

# **The University of Hawaii at Hilo; A Re-examination of the Issues of Separation from the University of Hawaii System**

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Honolulu, Hawaii

## **FOREWORD**

This report examines various aspects of the status, condition, and quality of education of the University of Hawaii at Hilo under two scenarios:

- (1) The effects of retaining UH-Hilo as part of the UH system and exploring alternatives to improve the current status and condition of the existing UH-Hilo; and
- (2) The feasibility and effects of establishing UH-Hilo as an independent institution that is separate from the UH system.

This report was prepared in response to Act 167, Session Laws of Hawaii 1992, and parallels and updates a similar report conducted by Joyce D. Kahane in 1986, entitled, "The Establishment of an Independent University of Hawaii at Hilo", published by the Legislative Reference Bureau.

We thank all participants in Hilo, Honolulu, and Manoa, who gave freely of their opinions, knowledge, and time to discuss and re-examine the issue of separation for UH-Hilo.

Samuel B. K. Chang  
Director

December 1992

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## Chapter 1

### INTRODUCTION

Act 167, Session Laws of Hawaii 1992 (House Bill No. 1715, H.D. 1, S.D. 2, C.D. 1), directed the Legislative Reference Bureau (Bureau) to evaluate and examine two aspects of the issue concerning the status, condition, and quality of education of the University of Hawaii at Hilo. These aspects are:

- (1) The effects of retaining UH-Hilo as part of the UH System and exploring alternatives to improve the current status and condition of the existing UH-Hilo; and
- (2) The feasibility and effects of establishing UH-Hilo as an independent institution that is separate from the UH System.

#### History of H.B. No. 1715

As introduced, H.B. No. 1715 would have established a new institution of public higher education called the Hawaii State University (HSU) incorporating the Hilo campus of the University of Hawaii (see Appendix A for H.B. No. 1715 as introduced). The bill proposed a separate board of regents and president. However, the bill was amended on second reading in the House Committee on Higher Education and the Arts to require the Bureau to conduct a study instead. The House committee reported that "...a considerable sector of the Big Island community and organizations and individuals affiliated with the University of Hawaii-Hilo are frustrated with the current condition, status, and quality of education at UH-Hilo campus. Moreover other individuals and groups are also frustrated with the funding priorities, communication, cooperation, and overall relationship between UH-Hilo and the rest of the UH System, particularly the UH-Manoa campus."<sup>1</sup> Several persons testified requesting a return to the bill as originally written (to create the Hawaii State University) and objecting to a repeat study of the issue.<sup>2</sup> The bill then continued in its amended form to the Senate Committee on Education, where it was amended still further, requiring the Bureau to evaluate the feasibility of establishing a new state university in Hilo, separate from the UH System.<sup>3</sup>

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1. Standing Committee Report No. 206-92 on House Bill 1715, Sixteenth Legislature, 1992, State of Hawaii.

2. Testimony from the following individuals to the House Committee on Finance, February 24, 1992: Fumi Yamanaka; Glenn Hashimoto, President Japanese Chamber of Commerce and Industry of Hawaii; Laurence Capellas; Henry Otani, President, Hawaii Island Contractors' Association; Michael Shewmaker, President, Hawaii Island Board of Realtors; and Helen Ozaki.

3. Standing Committee Report No. 2392 on House Bill 1715, H.D. 1, Sixteenth Legislature, 1992, State of Hawaii.

The question of whether or not UH-Hilo should be a separate university is an issue that has been raised by some individuals and groups for several years. Similar opinions in 1985 resulted in House Resolution No. 119, H.D. 1 (1985) and a study by the Bureau, *The Establishment of an Independent University of Hawaii at Hilo* (1986) was prepared in response to that Resolution. While there are some differences between what was requested by House Resolution No. 119, H.D. 1 (1985) and Act 167 (SLH 1992), the Director of the Bureau felt that it did not appear that circumstances have changed substantially from the time the Bureau did the 1986 report that a revisitation of the same issues would result in substantially different findings.<sup>4</sup>

House Bill No. 1715 was amended by the Conference Committee, directing the Bureau examine two proposals: (1) retaining the current organizational structure, but providing suggestions to improve the relationship of Hilo with the other parts of the system, and (2) creating an independent university.

According to the Conference Committee Report, "[w]hile these community concerns do not appear to be representative of the island-wide population," motivation for the requested study was raised by "...a portion of the Big Island community" which feels that UH-Hilo is faced with obstacles which impede its growth, communication, educational progress and other factors resulting in missed program opportunities, inadequate funding, and poor site planning, among other things.<sup>5</sup>

The bill specified that the study by the Bureau first evaluate and examine the effects of retaining UH-Hilo as part of the UH System and explore alternatives to improve the current status and condition of the existing UH-Hilo to include the following items:

- (1) The problems and concerns currently faced by UH-Hilo that impede or hinder efforts to improve the educational quality of its institution under the existing UH System;
- (2) The advantages and disadvantages of UH-Hilo remaining as part of the UH System;
- (3) The perceived obstacles and drawbacks of UH-Hilo existing under the current board of regents of the UH System;

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4. Testimony by Samuel B. K. Chang, Director, Legislative Reference Bureau, on H.B. No. 1715, H.D. 1, presented to the Committee on Finance, House of Representatives, February 25, 1992.

5. Conference Committee Report No. 7 on House Bill 1715, H.D. 1, S.D. 2, C.D. 1, Sixteenth Legislature, 1992, State of Hawaii.

## INTRODUCTION

- (4) A progress report of the obstacles faced to facilitate and achieve articulation among UH-Hilo, UH-Manoa, and the other institutions of the UH System;
- (5) Actions and opportunities to improve communications, coordination, and the relationship between UH-Hilo and the existing UH System;
- (6) Strategies to improve the quality of education, status, and condition of UH-Hilo within the existing UH System;
- (7) A comparison of the funds allocated to UH-Hilo versus other campuses of the UH System;
- (8) A review of issues related to whether structural changes within the existing UH System could achieve similar results as compared to creating a separate university; and
- (9) Other matters deemed relevant to this study.

Secondly, the Bureau was asked to evaluate and examine the feasibility and effects of establishing UH-Hilo as an independent institution that is separate from the UH System including the following items:

- (1) Policy implications on other entities, including the community colleges, Hawaii Community College, UH-West Hawaii, UH-Manoa, and UH-West Oahu, if UH-Hilo were to become a separate university;
- (2) Implications on the development and execution of state higher education policy, including the need for separate governing boards of regents;
- (3) The need for and costs of expanding core programs, academic units, support services, and additional physical facilities to operate a separate institution;
- (4) Impact on collective bargaining for public employees;
- (5) Potential impacts upon retention and recruitment of faculty and staff;
- (6) Potential impacts upon enrollment, transfer, and articulation of course credits within the UH System;
- (7) A cost and impact analysis, and economic assessment of establishing a separate UH-Hilo;

- (8) The advantages and disadvantages of an autonomous UH-Hilo from the UH System;
- (9) A description of coordination and cooperation, if any, between an independent UH-Hilo and the UH System, to continue existing programs, resources, and activities between the two entities;
- (10) The impact on existing programs, resources, and functions under a separate UH-Hilo;
- (11) The effects on student enrollment, student admission, academic standards, and school administration and operation, under a separate UH-Hilo;
- (12) An assessment of the progress and effects on student achievement and learning of other states with dual university systems;
- (13) Recommendations for statutory amendments and other legislative actions necessary to establish a new state university at Hilo;
- (14) Student, faculty, and the overall campus-community response to establish a separate UH-Hilo campus that is independent from the UH System; and
- (15) Other matters deemed relevant to this study.

A report of the Bureau's findings and recommendations was due twenty days before the convening of the 1993 regular session.

H.B. No. 1715, H.D. 1, S.D. 2, C.D. 1, became law on June 12, 1992 (Act 167) by governor's signature (see Appendix B).

### **Relationship Between 1986 and 1992 Studies**

The instant report re-examines the issue of separation and analyzes the option of UH-Hilo remaining a part of the UH System with suggestions for improving coordination and cooperation. The following issues which were examined as part of the study for the 1985 House Resolution were not included in Act 167 and therefore are not re-examined in this study:

- (1) An economic assessment and impact analysis of a dissociation of UH-Hilo from the UH System, prepared in 1985 by the Department of Planning and Economic Development (now the Department of Business, Economic Development and Tourism). In 1986 the Bureau's report said, "The Department of Planning and

## INTRODUCTION

Economic Development found that the start-up cost of new upper division instructional programs would be very expensive without an existing critical core of faculty and facilities, especially with respect to natural science courses."<sup>6</sup> Regarding economic impacts, the Department of Planning and Economic Development said:<sup>7</sup>

The magnitude of the economic impact will largely depend on the size of student enrollment and the amount of university-related expenditures. The organizational structure of the University of Hawaii at Hilo, especially, the administrative control of the UH-Hilo, either by the centralized UH System or by a separate governing body, may not change the economic impact unless the separate administrative control of the UH-Hilo results in expanded university activities....the key issue, therefore, is the size and composition of the UH-Hilo rather than structure of governance.

- (2) A legal analysis of whether the Hawaii State Constitution prohibits the establishment of a second state university. The legal analysis of this question concluded that the State Constitution does not appear to preclude the establishment of another state university, "if the legislature so desires".<sup>8</sup>
- (3) How the land-grant college system and related federal law affect the establishment of a separate state university. The Bureau concluded that the State of Hawaii is entitled to establish several land-grant institutions and it is the responsibility of the State Legislature to distribute the federal moneys.<sup>9</sup>

## Methodology

The primary data gathering activities for this report were as follows:

- (1) Observations were collected from the administrations of the university system, UH-Manoa, and UH-Hilo campuses of the University of Hawaii in response to

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6. Joyce D. Kahane, The Establishment of an Independent University of Hawaii at Hilo, Legislative Reference Bureau (Honolulu: 1986), Executive Summary, p. ix (hereinafter cited as Kahane: Independent UH-Hilo).

7. Kahane, Independent UH-Hilo, p. 83.

8. Kahane, Independent UH-Hilo, p. 52.

9. Kahane, Independent UH-Hilo, p. 91.

specific questions about the issues of retaining Hilo in the system or separating it from the system. Statistical information about enrollment, funding, organizational structure and related matters were also requested and received from both campuses to show changes since the earlier report.

- (2) The writer, a legislative researcher for the Bureau, spent six days in Hilo to meet with a representative of the county council, community members, administrators, faculty, staff, and students from the Manoa and Hilo campuses to obtain their opinions of Hilo continuing as part of the UH System or separating from it. In addition, Board of Regents' representative(s), University of Hawaii Professional Assembly (UHPA) executives, State Legislators, and Hawaii county business representatives were interviewed for their views of the impacts on state educational policy, collective bargaining, economic opportunities for Hilo, and other perceptions of UH-Hilo as an educational institution.
- (3) The University of Hawaii Professional Assembly's survey conducted by the UHPA Ad Hoc Committee on UH-Hilo Governance Separation was received by the Bureau, and included in this report.
- (4) Where relevant, parts of the 1986 Bureau report have been summarized and its findings compared to the survey findings of 1992. Two other major reports by noted educational consultants issued in 1990 addressing the issue of governance (Ernest Boyer's report) and a master plan for the university (by Richard and Mildred Kosaki) are also discussed in this report.
- (5) A limited literature review was conducted in the areas of university governance structure, public policy and higher education, economic development, higher education costs, and philosophy of higher education, among other topics.

## **Organization of the Report**

Chapter 1 introduces the report, explains the history of the law requiring the study, and describes methodology.

Chapter 2 is divided into two parts. Part A describes the organization of UH-Hilo, its enrollment, student body characteristics, courses, faculty, facilities, and funding requests. Part B describes opinions from administrators, faculty, students, community members, and others about separating from the system or remaining a part of it. The Bureau sought as broad a range of opinions as possible and asked interviewees who wish a separation from the system to identify specific ways in which a new university might be structured and what kind of model it should follow.



## INTRODUCTION

Chapter 3 is also divided into two parts. Part A describes the implications of separating from the system. Part B describes the implications of the Hilo campus staying in the UH System with appropriate references to the Boyer and the Kosaki reports and suggestions from interviewees for improving the climate at the Hilo campus.

Chapter 4 concludes with findings and recommendations based on the 22 concerns expressed in Act 167.

### Definition of Terms

The same definitions used in the 1986 LRB study are used in this report. That is: the terms "higher education", "college", and "university" are often used broadly. "Higher education" encompasses education beyond the high school level. Although the terms "college" and "university" are traditionally differentiated in meaning, "college" referring to undergraduate instructional institutions and "university" referring to institutions which also have a graduate research orientation, the boundaries of these terms have often become merged. In what follows, "college" and "university" may sometimes be interchanged.<sup>10</sup>

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10. Kahane, Independent UH-Hilo, p. 4.

## Chapter 2

### THE UNIVERSITY OF HAWAII AT HILO IN 1992

This chapter is presented in two parts. Part A describes the administrative organization of the University of Hawaii system and includes statistical information gathered from the system and UH-Hilo about enrollment, personnel, revenues, and expenditures. Part B presents the Bureau's collection of opinions and perceptions from interviews of students, faculty, a representative of the county council, current and former members of the board of regents, selected legislative members, community members, and administrators about UH-Hilo remaining in the UH System or separating from it. Part B concludes with a summary of the 1992 UHPA survey of UH-Hilo faculty, a League of Women Voters's opinion survey of candidates from the Big island regarding this issue, and the Hawaii County Council's support expressed in a Resolution approved in May 1992.

