budgets. A random sampling of small, medium, and large museums conducted by the Special Committee to the American Association of Museums shows that all costs have risen and that annual deficits are customary. Operating costs for several museums sampled in this survey have more than doubled in ten years (1957-1967).<sup>1</sup> The financial problems which plague most of America's museums also afflict the Bernice P. Bishop Museum of Hawaii. The operating budget of Bishop Museum has increased nearly tenfold in the past fifteen years.<sup>2</sup>

What has led to such a dramatic rise? A major factor has been increased attendance. More visitors require more staff, professional, maintenance, and administrative, and more expenditures to maintain and rehabilitate buildings, exhibits, and equipment.<sup>3</sup> Admission fees charged to visitors rarely offset the increase in cost. An American Association of Museums survey showed that only 8.8 per cent of the 2,021 museums surveyed received as much as half of their operating revenues from admissions.<sup>4</sup> Admission revenues of the Bishop Museum accounted for only 5.4 per cent of the total operating budget in 1969.<sup>5</sup>

Another factor is the rise in the salaries of the staff. Salaries have also had to be increased in order to keep experienced employees and to attract new ones. In some major museums salaries absorb between 70 and 80 per cent of their budgets, leaving very little for other expenditures of museum operation.<sup>6</sup> About 60 per cent of Bishop Museum's total operating budget is allotted to salaries (refer to Table 1 of this chapter, pp. 4-5).

Theft and vandalism also present serious problems, especially for art museums in metropolitan areas. Routine operating expenses, such as the hiring of guards, building maintenance, repairs, and utilities, currently exceed a million dollars annually in large art museums.<sup>7</sup>

Other factors which contribute to rising operating costs are inflation and the provision of new, more attractive exhibits and new services.<sup>8</sup>

Most museums depend on a combination of private and public funds. A recent study by the Boston Museum of Science of twenty-nine major science museums showed that private sources accounted for about 60 per cent of the total revenues and public funds for approximately 40 per cent. Public sources included primarily municipal, county, or state governments, while private sources included gifts and income from endowment and trust funds, often supplemented by receipts from museum activities. Because there is much variation in the sources of a museum's funds and in the extent of public and private support, it is difficult to make any generalizations on this matter. However, private sources of income do not assure good fiscal conditions for any museum.<sup>9</sup>

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

In addition to the financial problem, most museums are confronted with a staff problem. Museums are understaffed; staff in most museums is underpaid; many staff members are inadequately trained—this is the testimony of museum directors. For example, a leading science museum which has a staff of 300 to care for its collections numbering more than ten million specimens and an exhibition area of almost half a million square feet has quadrupled the size of its collections but has not been able to comparably increase the number of its staff.<sup>10</sup> Hawaii's Bishop Museum, which began with a floor space of only 4,500 square feet<sup>11</sup> and a staff of one member, presently has 100,000 square feet and eighty-six\* staff members.<sup>12</sup> This increase in personnel from one to eighty-six, however, does not mean that the Museum is adequately staffed. The Museum still lacks vital professional and nonprofessional help. The understaffing problem is not limited to only the top positions of curators, directors, and scientists. There is also a definite need for more technicians, administrative personnel, secretaries, building maintenance personnel, and guards.<sup>13</sup>

The lack of adequate staff clearly has detrimental consequences. A large natural history museum on the mainland, for example, can provide service to only one of every five school groups that visit the museum.<sup>14</sup> In the case of our own Bishop Museum, there are no guides stationed at various exhibits who can give explanations to visitors. Visitors must rely on the succinct descriptions posted near the exhibits or buy a printed guide to the Museum, which gives only general information, at the cost of \$1.50. Groups of public elementary school children who visit the Museum depend on only one guide, a liaison teacher staffed by the Department of Education. According to Mrs. Violet Kuulei Ihara, the liaison teacher, the Museum cannot afford the staff to adequately assist her in planning and coordinating the children's visits. (Refer to Chapter III, pp. 18-19 for more information concerning the Bishop Museum and the Department of Education.)

Museum facilities also pose another persistent problem. More than half of the museums in the United States are housed in buildings that were not intended for museum use. Although museum facilities designed and built within the past twenty years are better equipped to store collections and exhibitions and are arranged to serve both the research specialist and the public, few museums have such facilities. Most museum buildings date back to before World War II.<sup>15</sup> Only three of Bishop Museum's eight physical facilities were built within the past twenty years.<sup>16</sup> The overwhelming majority of museums in the United States presently occupy facilities which need to be rehabilitated or replaced. The *Belmont Report* concludes that the present condition of most American museum facilities is so unsatisfactory that the institutions cannot adequately perform their cultural and educational functions and serve the public satisfactorily.<sup>17</sup>

In brief, this is the present situation of most museums in the United States. Museums, nationwide, are burdened with the problems of financing, staff, and facilities. The Bishop Museum has its equal share of such problems. A review of Bishop Museum's current financial status might further illuminate the problem.

A previous study by the Legislative Reference Bureau, *Feasibility Study: State Acquisition of Bishop Museum, 1972*, discusses in depth the financing of the Museum, as well as its history, legal aspects of state acquisition, and comparison with mainland natural history museums. Table I of Chapter I (p. 14) of that study presents the sources of the Museum's annual revenues. The revenues are divided into two specific types: operating and nonoperating. Operating revenues refer to the admission fees charged to visitors to the exhibit halls and the planetarium-observatory shows and the sales

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\*The Museum presently has a total of 139 staff members, both professional and nonprofessional, of which eighty-six are permanent and fifty-nine are temporary and hired only for specific short-term projects funded by grants and contracts.

## INTRODUCTION

from publication and the Book Shop.

Under nonoperating revenues are the Museum Trust, C.R. Bishop Trust, L. Allen Bishop Trust, and contributions. Museum Trust revenues incorporate rents, dividends, and interests from the Museum's investments in real estate, stocks, and bonds. This income cannot be used for basic research programs or field work and is mainly expended for salaries and increased employee benefits, such as retirement, group life and health plans. To a great extent, federal grants and contracts from such agencies as the National Science Foundation, National Institutes of Health, Office of Naval Research, and Army Medical Research and Development Command comprise the category of contributions. In addition to these grants and contracts are contributions from private foundations and trusts: the Carnegie Corporation of New York, Guggenheim Foundation, National Geographic Society, McInerney Foundation, Wilcox Trust, Charles M. and Anna C. Cooke Trust, S.N. and Mary Castle Foundation, and other private sources.<sup>18</sup> All of these contributions, however, are given for only specified purposes. Generally speaking, these contributions are used for research and field work, transfer of specimens, rehabilitation of research facilities, reactivation of collections, and publications. Most of these grants and contracts extend over a number of years, and such funds are disbursed over the period of the grant or contract.<sup>19</sup>

The dilemma of being funded by contributions from individuals and private foundations has been attested to by John B. Hightower, President of Associated Councils of the Arts and former Director of the Museum of Modern Art in New York. In an article entitled, "Public Money and a Public Mission for American Museums," he discusses the ramifications of receiving contributions from private sources. He feels that it lures the museum away from its true purpose of serving the public.<sup>20</sup>

The table on the following pages presents Bishop Museum's current financial status. Only unrestricted funds are included in this operating statement. Restricted sources of revenue, such as grants and contracts for specific projects and scientists, have been excluded for the purpose of this study.

Figures from Table 1 indicate that only a small per cent of Bishop Museum's total revenues is allocable to activities which serve the public, such as educational programs and exhibitions. Due to the factors explained earlier, the economic pressure on the Museum to maintain various public programs is severe. Consequently, it has been forced to reduce some of its free services. For example, planetarium programs for school groups have been eliminated for the elementary school groups.<sup>21</sup> This affects about 8,000 school children, according to Mrs. Violet Kuulei Ihara. Library hours for the general public have been curtailed from five days a week to three afternoons a week.<sup>22</sup>

In addition to maintaining its services to the public, one of the biggest problems the Bishop Museum faces is that of storage facilities. The buildings presently utilized for storing artifacts and specimens are cramped and inadequate. There are presently twelve million specimens housed in a total of nine buildings. Along with four of its own halls and two former dormitories of the Kamehameha School for Boys, the Museum is renting a warehouse from H.C.&D., Ltd., a tunnel from the federal government, and an airport building from the State of Hawaii. The Museum is currently experiencing a growth rate of 2 per cent per annum, which means that the number of collections will double in thirty years.<sup>23</sup>

Even private sources of revenue, according to both the *Belmont Report* and John Hightower's article, cannot assure a museum that it can continue to maintain its other programs, such as research, field work, and rehabilitation of physical facilities.<sup>24</sup> "The truth of the matter is that there is not enough money in American foundations to support even a fraction of the nonprofit activities in



# Table 1

## OPERATING STATEMENT OF BISHOP MUSEUM

### July 1971—June 1972

	ACTUAL TOTAL EXPENDED	BUDGETED TOTAL	VARIANCE
<b>Income</b>			
1. Museum Trust			
Rent	\$ 192,698.87	-0-	-0-
Dividends	79,246.55	-0-	-0-
Interest	62,193.58	-0-	-0-
C.R. Bishop Trust	91,666.00	\$ 100,000	-\$ 8,334.00
L.A. Bishop Trust	16,958.35	20,000	-\$ 3,041.65
Accumulated income proration*	40,000.00	40,000	-0-
Subtotal	\$ 482,763.35	\$ 510,000	-\$ 27,236.65
2. Self-Generated Income			
Admissions			
Falls of Clyde	\$ 10,018.76	\$ 25,000**	-\$ 14,981.24
Science Center	7,165.70		
Museum	118,712.82	140,000	-\$ 14,121.48
Shop Sales (Net)	64,114.97	70,000	-\$ 5,885.03
Sales from Museum Publications	50,599.94	35,000	+\$ 15,599.94
Tuition from classes	33,817.66	50,000	-\$ 16,182.34
Staff Services	752.00	15,000	-\$ 14,248.00
Xerox	2,018.09	-0-	+\$ 2,018.09
Vending Machines	531.71	-0-	+\$ 531.71
Miscellaneous	5,393.63	3,000	+\$ 2,393.63
Subtotal	\$ 293,125.28	\$ 338,000	-\$ 44,874.72
3. Indirect Expense			
Allocation (grants and contracts, mostly federal)	\$ 67,545.25	\$ 85,000	-\$ 17,454.75
4. Gifts (Unrestricted)	\$ 167,375.00	\$ 25,000	+\$142,375.00
5. Government (City and County of Honolulu)	\$ 50,000.00	\$ 50,000	-0-
6. Other (Gains on sale of securities, land)	\$ 2,603.56	-0-	+\$ 2,603.56
TOTAL	\$1,063,412.44	\$1,008,000	+\$ 55,412.44

## Table 1 (continued)

### Expenditures

1. Salaries	\$ 686,709.73	\$ 726,655	+\$ 39,945.27
2. Fringe Benefits	\$ 87,624.05	\$ 64,080	-\$ 23,544.05
3. Non-Salary			
Taxes, trust-related trustee commissions, professional services	\$ 73,023.30***	\$ 23,000	-\$ 50,023.30
Others (Maintenance, publication, security, insurance, utilities, etc.)	\$ 157,217.30	\$ 103,000	-\$ 54,217.30
4. Miscellaneous (travel, equipment, shipping, advertising, supplies, etc.)	\$ 118,858.24	\$ 90,000	-\$ 28,858.24
5. Expenditures to be Capitalized			
Additions to Science Center	\$ 14,044.57	-0-	-\$ 14,044.57
Additions to furniture and equipment	1,097.37	-0-	-\$ 1,097.37
6. Contingencies	-0-	\$ 1,265	+\$ 1,265.00
TOTAL	\$1,138,574.56	\$1,008,000	-\$130,574.56

EXCESS OF EXPENSES OVER REVENUE: \$75,162.12

*SOURCE: Bernice P. Bishop Museum Operating Statement*

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\*Planned reinvestment of retained earnings from prior years.

\*\*Income calculated in anticipation of crowd generated from floating restaurant.

\*\*\*Unexpected legal services entailed as a result of gift.

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

the United States."<sup>25</sup> Museums will have to depend primarily on direct government support and less on private contributions if they desire a sound financial basis.<sup>26</sup>

The Legislature has granted appropriations to the Bishop Museum on three occasions. The first appropriation of \$25,000 was given in 1953 to improve the facilities for the care and maintenance of collections. In 1961, \$30,000 was appropriated for the repair of Museum buildings. Then in 1970, \$200,000 was granted by the Legislature for the purpose of defraying part of the Museum's operating costs. This subsidy, according to Standing Committee Report No. 51-70, was given on the condition that the Museum continue its free student admission policy.

In view of the abbreviated account of the dilemma faced by the Bishop Museum and the recommendation of the previous study that financial assistance to the Museum would be a more feasible alternative than state acquisition, this study will assess the nature of services currently being rendered to the general public and explore economically feasible means of state financial support in order to enable the Bishop Museum to maintain, improve, and expand its services to the general public as a historical, educational, and cultural institution. This study will also evaluate the nature of services and the fiscal implications of special services currently being rendered free of charge to various governmental agencies and institutions in order to determine the extent of state responsibility and support of Bishop Museum activities. Chapter II will discuss the services rendered to the public by the Museum and touch upon some of the improvement and expansion projects certain mainland natural history museums have planned in the area of public services. Continuing with the subject of museum services, Chapter III will deal specifically with special services that are being given free of charge by the Museum to various governmental institutions and agencies and will try to assess the dollar costs for these services. Chapter IV will present the summary of findings and recommendations.

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\*The Museum has not yet been assessed any charges for the rental of storage space at the airport.

## CHAPTER II

# BISHOP MUSEUM'S SERVICES TO THE GENERAL PUBLIC

Visitors to the Bishop Museum at 1355 Kalihi Street can observe various exhibits depicting Hawaiiana, Oceania, Polynesia, animals of the world, and the multi-ethnic culture of Hawaii. Such cultural, historical, and scientific exhibitions comprise a major service of the Museum to the general public. The term "general public" denotes private individuals and organizations as opposed to state agencies and departments for the purpose of this study.

For the admission fee of \$2.00 (military personnel on active duty are admitted for a dollar, children seventeen and under are admitted free), visitors can view the exhibits housed in the Hawaiian Hall, the Kahili Room, the Polynesian Hall, and the Monarchy Room. Then they can saunter over to the Planetarium and Science Center to see the exhibits there in two halls and stay for the show.<sup>1</sup>

Exhibits are changed from time to time, and the Planetarium programs are changed regularly. A policy of the Museum has been to work issues of the day into exhibits. For example, an exhibit called "Man as an Endangered Species" depicted two extinct races of men, the Tasmanians of Australia and the Morioris of New Zealand. Other future projects planned will deal with noise pollution, population growth, and the world food supply.<sup>2</sup> The Museum still maintains "Manuahi Sunday," instituted in 1970, the third Sunday of each month when the public is admitted free of charge to both the exhibit halls and the Planetarium.<sup>3</sup>

The "Falls of Clyde" is also a part of Bishop Museum. It is located at Pier 5, Honolulu Harbor, and open daily from 10 a.m. to 5 p.m. A visit to this historical merchant ship costs \$1.25 for adults and \$1.00 for military personnel on active duty. Children under eighteen are admitted free.<sup>4</sup>

Bishop Museum's Heritage Theatre, an annex of the Museum at King's Alley in Waikiki, opened in the autumn of 1972. The theme of this newest addition is the Victorian era and the golden days of the Hawaiian Monarchy. Besides viewing the exhibits, visitors are able to touch and hear as they walk through the exhibits. For example, in one room a visitor can try out the huge rosewood snooker table that originally belonged to King Kalakaua.<sup>5</sup> An admission fee of \$1.75 is charged for the Heritage Theatre which is open daily except for the four major holidays. Children from ages six to seventeen are admitted for \$1.00; six and under are free. Visitors to the Waikiki annex of the Museum can also ride one of the four double decker London buses to go to the "Falls of Clyde" and the Museum's main facility in Kalihi.<sup>6</sup>

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

For the Japanese visitors, the Bishop Museum has printed brochures in Japanese for both the Museum and the "Falls of Clyde." Japanese visitors can also borrow a guide to the Museum's exhibits written in Japanese when they visit the Museum.

The Bishop Museum has a 50,000-volume library which is open to the public for research purposes from 1 to 4 p.m., Tuesdays through Thursdays. Telephone reference service is also available during these hours.<sup>7</sup>

Among its other educational activities, the Museum conducts arts and crafts classes during the day and evening. Subjects such as "Arts of Polynesia," "Batik and Tie Dye," "Drawing," "Fashion Illustration," "Silk Screen," "Watercolor," "Weaving," and "Woodblock Printing" are taught for ten weeks, with fees ranging from \$30 to \$45.<sup>8</sup>

The Science Center at the Museum also holds classes for the general public. "Survey of the Cultural and Natural History of Hawaii," "Hawaiian Language," "Arts of Polynesia," "Archaeology," and "Astronomy" are some of the courses. These classes run for ten weeks and the fee is \$30 a course.<sup>9</sup>

Participation in community activities is another part of Bishop Museum's services to the public. The Museum has made its physical facilities available to many local nonprofit organizations for meetings and conferences. The Anthropological Society of Hawaii, Conservation Council for Hawaii, Hawaiian Astronomical Society, and Hawaii Entomological Society are a few organizations that have been utilizing the facilities of Bishop Museum.<sup>10</sup> Occasionally, the Museum lends its facilities and grounds to private organizations for recreational purposes. For example, the Hawaii Government Employees' Association and the United Public Workers jointly held a picnic for its members and guests on the museum grounds on September 3, 1972. The Museum opened the doors to its exhibition halls and Planetarium from 9 a.m. to noon\* especially for this group.<sup>11</sup> The Hawaii Music Foundation with the cooperation of the Museum organized a special day of music and museum visits for the general public on September 17, 1972.<sup>12</sup> The Hawaiian Hall of the Museum became a stage for a Christmas play performed in December 1971 by students from Blanche Pope Elementary School in Waimanalo.<sup>13</sup>

One of the less recognized services Bishop Museum renders to the public is that of acting as a depository for specimens and artifacts that are preserved for further research or future display. Section 6-4, *Hawaii Revised Statutes*, designates the Museum as an official depository for certain specimens and objects for the State of Hawaii.<sup>14</sup>

Research, the primary function of Bishop Museum, serves the public in various ways. The identification and explanation of artifacts and specimens, the telephone reference service, and the programs at the Planetarium are some of the more commonly recognized ways. The Museum also answers numerous written inquiries from individuals interested in relevant subjects and provides information and data to the local newspapers on certain timely occurrences. News articles on significant astronomical events, for example, are based on news releases prepared by the Museum.<sup>15</sup>

It is difficult to account for all the ways in which a natural history museum, such as the Bishop Museum, serves the public. Some are direct and obvious; some are indirect and intangible. But a museum must be responsive to the public if it wishes to have public support. The biggest problem, as

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\*On Sundays, the Museum regularly opens at noon to the general public.

## BISHOP MUSEUM'S SERVICES TO THE GENERAL PUBLIC

John Hightower points out, is that most museums receive too little money on a predictable annual basis to be responsive to the public.<sup>16</sup> This difficulty is attested to by all of the museums that have replied to our survey concerning future plans, projected for the next five years, for expansion and improvement of services to the general public (see Appendix B for a copy of survey).

The museums selected for this survey were chosen from a list of nonprofit natural history museums prepared for our previous study (refer to Chapter II). In addition to the Bishop Museum, the four museums—Academy of Natural Science of Philadelphia, American Museum of Natural History in New York, Field Museum of Natural History in Chicago, and the Rochester Museum and Science Center in New York State—that responded to our previous questionnaire were surveyed again for this study. Of this four, only the Academy of Natural Science of Philadelphia failed to respond. A questionnaire was also sent to the New York State Museum and Science Center, a government-owned institution, in order to obtain a glimpse of the improvement and expansion plans a totally public-funded museum had for its services to the general public. For the purpose of this study, the following distinction between "improvement" and "expansion" is used: "improvement," a betterment of the activities and programs in which the institution is already engaged; "expansion," an initiation of new activities and programs. Specific dollar costs for future projects were requested in the questionnaire, but all museums replied that it was nearly impossible to give cost estimates since the source of funding was unpredictable. The following is a summary of the replies we have received.

*American Museum of Natural History*, Thomas D. Nicholson, Director: Current programs are being financed by a variety of sources including the City of New York, State of New York, federal and private funds. The level of expenditure and the scope of programs in the areas of exhibition, research, and public education are expected to remain the same over the next five years. This, however, does not necessarily eliminate any improvements or new programs. Plans for such activities must be consistent with anticipated income and subject only to reasonable escalation of about 5 per cent annually. Though this level of escalation will do little more than maintain the current staff and total resources, it will provide funds to construct an average of one major exhibition hall every eighteen months at a cost of about \$1,000,000 per hall. The emphasis on public education programs will be changing continuously with the opportunities, demands, and the dictates of the public. The direction of certain programs will depend, to some extent, on the availability of funds from special grants.

*Field Museum of Natural History*, E. Leland Webber, Director: The Field Museum is presently engaged in a \$25 million capital rehabilitation effort. Under the circumstances, there are no immediate plans for expanding operations, except in cases where such expansion can be achieved by grant funds from local or national foundations, both public and private. This \$25 million capital campaign, the first such program in the 79-year history of the Museum, is intended primarily for innumerable maintenance and improvements on the present facilities. For this capital effort, \$12.5 million, a portion of a \$30 million bond authorization, was obtained by a statutory provision through the State Legislature of Illinois in 1971. This amount will be granted on the condition that the Field Museum raise \$12.5 million from private sources. Of this sum, approximately \$4 million are expected from corporations, \$2 million from philanthropic foundations, and \$6.5 million from individuals and individual foundations. To date, about \$8.5 million of the private funds has been raised.

*Rochester Museum and Science Center*, Charles F. Hayes III, Director: Plans call for maintenance improvements to the present physical facilities. A program to update, repair, and modify present exhibits will also be instituted. Rochester Museum and Science Center is funded by both private

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

and public sources, and has an especially close working relationship with the School District of Monroe County. Thus, educational activities of the Museum are given careful attention.\*

*New York State Museum and Science Service* (government-owned), G. Carroll Lindsay, Director of Museum Services: By the end of 1972, the State Museum will have been housed in new facilities, thereby increasing its present floor space of 70,000 square feet to 700,000 square feet. The State Library will be occupying the other half of this new \$140 million cultural center. The current budget for museum operations is about \$2 million and is expected to increase about a third over the next five years if present plans are funded by the Legislature of the State of New York. There will have been, in addition, costs incurred in moving into the new building and purchasing new equipment. These plans will simultaneously improve and expand the Museum. By occupying better and larger facilities, the Museum will be able to provide more service to more people. Exhibition, research, and special lectures and demonstrations for school classes in the Museum occupy the top three priority positions in the order given.