#### PART A

##### The Organization of the UH System

Although the organization of the University of Hawaii has been described in the Bureau's 1986 report, *The Establishment of an Independent University of Hawaii at Hilo*, another brief description of the organizational structure of the UH System is in order because some of the perceived problems as well as proposed suggestions for change relate to the way the UH is organized.

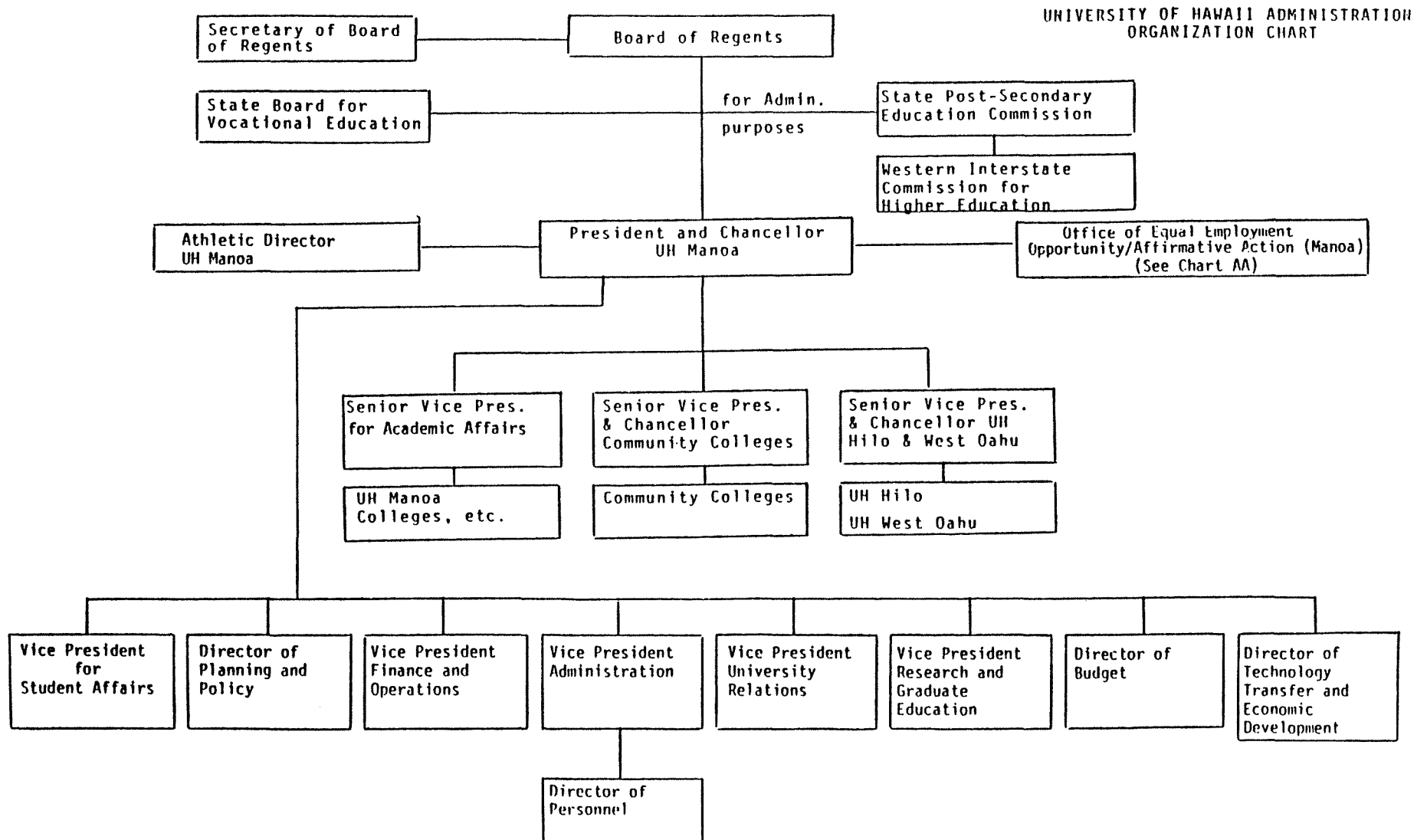
The University of Hawaii was established by constitutional mandate and is governed by an eleven-member Board of Regents (Board) who are appointed by the governor.<sup>1</sup> Exhibit 1 portrays the overall UH organizational chart for the University of Hawaii. The Board appoints the President of the system; the President of the UH System also serves as the Chancellor of UH-Manoa. The President's office is located on the Manoa campus. The UH System consists of the Manoa, Hilo, and West Oahu campuses and the seven community colleges.

The Manoa campus is the main campus in Honolulu with an enrollment of 19,316 (FTE: 14,918) students in Fall 1991. As the flagship campus, Manoa offers 86 Bachelors, 85 Masters, and 50 Doctoral degrees, professional degrees in law and medicine, and certificates

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1. See Constitution of the State of Hawaii Article X, sections 5 and 6, and Chapter 304, Hawaii Revised Statutes.

## Exhibit 1



Source: Office of the Vice-President for University Relations, August 1992.

in a range of subject areas. Hilo offers 26 Bachelors degrees, one of which is from the College of Agriculture, and nine certificates.

### **The Organizational Structure of UH-Hilo<sup>2</sup>**

The chief administrator of UH-Hilo is one of three Senior Vice-Presidents and has the additional title of Chancellor, UH-Hilo and West Oahu. Senior Vice-President and Chancellor Edward J. Kormondy<sup>3</sup> lives in Hilo and spends about two days a week on Oahu for West Oahu business and meetings at Manoa. In this respect, there has been a change since the Bureau's 1986 report--the chancellor resides in Hilo instead of on Oahu--but he is still required to divide his attention between two campuses on different islands. As will be referred to later, this division of responsibility between two campuses is viewed by some as a detraction from the Senior Vice-President and Chancellor's duties to the Hilo campus (see Exhibits 2, 3 and 4 for the organizational charts of UH-Hilo).

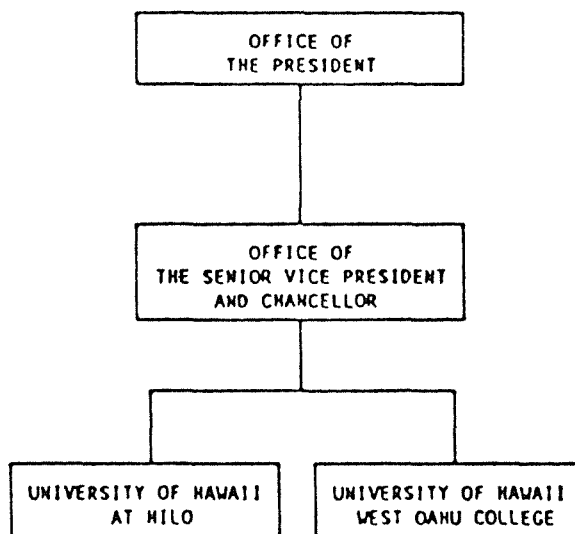
In 1990 the Board of Regents approved the concept of separating the Hawaii Community College from UH-Hilo and integrating it into the statewide community college system.<sup>4</sup> However, the two schools continue to share a campus, library, student center, and faculty offices as the community college does not yet have its own campus. Implementation of major components of the separation took two years, being completed by Fall 1992. However physical separation will require five to ten years. With the separation of Hawaii Community College from UH-Hilo, the campus is composed of a four-year College of Arts and Science, a four-year College of Agriculture, and a College of Continuing Education and Community Service.

The College of Arts and Sciences provides general academic and professional instruction leading to the bachelor of arts, science, or business administration, and certificates in certain subjects, plus a teacher education program which enables students to qualify for the provisional teaching certificate issued by the Hawaii state Department of Education (see Exhibit 5 for a list of degrees and certificates offered by the College of Arts and Sciences). An additional BA degree, Marine Sciences was added in Fall 1992.

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2. The source of much of the narrative and 1992 data came from the administrative offices of Senior Vice President and Chancellor Kormondy of UH-Hilo. For data before 1986 see Kahane, Independent UH-Hilo, pp. 24-39.
  3. On November 1, 1992, Dr. Kormondy announced his resignation effective August 1993 or sooner. The Sunday Star Bulletin-Advertiser, "Head of UH-Hilo, West Oahu announces resignation", November 1, 1992, p. A-5.
  4. The Board of Regents' rationale for the separation was the different missions of a community college and an undergraduate university and the feeling that a separation sooner rather than later was preferable so that each body could develop according to its respective mission. (Interview, Regent Chair, H. Howard Stephenson, September 21, 1992)

## Exhibit 2

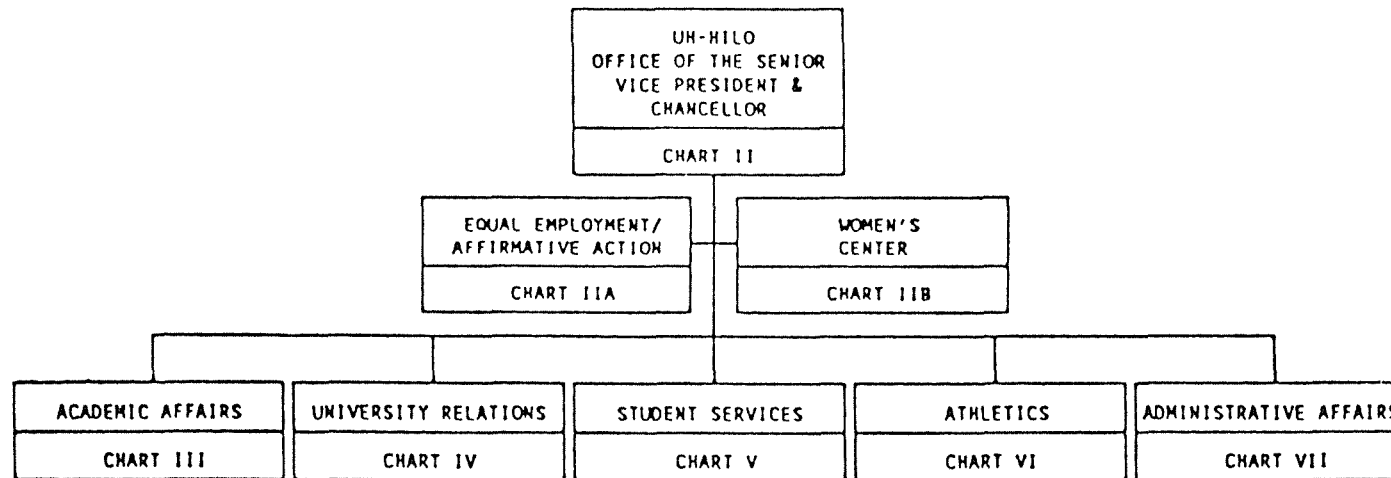
STATE OF HAWAII - UNIVERSITY OF HAWAII  
UNIVERSITY OF HAWAII AT HILO  
UNIVERSITY OF HAWAII WEST OAHU



Source: Office of the Vice-President for University Relations, August 1992.

### Exhibit 3

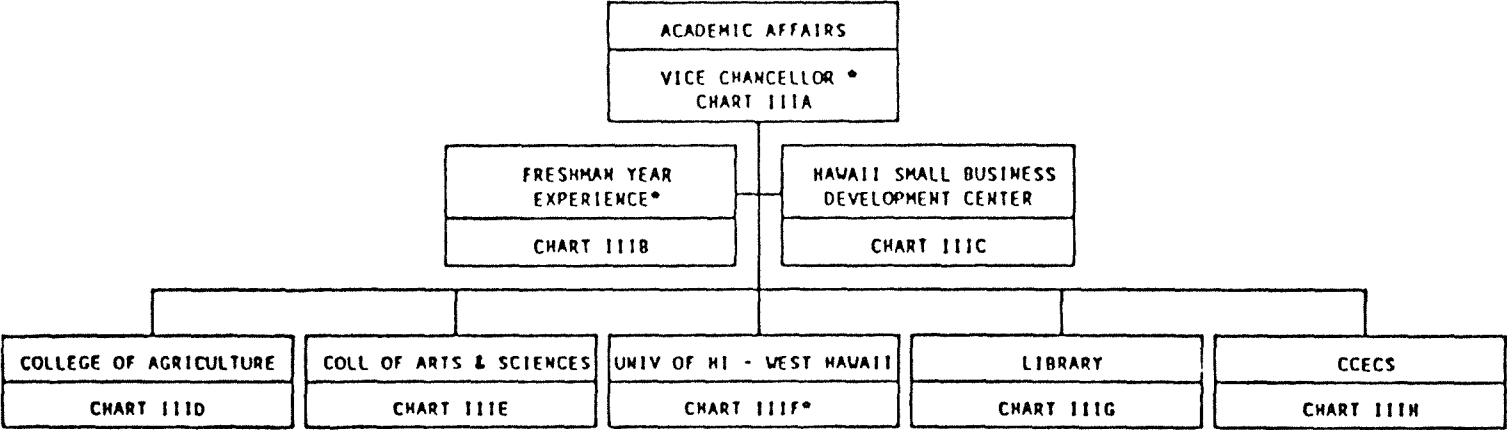
STATE OF HAWAII - UNIVERSITY OF HAWAII  
UNIVERSITY OF HAWAII AT HILO  
ORGANIZATIONAL CHART  
CHART I



Source: Office of the Vice-President for University Relations, August 1992.