*Bernice P. Bishop Museum*, Roland W. Force, Director: Future plans for improvement and expansion at the Bishop Museum are extremely tentative. A summary of such plans, which appear on the following pages, should be prefaced with the remark that this is what the Museum would like to do in view of its potential and present development, contingent upon the amount of support, both public and private, it receives. Research has always been and still is the primary concern of the Museum because of the nature of its mandate. It presently ranks fourth in the size of its collections among the nation's natural history museums in the area of systematic biology.<sup>17</sup> The following tables present the lists of activities which the Museum would like to improve and expand upon during the next five years. Cost estimates given are based on the amount of revenue the Museum hopes to receive.

As indicated in the preceding tables, research, permanent exhibitions, and live musical programs are the activities with which the Museum would be most concerned. A total of \$5,700,000 is estimated for improvement costs and \$2,275,000 for expansion costs. These estimates are highly tentative and are totally dependent on the amount of revenue received from grants and contracts. Roland Force states: "A positive trend is entirely dependent upon government support. Private philanthropy, corporate donations, and endowment income are inadequate to support the services the public should receive and which it desires. Self-generated income is not likely to provide more than a partial solution."

Because of their unique function regarding the role of museums in Hawaii, the State Foundation on Culture and the Arts and the Hawaii Foundation for History and the Humanities (refer respectively to Chapters 6 and 9, *Hawaii Revised Statutes*) were consulted on how the Bishop Museum should improve and expand its services to the general public (refer to Appendix C for a copy of the questionnaire sent to these organizations). The State Foundation on Culture and the Arts recommended that the Museum expand its emphasis from serving out-of-state visitors and the already educated to include the many culturally deprived, such as residents from low-income areas, the aged, and groups of specific ethnic origins. The Museum should also bring its services to residents living in rural, common nonurban areas both on Oahu and the neighbor islands, and provide services, including personnel training, exhibition design, loan of exhibitions, and educational services, to existing museums, such as the Lyman Museum in Hilo, the Kauai Museum and other private institutions. The State Foundation also noted that the Museum possesses expertise in many fields which should be disbursed among more people. It recommended that many of these services should be modified

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\*Rochester Museum and Science Center was not able to project beyond 1973.

## Table 2 BISHOP MUSEUM

**Tentative Plans for Improvement:** See preceding page for conditions. Items are listed in the order of priority.

ACTIVITY	COST ESTIMATE
<b>General</b>	
1. Research .....	\$3,000,000
2. Exhibitions—permanent .....	700,000
3. Live musical events .....	300,000
4. Dance events .....	200,000
5. Exhibitions—temporary (traveling or on loan to other institutions) ....	300,000
6. Automation of Museum collection records .....	350,000
7. Planetarium programs .....	150,000
8. Organized school loan service of special materials and collections .....	100,000
9. Classes, clubs, and study groups for adults .....	100,000
	<hr/>
Subtotal .....	\$5,100,000
<b>Special</b>	
1. Talented/gifted children .....	\$ 150,000
2. Handicapped persons .....	150,000
3. Disadvantaged children (low socio-economic level) .....	150,000
4. Disadvantaged adults (low socio-economic level) .....	150,000
	<hr/>
Subtotal .....	\$ 600,000
TOTAL .....	\$5,700,000



# Table 3

## BISHOP MUSEUM

**Tentative Means of Financing the Preceding Plan:** Stipulations are cited on p. 14.

SOURCE	AMOUNT
<b>Public</b>	
1. State (contracts) .....	\$ 600,000
2. Federal (grants & contracts) .....	\$2,000,000
Subtotal .....	\$2,600,000
<b>Private</b>	
1. Endowments .....	\$2,000,000
2. Contributions from general public .....	100,000
3. Operating budget (dues, admissions, publications, etc.) .....	1,000,000
Subtotal .....	\$3,100,000
TOTAL .....	\$5,700,000

## Table 4 BISHOP MUSEUM

**Tentative Plans for Expansion:** See p. 14 for conditions. Items are listed in the order of priority.

ACTIVITY	COST ESTIMATE
<b>General</b>	
1. Research .....	\$1,000,000
2. Exhibitions—permanent .....	150,000
3. Live musical events .....	200,000
4. Dance events .....	200,000
5. Drama events .....	50,000
6. Planetarium programs .....	200,000
7. Organized school loan service of special materials and collections .....	150,000
8. Classes, clubs, and study groups for adults .....	100,000
9. Exhibitions—temporary (traveling or on loan to other institutions) ....	25,000
10. Guided tours for school classes .....	100,000
11. Special lectures and/or demonstrations for school classes at the institution .....	50,000
12. Guided tours and gallery talks for general groups .....	50,000
Subtotal .....	\$2,275,000
<b>Special</b>	
1. Talented/gifted children .....	\$ 150,000
2. Handicapped persons .....	150,000
3. Disadvantaged children (low socio-economic level) .....	100,000
4. Disadvantaged adults (low socio-economic level) .....	100,000
Subtotal .....	\$ 500,000
TOTAL .....	\$2,775,000

## Table 5 BISHOP MUSEUM

**Tentative Means for Financing Expansion Plans:** Stipulations are cited on p. 14.

SOURCE	AMOUNT
<b>Public</b>	
1. State (appropriations @ \$200,000 per annum).....	\$1,000,000
2. Federal (grants and contracts) .....	500,000
	<hr/>
Subtotal .....	\$1,500,000
<b>Private</b>	
1. Endowments .....	\$ 500,000
2. Contributions from general public .....	75,000
3. Operating budget (dues, admissions, publications, etc.).....	700,000
	<hr/>
Subtotal .....	\$1,275,000
TOTAL .....	\$2,775,000

## BISHOP MUSEUM'S SERVICES TO THE GENERAL PUBLIC

to fit the receptivity of the general public. In the area of expansion, the State Foundation made the following recommendations: current art classes should be expanded to include all media and ethnic art and craft activities with special services for the aged and residents from low-income areas. Services such as those which have been provided at the Honolulu International Airport should be expanded to cover all airports and other public locations frequented by many people. Future ethnic exhibits should be organized in a serial presentation rather than having a little of each culture displayed simultaneously. The State Foundation was unable to quote any cost estimates for these recommendations.

The Committee on Archaeology and Museums of the Hawaii Foundation for History and the Humanities recommended the following: The Bishop Museum should be encouraged to increase its educational staff and have guides available to make the exhibits more meaningful to both students and general public. Services to the outer islands should be expanded by making loan exhibits available and assisting outer island museums through their professional staff rather than creating new museums. The Bishop Museum should make an effort to organize exhibits on Molokai and Lanai, possibly in conjunction with the public libraries. Finally, the Museum should expand its program to include workshops in Hawaiian crafts, especially for the students and teachers. The Hawaii Foundation was also unable to make any cost projections.

In summary, the services which Bishop Museum renders to the general public lie mainly in the areas of cultural and historical preservation and exhibition, education, recreation, and research. The recommendations made by the State Foundation on Culture and the Arts and the Hawaii Foundation for History and the Humanities generally call for programs which can reach a larger segment of the general public, particularly those in culturally deprived areas and on the outer islands. However, the implementation of these recommendations and the direction in and the extent to which the Bishop Museum's public services will improve and expand ultimately depend on the amount and type of support the Museum receives.

## CHAPTER III

# BISHOP MUSEUM SPECIAL SERVICES TO STATE AND COUNTY DEPARTMENTS AND AGENCIES

As indicated in earlier chapters, economic pressures exist for museums nationwide as well as for the Bernice P. Bishop Museum. Because state financial assistance is being sought to ease some of the Museum's economic difficulties, an assessment was made in the preceding chapter of the Bishop Museum as an educational, cultural, and historical institution within the community. In addition to community services, the Museum has provided special services without charge to various state and county departments and agencies. These special services range from consultant services—e.g., the identification of marine invertebrates for the Hawaii Institute of Marine Biology of the University of Hawaii—to active participation in special projects—e.g., the loan of exhibits and manpower for a health education enrichment project conducted cooperatively by the Department of Education and the Department of Health. It is the purpose of this chapter to assess the nature and dollar cost of these special services rendered gratis to various state departments and agencies by the Bishop Museum in order to further determine a proper state role in the support of the Museum's activities in Hawaii.

State and county departments and agencies reported as recipients of services by the Museum were surveyed as to:

- (1) the special kinds of services that have been and/or are currently being rendered to them without charge—i.e., these services have been categorized as consultant services, exhibits, and other;
- (2) an estimate, if possible, of the dollar costs of these services;
- (3) the desirability or necessity of these services to the work of the state department or agency;
- (4) areas in which current museum services provided to these departments can be *improved*;
- (5) areas in which museum services provided to these departments can be *expanded*; and
- (6) the possibility of reciprocal services between the state departments and agencies surveyed and the Museum—e.g., noncash payments.

(See Appendix D for sample of the survey.)

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

### RESULTS OF SURVEY

A total of fourteen state and county departments and agencies were surveyed and are identified in Table 6. Information on the University of Hawaii is detailed in Table 7. It should be noted that data received from the completed surveys necessitated the following:

- (1) a distinction was made between the free museum services provided on a continuous basis and those free museum services which were provided on a single occasion for a special project;
- (2) for many departments, dollar costs were undeterminable which therefore required emphasis to be placed on the succeeding question on the necessity and/or desirability of the services rendered gratis by the Museum; and
- (3) responses to the questions of improvement and expansion of current museum services were based on a five-year projection and reflect areas of improvement and expansion beneficial to the individual departments that are recipients of the museum services.

#### Department of Agriculture<sup>1</sup> (DOA)

The Plant Industry Division of the Department of Agriculture has been provided with consultant services by the Bishop Museum. These services consist of the identification of insects, particularly new immigrant insects originating from the Pacific Basin region and the identification of native plant species as well as any unusual or rare new immigrant weed species encountered in DOA's forest entomology and weed control programs.

An estimate of dollar costs for these free consultant services to DOA was \$5,000 over a five-year period. The need for proper identification of insects "... before the introduction of natural enemies can be considered ..." was cited as a reason for continuation of these services. The highly selective nature of modern herbicides necessitates the correct identification of weed species for effective weed control programs, an added museum service. Since current services provided by the Museum to the Plant Industry Division were considered adequate, no suggestions were given in the areas of improvement and expansion.

As for the possibility of providing the Museum with reciprocal services or forms of noncash payment for these free services, DOA reports that weed species sent for identification and newly introduced parasites or predatory insects are donated to the Museum for its herbarium and insect collections. In the past, the Plant Industry Division has collected rare species which have been added to the Museum's collection.

#### Department of Education<sup>2</sup> (DOE)

As one of the major users of the Bishop Museum, the Department of Education has established the position of Bishop Museum liaison teacher who is assigned and housed at the Museum. The liaison teacher has the same work hours and salary schedule as the classroom teacher but serves as a "... lecturer, tour director through the various exhibits and she provides printed materials about the museum and various aspects of Hawaiian life and culture." The liaison teacher also acts as a resource person for classroom teachers wishing information or assistance as well as for several departments such as the Field Services and Education Communications of the College of Education, University of Hawaii.

## SPECIAL SERVICES TO STATE AND COUNTY DEPARTMENTS AND AGENCIES

As indicated on page 2 of Chapter I, museum personnel do not include tour guides and the only printed guide book to the Museum's collection must be purchased. Therefore, the DOE liaison teacher would seem to be an asset based on the fact that approximately 35,782 students representing 359 schools toured the Museum during the last academic year alone. Moreover, it should be noted that in addition to the salary of the liaison teacher, DOE's expenditures include the cost of printing informational materials and supplies and equipment used by the liaison teacher for visiting classes.