Exhibit 4

STATE OF HAWAII - UNIVERSITY OF HAWAII  
UNIVERSITY OF HAWAII AT HILO  
ACADEMIC AFFAIRS  
POSITION ORGANIZATION CHART III



\* PROPOSED

Source: Office of the Vice-President for University Relations, August 1992.

## Exhibit 5

### DEGREES, SUBJECT CERTIFICATES AND CERTIFICATES OF ACHIEVEMENT OFFERED UNIVERSITY OF HAWAII AT HILO a/ FALL 1991

COLLEGE AND PROGRAM	EDUCATIONAL OBJECTIVE	
	BACHELOR'S DEGREE	OTHER
<b>TOTAL</b> .....	<b>26</b>	<b>9</b>
<b>College of Arts and Sciences</b> .....	<b>25</b>	<b>9</b>
Division of Business and Economics		
Business Administration .....	BBA	
Economics .....	BA	
Humanities Division		
Art .....	BA	
English .....	BA	
Hawaiian Studies .....	BA	
Basic Hawaiian Culture .....		Cert.
Hawaiian Language .....		Cert.
Japanese Studies .....	BA	Cert.
Music .....	BA	
Philosophy .....	BA	
Speech .....	BA	
Natural Sciences Division		
Biology .....	BA	
Chemistry .....	BA	
Computer Science .....	BS	
Mathematics .....	BA	
Physics .....	BA	
Geology .....	BA	Cert.
Natural Science.....	BA	
Nursing.....	BS	
Social Sciences Division		
Anthropology .....	BA	
Geography .....	BA	
History .....	BA	
Political Science .....	BA	
Environmental Policy & Political Economy .		Cert.
Planning .....		Cert.
Public Admin & Public Service .....		Cert.
Psychology .....	BA	
Sociology .....	BA	
Teacher Education Program .....		Cert.
Teacher Education, Fifth Year .....		Cert.
Interdisciplinary Majors		
Liberal Studies .....	BA	
Linguistics .....	BA	
<b>College of Agriculture</b> .....	<b>1</b>	
Agriculture .....	BS	

a / Beginning in Fall 1991, Hawaii Community College was organizationally moved from the University of Hawaii at Hilo to the Community Colleges.

Source: Office of the Vice-President for University Relations, August 1992.



The College of Agriculture prepares students for careers or graduate work in agriculture through a Bachelor of Science degree in six areas of specialization: tropical horticulture, animal science (preveterinary and production operations), aquaculture, agribusiness, crop protection, and general agriculture. A typical curriculum combines College of Arts and Sciences and College of Agriculture courses. The UH-Hilo Agriculture Farm Laboratory has 110 acres of land for students to gain hands-on experience in the growing of a variety of tropical vegetables, fruit, and livestock.

Before 1991, the College of Continuing Education and Community Service was called the Center for Continuing Education and Community Service. This college provides community outreach programs such as personal development courses, seminars, workshops, conferences, cultural exhibits and performances, community education, travel study, international and senior programs, and other activities throughout the county of Hawaii and is also responsible for Summer Session.<sup>5</sup>

### **Number of Employees at UH-Hilo**

UH-Hilo employed a total of 376 people in Fall 1991, of which 297 were full-time and 79 part-time employees. Total faculty numbered 218 individuals of which 129 were instructional faculty, 68 were lecturers, 16 specialists, and 5 librarians. Among the Administrative, Professional, and Technical (APT) personnel, 54 were full-time and 3 part-time employees. All 12 executive and administrative/management personnel were full-time employees. There were 89 civil service employees, of which 86 were full-time and 3 part-time (see Exhibit 6, Number of Personnel).

### **Analytical FTE Faculty Data**

Exhibit 7, a five-year summary of analytical FTE faculty, displays some faculty workload measures and student-faculty ratios from 1985 to 1989 for Manoa and Hilo. Total equivalent semester hours per faculty at Manoa was highest in Fall 1986 at 9.21 hours per faculty member and at Hilo (also highest in 1986) was 10.99 hours per faculty. In 1989 the latest year for which data were available, equivalent hours per faculty at Manoa was 8.33 and at Hilo, 10.53. The difference in teaching loads is explained by release time for research responsibilities at Manoa. The teaching mission at Hilo is evident from the differences in student-faculty ratios at each school: in Fall 1989 student faculty ratio for lower division classes was 18.31 for Manoa and 13.84 for Hilo. For upper division classes in the same year, student-faculty ratio at Manoa was 10.69 and at Hilo, 7.78.

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5. Kahane, Independent UH-Hilo, 1986, pp. 15-39 and information from Chancellor Kormondy's office, July, 1992.

## Exhibit 6

### Number of Personnel and Full-time Equivalent: All Funds University of Hawaii-Hilo, by Classification and Rank Fall 1991

Campus, Classification & Rank	TOTAL	Subtotal	Number of Personnel			Part-Time		Full-Time Equivalent (FTE)
			Full-Time	Men	Women	Subtotal	Men	Women
UNIVERSITY OF HAWAII AT HILO	376	297	174	123	79	35	44	301.83
Board of Regents Appointee	287	211	141	70	76	35	41	214.45
Faculty	218	145	102	43	73	35	38	146.95
Instructional Faculty	129	125	95	30	4	4		126.45
Professor	46	44	42	2	2	2		44.5
Associate Professor	44	42	27	15	2	2		42.90
Assistant Professor	33	33	23	10				33.00
Instructor	6	6	3	3				6.00
Specialist	16	15	6	9	1		1	15.50
Specialist	1	1	1					1.00
Associate Specialist	2	2		2				2.00
Assistant Specialist	6	6	3	3				6.00
Junior Specialist	7	6	2	4	1		1	6.50
Librarian	5	5	1	4				5.00
Assistant Librarian	2	2	1	1				2.00
Junior Librarian	3	3		3				3.00
Lecturer	68				68	31	37	**
Admin, Prof & Tech (APT)	57	54	29	25	3		3	55.50
Administrative & Fiscal	10	10	5	5				10.00
Res, Tchg, Acad Supp & Curatorial	35	32	16	16	3		3	33.50
Technical Operations	7	7	5	2				7.00
Engineering & Allied	3	3	2	1				3.00
Athletics	2	2	1	1				2.00
Executive & Admin/Mgr Personnel	12	12	10	2				12.00
Civil Service	89	86	33	53	3		3	87.38

Source: University of Hawaii, Institutional Research Office, May 1992, Faculty and Staff Report, Fall 1991. Excerpt from Table 1.

## Exhibit 7

### 5-YEAR SUMMARY OF ANALYTICAL FTE FACULTY, EQUIVALENT SEMESTER HOURS PER FACULTY, AND STUDENT-FACULTY RATIO

FALL 1985 TO FALL 1989

#### UNIVERSITY OF HAWAII AT MANOA

DEPARTMENT AND COURSE LEVEL	ANALYTICAL FTE FACULTY					EQUIVALENT SEMESTER HOURS PER FACULTY					STUDENT - FACULTY RATIO				
	1985	1986	1987	1988	1989	1985	1986	1987	1988	1989	1985	1986	1987	1988	1989
TOTAL	1,206.54	1,186.44	1,199.89	1,198.98	1,272.08	8.90	9.21	8.66	8.59	8.33	12.54	12.20	11.69	11.71	11.11
Lower Division	343.17	322.38	320.40	335.83	358.54	9.65	10.24	9.64	9.47	9.31	21.46	20.81	20.20	19.60	18.31
Upper Division	440.86	437.82	430.50	422.12	451.95	8.59	8.88	8.56	8.34	8.03	11.40	11.41	11.41	11.39	10.69
Graduate Level	422.51	426.24	448.99	441.03	461.59	8.62	8.76	8.05	8.16	7.87	6.50	6.50	5.90	6.01	5.93

#### UNIVERSITY OF HAWAII AT HILO

DEPARTMENT AND COURSE LEVEL	ANALYTICAL FTE FACULTY					EQUIVALENT SEMESTER HOURS PER FACULTY					STUDENT - FACULTY RATIO				
	1985	1986	1987	1988	1989	1985	1986	1987	1988	1989	1985	1986	1987	1988	1989
TOTAL 1/ .....	206.95	211.96	223.45	227.82	244.58	10.83	10.99	10.62	10.76	10.53	12.47	12.22	12.18	12.05	12.25
Lower Division .....	148.79	153.21	161.31	159.46	179.50	11.46	11.56	11.13	11.35	10.91	14.44	14.09	14.08	14.17	13.84
Upper Division .....	58.16	58.45	62.14	68.36	64.75	9.58	9.50	9.32	9.39	9.48	7.41	7.32	7.23	7.11	7.78
Graduate Level .....					0.33					9.09					21.21

Source: University of Hawaii at Hilo, Office of the Chancellor, October 2, 1992.

### **New Programs Established at UH-Hilo Since 1985**

A comparison of curricula offered in Fall 1984 and Fall 1991 reveals new bachelors degrees in art (approved, December 1985), computer science (approved, January 1985), Japanese studies (approved, December 1987), natural science (approved, March 1991), nursing (approved, March 1991), marine science (approved, June 1992), and certificates in teacher education and its fifth year programs have been added over the past seven years. There is currently consideration for adding a new bachelors degree in astronomy<sup>6</sup> and in health and physical education,<sup>7</sup> and a masters in education,<sup>8</sup> in psychology,<sup>9</sup> and social work<sup>10</sup> in the next two to three years.

### **Instructional Unit Cost Study**

The Instructional Unit Cost study "reflects only direct costs related to instruction. ... All support costs, such as library services, operation and maintenance, student services, administrative services, were not included".<sup>11</sup> Exhibit 8 displays Direct Instruction Cost (DIC) per student semester hour (SSH), 1986 to 1990 for the various schools. At the lower division for Manoa, DIC/SSH was \$119 and at Hilo, \$111 for fiscal year 1990-91. At the upper division level the figures were \$211 and \$205, respectively.

The Institutional Research Office notes that "Increases in the Cost per SSH do not necessarily mean that expenditures, only, increased. Increases could merely be the function of falling SSH or allocations rising at a rate faster than the increase in SSH. Likewise, decreases in the Cost per SSH do not mean reduced levels of spending. This could be a function of SSH increasing faster than the allocation of funds".<sup>12</sup>

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6. UH-Hilo, Academic Development Plan, 1992-1997 (Draft) (Hilo: 1992), p. 54 (hereinafter cited as Draft ADP).

7. Draft ADP, p. 58.

8. Draft ADP, p. 56.

9. Draft ADP, p. 61.

10. Draft ADP, p. 62.

11. University of Hawaii, Contracts and Grants Management Office, Instructional Unit Cost Study, UH-Hilo, for the fiscal year ended, June 30, 1991 (Honolulu: February 1992).

12. University of Hawaii, Institutional Research Office, "Instructional Unit Cost Study Summary, University of Hawaii, Fiscal Years 1986-87 to 1990-91" (Honolulu: March 1992).

## Exhibit 8

**TABLE 1A**  
**UNIVERSITY OF HAWAII**  
**DIRECT INSTRUCTION COST PER STUDENT SEMESTER HOUR**  
**1986 TO 1990**

COLLEGE/SCHOOL	FISCAL YEAR					1990-91 1 YEAR CHANGE	1990-91 4 YEAR CHANGE
	1986-87	1987-88	1988-89	1989-90	1990-91		
<b>UH AT MANOA</b>	\$143	\$166	\$178	\$206	\$227	10.2	58.7
Lower Division.....	\$90	\$89	\$98	\$113	\$119	5.3	32.2
Upper Division.....	\$137	\$150	\$167	\$196	\$211	7.7	54.0
Graduate Division.....	\$310	\$479	\$433	\$480	\$547	14.0	76.5
<b>UH AT HILO 1/</b>	\$102	\$104	\$116	\$126	\$126	0.0	23.5
Lower Division.....	\$90	\$90	\$102	\$111	\$108	-2.7	20.0
Upper Division.....	\$168	\$165	\$180	\$197	\$205	4.1	22.0
Graduate Division.....	\$0	\$0	\$135	\$104	\$0		
<b>UH AT WEST OAHU</b>							
Upper Division.....	\$46	\$49	\$52	\$70	\$77	10.0	67.4
<b>UHCC</b>	\$60	\$63	\$71	\$84	\$87	3.6	45.0
General Education.....	\$50	\$52	\$56	\$65	\$69	6.2	38.0
Vocational Education.....	\$77	\$83	\$103	\$127	\$132	3.9	71.4
<b>UH SYSTEM</b>	\$104	\$115	\$126	\$145	\$155	6.9	49.0
Lower Division.....	\$73	\$74	\$83	\$96	\$99	3.1	35.6
Upper Division.....	\$134	\$146	\$162	\$188	\$202	7.4	50.7
Graduate Division.....	\$310	\$479	\$432	\$479	\$547	14.2	76.5

1/ UH includes College of Agriculture, Arts and Sciences and West Hawaii

A complete narrative and more data from the university system as well as UH-Hilo's narrative for fiscal year ended June 30, 1991 can be found in Appendix C.

### Student Characteristics

Whether measured by headcount or full-time equivalent (FTE), enrollment figures for Hilo show some fluctuations over the past decade but move generally in an upward direction. (In these figures the enrollments for Hawaii Community College have been removed, so the count is for the College of Arts and Sciences and College of Agriculture). In Fall 1981, total headcount enrollment was 1,568 (FTE: 1,238). This figure dipped a little in Fall 1985 with a headcount of 1,447 (FTE: 1,181), but by Fall 1991 headcount figures were up to 2,670 (FTE: 2,035) or about 6 percent of the total University of Hawaii student population despite separation of Hawaii Community College in Fall 1991. Projections for headcount enrollment of regular students for 1992-1998 are as follows:

#### PROJECTED ENROLLMENT: HILO 1992 to 1998

<u>1992</u>	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>
2,961	3,274	3,572	3,733	3,980	4,168	4,363

Source: University of Hawaii, Enrollment Projections University of Hawaii Fall 1992 to Fall 1998, Institutional Research Office, May 1992, Table 1, p. 7.

Thus the drop in headcount enrollment figures for Hilo in 1984 and 1985 can be viewed as a small dip in an otherwise upward direction and if projections based on trends hold true, Hilo can expect continued increases in enrollment as it enters the 21st century. Enrollment statistics since 1981 can be seen in Exhibit 9 Enrollment UH-Manoa and UH-Hilo, 1981-1991.

Of the total number of students enrolled in Fall 1990, all but about 100 were enrolled in the College of Arts and Sciences. As of Fall 1991, three-fourths of the students came from the Big Island; 15 percent from the rest of Hawaii; 6 percent from the mainland, and the rest from possessions of the United States (2 percent) or foreign countries (1.6 percent) (see Exhibit 10 for more detail about the selected characteristics of regular students at Hilo).

## Exhibit 9

### ENROLLMENT: UH-MANOA AND UH-HILO FALL 1981 TO FALL 1991

Year	UH-MANOA			UH-HILO*		
	Total No. of Regular Students	± % Change	% of Total UH	Total No. of Regular Students	± % Change	% of Total
1981	(a) 20,446	+ 1	45.0	(a) 1,568	-4	3.4
	(b) 16,365	0	49.8	(b) 1,238	-4	3.7
1982	(a) 20,880	+ 2	44.0	(a) 1,658	+ 6	3.5
	(b) 16,637	+ 2	49.0	(b) 1,314	+ 6	3.8
1983	(a) 20,966	0	45.0	(a) 1,628	-2	3.5
	(b) 16,621	0	50.0	(b) 1,345	+ 2	4.0
1984	(a) 19,965	-5	46.0	(a) 1,506	-7	3.4
	(b) 15,757	-5	51.0	(b) 1,272	-5	4.0
1985	(a) 19,606	-2	45.0	(a) 1,447	-4	3.3
	(b) 15,250	-3	50.0	(b) 1,181	-7	3.9
1986	(a) 18,918	-4	44.0	(a) 1,594	+ 10	3.7
	(b) 14,604	-4	49.5	(b) 1,265	+ 7	4.2
1987	(a) 18,382	-3	43.0	(a) 1,711	+ 7	4.0
	(b) 14,122	-3	48.0	(b) 1,325	+ 5	4.5
1988	(a) 18,424	0	43.0	(a) 1,769	+ 3	4.1
	(b) 14,250	+ 1	48.7	(b) 1,331	0	4.5
1989	(a) 18,546	+ 1	42.0	(a) 1,927	+ 9	4.4
	(b) 14,444	+ 1	48.0	(b) 1,461	+ 10	4.8
1990	(a) 18,810	+ 1	41.0	(a) 2,553	+ 32	5.5
	(b) 14,541	+ 1	46.5	(b) 1,972	+ 35	6.3
1991	(a) 19,316	+ 3	40.6	(a) 2,670	+ 5	5.6
	(b) 14,918	+ 3	46.3	(b) 2,035	+ 3	6.3

Source: University of Hawaii, Institutional Research Office, Fall Enrollment Report, Fall 1991, April 1992.

\* Beginning in Fall 1991, Hawaii Community College was transferred from UH-Hilo to the community colleges. Figures have been adjusted accordingly.

(a) By headcount.

(b) By full-time equivalent.

# Exhibit 10

## SELECTED CHARACTERISTICS OF REGULAR STUDENTS UNIVERSITY OF HAWAII AT HILO FALL 1990

CHARACTERISTIC	TOTAL No. V%		CLASSIFIED						UNCLASSIFIED			NO DATA
			Agriculture No. V%		Arts & Sci No. V%		Hawaii CC No. V%		Subtotal No. V%		2-Yr 4-Yr	
TOTAL .....	4,449	100.0	108	100.0	1,849	100.0	1,526	100.0	966	100.0	370 596	
H% .....		100.0		2.4		41.6		34.3		21.7	8.3 13.4	
EDUCATIONAL LEVEL:												
Classified .....	3,483	78.3	108	100.0	1,849	95.5	1,526	100.0				
Undergraduate .....	3,400	76.4	108	100.0	1,766	95.5	1,526	100.0				
Freshmen .....	1,634	36.7	33	30.6	644	34.8	957	62.7				
Sophomores .....	964	21.7	20	18.5	375	20.3	569	37.3				
Juniors .....	363	8.2	19	17.6	344	18.6						
Seniors .....	439	9.9	36	33.3	403	21.8						
Graduate (PD) .....	83	1.9			83	4.5						
Unclassified .....	966	21.7							966	100.0	370 596	
Undergraduate .....	765	17.2							765	79.2	370 395	
Graduate .....	201	4.5							201	20.8	201	
SEX:												
Men .....	1,794	40.3	65	60.2	762	41.2	613	40.2	354	36.6	141 213	
Women .....	2,655	59.7	43	39.8	1,087	58.8	913	59.8	612	63.4	229 383	
PERMANENT HOME ADDRESS:												
Hawaii .....	4,191	94.2	100	92.6	1,680	90.9	1,466	96.1	945	97.8	365 580	
Oahu .....	222	5.0	6	5.6	158	8.5	41	2.7	17	1.8	2 15	
Honolulu .....	70	1.6	2	1.9	49	2.7	10	0.7	9	0.9	1 8	
Leeward .....	101	2.3	3	2.8	76	4.1	16	1.0	6	0.6	6	
Windward .....	51	1.1	1	0.9	33	1.8	15	1.0	2	0.2	1 1	
Hawaii .....	3,807	85.6	86	79.6	1,421	76.9	1,377	90.2	923	95.5	361 562	
Kauai .....	70	1.6	4	3.7	42	2.3	24	1.6				
Maul County .....	92	2.1	4	3.7	59	3.2	24	1.6	5	0.5	2 3	
Other than Hawaii .....	200	4.5	7	6.5	148	8.0	26	1.7	19	2.0	4 15	
U.S. Mainland .....	147	3.3	5	4.6	112	6.1	14	0.9	16	1.7	4 12	
U.S. Possessions .....	3	0.1			3	0.2						
Foreign .....	50	1.1	2	1.9	33	1.8	12	0.8	3	0.3	3	
No Data .....	58	1.3	1	0.9	21	1.1	34	2.2	2	0.2	1 1	



**Exhibit 10 (continued)**

CHARACTERISTIC	TOTAL No. V%		CLASSIFIED						UNCLASSIFIED				NO DATA
			Agriculture No. V%		Arts & Sci No. V%		Hawaii CC No. V%		Subtotal No. V%		2-Yr	4-Yr	
<b>TUITION STATUS:</b>													
Residents .....	3,995	89.8	95	88.0	1,591	86.0	1,383	90.6	926	95.9	362	564	
Resident .....	3,899	87.6	89	82.4	1,532	82.9	1,361	89.2	917	94.9	362	555	
Resident Converted .....	96	2.2	6	5.6	59	3.2	22	1.4	9	0.9		9	
Non-Residents .....	454	10.2	13	12.0	258	14.0	143	9.4	40	4.1	8	32	
Not Exempted .....	281	6.3	10	9.3	176	9.5	59	3.9	36	3.7	6	30	
Exempted .....	173	3.9	3	2.8	82	4.4	84	5.5	4	0.4	2	2	
Military .....	9	0.2			4	0.2	4	0.3	1	0.1		1	
Faculty/Staff .....	3	0.1	1	0.9	1	0.1			1	0.1		1	
Institutional .....	129	2.9	1	0.9	46	2.5	80	5.2	2	0.2	2		
Student Exchange .....	22	0.5	1	0.9	21	1.1							
Pacific-Asian .....	10	0.2			10	0.5							
<b>AGE:</b>													
Mean Age (in years) .....		27.5		28.0		25.7		24.8		35.1	36.2	34.3	
Under 18 .....	153	3.4	1	0.9	85	4.6	60	3.9	7	0.7	2	5	
18-19 .....	1,088	24.5	19	17.6	488	26.4	505	33.1	76	7.9	23	53	
20-21 .....	670	15.1	9	8.3	322	17.4	279	18.3	60	6.2	22	38	
22-24 .....	523	11.8	18	16.7	273	14.8	160	10.5	72	7.5	24	48	
25-29 .....	482	10.8	22	20.4	185	10.0	143	9.4	132	13.7	51	81	
30-34 .....	466	10.5	17	15.7	155	8.4	133	8.7	161	16.7	61	100	
35-59 .....	972	21.8	22	20.4	325	17.6	235	15.4	390	40.4	152	238	
60 and over .....	93	2.1			15	0.8	11	0.7	67	6.9	34	33	
No Data .....	2	<0.1			1	0.1			1	0.1	1		
<b>ATTENDANCE STATUS:</b>													
Full-Time .....	2,927	65.8	91	84.3	1,533	82.9	1,155	75.7	148	15.3	25	123	
Part-Time .....	1,522	34.2	17	15.7	316	17.1	371	24.3	818	84.7	345	473	
<b>TOTAL STUDENT SEMESTER HRS TAKEN...</b>	50,452		1,476		24,348		19,423		5,205		1,628	3,577	
Full-Time .....	42,902		1,370		22,458		17,157		1,917		348	1,569	
Part-Time .....	7,550		106		1,890		2,266		3,288		1,280	2,008	
<b>AVERAGE SEMESTER HOURS TAKEN .....</b>		11.3		13.7		13.2		12.7		5.4	4.4	6.0	
Full-Time Students .....		14.7		15.1		14.6		14.9		13.0	13.9	12.8	
Part-Time Students .....		5.0		6.2		6.0		6.1		4.0	3.7	4.2	

**Exhibit 10 (continued)**

CHARACTERISTIC	TOTAL No. V%		CLASSIFIED						UNCLASSIFIED				NO DATA
			Agriculture No. V%		Arts & Sci No. V%		Hawaii CC No. V%		Subtotal No. V%		2-Yr	4-Yr	
<b>FTE STUDENT ENROLLMENT</b> .....	3,375		98		1,636		1,294		347		109	238	
Classified .....	3,028		98		1,636		1,294						
Lower Division (2-yr) .....	1,294						1,294						
General .....	656						656						
Vocational .....	638						638						
Lower Division (4-yr) .....	969		45		924								
Upper Division .....	702		53		649								
Graduate (PD's) .....	63				63								
Unclassified .....	347								347		109	238	
Undergraduate .....	284								284		109	175	
Graduate .....	63								63			63	
<b>LOCAL ADDRESS:</b>													
South Hilo .....	2,786	62.6	65	60.2	1,354	73.2	954	62.5	413	42.8	119	294	
North Hilo .....	30	0.7			9	0.5	12	0.8	9	0.9	1	8	
Hamakua .....	91	2.0			39	2.1	38	2.5	14	1.4	7	7	
North Kohala .....	70	1.6	1	0.9	12	0.6	33	2.2	24	2.5	15	9	
South Kohala .....	236	5.3	4	3.7	67	3.6	53	3.5	112	11.6	68	44	
North Kona .....	327	7.3	5	4.6	57	3.1	68	4.5	197	20.4	104	93	
South Kona .....	107	2.4	2	1.9	25	1.4	39	2.6	41	4.2	21	20	
Ka'u .....	69	1.6	2	1.9	15	0.8	40	2.6	12	1.2	4	8	
Puna .....	719	16.2	29	26.9	269	14.5	287	18.8	134	13.9	26	108	
No Data .....	14	0.3			2	0.1	2	0.1	10	1.0	5	5	
<b>REGISTRATION STATUS:</b>													
Continuing .....	2,427	54.6	72	66.7	1,155	62.5	951	62.3	249	25.8	98	151	
Returning .....	351	7.9	7	6.5	67	3.6	78	5.1	199	20.6	52	147	
First-Time .....	1,062	23.9	13	12.0	423	22.9	415	27.2	211	21.8	103	108	
Transfer .....	609	13.7	16	14.8	204	11.0	82	5.4	307	31.8	117	190	
<b>ETHNICITY:</b>													
Asian/Pacific Islander .....	2,403	54.0	42	38.9	1,012	54.7	953	62.5	396	41.0	151	245	
Japanese .....	792	17.8	16	14.8	392	21.2	225	14.7	159	16.5	57	102	
Chinese .....	94	2.1	1	0.9	63	3.4	16	1.0	14	1.4	3	11	
Korean .....	45	1.0	1	0.9	21	1.1	14	0.9	9	0.9	4	5	
Filipino .....	387	8.7	1	0.9	114	6.2	219	14.4	53	5.5	20	33	