The services rendered gratis by the Museum to the DOE include providing office space, furniture, utilities, and maintenance for the liaison teacher and lectures and demonstrations on zoology for the students at the Hawaii School for the Deaf and Blind. In addition, a major health education enrichment project was conducted jointly by the Department of Education and the Department of Health with full assistance from the Bishop Museum who provided "Valida," a transparent machine of a human body with an electronic system, and seven of the Museum's thirteen health exhibits. The Museum was cooperative in arranging for a professional staff member to oversee the delivery and return and the setting up and dismantling of "Valida" and the accompanying exhibits. It should also be noted that because this project was outstanding and well-received, consideration is being given to its continuation in the future.

An accessible source of communication has been stressed as a needed improvement in the current level of services. It has been reported that with the exception of the Museum Director who operates on a busy work schedule, there is no one person with whom the liaison teacher can contact or deal directly. This has created a situation in which the liaison teacher must contact each department of the Museum for information, formulate her own conclusions on future museum activities and other information on the basis of the gathered data, and coordinate her plans accordingly for visiting students and teachers. Because of the tremendous amount of time expended in this process, it has been suggested that the Museum establish a position of museum coordinator to oversee the education-oriented activities as well as represent the Museum in working with the DOE liaison teacher and interested community organizations.

Another major concern which involves both improvement and expansion is the need to provide for neighbor island groups services and materials presently available only to students of schools on Oahu. In this way, it is hoped that more schools on the neighbor islands may visit the Bishop Museum and be assured of direct assistance and attention from the liaison teacher.

### Department of Health<sup>3</sup> (DOH)

Working cooperatively with the Department of Education and the Bishop Museum in the health education enrichment special project, the Health Education Office of the Department of Health also reported that the Museum has provided free consultant services in the area of "... cultures and mores of Hawaiian and part Hawaiians affecting personal health, mental health, and the behavior resulting in anti-social actions." Moreover, the Museum has on several occasions identified for DOH, practices—including use and effects—accompanying Hawaiian medicinal plants. Although these aforementioned services are not continuous, DOH has implied that whenever assistance was sought, the Bishop Museum was accommodating in rendering valuable aid. Therefore, DOH has indicated that a cost estimate of these museum services is not determinable; however, museum assistance has meant the availability of reliable information used in the development of DOH's public health programs.

No comments were received in the area of improvement of current services, but DOH has suggested expansion could concentrate on a system of traveling health education exhibits owned by the Museum. The Health Education Office also indicated that it would be agreeable to a reciprocal services arrangement whereby DOH personnel would man these traveling exhibits and distribute pertinent literature to the community.

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

### Department of Land and Natural Resources<sup>4</sup> (DLNR)

In addition to the Department of Education and the various academic departments of the University of Hawaii, the Division of State Parks, Outdoor Recreation and Historic Sites of the Department of Land and Natural Resources is one of the major recipients of museum services gratis. In a very broad sense, these free museum services consist of consultant services since archaeological, historical, anthropological, and zoological problems are discussed between staff personnel of the Museum and DLNR. In other words, the state archaeologists and other DLNR professionals are assisted in solving problems because suggestions, comments, and criticisms brought out in discussion with museum personnel often provide deeper insight into a particular problem.

Besides mutual consultation, perhaps the most valuable service rendered by the Museum to DLNR is the use of the museum facilities, including files, manuscripts, collections, and records, such as the statewide inventory of historic places. For example, in the past, these collections have been valuable to DLNR "... in providing comparative information on artifacts to be used in some Division context, or in identification of an artifact type."

In addition to being an official depository for archaeological materials owned by the State, the Museum also serves Hawaii as a mausoleum for the deposit of Hawaiian burials. In the past, this responsibility has involved a significant amount of Museum time, personnel, and facilities. Although DLNR has assumed this responsibility at the present time, the Museum cooperates in emergency cases requiring quick removal of burials on state lands when state personnel are not available.

The Museum has also worked with the Division of State Parks in the presentation of a special kimono exhibit at the State Visitor Information Center in Hilo, Hawaii. Although a grant was appropriated by the state legislature for this exhibit, because of the great interest generated, it remained beyond the time allotment at the expense of the Museum.

DLNR's state archaeologist has reported that an estimate of dollar costs for any of the aforementioned services provided by the Museum would be difficult because of the nature of these services. Specifically, dollar values could not be placed on the sharing of ideas and information among professionals and the use of the Museum records which are the most complete set on archaeological sites available in the State. Perhaps the use of the Museum as a mausoleum can be assessed by attempting to determine the standard storage fee charged by private storage companies on the basis of an ever-increasing collection for an indefinite period of time, but this would not be a true indication of actual costs.

The value of the museum services to DLNR is apparent in the discussion of the services rendered to the Division of State Parks. However, it has been suggested by DLNR that state support could be given to improving the design and implementation of the Museum's files, records, and collections to make them even more useful to the State. For example, a data retrieval system could be instituted to follow the system used for the state archaeological site files thereby allowing for greater efficiency in cross referencing efforts and materials owned by both the State and the Museum.

In the area of expansion, the possibility of placing the Museum on retainer basis has been suggested to handle emergency salvage work and reports of burials being uncovered on state and private property. An estimate of the cost of the retainer fee on an annual basis was \$2,500.

Reciprocal services suggested consist of mutual consultation and access to the state inventory files to be given to the Museum by DLNR.



## **SPECIAL SERVICES TO STATE AND COUNTY DEPARTMENTS AND AGENCIES**

### **Department of Planning and Economic Development<sup>5</sup> (DPED)**

Museum services to the Department of Planning and Economic Development consist of providing data, background and other historical information, and allowing members of the Museum's professional staff to serve in an advisory capacity, during work hours with no salary deduction, on some of DPED's special committees and projects.

On a single occasion, the Museum has provided DPED with exhibits consisting of educational replicas and technical assistance in the promotion of Hawaii's products and the State at Expo '70 in Osaka, Japan.

The cost of these consultant services and the loan of the exhibits have been estimated at \$1,000 and \$5,000, respectively, by DPED which has also reported that these museum services are necessary in carrying out its duties as the state department responsible for stimulating tourism and the development of facilities and services related to tourism in Hawaii. For instance, data on Hawaiian heritage furnished by the Museum are used in creating promotional displays for tourism.

The extension of the Museum's hours in order to allow\*for greater public use was the only suggestion offered by the DPED in the area of improvement of current services. Suggested areas of expansion, on the other hand, include the publication and dissemination of more of the Museum's research findings and the duplication of older, popular exhibits as well as an increase in the number of new exhibits. DPED also approximated the cost of the aforementioned suggestion for improvement at \$50,000 and the cost of suggestions for expansion at \$100,000. Although specific services were not identified, the idea of reciprocal services as a means of payment for services rendered gratis by the Museum was acceptable to DPED.

### **Department of Transportation<sup>6</sup> (DOT)**

The Department of Transportation has consulted the Bishop Museum from time to time on special projects in which the land areas may have historical or archaeological value. For example, the Museum was consulted when unmarked graves were found in a reef runway project.

The Museum has also prepared exhibits for display at the airport terminals. Although the show-cases were constructed and are maintained by the Airports Division of DOT, the Museum is responsible for the installation of the exhibits. It would be difficult for DOT to estimate the value of the objects on display; therefore, the museum consultant services was approximated at \$500 and the displays at \$1,000.

The consultant services rendered gratis by the Museum are considered necessary by DOT because judgments on the necessity of arranging contracts for full-scale archaeological investigations or intensive studies are made on the basis of the data provided on the historical and archaeological value of project sites. Exhibits at the airport terminals have also been received favorably by the public.

No suggestions were offered in the area of improvement of current services; however, the establishment of an aerospace museum at Honolulu International Airport was suggested as an idea for expansion. Although no dollar costs were given for its suggestion for expansion, DOT indicated that the concept of noncash payments for services rendered gratis would be acceptable if authorized and agreed upon by DOT and the Museum.

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

### University of Hawaii<sup>7</sup> (UH)

Approximately sixteen departments, the majority of which are with the College of Arts and Sciences and the College of Education, respectively, were reported as recipients of services rendered gratis by the Bishop Museum. The teaching and research faculty and students of eleven departments used the Museum as a consultant in disciplines such as history, anthropology, marine zoology, and ichthyology. Also, four departments reported the use of the museum exhibits especially in teaching or class projects to stimulate student interest in various science fields. Like many other state departments, seven university departments cited the use of the museum library as a source of reference which augments the Hawaiian and Pacific collection of the state and university libraries and five departments reported the use of the museum collections, records, and specimens in research and in teaching classes in the various sciences. Two departments used the museum planetarium for university astronomy and general science classes, and the Marine Programs reported that the museum staff has trained undergraduate students in the Marine Option Program of the University. (For the specifics of each department, refer to Table 7.)

Nine of the sixteen departments placed an estimate of dollar costs on the services each has received which totaled \$2,442,220. The largest portion of the total was estimated by the Botany Department which uses the museum herbarium, the only research herbarium in Hawaii, and therefore, approximated the cost of constructing a herbarium, purchasing specimens for the collection and annual operation of the herbarium at \$2,396,000.

A summary of the responses of all departments indicates that the museum services are necessary because: (1) it is the major depository of important scientific collections; (2) it is often the only available source of information on areas of the Hawaiian Islands and the Pacific Basin; and (3) it is a primary research institution in the State in many branches of the sciences.

Some suggested areas of improvement and expansion consisted of increases in professional staff members to include more curators for collections, additional librarians for longer library hours, more researchers and assistants for various collections and projects, increases in exhibits and reference collections and the mention of a capital improvement project to provide more space for storage, cataloging, and general work. The only estimates presented were for a UH liaison person to work only with the university requests at a salary of \$20,000 per year plus operating expenses at \$10,000 per year, an increase in the collection of coral species for \$25,000, the establishment of a permanent geological and meteorological exhibit at every public junior high school at \$10,000 to \$12,000 (for estimate of rotating exhibit from school to school, see Table 7), and the capital improvement project for the construction of more space for \$500,000. Another suggestion included the hiring of a media specialist at a salary of \$12,000 per year to compile a listing of the materials, models, specimens, and other equipment available at the Museum and encourage more public use of selected museum materials.

The idea of reciprocal services was acceptable to many departments but the details on the kinds of services or other forms of noncash payments were not presented. One promising suggestion for reciprocity of services was the possibility of joint appointments between the Museum and the University—i.e., the idea of university personnel working half time at the Museum. Another suggestion was the use of student volunteers for less scientifically technical work at the Museum. It also should be noted that some departments feel the reciprocal services are already provided in certain areas such as the exchanging of publications and some consultation work provided to the Museum by university faculty members.

## **SPECIAL SERVICES TO STATE AND COUNTY DEPARTMENTS AND AGENCIES**

### **Office of Environmental Quality Control<sup>8</sup> (OEQC)**

The Office of Environmental Quality Control within the Office of the Governor has been the recipient of consultant services from the Bishop Museum which include comments on the necessity of archaeological surveys in environmental impact statements distributed by OEQC on proposed site clearances. It has been reported that the Museum has responded with comments to approximately 50 per cent of the environmental impact statements issued by OEQC at an estimated cost of \$3,375 for the past fiscal year. The Museum has also been helpful in providing, on an informal basis, advice in the area of importation of exotic flora and fauna; however, this is an infrequent service estimated at a nominal fee of \$200.

OEQC has expressed the necessity of the Museum's services in the preservation of historical artifacts and sites and has indicated that no major improvements are necessary in the level of current services rendered by the Museum. Suggestions for expansion, on the other hand, include more active participation by the Bishop Museum in the environmental education program currently being developed by OEQC.

In the area of reciprocal services, OEQC could not suggest any specific kind of service that it could offer the Museum; however, it appears that OEQC could be willing to cooperate with a form of noncash reciprocal arrangements for museum services that are agreeable to both parties.