**Exhibit 10 (continued)**

CHARACTERISTIC	TOTAL No. V%		CLASSIFIED						UNCLASSIFIED				NO DATA
			Agriculture No. V%		Arts & Sci No. V%		Hawaii CC No. V%		Subtotal No. V%		2-Yr	4-Yr	
Hawaiian/Part-Hawaiian .....	838	18.8	19	17.6	334	18.1	342	22.4	143	14.8	60	83	
Pacific Islander .....	140	3.1	1	0.9	43	2.3	91	6.0	5	0.5	2	3	
Other Asian .....	17	0.4			6	0.3	7	0.5	4	0.4	1	3	
Mixed Asian/Pac Islander .....	90	2.0	3	2.8	39	2.1	39	2.6	9	0.9	4	5	
Hispanic .....	82	1.8	4	3.7	27	1.5	30	2.0	21	2.2	9	12	
Puerto Rican .....	37	0.8	1	0.9	11	0.6	19	1.2	6	0.6	4	2	
Other Hispanic .....	28	0.6	2	1.9	9	0.5	7	0.5	10	1.0	3	7	
Mixed Hispanic .....	17	0.4	1	0.9	7	0.4	4	0.3	5	0.5	2	3	
Caucasian .....	1,436	32.3	55	50.9	594	32.1	357	23.4	430	44.5	166	264	
Portuguese .....	130	2.9	2	1.9	52	2.8	58	3.8	18	1.9	10	8	
Other Caucasian .....	1,306	29.4	53	49.1	542	29.3	299	19.6	412	42.7	156	256	
Black .....	37	0.8			11	0.6	13	0.9	13	1.3	6	7	
American Indian/Alaska Native .....	58	1.3	3	2.8	19	1.0	31	2.0	5	0.5	1	4	
Mixed Ethnic Background .....	433	9.7	4	3.7	186	10.1	142	9.3	101	10.5	37	64	

Full-time students take an average of 14.5 semester hours while part-time students take about 5.1 semester hours. The ratio of full- to part-time students is about two full-time students to one part-time student.<sup>13</sup>

### **Tuition**

Student tuition at the UH-Hilo for one semester of the 1992-1993 school year was \$220 for resident lower division students and \$1,340 for nonresident lower division students; \$615 for resident upper division students and \$1,860 for nonresident upper division students. This compares with the University of Hawaii at Manoa resident undergraduate tuition of \$645 and nonresident undergraduate tuition of \$1,940; West Oahu College resident tuition of \$425 and nonresident tuition of \$1,340; and resident community college tuition of \$220 and nonresident tuition of \$1,340. According to the Draft ADP:

...the ratio of resident to nonresident students as calculated for tuition purposes has...remained...stable at about 7 to 1, or about 88% with resident status.<sup>14</sup>

### **Cost to Student to Attend the University of Hawaii**

Exhibit 11 summarizes estimated Direct and Indirect Costs for full-time students for a student planning to attend the University of Hawaii. Comparing only "At Home" costs for the resident at Manoa's undergraduate, Hilo's lower division, West Oahu, and Community Colleges, costs are estimated at \$5,602, \$4,655, \$5,025, and \$4,498, respectively, for academic year 1992-1993.

Exhibit 12 shows the change in Average Direct and Indirect Educational Costs for resident full-time students over the academic years 1988-1989 to 1992-1993. Using Hilo's upper division figures to compare against Manoa's undergraduate figures, it can be seen that while the actual estimated dollar amounts are lower at Hilo for 1992-1993, over the past five years, the percent change for "At Home", "Off Campus", and "Dorm (avg)" costs has been nearly the same.

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13. Draft ADP, p. 7.

14. Draft ADP, p. 8.

# Exhibit 11

TABLE 7  
SUMMARY OF DIRECT AND INDIRECT COSTS FOR FULL-TIME STUDENTS 1/  
UNIVERSITY OF HAWAII  
ACADEMIC YEAR 1992-93

RESIDENCY, CAMPUS, AND LEVEL	LOCATION		
	At Home	Off Campus	Dorm (Avg)
<b>RESIDENT</b>			
UNIVERSITY OF HAWAII AT MANOA			
Undergraduate.....	\$5,602	\$9,870	\$7,005
Graduate.....	5,982	10,250	7,385
Law.....	6,362	10,630	7,765
Medicine.....	10,118	14,386	11,521
UNIVERSITY OF HAWAII AT HILO			
Lower Division.....	\$4,655	\$8,923	\$6,058
Upper Division.....	5,445	9,713	6,848
UNIVERSITY OF HAWAII-WEST OAHU.....	\$5,025	\$9,293	\$6,428
COMMUNITY COLLEGES.....	\$4,498	\$8,766	\$5,901
<b>NON-RESIDENT</b>			
UNIVERSITY OF HAWAII AT MANOA			
Undergraduate.....	\$8,332	\$12,600	\$9,735
Graduate.....	9,502	13,770	10,905
Law.....	10,982	15,250	12,385
Medicine.....	22,018	26,286	23,421
UNIVERSITY OF HAWAII AT HILO			
Lower Division.....	\$6,895	\$11,163	\$8,298
Upper Division.....	7,935	12,203	9,338
UNIVERSITY OF HAWAII-WEST OAHU.....	\$6,855	\$11,123	\$8,258
COMMUNITY COLLEGES.....	\$6,738	\$11,006	\$8,141

1/ These are average estimated costs which can vary greatly for individual students.

Sources: Executive Memorandum No. 1985-2

"A Guide to Financial Aid at the University of Hawaii"

## Exhibit 12

TABLE 8  
AVERAGE DIRECT AND INDIRECT EDUCATIONAL COSTS FOR RESIDENT FULL-TIME STUDENTS 1/  
UNIVERSITY OF HAWAII  
ACADEMIC YEARS 1988-89 TO 1992-93

CAMPUS AND LEVEL	ACADEMIC YEAR					5-year
	1988-89	1989-90	1990-91	1991-92	1992-93	% Change
UNIVERSITY OF HAWAII AT MANOA						
Undergraduate						
At Home.....	\$4,393	\$4,669	\$4,837	\$5,228	\$5,602	27.5%
Off Campus.....	7,495	8,018	8,285	9,057	9,870	31.7%
Dorm (Avg).....	5,769	5,830	5,883	6,346	7,005	21.4%
Graduate						
At Home.....	4,603	4,899	5,067	5,538	\$5,982	30.0%
Off Campus.....	7,705	8,248	8,515	9,367	10,250	33.0%
Dorm (Avg).....	5,979	6,060	6,113	6,656	7,385	23.5%
Law						
At Home.....	5,023	5,339	5,507	5,938	\$6,362	26.7%
Off Campus.....	8,125	8,688	8,955	9,767	10,630	30.8%
Dorm (Avg).....	6,399	6,500	6,553	7,056	7,765	21.3%
Medicine						
At Home.....	8,062	8,733	8,929	9,530	\$10,118	25.5%
Off Campus.....	11,164	12,082	12,377	13,359	14,386	28.9%
Dorm (Avg).....	9,438	9,894	9,975	10,648	11,521	22.1%
UNIVERSITY OF HAWAII AT HILO						
Lower Division						
At Home.....	\$3,566	\$3,792	\$3,960	\$4,311	\$4,655	30.5%
Off Campus.....	6,668	7,141	7,408	8,140	8,923	33.8%
Dorm (Avg).....	4,942	4,953	5,006	5,429	6,058	22.6%
Upper Division						
At Home.....	4,266	4,542	4,710	5,081	\$5,445	27.6%
Off Campus.....	7,368	7,891	8,158	8,910	9,713	31.8%
Dorm (Avg).....	5,642	5,703	5,756	6,199	6,848	21.4%
UNIVERSITY OF HAWAII - WEST OAHU						
At Home.....	\$3,956	\$4,182	\$4,350	\$4,691	\$5,025	27.0%
Off Campus.....	7,058	7,531	7,798	8,520	9,293	31.7%
Dorm (Avg).....	5,332	5,343	5,396	5,809	6,428	20.6%
COMMUNITY COLLEGES						
At Home.....	\$3,436	\$3,655	\$3,822	\$4,163	\$4,498	30.9%
Off Campus.....	6,538	7,004	7,270	7,992	8,766	34.1%
Dorm (Avg).....	4,812	4,816	4,868	5,281	5,901	22.6%

1/ These are average estimated costs which can vary greatly for individual students.

Sources: Executive Memorandum No. 1985-2  
"A Guide to Financial Aid at the University of Hawaii"

## Facilities

There have been a few changes to the physical facilities of the Hilo campus since the Bureau's 1986 report. A 242-bed dormitory was completed in 1989. This means that housing is available for 690 students, an increase from housing for 458 students as reported in the Bureau's 1986 report.<sup>15</sup> There continues to be great demand for on-campus housing and in Fall 1991 the Office of Student housing was unable to find dormitory space for 200 students. The building infrastructure for a 163-acre University Park started in 1990, and a 40-acre site across Kawili Street has been acquired by the University for private development of student housing, university-allied and commercial uses. In West Hawaii, planning for a 500-acre campus in Kalaoa and a 5-acre Marine Education Center is underway.

## Revenues and Expenditures

At UH-Hilo, revenues for fiscal year 1990-1991 totaled \$35,219,000. Of this total, state appropriations made up the bulk of the amount, or \$25,469,000. The next largest amount came from federal grants and contracts: \$4,678,000, followed by \$3,159,000 from auxiliary enterprises (revolving and special funds), while tuition and fees made up \$1,203,000 (see Exhibit 13 for Current Funds Revenues by Source, Fiscal Years 1989-1990 and 1990-1991 and Exhibit 14 Current Funds Revenue by Funds and Source, Fiscal Year 1990-1991).

In the expenditure category for fiscal year 1990-1991, instruction accounted for \$17,695,000 most of the source of which came from general funds, (\$15,809,000) and a small amount from federal funds (\$1,492,000). The instruction category includes expenditures for all activities that are part of an institution's instruction program, including credit and noncredit courses; academic, vocational, and technical instruction; remedial and tutorial instruction; and regular, special, and extension sessions.<sup>16</sup> Instructional costs were followed distantly by academic support (\$3,486,000) and operation/maintenance of physical plant (\$3,386,000) (see Exhibit 15 for Current Funds Expenditures by Function, Fiscal Years 1989-1990 and 1990-1991 and Exhibit 16 Current Funds Expenditure by Funds and Source, Fiscal Year 1990-1991).

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15. Kahane, Independent UH-Hilo, p. 36.

16. National Association of College and University Business Officers, Financial Accounting and Reporting Manual for Higher Education, September 1990, sec. 332 (material from Donald Lau, Central Accounting Office, University of Hawaii) (hereinafter cited as NACUBO Manual).

## Exhibit 13

### CURRENT FUNDS REVENUES BY SOURCE FISCAL YEARS 1989-90 AND 1990-91 (amounts in thousands)

PROGRAM AND SOURCE OF FUNDS	1990-91	1989-90
<u>Statewide Support</u>		
State appropriations	\$ 22,894	\$ 19,615
Federal grants/contracts	2,991	2,026
State grants/contracts	1	14
Private gifts, grants and contracts	350	350
Endowment income	58	425
Sales and services of educational activities	227	184
Other sources	1,457	3,853
	27,978	26,467
<u>Manoa-Based Activities</u>		
Tuition and fees	12,497	11,066
Federal appropriations	2,742	2,620
State appropriations	231,625	198,989
Federal grants/contracts	66,295	62,891
State grants/contracts	12,359	7,749
Local grants/contracts	309	109
Private gifts, grants and contracts	9,161	7,674
Endowment income	1,498	1,159
Sales and services of educational activities	5,259	4,864
Auxiliary enterprises	33,340	33,073
Other sources	1,165	668
	376,250	330,862
<u>UH at Hilo</u>		
Tuition and fees	1,203	996
State appropriations	25,469	22,100
Federal grants/contracts	4,678	3,787
State grants/contracts	188	163
Local grants/contracts	34	42
Private gifts, grants and contracts	133	142
Endowment income	126	142
Sales and services of educational activities	223	191
Auxiliary enterprises	3,159	2,256
Others	6	8
	35,219	29,827
<u>Community College-</u>		
<u>Systemwide Support (including ETO)</u>		
Tuition and fees	452	477
State appropriations	7,103	6,182
Federal grants/contracts	1,265	992
State grants/contracts	413	281
Local grants/contracts	4	
Private gifts, grants and contracts	2	
Endowment income	1	1
Sales and services of educational activities	91	153
	9,331	8,086
<u>Community Colleges</u>		
Tuition and fees	4,635	3,902
State appropriations	69,848	59,966
Federal grants/contracts	5,373	4,656
State grants/contracts	1,963	1,284
Private gifts, grants and contracts	202	93
Endowment income	9	9
Sales and services of educational activities	1,432	1,239
Auxiliary enterprises	4,922	4,287
Other sources	53	26
	88,437	75,462
<u>West Oahu College</u>		
Tuition and fees	49	48
State appropriations	2,016	1,705
Federal grants/contracts	69	62
Sales & services of educational activities	2	2
	2,136	1,817
<u>Independent Operations</u>	5	6
<b>GRAND TOTAL</b>	<b>\$539,356</b>	<b>\$472,527</b>

Source: University of Hawaii, Central Accounting Office, September 1991.



# Exhibit 14

## CURRENT FUNDS REVENUE BY FUNDS AND SOURCE FISCAL YEAR 1990-91 (amounts in thousands)

PROGRAM AND SOURCE OF FUNDS	F U N D S					TOTAL
	GENERAL	FEDERAL	REVOLVING	SPECIAL	TRUST	
<b>Statewide Support</b>						
State appropriations	\$ 22,894					\$ 22,894
Federal grants/contracts		407	2,574		10	2,991
State grants/contracts					1	1
Private gifts, grants and contracts					350	350
Endowment income			133		( 75)	58
Sales and services of educational activities				227		227
Other sources		2	1,215	126	114	1,457
	22,894	409	3,922	353	400	27,978
<b>Manoa-Based Activities</b>						
Tuition and fees			3,322	9,175		12,497
Federal appropriations		2,742				2,742
State appropriations	231,395	230				231,625
Federal grants/contracts		63,787	2,438	4	66	66,295
State grants/contracts		34			12,325	12,359
Local grants/contracts					309	309
Private gifts, grants and contracts					9,161	9,161
Endowment income		278			1,220	1,498
Sales and services of educational activities			4,285	971	3	5,259
Auxiliary enterprises			31,961	1,379		33,340
Other sources			267	674	224	1,165
	231,395	67,071	42,273	12,203	23,308	376,250
<b>UH at Hilo</b>						
Tuition and fees			229	974		1,203
State appropriations	25,468	1				25,469
Federal grants/contracts		4,611	39		28	4,678
State grants/contracts					188	188
Local grants/contracts					34	34
Private gifts, grants and contracts					133	133
Endowment income					126	126
Sales and services of educational activities			183	36	4	223
Auxiliary enterprises			3,088	71		3,159
Others				6		6
	25,468	4,612	3,539	1,087	513	35,219
<b>Community College- Systemwide Support (including ETO)</b>						
Tuition and fees				452		452
State appropriations	7,103					7,103
Federal grants/contracts		909	( 6)	362		1,265
State grants/contracts					413	413
Local grants/contracts					4	4
Private gifts, grants and contracts					2	2
Endowment income					1	1
Sales and services of educational activities			96	( 5)		91
	7,103	909	90	809	420	9,331
<b>Community Colleges</b>						
Tuition and fees			332	4,303		4,635
State appropriations	69,847	1				69,848
Federal grants/contracts		5,347	26			5,373
State grants/contracts					1,963	1,963
Private gifts, grants and contracts					202	202
Endowment income					9	9
Sales and services of educational activities			1,431	1		1,432
Auxiliary enterprises			4,678	244		4,922
Other sources			19	34		53
	69,847	5,348	6,486	4,582	2,174	88,437
<b>West Oahu College</b>						
Tuition and fees			6	43		49
State appropriations	2,016					2,016
Federal grants/contracts		69				69
Sales & services of educational activities			2			2
	2,016	69	8	43		2,136
<b>Independent Operations</b>			5			5
<b>GRAND TOTAL</b>	<b>\$358,723</b>	<b>\$ 78,418</b>	<b>\$ 56,323</b>	<b>\$ 19,077</b>	<b>\$ 26,815</b>	<b>\$539,356</b>

Source: University of Hawaii, Central Accounting Office, September 1991.

## Exhibit 15

### CURRENT FUNDS EXPENDITURES BY FUNCTION FISCAL YEARS 1989-90 AND 1990-91 (amounts in thousands)

PROGRAM AND FUNCTION	1990-91	1989-90
<u>Statewide Support</u>		
Research	\$ 896	\$ 934
Academic support	6,507	5,176
Student services	242	95
Institutional support	14,456	12,020
Operation/maintenance of physical plant	92	254
Auxiliary enterprises	5	
Independent operations	3,278	2,856
	<u>25,476</u>	<u>21,335</u>
<u>Manoa-Based Activities</u>		
Instruction	126,192	104,692
Research	107,794	91,511
Public service	23,070	19,006
Academic support	32,092	27,669
Student services	13,392	10,967
Institutional support	5,427	6,395
Operation/maintenance of physical plant	26,525	27,252
Scholarships/fellowships	5,125	4,760
Auxiliary enterprises	32,968	30,666
Independent operations	782	634
	<u>373,367</u>	<u>323,552</u>
<u>UH at Hilo</u>		
Instruction	17,695	13,885
Research	571	467
Public service	1,506	1,208
Academic support	3,486	2,898
Student services	2,686	2,295
Institutional support	2,085	1,236
Operation/maintenance of physical plant	3,386	3,248
Scholarships/fellowships	1,720	1,665
Auxiliary enterprises	2,848	1,931
	<u>35,983</u>	<u>28,833</u>
<u>Community College- Systemwide Support (including ETO)</u>		
Instruction	351	383
Public service	2,731	2,145
Academic support	17	8
Student services	134	100
Institutional support	3,548	2,489
Operation/maintenance of physical plant	2,520	3,973
	<u>9,301</u>	<u>9,098</u>
<u>Community Colleges</u>		
Instruction	45,395	36,537
Research	39	16
Public service	6,735	5,322
Academic support	9,415	6,656
Student services	7,212	6,071
Institutional support	6,468	5,122
Operation/maintenance of physical plant	6,753	5,953
Scholarships/fellowships	1,929	1,914
Auxiliary enterprises	5,138	4,585
	<u>89,084</u>	<u>72,176</u>
<u>West Oahu College</u>		
Instruction	1,114	844
Research	1	
Public service		
Academic support	371	358
Student services	281	188
Institutional support	375	316
Scholarships/fellowships	67	60
	<u>2,209</u>	<u>1,766</u>
<u>Independent Operations</u>		
<b>GRAND TOTAL</b>	<b>\$535,420</b>	<b>\$456,760</b>

Source: University of Hawaii, Central Accounting Office, September 1991.

# Exhibit 16

CURRENT FUNDS EXPENDITURE BY FUNDS AND SOURCE  
FISCAL YEAR 1990-91  
(amounts in thousands)

PROGRAM AND FUNCTION	FUNDS					TOTAL
	GENERAL	FEDERAL	REVOLVING	SPECIAL	TRUST	
<b>Statewide Support</b>						
Research	\$ 696	\$ 200				\$ 896
Academic support	6,229			178	100	6,507
Student services	242					242
Institutional support	13,953	206		249	48	14,456
Operation/maintenance of physical plant	70	22				92
Auxiliary enterprises	5					5
Independent operations	1,178	426	1,674			3,278
	22,373	654	1,874	427	148	25,476
<b>Honolulu-Based Activities</b>						
Instruction	112,036	3,115	116	6,197	4,728	126,192
Research	40,770	47,886	5,189	461	13,488	107,794
Public service	7,006	11,236	433	2,213	2,182	23,070
Academic support	26,538	1,149	3,169	561	675	32,092
Student services	10,202	791	2,188	123	88	13,392
Institutional support	5,267	1	118	4	37	5,427
Operation/maintenance of physical plant	26,674	( 225)		6	70	26,525
Scholarships/fellowships	181	3,332		1	1,611	5,125
Auxiliary enterprises	2,545		29,119	1,304		32,968
Independent operations	703		78		1	782
	231,922	67,285	40,410	10,870	22,880	373,367
<b>UH at Kilo</b>						
Instruction	15,809	1,492	155	214	25	17,695
Research		427			144	571
Public service	282	551		553	120	1,506
Academic support	3,351	21		114		3,486
Student services	1,895	553	236		2	2,686
Institutional support	1,923	94	40	28		2,085
Operation/maintenance of physical plant	3,386					3,386
Scholarships/fellowships	19	1,501			200	1,720
Auxiliary enterprises	3		2,825	20		2,848
	26,668	4,639	3,256	929	491	35,983
<b>Community College- Systemwide Support (including ETO)</b>						
Instruction	14	175	12	133	17	351
Public service	1,013	616	110	616	376	2,731
Academic support	5	12				17
Student services		101			33	134
Institutional support	3,554				( 6)	3,548
Operation/maintenance of physical plant	2,520					2,520
	7,106	904	122	749	420	9,301
<b>Community Colleges</b>						
Instruction	41,178	971	704	1,158	1,384	45,395
Research					39	39
Public service	2,759	558	1	2,836	581	6,735
Academic support	8,642	612	1	3	157	9,415
Student services	5,575	1,308	329			7,212
Institutional support	6,467		1			6,468
Operation/maintenance of physical plant	6,753					6,753
Scholarships/fellowships	47	1,876			6	1,929
Auxiliary enterprises			4,965	173		5,138
	71,421	5,325	6,001	4,170	2,167	89,084
<b>West Oahu College</b>						
Instruction	1,074			40		1,114
Research			1			1
Public service						
Academic support	371					371
Student services	277	3	1			281
Institutional support	375					375
Scholarships/fellowships	2	65				67
	2,099	68	2	40		2,209
<b>Independent Operations</b>						
<b>GRAND TOTAL</b>	\$361,589	\$ 78,875	\$ 51,665	\$ 17,185	\$ 26,106	\$535,420

Source: University of Hawaii, Central Accounting Office, September 1991.

## Revenues and Expenditures: Statewide Support

In addition to the separate revenues and expenditures figures for UH-Hilo (and other campuses, Manoa, West Oahu Colleges, and Community Colleges), it is useful to look at the category entitled "Statewide Support" in Exhibits 13 and 14 and Exhibits 15 and 16 because these figures indicate the revenues and expenditures for the system as a whole. Revenues for statewide support was primarily from state appropriations (\$22,894,000 of the total \$27,978,000 in fiscal year 1990-1991) (see Exhibit 13).

The largest amount spent in statewide expenditures occurred in institutional support, in fiscal year 1990-1991 this expenditure was \$14,456,000 of which \$13,953,000 came from general funds. This includes expenditures for "central executive-level activities concerned with management and long-range planning for the entire institution, such as the governing board, planning and programming, and legal services; fiscal operations, including the investment office, administrative data processing, space management; employee personnel and records; logistical activities that provide procurement, storerooms, safety, security, printing, and transportation services to the institution, support services to faculty and staff that are not operated as auxiliary enterprises; and activities concerned with community and alumni relations, including development and fund raising" (see Exhibits 15 and 16).<sup>17</sup>

The next largest expenditure category for statewide support is in academic support, (\$6,507,000), which includes "funds expended to provide support services for the institution's primary missions: instruction, research, and public service. It includes the retention, preservation and display of educational materials, for example, libraries, museums,...audio-visual services and technology such as computing support; academic administration (including academic deans, but not department chairpersons) and personnel development; providing administration support and management direction to the three primary missions and separately budgeted support for course and curriculum development".<sup>18</sup>

The third largest expenditure category for statewide support is in independent operations (\$3,278,000), which includes "... expenditures and transfers of operations that are independent of or unrelated to, but that may enhance the primary missions of an institution. This category generally is limited to expenditures associated with major federally funded research laboratories. Excluded are expenditures associated with property owned and managed as investments of the institutions' endowment funds".<sup>19</sup> Other expenditures for statewide support of the UH System in descending order of cost in fiscal year 1990-1991

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17. NACUBO Manual, sec. 337.

18. NACUBO Manual, sec. 335.

19. NACUBO Manual, sec. 344.

were: research, \$696,000; student services, \$242,000; operation and maintenance of physical plant, \$70,000; and auxiliary enterprises, \$5,000 (see Exhibit 15).

### **General Funds Budget**

In 1986, the Bureau said: "The General Funds Budget Worksheet for a five year period (1982-1987) indicates that the University of Hawaii Board of Regents has requested for and the State Legislature has appropriated to the UH-Hilo about 6 or 7 percent of the total University of Hawaii general budget request or appropriation. These amounts are slightly less or equal to the percentage of the student body enrolled at the University of Hawaii at Hilo in relation to the University of Hawaii at Hilo as a whole during these years".<sup>20</sup> In 1992, the observation based on general funds data 1986-1992 would be the same: despite some years for which information is lacking in Exhibit 17 general funds budget worksheet, Hilo's percent of the Board of Regents budget and the legislative appropriation was around 6 to 7 percent. Student enrollment for Hilo during the same period was about 5.5 percent of the total system's enrollment.

### **Capital Improvements Program Appropriations**

In 1986, the Bureau reported that UH-Hilo did not appear to be neglected in its share of the CIP budget since 1974.<sup>21</sup> The recent CIP appropriations are presented in a slightly different format and show a variety of appropriation percentages. In general Hilo has had the widest range in percentage of appropriation requests actually appropriated, from 0 percent to 124 percent. Manoa and the Community Colleges have had consistently at least 30 percent or more of their respective requested amounts appropriated. However, it is difficult to draw any firm conclusions from these data as the CIP needs of campuses may vary from year to year (see Exhibit 18, CIP appropriations).

### **Summary**

This part of Chapter 2 attempted to update the statistical data presented by the Bureau's report by collecting enrollment figures for UH-Hilo, student characteristics, tuition costs, number of instructional faculty and other employees, student housing, new programs, revenues and expenditures, general fund budget, and CIP appropriations. A few additional charts such as analytical FTE faculty data, estimated cost to a student attending a particular

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20. Kahane, Independent UH-Hilo, p. 32-36.