### **Other State Agencies<sup>9</sup>**

The Bishop Museum has occasionally served other state agencies such as, the State Archives, the Iolani Palace Restoration Project, the Office of the Lieutenant Governor, the State Foundation on Culture and the Arts, and the Office of Library Services who have availed themselves of the Museum's library services. The Bishop Museum has also taken the leadership in the State for the conservation of books and has presented a seminar for the preservation of books to which librarians and other professionals of the Office of Library Services and the Supreme Court Law Library were invited to attend. It would be difficult to estimate dollar costs for these library services because among the Museum, state and university libraries, these services are often reciprocal. Nevertheless, it should be noted that the Bishop Museum has been cooperative and has made its library facilities available to state departments and agencies upon request.

### **City and County of Honolulu<sup>10</sup>**

The Planning Department of the City and County of Honolulu briefly reported that it has requested archaeological and historical data on sites being considered for rezoning or general plan amendment from the Bishop Museum in the past. These services rendered without charge have been estimated at \$100, and the Planning Department credited the museum services as a valuable resource in the preparation of department presentations to the Planning Commission of the City and County of Honolulu, Zoning Board of Appeals, and the City Council.

### **County of Hawaii<sup>11</sup>**

Although the County of Hawaii reported that it is not receiving services from the Bishop Museum, future use of the Museum's services was expressed by the Department of Parks and Recreation, the Committee on Aging, and the Planning Department. The Department of Parks and Recreation suggested the offering of Hawaiian arts and craft classes for Hawaii's summer fun program leaders and interested adults in the community and the Committee on Aging also suggested classes and exhibits for Hawaii's senior citizens. The Planning Department explained the need for more public services from the Museum especially in disseminating information and publications.

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

### County of Maui<sup>12</sup>

The Planning Department of the County of Maui has reported that it does periodically call upon the Museum to render opinions on the historical or archaeological value of a proposed development site. Furthermore, in view of the rapid rate of development on the neighbor islands and the expected growth of tourism in the near future, the County of Maui is actively developing programs for the identification and preservation of historical or archaeological sites as natural resources for the use and enjoyment of residents and visitors.

Therefore, in order to insure proper preservation of historical and archaeological sites, Maui County has suggested that current Museum services could be greatly improved by establishing museum branch offices in each county. In this way, the branch offices, which may be manned by one trained person in each branch, can assist the county departments and private organizations with the task of proper identification and preservation of the historical and archaeological sites of each county. The Planning Department estimated the cost per county would involve approximately \$25,000 of which \$15,000 for the salary of the trained employee and \$10,000 for annual costs of operations.

Maui County also suggested that expansion should include providing exhibits and other educational programs during different intervals throughout the year at an estimated sum of \$10,000 per year. It was also indicated that reciprocal services may be workable; however, these services would be contingent on the kinds of services and other unforeseen factors that may evolve.

Careful consideration should be given to state funding of the Bernice P. Bishop Museum as a private institution of a community. Therefore, in addition to the critical assessment made earlier of the Museum as a cultural, historical, and educational institution, a survey was conducted of the services rendered gratis to state and county departments and agencies by the Museum. Responses to this survey revealed that the Museum possesses collections, facilities, and personnel which governmental departments and agencies recognize, value, and use often without appropriate reimbursement. The Bishop Museum's services seem to be substantial in the area of special scientific research involving natural and historical objects of the environment which is of principal use to the University of Hawaii and the Department of Land and Natural Resources. The exhibited resources of the Museum are of significant value to the Department of Education. It appears that valid needs and grounds for state support exist to assist in the preservation and maintenance of Bishop Museum's role as a unique and vital institution of the community. Therefore, the following chapter is not intended to suggest the extent of the State's assistance in monetary figures, instead it is to suggest methods by which state government can assist in the financial support of the Bernice P. Bishop Museum.

**Table 6**  
**SERVICES RENDERED TO STATE AND**  
**COUNTY DEPARTMENTS AND AGENCIES**

Major Governmental Department or Agency	Kinds of Services	Estimate of Cost	Suggestions for Improvements	Estimate of Cost	Suggestions for Expansion	Estimate of Cost
DEPARTMENT OF AGRICULTURE	Consultant	\$5,000 (5 yr. period)	None	—	None	—
DEPARTMENT OF EDUCATION	Exhibits Lectures and demonstrations for blind	N.A.	Museum coordinator of educational activities	N.A.	Additional DOE liaison teacher	\$9,000 to \$10,000 per year
DEPARTMENT OF HEALTH	Consultant* Exhibits	N.A.	None	—	Circulation of exhibits	N.A.
DEPARTMENT OF LAND AND NATURAL RESOURCES	Consultant* Use of files, manuscripts, etc.*	N.A.	Design and imple- mentation of museum files to state system	N.A.	Place museum on retainer basis	\$2,500 per year
DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT	Consultant* Exhibits	Consultant—\$1,000 Exhibits—\$5,000	Extend library operating hours	\$50,000	Increase publica- tions and dissemi- nation of research	\$100,000
DEPARTMENT OF TRANSPORTATION	Consultant* Exhibits*	Consultant—\$500 Exhibits—\$1,000	None	—	Establishment of aerospace museum	N.A.
OFFICE OF ENVIRONMENTAL QUALITY CONTROL	Consultant*	Consultant—\$3,375 Other—\$200	None	—	Participation in environmental edu- cation program	—
CITY AND COUNTY OF HONOLULU	Consultant	\$100	—	—	—	—
COUNTY OF HAWAII	None	—	—	—	Hawaiian arts and crafts—Department of Parks and Recre- ation; exhibits for senior citizens— Committee on Aging; increase dissemi- nation of information and publications— Planning Department	—
COUNTY OF MAUI	Consultant*	—	Establishment of museum branches in each county	\$25,000 per year	Exhibits and edu- cational programs	\$10,000 per year

\*Continuous services

N.A.—information not available

**Table 7**  
**SERVICES RENDERED TO THE DEPARTMENTS AND**  
**DIVISIONS OF THE UNIVERSITY OF HAWAII**

University of Hawaii Departments or Divisions	Kinds of Services	Estimate of Cost	Suggestions for Improvements	Estimate of Cost	Suggestions for Expansion	Estimate of Cost
ANTHROPOLOGY DEPARTMENT	Use of library*	N.A.	—	—	—	—
BOTANY DEPARTMENT	Consultant* Use of library,* herbarium	\$2,396,000	Larger staff	N.A.	—	—
CHEMISTRY DEPARTMENT	Consultant* Use of library*	Consultant—\$700 Library—\$2,000	Longer library hours Increase reference collection of coral species	N.A. \$25,000 per year	— —	— —
CURRICULUM AND INSTRUCTION DEPARTMENT	Consultant Exhibits* Use of museum facilities*	N.A.	Increase loan col- lection of facsimiles	N.A.	—	—
CURRICULUM RESEARCH AND DEVELOPMENT GROUP	Consultant* Use of museum slides	\$5,000	Geological and meteorological ex- hibits—rotating from school to school or perma- nent at each school Indexing and cata- loging of materials	\$200 per school \$10,000—all intermediate schools  \$10,000 per year	Develop museum publication program— i.e., collection of Hawaiian songs and dances	\$20,000
EDUCATIONAL COMMUNICATIONS DEPARTMENT		N.A.	Catalog of available materials	N.A.	Full-time media specialist to head unified program of audio visual and printed services	\$12,000 per year
ENTOMOLOGY DEPARTMENT	Consultant* Use of insect collection* (Pacific Infor- mation Center)	N.A.	More access to library More support of Pacific Infor- mation Center	N.A.	—	—
GENERAL SCIENCE DEPARTMENT	Consultant* Planetarium	\$120	UH liaison position	\$20,000—salary \$10,000— operating expenses	—	—

\*Continuous services

N.A.—information not available

## Table 7 (continued)

University of Hawaii Departments or Divisions	Kinds of Services	Estimate of Cost	Suggestions for Improvements	Estimate of Cost	Suggestions for Expansion	Estimate of Cost
HAWAII INSTITUTE OF MARINE BIOLOGY	Consultant	Consultant—\$600	Increase library personnel	N.A.	—	—
	Use of library and specimens	Library—\$300	Increase oceano- graphic collection			
HEALTH AND PHYSICAL EDUCATION DEPARTMENT	Exhibits*	N.A.	Museum facilities available for public use	N.A.	—	—
LAND STUDY BUREAU	Consultant*	\$500	Space for cataloging, research, display, etc.	\$500,000	More professional staff	N.A.
LIBRARY	Consultant* Exhibits* Use of museum library faci- lities, files, records, etc.	N.A.	Increase library staff to enable library to remain open to the public longer hours Increase funds for library conservation and binding program to assure preservation of library materials	N.A.	—	—
MARINE PROGRAMS	Training of undergraduate students	\$720	Increase staff and facilities	N.A.	—	—
PHYSICS AND ASTRONOMY DEPARTMENT	Planetarium	\$300	—	—	—	—
SECTION OF TROPICAL MEDICINE AND MEDICAL MICROBIOLOGY	Consultant	N.A.	—	—	—	—
ZOOLOGY DEPARTMENT	Consultant* Exhibits* Use of spe- cimen col- lection, publications, etc.	\$28,000	Increase profes- sional staff with curators More space for collections Increase and main- tain museum speci- men collection for research and teaching	N.A.	—	—

\*Continuous services

N.A.—information not available

## CHAPTER IV

# CONCLUSION AND RECOMMENDATIONS

Today's museums, as public or private nonprofit institutions serving Society as a whole, have arrived at the point where they can no longer afford to meet present demands because of problems relating to financing, staffing, and facilities. The Bernice P. Bishop Museum is no exception—it has strained its financial resources; it is understaffed; it has inadequate physical facilities; and it has reduced its services to the public. In order to provide the Bishop Museum with a sounder financial base, an assessment of the nature of services currently being rendered to the general public and an evaluation of services performed gratis for state and county departments and agencies were made to determine the extent of the State's responsibility in support of the Museum's activities.

This study reveals that at the present time, the Bishop Museum serves the general public as:

- (1) a source of information on the Hawaiian Islands and the Pacific Basin region;
- (2) a community center—i.e., the Museum's physical facilities are made available to nonprofit groups and organizations; and
- (3) an educational and cultural institution offering instructional activities in arts and crafts and preserving and exhibiting scientific collections as displays of learning and enjoyment.

Like selected museums surveyed in the country, future improvement and expansion of the Bishop Museum's current services to the general public are contingent on the availability of financial resources. However, the Museum has generally set its priorities for improvement and expansion in research, permanent exhibitions, and live musical programs, respectively.

A survey of state and county departments and agencies indicates that the Museum has provided consultant services, exhibits, and other necessary services including the use of its scientific collections, manuscripts, records, and files on a continuous basis or for major projects without reimbursement. Suggestions for improvement and expansion of current services received from the Museum were varied but seemed to indicate that in order to enable the Museum to maintain, improve, and expand its services to state and county departments and agencies, financial assistance is essential.



## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

The following are recommendations for methods of providing financial support to the Museum. It should be noted that the order of the recommendations is not indicative of preference for any particular method of support. These recommended methods are by:

- (1) direct payment by state and county departments or agencies for museum services rendered;
- (2) legislative appropriation to the Bishop Museum for purposes which serve the general public;
- (3) reciprocal working arrangements in which forms of noncash payments are agreed upon by the Museum and the state or county department of the agency receiving the Museum's services;
- (4) tapping of federal funds especially through the Museum's cooperation in anti-poverty programs and other federal programs; and
- (5) grants through the Hawaii Foundation for History and the Humanities which is responsible for the development of a ". . . continuing comprehensive museum and museum activities support program . . ." as established in section 6-16.3, *Hawaii Revised Statutes*.