21. Kahane, Independent UH-Hilo, p. 32.

## Exhibit 17

### UNIVERSITY OF HAWAII GENERAL FUNDS BUDGET WORKSHEET

(in thousands)

Fiscal Year	Board of Regents Budget		Legislative Appropriation	
	MANOA Percentage of Total UH Budget	HILO Percentage of Total UH Budget	MANOA Percentage of Total Legislative Appropriation for UH	HILO Percentage of Total Legislative Appropriation for UH
1985-86	\$123,524 (65%)	\$12,434 (7%)	\$119,458 (66%)	\$12,232 (7%)
1986-87	\$124,707 (65%)	\$12,608 (7%)	\$119,863 (65%)	\$12,158 (7%)
1987-88				
1988-89				
1989-90				
1990-91				
1991-92	215,302 (64%)	25,340 (7%)	213,618 (64%)	20,793 (6%)
1992-93	240,010 (64%)	23,747 (6%)	220,377 (64%)	22,711 (7%)

Source: UH-Hilo, Office of the Chancellor verified by Edgar Torigoe, Vice-Chancellor Administrative Affairs.

## Exhibit 18

### UNIVERSITY OF HAWAII CAPITAL IMPROVEMENTS PROGRAM APPROPRIATIONS REQUESTS AND APPROPRIATIONS May 19, 1992

(in thousands)

Fiscal Year	University of Hawaii at Manoa		University of Hawaii at Hilo		University of Hawaii Community Colleges	
	(UH Request)	(Legislative Appropriation) Percent of UH Request Appropriated	(UH Request)	(Legislative Appropriation) Percent of UH Request Appropriated	(UH Request)	(Legislative Appropriation) Percent of UH Request Appropriated
1985-86	23,017	6,466 (28%)	8,443	1,300 (15%)	21,927	13,387 (61%)
1986-87	65,721	22,238 (33%)	9,511	6,151 (65%)	13,020	9,139 (70%)
1987-88	28,939	17,679 (61%)	8,495	328 (4%)	15,105	14,925 (99%)
1988-89	103,720	60,315 (58%)	15,552	14,330 (92%)	8,001	15,127 (189%)
1989-90	95,703	64,013 (67%)	2,708	3,351 (124%)	27,621	24,211 (88%)
1990-91	142,557	78,818 (55%)	13,738	2,707 (20%)	24,174	15,823 (65%)
1991-92	150,819	120,296 (80%)	9,085	2,502 (28%)	62,746	18,619 (30%)
1992-93	116,331	56,104 (48%)	17,481	2 (0%)	81,434	26,312 (32%)

Source: University of Hawaii Hilo, Office of the Chancellor, May 19, 1992.

campus, and direct instructional unit costs per student semester hour, which did not appear in the 1986 report have been included. There is a difference in the nature of the set of updated figures and the new figures in that the figures in the first set, enrollment, tuition, number of dormitory spaces, and so forth, are straightforward statistical numbers which did not require the application of statistical weighting to standardize the measurement units. The second set of numbers such as analytical FTE faculty, are not as straightforward and required some assumptions be made (by the University) in the calculation because, for example, individual faculty teaching loads differ and all students do not attend full-time.

The reader might now ask, of what use are these data and what conclusions can be drawn from these figures? Partly, it is to show what kind of progress has occurred over the past six years at UH-Hilo, from additional academic programs, additional students, and more dormitory space. It also can be used to show the variety of data collected by the university itself for self-evaluations, educational data collection services, legislative mandates, and so on. Whether or not these figures can be used to justify restructuring the public higher education system in Hawaii due to perceived unfair or unequal treatment of UH-Hilo over UH-Manoa or the community colleges, however, is less clear. Perhaps some of the above figures could be used to argue that not enough money has been made available to build dormitories at UH-Hilo. Other figures might be used to complain of "slower" (as measured against some ideal standard) than desired growth in developing new baccalaureate majors and still other numbers might be used to show more moneys being spent per student at one campus over another. In fact, in this writer's opinion, caution is advised in making statistical comparisons the primary basis for determining alleged shortcomings of a single statewide university system as a governance structure.

The "cost per student" ratio, for example, while easy to calculate (say, using the total general fund appropriation divided by total student enrollment) is fraught with problems, not the least of which is how to count students, by headcount or by full-time equivalents (FTE). Other problems may be due to comparing schools with different missions, for example, a research institution which has high-cost graduate programs, against an undergraduate institution, which lacks these graduate education costs. And even if similar institutions (for example, only undergraduate colleges) are compared against each other, the different proportions of lower division and higher division students between schools can have an effect on the cost per student because higher costs are usually associated with upper division students. Another problem, even if institutional missions are similar, is how each institution might allocate its funds. In one institution, a large proportion of its expenditures may be allocated to teaching, while in another a large proportion of funds may be allocated to student services or scholarships.

A thoughtful exposition of cost considerations can be found in Howard R. Bowen's *The Costs of Higher Education; How Much do Colleges and Universities Spend per Student and*



*How Much Should They Spend?*<sup>22</sup> The 240 odd references cited in that text dealing with the state of the literature as of 1980 also indicate that the depth and breadth of this topic cannot be dealt with in this report alone.

For purposes of responding to Act 167, the Bureau, in addition to collecting these "facts" about UH-Hilo (and other parts of the university system) has brought together opinions from business and community members, faculty, university administrators, students, and others, in order to raise some issues for legislative contemplation--the effects on students and faculty, the probable impact on the economy of Hilo, and the implications for the rest of the University of Hawaii system. As will become evident, the issue of whether UH-Hilo should or can be separated from the University of Hawaii system is ultimately a policy decision and involves more than an analysis of the initial cost of separation.

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22. Howard R. Bowen, The Costs of Higher Education; How Much do Colleges and Universities Spend per Student and How Much Should They Spend? (San Francisco: Jossey-Bass, 1980).

## PART B

### Opinions of Concerned Individuals

This part of Chapter 2 describes the Bureau's meetings with UH-Hilo faculty, students, community members, UH Board of Regents representatives, and selected legislators. Also, appended at the end of this part are other views from the University of Hawaii Professional Assembly (UHPA), the Hawaii County Council, and the League of Women Voters' candidates' survey.

### 1986 LRB Report

The Bureau's study in 1986 reported the following perceived frustrations at the UH Hilo.<sup>1</sup>

The Bureau found that the perceived frustrations of the UH at Hilo included its low enrollment; the student housing shortage; the problem of the integration of Hawaii Community College, the College of Arts and Science, and the College of Agriculture; the want of a clearly understood and accepted University of Hawaii at Hilo mission, goal, and reason for existence; its low prestige; the isolation of its faculty from the mainstream of academic work; its poor faculty morale as a consequence of perceived insufficient support from the administration; strangulation by the rules of the executive branch of government; absence of a strong identity; inadequate faculty salaries; cumbersome bureaucracy; exclusion from participation in the federal land grant; and no permanent resident chancellor.

The study went on to describe in more detail the issues of lack of identity, low faculty salaries, no federal land grant funds, cumbersome bureaucracy, and leadership issues.

Over the intervening six years the following issues have changed:

- (1) Low enrollment appears to be less of a problem than before. In fact the Fall 1992 enrollment of 2,850 students was a record number<sup>2</sup> but not quite the

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1. Kahane, Independent UH-Hilo, pp. 39-41.

2. Honolulu Advertiser, "UHH too successful, its Chancellor Worries" September 3, 1992, p. C-5.

projected estimate of 3,800 students by 1990.<sup>3</sup> The enrollment figures for UH-Hilo can be found in Exhibit 9.

- (2) Hawaii Community College is no longer a part of the UH-Hilo program. See Part A of this chapter describing the organization of UH-Hilo and the integration of the Hawaii Community College into the statewide Community College system.
- (3) UH-Hilo has a stated mission in the university system. More discussion of mission and goals can be found in discussion about the Boyer and Kosaki reports in other parts of this report.
- (4) Evidence of low prestige and isolation of Hilo faculty was not revealed in the Bureau's interviews during 1992 visits to the Hilo campus. To the contrary, students and faculty reported pride in their institution's accomplishments and its national and international reputation.
- (5) A permanent resident chancellor is now in place as described in the earlier part of this chapter. However, as has been pointed out, the Chancellor's duties include administering the West Oahu College campus and hence, requires travel to Oahu during the week.

The remaining issues (and others) which continue to plague UH-Hilo and which will be described further below are:

- (1) Bureaucratic red tape and frustrations;
- (2) Faculty salaries;
- (3) Perceived favoritism of UH-Manoa over UH-Hilo's needs.

Another issue likely to remain unchanged is the unavailability to Hilo of land grant, sea grant, and space grant funds which would remain with Manoa. The reader is referred to pages 57 to 72 in the 1986 LRB report for more information about land grant funds.

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3. Kahane, Independent UH-Hilo, p. 79.

## **Interviews by the Bureau**

The Bureau interviewed thirty-three faculty, eight students, and ten community members on the Hilo campus, during six days (over two separate visits) August 31 to September 11, 1992. Interview sessions in Hilo averaged more than an hour and in most cases were conducted on a one-to-one basis, but sometimes included more than two individuals. Some interviews were conducted over the telephone. With respect to some complaints about university operations received by the Bureau, it should be noted that some complaints may contain unverified representations, as it was impossible for the researcher to confirm the veracity of every complaint.

Views on the issue of separation were also solicited from administrators of UH-Hilo and the university system headquartered on the Manoa campus in response to specific questions asked of those administrators. A complete copy of these questions and answers can be found in Appendix D. Others interviewed for their perspectives were a representative of the Board of Regents (Board) and legislators involved in the committee discussions of H.B. No. 1715. Total interview time spent on Hilo residents and others on Oahu exceeded seventy-five hours.

## **General Observations**

Initially it is necessary to make a few general observations. In general, both proponents of separation and proponents of the status quo want a quality higher education institution and want to see the Hilo community prosper economically. For example, the desire to see the development of a commercial center, with restaurants, movie theatres, banking and post-office facilities within walking distance of the dormitories and classroom buildings is an objective shared by all interviewees.

Both sides also agree that Hilo can be a great college town (one comment was that "Hilo is a great college town that isn't"); faculty and students who have chosen to study, teach, and live in Hilo report that the city has an enviable ambiance, with lower housing costs, a more casual, safer lifestyle, and a challenging academic program. This warm feeling for UH-Hilo was confirmed in a marketing professor's survey findings at UH-Hilo which reported that:

- UHH is a personalized campus where students, faculty and staff can interact (88% agreed).
- The UHH campus and the surrounding area have a safe, friendly, clean, lush, and exotic environment (88% agreed).

- UHH has a diverse and multi-cultural environment (96% agreed).
- The cost of a quality education at UHH is relatively low (95% agreed).<sup>4</sup>

The small town nature of Hilo and the emphasis on teaching at UH-Hilo can benefit students in ways which perhaps are not evident to the average Hilo resident. For example, UH-Hilo's emphasis on teaching enables the undergraduate student to interact directly with a faculty member instead of with a graduate teaching assistant. This means that an undergraduate student often has a rare chance to delve into research (including handling sophisticated scientific instruments such as an electron microscope) which only graduate students normally would have at UH-Manoa or other universities on the mainland with graduate programs. Other examples of the benefits of UH-Hilo are the smaller class size at Hilo and its residential emphasis.

There is, however, a gap between the perceptions of those who wish separation and those who do not, concerning a number of issues ranging from the purpose of a university, the impact on the whole university system should separation occur, and the ability of Hilo to "go it alone". These differences will become evident in the following discussion by the proponents in support of and those against separation.

### Proponents of Separation

While the most ardent supporters of a separate state university (sometimes called the "Hawaii State University") are community members, some faculty members and students also support separation as a drastic solution to the bureaucratic red tape with which individuals at UH-Hilo have had to contend.

In general, the phrase which best describes the feeling of those individuals who desire to see a separate university in Hilo is "pride of ownership". Local control over local matters is viewed as preferable to distant control by a system which does not (it is believed) understand the unique problems and special needs of the Hilo community. As one interviewee put it: "...the current university's organizational structure is perhaps already strained and unable to provide a wide range of programs to meet a wide range of needs...and...those who support a Hawaii State University with its own separate Board of Regents and president visualizes [sic] that a separate governance will enhance growth of the current institution and better serve the needs of students throughout the state".<sup>5</sup>

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4. Office of Planning and Policy, University of Hawaii, Acting as a System, Proceedings of the University of Hawaii Master Plan Conference, October 11, 1991 (Honolulu: December 1991), p. 59.

5. Testimony of Herbert A. Segawa, Chair, Education Committee, Japanese Chamber of Commerce and Industry of Hawaii, before the Senate and House Higher Education Committees, February 8, 1992.

Another interviewee said that separation of UH-Hilo indicates the local community's aspirations for their children's future; that a separate university would give Hilo residents the opportunity to "stay at home" instead of relocating elsewhere for higher education.

### **How Proponents of Separation View the Current System**

It is believed by these interviewees that the current systemwide structure does not create trust or confidence among the community; that there is no honest support from the current Board of Regents for the Hilo campus; that system administrators (sometimes described interchangeably with "Manoa administrators") are inflexible, slow to respond, or non-responsive; that the Chancellor's community advisory board does not and cannot adequately represent the needs of the community; that Manoa (probably meaning the system, not the Manoa campus) treats Hilo as an annex, not an independent institution; that the separation would lead to a more productive, quality university which would benefit the economic health of the Big Island and Hilo in particular.