Because the Bishop Museum has no record of the cost of the services rendered gratis to various state and county departments and agencies and responses to the survey of these departments and agencies indicate that in many cases they are unable to determine the dollar value of museum services received without charge, it would be difficult to estimate how much reimbursement for museum services would cost the State. However, this method of financial support would require each department or agency to assess its use of the Museum and earmark monies for these direct services in its operating budget, thus putting services provided by the Museum on a "pay as you go" basis. It would also require the Museum to evaluate and establish rates for its services.

As pointed out in Chapter I, legislative appropriations to the Bishop Museum have been granted on three occasions for specific purposes. Basically, funding the Museum by a direct lump sum appropriation is a simpler method by which the State could reimburse the Museum for services rendered as well as contribute to the financial support of some of the Museum's activities. However, since state funds or public monies are being used to assist the Museum, the axiom that public purpose and service must be considered holds true and the legislative intent of appropriations granted to the Museum should reflect this. The Museum must be responsive to the needs of the public if it is to accept public financial support. At the same time, however, legislative intent of any appropriation granted to the Museum should be carefully analyzed because State sponsorship should be a commitment to the maintenance, improvement, and expansion of the Museum on a regular, long-term basis. This planned commitment is to be preferred over short-lived, single projects, without long-range goals.<sup>1</sup>

Responses to the survey distributed among state and county departments and agencies revealed that reciprocal working arrangements in which forms of noncash payments are agreed upon by the Museum and the state or county department or agency are acceptable. Such arrangements, however, are contingent on factors such as the form of noncash payments, the workload of the department or agency, and the priorities of the departmental or agency work at a particular time. It should also be noted that instituting this method of noncash payments might require authorizing legislation.

An example of reciprocal working arrangements formulated in the past consists of a situation in which three museum professionals trained five university students in the disciplines of ichthyology,

## CONCLUSION AND RECOMMENDATIONS

invertebrate zoology, and algology. The museum professionals needed assistants but were unable to hire them because money was not available. The students in the Marine Programs at the University of Hawaii needed training; therefore, the University and the Museum came to an agreement in which selected students worked at the Museum for small salaries provided from the student help fund of the Marine Programs and other students volunteered to work for the experience and receive training.<sup>2</sup> Another form of noncash payments is the operation of the "Falls of Clyde" museum ship at Pier 5. At the present time, the Bishop Museum is paying a percentage of its admission fees and other charges to the Department of Transportation in connection with the "Falls of Clyde" operations at Pier 5;<sup>3</sup> and at the same time, the Department of Transportation is receiving some services gratis from the Museum. It would seem that an arrangement could be made whereby the Museum would be able to operate the "Falls of Clyde" at Pier 5 without charge as a form of payment for the services it renders to the Department.

In an interview with Dr. Roland Force, Director of the Bernice P. Bishop Museum, the idea of reciprocal working arrangements was briefly discussed. It appears that the Museum would be receptive to arrangements in which the Museum would be provided with additional space for storage, the loan of certain machinery and heavy equipment when necessary, and the loan of nonprofessional personnel, such as clerical staff or maintenance crews from the State as forms of reimbursement of services rendered to the State. However, the sharing of professional personnel does not seem feasible because Dr. Force expressed the desirability of maintaining administrative control over professional employees of the Museum.<sup>4</sup>

Currently, the Bishop Museum receives federal funds largely for research as indicated in Table 1. It has also been noted in Chapter I that a relatively small portion of the Museum's total revenues is expended on activities and services for the public. Yet the Museum, as an educational and cultural institution offers educational and cultural services to the community which few institutions can match. Therefore, the tapping of federal funds by expanding and extending its services to the public especially to people of all ages from low-income and rural areas is another method of funding which supports the responses in the survey completed by the State Foundation on Culture and the Arts and the Committee on Archaeology and Museums of the Hawaii Foundation for History and the Humanities as presented in Chapter II. As John Hightower, President of the Associated Council of the Arts, has emphasized in his article, the museums will have to anticipate and depend on direct government support in order to survive. Since government money is the most accessible and immediate hope for the museums, they must assume certain responsibilities that accompany this financial support. That is, museums must reach a wider segment of the public by providing more services to and meeting the demands of the public.<sup>5</sup> The Bishop Museum must consider extending its services to many more residents of low-income neighborhoods, the aged, and other deprived persons in order to receive federal funds for its programs. This would also be in accordance with the true purposes of museums—to serve Society.<sup>6</sup>

As referred to earlier in this Chapter, section 6-16.3, *Hawaii Revised Statutes*, states that the Hawaii Foundation for History and the Humanities is responsible for encouraging museum activities programs, which includes but is not limited to, "providing matching grants-in-aid to governmental or private agencies for projects which fulfill the purposes of this subchapter; . . ." One of these purposes is to create the Foundation for the History and the Humanities as ". . . a nonprofit corporation for historic preservation, research, restoration, presentation, museum activities, and support programs . . ." Therefore, in accordance with its statutorily defined role, the Committee on Archaeology and Museums of the Foundation for History and the Humanities has stressed, "The State is urged to use the Hawaii Foundation for History and the Humanities either to channel grants to the museums or as a review body to assure that the funds are used to the best interest of the State and its

## FINANCIAL VICISSITUDES OF THE BERNICE P. BISHOP MUSEUM

citizens."7 In this way, the Foundation can also serve as an advisory body which would be sensitive to the unmet needs and demands of a larger segment of the community and the state and county departments and agencies.

The foregoing recommendations on the methods of providing financial assistance are subject to modification in order to arrive at the most feasible method of financial support. The rationale for the State, as a matter of ~~basic~~ policy, to recognize the Bernice P. Bishop Museum as an educational institution of Hawaii working in formal affiliation with major state and county departments and agencies has been pointed out. Certainly, a severe curtailment in the Bishop Museum's services to the State would be a serious loss to the cultural and other public service contributions the Bishop Museum has made in the past. Measures must be taken now to forestall such loss and to insure the Bishop Museum's survival as a viable cultural, educational, social and informational resource of the State. However, careful consideration should be given to the method of financial assistance. State assistance is a two-way street. If the Bishop Museum is to accept state support, it must also meet the demand for greater public service to the community, with the priorities and in the direction established by the state policy makers.

## FOOTNOTES

### CHAPTER I

1. American Association of Museums, *America's Museums: The Belmont Report* (Washington, D.C.: 1969), p. 25.
2. Bernice P. Bishop Museum Annual Report, 1954, 1969.
3. American Association of Museums, p. 26.
4. *Ibid.*, pp. 27-28.
5. Samuel B.K. Chang, Jean A. Funatsu, and Kenneth K. Mihata, *Feasibility Study: State Acquisition of Bishop Museum*, University of Hawaii, Legislative Reference Bureau, Request No. 9442 (Honolulu: University of Hawaii, 1972), p. 14.
6. American Association of Museums, p. 26.
7. *Ibid.*
8. *Ibid.*
9. *Ibid.*, pp. 26-27.
10. *Ibid.*, p. 28.
11. Donald D. Mitchell, "Educational Practices of the Bernice P. Bishop Museum, Honolulu, Hawaii" (Unpublished Doctoral Dissertation, University of California, Berkeley, 1963), p. 28.
12. Interview with Dr. Roland W. Force, Director of the Bernice P. Bishop Museum, September 20, 1972.
13. American Association of Museums, p. 25.
14. *Ibid.*
15. *Ibid.*, p. 31.
16. Mitchell, pp. 34, 35, 29, 56, 80-94 and *Bishop Museum Annual Report*, 1964, p. 9.
17. American Association of Museums, p. 32.
18. *Bishop Museum Annual Report*, 1964, p. 42.
19. Chang, Funatsu, and Mihata, p. 15.
20. *Saturday Review* (August 12, 1972), p. 48.
21. Bernice P. Bishop Museum, "Letter to Principals," September 1972.
22. Interview with Dr. Roland W. Force, September 20, 1972.
23. *Ibid.*
24. American Association of Museums, p. 27 and Hightower, p. 49.
25. Hightower, p. 49.
26. *Ibid.*

### CHAPTER II

1. Planetarium shows are presented Monday through Saturday, 11 a.m. and 3 p.m.; Sunday, 2 p.m. and 3 p.m.; Friday and Saturday evenings, 8 p.m.
2. "Environment Long a Concern of Bishop Museum Staff," *Honolulu Star-Bulletin*, April 25, 1971.
3. *Bishop Museum Annual Report*, 1965 and interview with Dr. Roland W. Force, Director of the Bernice P. Bishop Museum, September 20, 1972.

4. "Falls of Clyde" brochure.
5. "Forward Look Back by Bishop Museum," *Honolulu Advertiser*, August 9, 1972.
6. "A Bit of Old London Rolls in Hawaii," *Honolulu Advertiser*, September 18, 1972.
7. "Museum Sets Library Hours," *Honolulu Star-Bulletin*, August 9, 1971.
8. "News from Bishop Museum," September 1972.
9. Hawaii Science Center—Bishop Museum, "Learn for Fun," September 1972.
10. *Bishop Museum Annual Report*, 1962, 1963, 1964.
11. "It Was a Great Picnic," *The Public Employee*, September 13, 1972 and interview with Dr. Roland W. Force, September 20, 1972.
12. Memo from Dr. Roland W. Force, dated September 26, 1972.
13. "Museum Acquires Christmas," *Honolulu Star-Bulletin*, December 17, 1972.
14. *Hawaii Rev. Stat.*, sec. 6-4:

*Bishop Museum as a depository for certain specimens and objects.* Any specimen and object of natural history and of botanical, ethnological, or archaeological value or interest, and any book, treatise, or pamphlet relating to natural history, botany, ethnology, or archaeology now in the possession of the University of Hawaii, or any state department, bureau, or board, or which may hereafter come into the possession of the university or the department, bureau, or board, if and when the same is no longer needed for scientific investigation, for study, or for any other purpose by the university or the department, bureau, or board, and historical flags now in the archives building, may, at the request of the trustees of the Bernice P. Bishop Museum of Polynesian Antiquities, Ethnology, and Natural History, be transferred and delivered by and with the consent of such department, bureau, or board having possession of any thereof to the trustees, or exchanged with such trustees, and whereupon, in any such case, the title thereto shall become vested in such trustees and shall be held by them upon the trusts and pursuant to the provisions set forth in that certain deed of trust between Charles R. Bishop and others and Samuel M. Damon and others, dated October 13, 1896, and of record in the registry of conveyances in volume 164, on pages 387-391,

with reference to the museum; provided, that the specimens and objects so transferred to the trustees are made available at all reasonable times by the trustees for study and examination by the officials of the university or such department, bureau or board.

Sections 106-21 and 106-22 shall not be held to apply to the specimens and objects enumerated in this section.

15. Interview with Dr. Roland W. Force, September 20, 1972.
16. John B. Hightower, "Public Money and a Public Mission for American Museums," *Saturday Review* (August 12, 1972), p. 49.
17. Conference of Directors of Systematic Collections, *The Systematic Biology Collections of the United States: An Essential Resource*, 1971.

### CHAPTER III

1. As reported in a survey received from the Plant Industry Division, Department of Agriculture.
2. As reported in a survey received from the Honolulu District Office, Department of Education and from an interview with Mrs. Violet Kuulei Ihara, Bishop Museum liaison teacher.
3. As reported in a survey received from the Health Education Office, Department of Health.
4. As reported in a survey received from the Division of State Parks, Department of Land and Natural Resources.
5. As reported in a survey received from the Office of Information and Public Services, Department of Planning and Economic Development.
6. As reported in a survey received from the Airports, Harbors, and Highways Divisions, Department of Transportation.
7. As reported in surveys received from the departments listed in Table 7, University of Hawaii.
8. As reported in a survey received from the Office of Environmental Quality Control, Office of the Governor.
9. As reported in a list of services provided by the Bernice P. Bishop Museum and verified through telephone conversations with the Office of Library Services, Supreme Court

Law Library, and the State Foundation on Culture and the Arts.

10. As reported in a survey received from the Planning Department, City and County of Honolulu.
11. As reported in surveys received from the departments of the County of Hawaii.
12. As reported in a survey received from the Planning Department, County of Maui.

#### CHAPTER IV

1. John B. Hightower, "Public Money and a Public Mission for American Museums," *Saturday Review*, August 12, 1972, p. 49.

2. Letter from John P. Craven, Dean of Marine Programs, to Henry Kitamura, Director of the Legislative Reference Bureau, August 4, 1972.
3. Comments by Dr. Roland W. Force, Director of the Bernice P. Bishop Museum, October 24, 1972.
4. *Ibid.*
5. Hightower, p. 49.
6. *Ibid.*, p. 48.
7. Letter from Agnes C. Conrad, Chairman of the Committee for Archaeology and Museums, Hawaii Foundation for History and the Humanities to Henry Kitamura, August 31, 1972.

# APPENDIX A

(To be made one and eight copies)

SIXTH LEGISLATURE, 1972

STATE OF HAWAII

S.R. NO. 257

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## SENATE RESOLUTION

REQUESTING A STUDY ON THE FINANCIAL ASSISTANCE REQUIRED TO  
ENABLE THE BERNICE P. BISHOP MUSEUM TO MAINTAIN, IMPROVE  
AND EXPAND ITS SERVICES TO THE GENERAL PUBLIC.

WHEREAS, the Bernice P. Bishop Museum, originally intended as a depository of the heirlooms of the Kamehameha family, has evolved as a scientific institution into the present facility presenting numerous exhibits on natural history and the cultures of Polynesia, Micronesia, Melanesia, and Australia, and continuing its responsibility of popular and scientific publications on the Museum's collections and research, as well as carrying on numerous other educational activities; and

WHEREAS, the Museum offers day and evening classes to the general public on scientific subjects and arts and crafts, offers its services to various public and private agencies, and makes its resource materials and facilities available to the general public, student, and researcher; and

WHEREAS, it has continued to provide free admissions to all young people under the age of 18 years and has continued to admit the general public one Sunday each month at no charge; and

WHEREAS, the Museum has installed educational exhibits on the neighbor islands and wishes to expand this activity; and

WHEREAS, it has served as the official State depository for specimens of natural history, archaeology, and ethnology, since 1921; and

WHEREAS, the Department of Education and the University of Hawaii and their personnel regularly utilize the services and facilities of the Museum; and

WHEREAS, the Bernice P. Bishop Museum is recognized as one of the outstanding museums in the nation and in the world in the area of systematic biology collections, and the total value of its artifacts and specimens run in the hundreds of millions of dollars; and

WHEREAS, the Museum could be made more readily accessible to a larger segment of the public through the lowering of admission fees or the tuition fees for its classes, through escorting more school children through the Museum, and through expanding its State programs; and

WHEREAS, financial assistance will enable the Bernice P. Bishop Museum to play a greater role as the institution for the learning, researching, preservation, and presentation of the unique culture and heritage of Hawaii and the Pacific Basin; and

WHEREAS, the Legislative Reference Bureau in its report to the Sixth Legislature of the State of Hawaii in compliance with S. R. No. 31, S. D. 1, Regular Session of 1971, has recommended financial assistance, rather than government acquisition, and has found this to be a practical and feasible method by which the State of Hawaii could support a part of its responsibility in the area of providing museum services to the citizens of Hawaii; now, therefore,

BE IT RESOLVED by the Senate of the Sixth Legislature of the State of Hawaii, Regular Session of 1972, that the Legislative Reference Bureau be and is hereby requested to conduct a study on the financial assistance required to enable the Bernice P. Bishop Museum to maintain, improve and expand its services to the general public and also to determine the nature of the services and the dollar costs of the special services which the Museum is currently and has been rendering without charge to specific governmental institutions and agencies directly related to their functions, and to submit a report of its findings and recommendations to the Legislature prior to the convening of the Regular Session of 1973; and

BE IT FURTHER RESOLVED that the Department of Education, the University of Hawaii, the Department of Land and Natural Resources, the Department of Transportation, the Department of Planning and Economic Development, the City and County of Honolulu, the Counties of Kauai, Maui, and Hawaii, the State Foundation on History and the Humanities, the State Foundation on Culture and the Arts, and the Bernice P. Bishop Museum be and are hereby requested to cooperate with the Legislative Reference Bureau in the conduct of this further study; and



BE IT FURTHER RESOLVED that duly certified copies of this Resolution be transmitted to the Legislative Reference Bureau, the Department of Education, the University of Hawaii, the Department of Land and Natural Resources, the Department of Transportation, the Department of Planning and Economic Development, the City and County of Honolulu, the Counties of Kauai, Maui, and Hawaii, the State Foundation on History and the Humanities, the State Foundation on Culture and the Arts, and the Bernice P. Bishop Museum.

# APPENDIX B

Name of Museum \_\_\_\_\_

Survey completed by \_\_\_\_\_

## SURVEY OF MUSEUMS\*

What type of current activities does your institution plan to IMPROVE upon? Please number in order of priority. Also, please indicate estimate of cost (all cost, capital and operating).

### General Activities

### Cost Estimate

- |  |          |
|--|----------|
| (a) Exhibitions  |          |
| _____ Permanent  | \$ _____ |
| _____ Temporary (Traveling or on loan to other institutions)                           | \$ _____ |
| _____ (b) Research   | \$ _____ |
| _____ (c) Guided tours for school classes  | \$ _____ |
| _____ (d) Presentations at schools   | \$ _____ |
| _____ (e) Special lectures and/or demonstrations for school classes at the institution | \$ _____ |
| _____ (f) Organized school loan service of special materials and collections           | \$ _____ |
| _____ (g) Guided tours and gallery talks for general groups                            | \$ _____ |
| _____ (h) Classes, clubs, and study groups for children                                | \$ _____ |
| _____ (i) Classes, clubs, and study groups for adults                                  | \$ _____ |
| _____ (j) Lecture series for general audience  | \$ _____ |
| _____ (k) Radio programs produced by the institution                                   | \$ _____ |
| _____ (l) TV programs produced by the institution                                      | \$ _____ |
| _____ (m) Live musical events  | \$ _____ |
| _____ (n) Drama events   | \$ _____ |
| _____ (o) Dance events   | \$ _____ |
| _____ (p) Film series  | \$ _____ |
| _____ (q) Speaker's bureau   | \$ _____ |
| _____ (r) Planetarium programs   | \$ _____ |
| _____ (s) Other (specify)  | \$ _____ |

\_\_\_\_\_  
\_\_\_\_\_

\*Please base responses on a five-year projection, 1972 to 1977.

### Special Activities

#### Cost Estimate

- |   |          |
|---|----------|
| ___ (a) Talented/gifted children                          | \$ _____ |
| ___ (b) Handicapped persons                               | \$ _____ |
| ___ (c) Pre-school children                               | \$ _____ |
| ___ (d) Older adults (senior citizens)                    | \$ _____ |
| ___ (e) Disadvantaged adults (low socio-economic level)   | \$ _____ |
| ___ (f) Disadvantaged children (low socio-economic level) | \$ _____ |
| ___ (g) Field excursions                                  | \$ _____ |
| ___ (h) Other (specify)                                   | \$ _____ |

\_\_\_\_\_  
\_\_\_\_\_

2. How does your institution plan to finance the improvements for the above activities?

#### Public (Appropriations, Grants, etc.)

- |             |          |
|-------------|----------|
| (a) City    | \$ _____ |
| (b) County  | \$ _____ |
| (c) State   | \$ _____ |
| (d) Federal | \$ _____ |

#### Private (Contributions, etc.)

- |  |          |
|--|----------|
| (a) Endowments   | \$ _____ |
| (b) Contributions from general public                          | \$ _____ |
| (c) Operating budget (dues and admissions, publications, etc.) | \$ _____ |
| (d) Other (specify)  | \$ _____ |

\_\_\_\_\_  
\_\_\_\_\_

3. What type of current activities does your institution plan to EXPAND upon? Please number in order of priority. Also, please indicate estimate of cost.

### General Activities

	Cost Estimate
(a) Exhibitions	
_____ Permanent	\$ _____
_____ Temporary (Traveling or on loan to other institutions)	\$ _____
_____ (b) Research	\$ _____
_____ (c) Guided tours for school classes	\$ _____
_____ (d) Presentations at schools	\$ _____
_____ (e) Special lectures and/or demonstrations for school classes at the institution	\$ _____
_____ (f) Organized school loan service of special materials and collections	\$ _____
_____ (g) Guided tours and gallery talks for general groups	\$ _____
_____ (h) Classes, clubs, and study groups for children	\$ _____
_____ (i) Classes, clubs, and study groups for adults	\$ _____
_____ (j) Lecture series for general audience	\$ _____
_____ (k) Radio programs produced by the institution	\$ _____
_____ (l) TV programs produced by the institution	\$ _____
_____ (m) Live musical events	\$ _____
_____ (n) Drama events	\$ _____
_____ (o) Dance events	\$ _____
_____ (p) Film series	\$ _____
_____ (q) Speaker's bureau	\$ _____
_____ (r) Planetarium programs	\$ _____
_____ (s) Other (specify)	\$ _____

\_\_\_\_\_  
\_\_\_\_\_

### Special Activities

	Cost Estimate
_____ (a) Talented/gifted children	\$ _____
_____ (b) Handicapped persons	\$ _____
_____ (c) Pre-school children	\$ _____
_____ (d) Older adults (senior citizens)	\$ _____
_____ (e) Disadvantaged adults (low socio-economic level)	\$ _____
_____ (f) Disadvantaged children (low socio-economic level)	\$ _____
_____ (g) Field excursions	\$ _____
_____ (h) Other (specify)	\$ _____

\_\_\_\_\_  
\_\_\_\_\_

4. How does your institution plan to finance the expansion of the above activities?

**Public (Appropriations, Grants, etc.)**

- |             |          |
|-------------|----------|
| (a) City    | \$ _____ |
| (b) County  | \$ _____ |
| (c) State   | \$ _____ |
| (d) Federal | \$ _____ |

**Private (Contributions, etc.)**

- |  |          |
|--|----------|
| (a) Endowments   | \$ _____ |
| (b) Contributions from general public                          | \$ _____ |
| (c) Operating budget (dues and admissions, publications, etc.) | \$ _____ |
| (d) Other (specify)  | \$ _____ |

\_\_\_\_\_  
\_\_\_\_\_

5. What do you foresee as future trends in museum services to the general public? Please comment.

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

# APPENDIX C

## SURVEY OF STATE FOUNDATIONS\*

1. In what areas can current services provided to the general public by the Bernice P. Bishop Museum be IMPROVED? Please explain. Also indicate an estimate of costs of improvements, if any are required in connection with such services.
2. In what other areas can the Bishop Museum's services to the general public be EXPANDED? Please explain. Also indicate an estimate of costs of expansion, if any are required in connection with such services.

*\*Please base responses on a five-year projection, 1972 to 1977.*

# APPENDIX D

## SURVEY OF STATE DEPARTMENTS\*

DEPARTMENT	DIVISION
SURVEY COMPLETED BY	TITLE

1. What kinds of services are currently being provided by the Bernice P. Bishop Museum to your department free of charge? Please explain.

Consultant services—

Exhibits—

Other—

2. What would be your estimate of dollar costs (including all capital and operating) for the above services? Please itemize for each type of service.

*\*Please base responses on a five-year projection, 1972 to 1977.*

3. Do you feel these services are necessary and/or desirable. Please explain.
  
  
  
  
  
  
  
  
  
  
4. In what areas can these current services provided by the Bishop Museum be IMPROVED? Please explain. Also indicate an estimate of dollar costs (including all capital and operating) of IMPROVEMENTS, if any are required.
  
  
  
  
  
  
  
  
  
  
5. In what other areas can the Bishop Museum's services be EXPANDED? Please explain. Also indicate an estimate of dollar costs (including all capital and operating) for EXPANSION, if any are required.
  
  
  
  
  
  
  
  
  
  
6. If payment for services rendered by the Bishop Museum were required, would it be possible to provide the Bishop Museum with reciprocal services in kind—i.e., noncash payments. Please explain.



## APPENDIX E

### **BERNICE P. BISHOP MUSEUM**

*P. O. Box 6037, Honolulu, Hawaii 96818 • Telephone 847-3511*

October 24, 1972

Yr. Ref. C-0629

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

Dear Mr. Chang:

I have had an opportunity to review the draft report on Bishop Museum, its public services, and justification for financial support by the State Legislature. I want to commend the Bureau, and particularly Miss Funatsu and Mrs. Ikeda, on its conscientious approach to the preparation of this report.

I have included a few comments in response to your invitation to comment and recommend. I hope that they will be helpful.

Sincerely yours,



Roland W. Force  
Director

encl.

# **BERNICE P. BISHOP MUSEUM**

*P. O. Box 6037, Honolulu, Hawaii 96818 • Telephone 847-3511*

October 24, 1972

## Legislative Reference Bureau Draft Study on Financial Assistance to Bishop Museum

### Comments by Dr. Roland W. Force, Director, Bishop Museum

- \*1. Changes and corrections are noted on the face of the draft on pages 15, 16, 17, 19, 23, and 55.
- \*2. There appears to be an inconsistency in the use of the term "general public" in the Report. On page 15, para. 1, the term "general public" is defined for the purpose of this study as the "paying visitor." However, throughout the Report, particularly in Chapters II and III, the listing of services provided by the Museum both to individuals and to organizations, both governmental and private, are comprehensively stated in respect to non-paying visitors to the Museum. Indeed a great number of the services provided do not even require a visit to the Museum. On page 55 in the Conclusions and Recommendations chapter, para. 2, the several ways in which the Museum serves the "general public" are listed and in none of these is the matter of an admission fee involved. For this matter to be clarified, it seems to me that the definition of the audience served by the Museum is in need of broadening. Actually the community service provided the visitors to the Museum who pay admission fees consists of the exhibits they observe and the programs they experience. Our audience, as the Report makes clear, is much, much broader.

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\* These items have been corrected and incorporated in the study.

The matter of what constitutes the "general public" is also important in recommendation (2) on page 56. Perhaps there needs to be an additional word or two here: "... which serve the general public and agencies of State and County government." Continuing in this vein, there are a number of references on page 57 to the "public," its needs, purposes, and monies. Again, the reference here I believe is much broader than simply to individuals who pay Museum admission. I do not miss the point being made here which, bluntly put, is that if you are going to receive financial support derived from public monies you must indeed render services of commensurate value. What bothers me about this point is that everything that has been said in the Report up to this point has contributed to a rather impressive demonstration of the amount of service that the institution has rendered and is continuing to render to the general public in the broadest sense. This point applies also to the concluding admonition on page 61. If we are contributing as much community service as we are (and have) with no sustaining support, there is no reason to believe that our performance would be reversed with such support.

3. On a more positive note, page 57 contains a sentence which concludes para. 2 for the inclusion of which I am particularly grateful, and that is that we are concerned with the long view and not with temporary or stop-gap measures.

\*4. With reference to page 58, para. 2, the Museum has not yet been assessed any charges for the rental of storage space at the airport. It does, however, pay a percentage of admission fees and other charges to the Department of Transportation at Pier 5 in connection with the operation of the "Falls of Clyde" museum ship. The materials we are storing at the airport so far are being stored gratis. What we have talked about with the Department of Transportation is the ultimate operation of an aerospace branch of the Museum in an airport location and the payment of rent for the space we would occupy.

5. The phraseology utilized in para. 2 on page 59 in respect to activities and services for the "public" might be altered to give a more accurate view of what is required for the provision of public service. It is true that the total dollars in the Museum budget which are regularly expended for exhibits or for individuals who might guide or instruct visits to the Museum by school children are comparatively small. Services of this kind are certainly important but what I would hope could be made clear is that the interpretation and/or educational community service functions of the Museum would not be possible at all, regardless of the amount of money paid for them, were it not for the existence of the Museum's scientific and curatorial staff which maintains the collections, conducts research and produces scholarly publications which form the basis for whatever is communicated to the public at large.

In other words, if the Museum's budget and its community service functions are balanced in this way, which is correct, then a much larger proportion of its expenditures provide benefits to the public. Indeed, without the contributions of its scientific staff and the maintenance and curation of its collections, the community or public service the Museum could offer would be extremely truncated. This is an important point which needs to be stressed.

6. On page 59 the matter of Federal support for special Museum programs beneficial to individuals who are socially deprived or in remote locations is remarked upon. This is certainly an important means of funding, but unless there are some provisions for continuity of support there is little likelihood that a sustained program could be mounted. In other words, Federal or local government or private foundation support which is project-oriented is basically only for the short haul. We, I believe, are confident that the community's needs are not only likely to continue but to be vastly expanded through time and for this reason anything other than a financial commitment upon which dependence can be placed is not likely to be adequate. I believe the reasoning here parallels that which could be applied to a research program which could only rely on short-term project support: While some good is likely to be produced under such arrangements, when compared with consistent support which allow for continuity, the result is bound to be inferior. One important consideration here is that in order to attract and maintain the quality of personnel necessary for the conduct of effective community service programs there must be some guarantees of relative permanence. This has been demonstrated in the Museum's past experience in the research field.

7. In conclusion, I get the impression that the yardstick the Legislature might use to determine how much support might be provided Bishop Museum is not on the basis of the comments elicited from agencies within your survey a very finely calibrated instrument. It is possible that you may find helpful additional information in respect to the kinds of support being provided similar institutions to Bishop Museum by local governments in which they are located. For example, the American Museum of Natural History in New York city regularly receives 20% of its annual budget (about two million out of 10 million dollars) from the city of New York. These funds are expended for guard service, janitorial service, and the Museum's educational program. In the publication entitled The Systematic Biology Collections of the United States: An Essential Resource. Part II The Great Collections: Statistical Information, published in February 1971, the following sums were listed for the major museums of this country in respect to the local public funds they received for the years 1969-70: (Table 11 on page 26.)

Academy of Natural Sciences of Philadelphia	\$ 109,000
American Museum of Natural History	2,307,000
California Academy of Sciences, San Francisco	562,000
Carnegie Museum, Pittsburgh	47,000
Cornell University	314,000
Field Museum of Natural History, Chicago	422,000
Florida State Museum	482,000
Los Angeles County Museum	2,068,000
San Diego Natural History Museum	123,000

Bishop Museum is listed as receiving no local public funds.

The same table (copy enclosed) compares the amount of local, Federal, endowment income; admissions, publication sales, and total budgets. Such a comparison may provide a valuable additional means by which the Legislature might make its determination.

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**Table 8**  
**SOURCES OF INCOME FOR MOST RECENT**  
**FISCAL YEAR<sup>1</sup> Amounts in thousands of dollars**

Institution	Public Funds			Private Funds					Total
	Local <sup>2</sup>	Federal	Subtotal	Endowment and Contributions <sup>3</sup>	Dues and Admissions	Publications	Other	Subtotal	
Academy of Natural Science of Phila.	109	326	435	1,514	110	22	60	1,706	2,141
American Museum of Natural History	2,307	594	2,901	2,620	56	110	4,266	7,052	9,953
Bernice P. Bishop Museum <sup>4</sup>		631	631	302	60	25	21	408	1,039
California Academy of Sciences	562	101	663	321	207	11	359	898	1,561
Carnegie Museum	47	34	81	543	25		2	570	651
Cornell University <sup>4</sup>	314	309	623	148		2	26	176	799
Field Museum of Natural History	422	299	721	1,431	214	48	794	2,487	3,208
Florida State Museum—University of Florida	482	27	509	9				9	518
Harvard University									
Arnold Arboretum		45	45	640	10	10		660	705
Gray Herbarium		47	47	117		13	3	133	180
Museum of Comparative Zoology		197	197	757		30	59	846	1,043
Illinois State Natural History Survey	1,542		1,542	370				370	1,912
Los Angeles County Museum of Natural History	2,068	60	2,128	227	95		59	381	2,509
Missouri Bot. Garden		89	89	426	131	7	106	670	759
New York Bot. Garden	1,239	560	1,799	831	67	161	219	1,278	3,077
New York State Museum and Science Service	1,341	55	1,396	6				6	1,402
San Diego Natural History Museum	123	15	138	92	47		33	172	310
Smithsonian Institution, National Museum of Natural History		3,674	3,674	1,231				1,231	4,905
University of California Herbarium	143		143	1				1	144
Museum of Vertebrate Zoology	207		207	48				48	255
University of Kansas Mus. of Natural History	216	15	231	8		18	5	31	263
University of Michigan Herbarium	143		143						143
Museum of Zoology	365	342	707	8		3		11	718
University of Nebraska State Museum	174	33	207	64	9	5	7	85	292

<sup>1</sup>Calendar year 1969 in most institutions; for some, fiscal year ending June 30, 1970

<sup>2</sup>City, County and state levels

<sup>3</sup>Includes grants from foundations and contracts with industry

<sup>4</sup>Data from year 1967

# UNNUMBERED PUBLISHED REPORTS OF THE LEGISLATIVE REFERENCE BUREAU

- 1962
  - Inactive Depositor's Accounts
  - Organizing for State Planning and Economic Development
  - Government Participation in the Visitor Industry (out of print)
- 1963
  - Organization and Administration of the Hawaii Homes Program
  - Co-signing: Law and Practices of Consumer Cash Loans and Consumer installment Credit by Lending institutions in Hawaii
  - Year-round Operations of Educational institutions and the Implications for Hawaii
  - University of Hawaii Summer Sessions and a Tuition Differential
- 1968
  - Foreign Lenders and Mortgage Activity in Hawaii
- 1969
  - Survey of Population Data to see if Number of Individuals Who are Eligible for Medical Assistance can be Determined
  - Real Estate Investment Trusts and Chapter 207, Hawaii Revised Statutes
- 1970
  - Feasibility Study on the Consolidation and Placement of State Police Functions and Powers
  - Rules of the Road for Motor Vehicle Drivers in Hawaii: A Comparative Report (out of print)
  - Feasibility Study: Day Care Center at the University
  - Hawaii Penal Code
  - Feasibility of Regulating Public Tax Preparers
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  - Land Use Law Revisited: Land Uses Other Than Urban
  - Professional and Occupational Regulatory Boards and Commissions of the State of Hawaii (out of print)
- 1971
  - Law of Landlord and Tenant in Hawaii; a Proposed Residential Landlord-Tenant Code
  - Hawaii Bill Drafting Manual
- 1972
  - Cooperative Associations in Hawaii: A Future in Hawaiian Agriculture
  - Feasibility Study: State Acquisition of Bishop Museum
  - Digest and Index of Laws Enacted
  - A Study Concerning the Relationships Between Certain New Car Dealers and Their Wholesale Distributors