Some specific complaints from supporters of separation pointed to the lack of "system" orientation in the form of little or no articulation of UH-Hilo courses to UH-Manoa and the example of a regent scholar who was required to attend UH-Manoa instead of the preferred UH-Hilo. As will be explained in Chapter 3, some progress is being made in articulation of courses. As to the problem of requiring a recipient of a Regents Scholarship to attend only UH-Manoa, this is not true. A recipient may attend any University of Hawaii campus.<sup>6</sup>

Other complaints about the university system included comments that there is no Master Plan for UH-Hilo and that the campus is poorly designed for the climate, and has fire hydrants placed at inaccessible locations, among other things. Planning for the university system as a whole and for UH-Hilo in particular involves not only physical facilities planning, but also Academic Development Plans, budget reports, and the like. Planning for UH-Hilo (and presumably other universities) is not found in a single document called THE MASTER PLAN for UH-Hilo. According to materials provided by the University's Office of Planning and Policy and reproduced as Exhibit 19, the Integrated Planning Process involves "the integration of campus academic development plans, capital and operating budget plans, program reviews, accreditation reports, and related planning and evaluation documents and processes". In other words, a "Master Plan" could extend over four, five, or more documents, beginning with the State Functional Plans.

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6. Only twenty students each year receive Regents Scholarships. This scholarship provides over \$23,000 in total benefits over four years of full-time undergraduate study. See brochure, "The University of Hawaii Regents Scholarships for Academic Excellence" from the Vice-President for Student Affairs.

# SUMMARY OF THE UNIVERSITY OF HAWAII INTEGRATED PLANNING PROCESS

Office of Planning and Policy

## OVERVIEW

The University of Hawaii is committed to a planning system that addresses the current and long-range needs and challenges of the University, state, and Pacific/Asian region. The planning system is designed to promote:

- a shared direction and purpose among all units of the University of Hawaii system in line with the University Master Plan and Strategic Plan, and in accordance with priorities as articulated by the executive and legislative branches of state government in various planning and directional documents; and
- the integration of campus academic development plans, capital and operating budget plans, program reviews, accreditation reports, and related planning and evaluation documents and processes.

## PLANNING CONCEPTS AND PROCESS

University of Hawaii planning strives to link planning and budgeting. The objective is to link the major planning products (e.g., the Master Plan, the Strategic Plan, Academic Development Plans, program reviews) with budget plans and processes. The results of the planning process are considered and reflected in budget priorities.

University of Hawaii planning attempts to be responsive to its environment. University planning is focused on achieving, among the units of the University of Hawaii system, a shared direction and purpose that are in line with and responsive to State of Hawaii priorities and needs. The University Master Plan and Strategic Plan are sensitive to this goal; they call attention to significant trends and needs in the State of Hawaii that the University must be aware of and responsive to. Identifying UH customers and their needs is considered critical to the success of the UH planning process.

University planning is carried out in a collaborative manner. The University seeks to achieve a combined bottom-up and top-down approach. Planning in the university setting is highly participative. Plans are developed within a collegial framework, often involving several rounds of consultation and review across various university levels.

Universities are, by their very nature, managed in this open, consensual manner. Collaborative planning is the most appropriate and, in reality, the only effective approach in a University setting. Meaningful plans require input from the bottom, and general policy and guidance from the top.

At all levels, the University strives to carry out a planning process that is orderly. By "orderly" is meant an effort to be disciplined with respect to roles, responsibilities, and a planning calendar. A key aspect of collaborative planning is the prior notification by management of the planning parameters and definitions to be used. At the system level, these parameters and definitions are set forth (1) in the strategic and Master Plan goals and strategies, (2) as a description of the environmental context, and (3) as planning assumptions. Useful planning requires that such basic ground rules be set forth. These ground rules, or planning parameters, provide the framework within which program plans are expected to fit. These ground rules are updated and promulgated in a timely and routine manner.

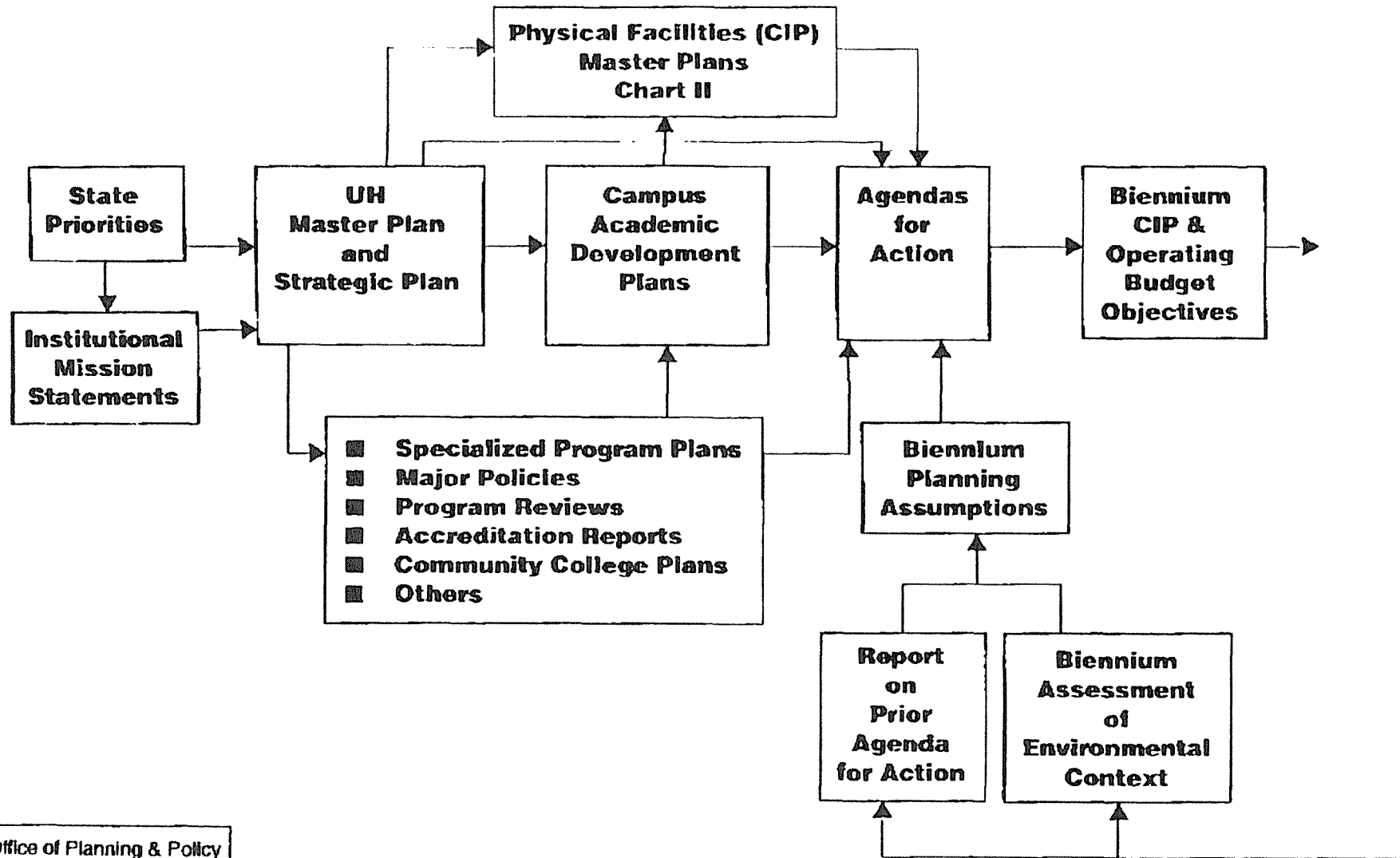
The University attempts to achieve a planning process that is decentralized to the extent possible. Collaborative planning assumes two major responsibilities. The bottom-up piece of this process requires that mid-managers and line managers assume ultimate responsibility for their respective programs.

In addition to the bottom-up planning responsibility, there is a top-down planning responsibility, namely, executive leadership. Top management is ultimately responsible for developing institutional mission and goal statements, for setting major priority directions, and for specifying major policies. Top management is also responsible for the management of the overall planning process and for the preparation of plans for system-wide functions and activities.

## PLANNING DOCUMENTS

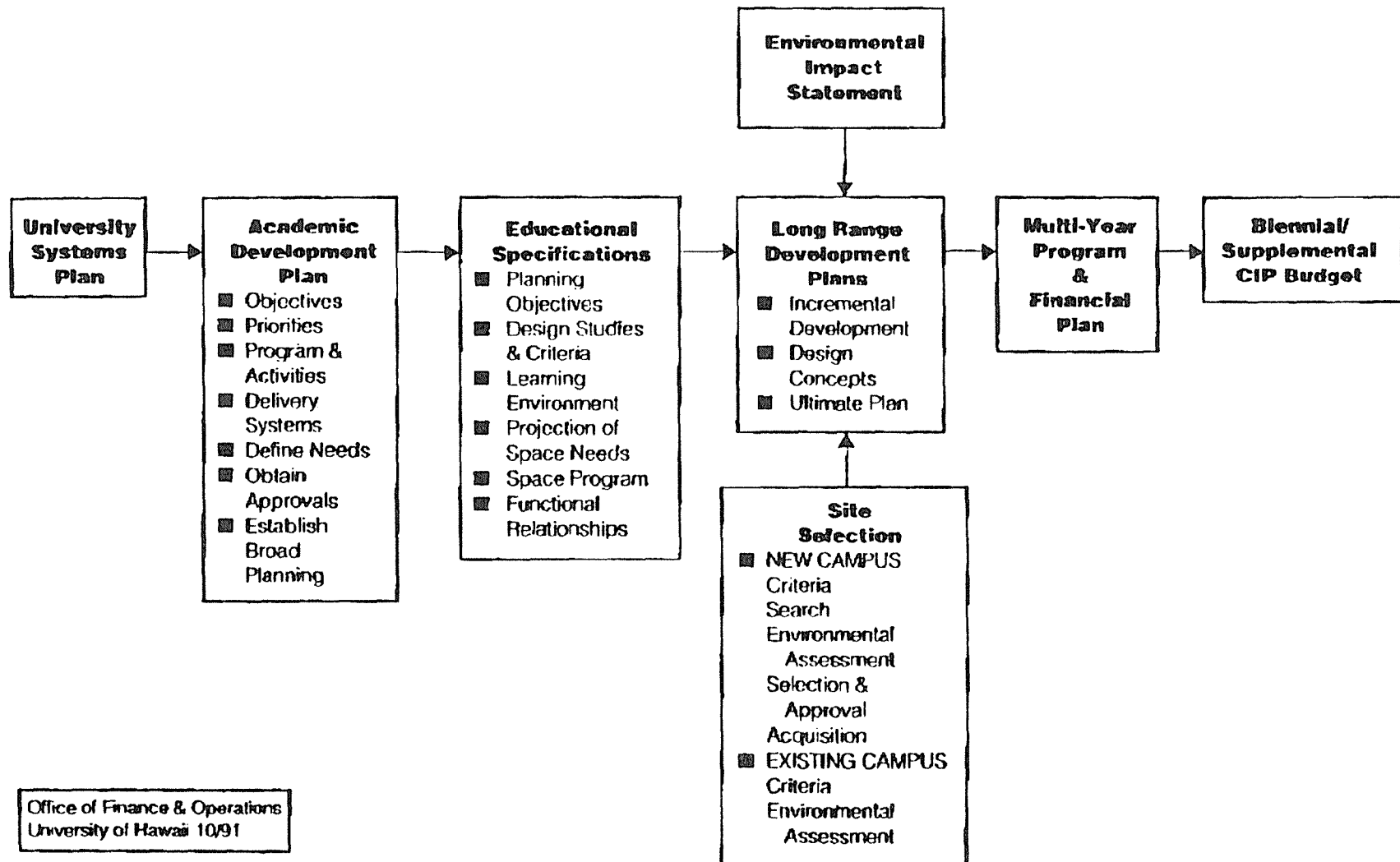
The University of Hawaii planning system involves a hierarchy of plans. Each document provides both a guide to more detailed planning at the next lower level and a mechanism for integrating lower-level plans into a coherent relationship with the broader objectives and policies of the higher plan. Charts 1 and 2 illustrate the University planning system and the integration of key University planning components.

CHART I  
UNIVERSITY OF HAWAII PLANNING





**CHART II**  
**UNIVERSITY OF HAWAII**  
**FACILITIES PLANNING PROCESS**



As to the specific design of buildings, layout of the campus, location of hydrants and the like, it must be pointed out that presumably the University is not exempt from all other county planning laws and permitting functions. Thus, new buildings would have to meet building, fire, and other code specifications. If the low-rise design and somewhat sprawling arrangement of buildings were approved for the UH-Hilo campus, there may have been rational reasons not to conflict with the overall residential nature of the neighborhood.

Whether or not these plans fit the community members' concept of a "good" plan or a "poor" plan is beyond the scope of this report. Clearly those who complain about these plans would like to have more direct input into the development of these plans. And the fact that they do not have such input today is attributed to the current governance structure, that there is no Board of Regents that is comprised of Hilo residents and who are independently responsible to UH-Hilo.

### **The Benefits of Separation as Viewed by Proponents**

It was further reported that the currently perceived "orphan" or "stepchild" status of UH-Hilo would be eliminated by separation from the system because an independent university would receive immediate action by resident (primarily Hilo) regents; that Hawaii citizens who have relocated to the mainland would be more willing to return to Hilo because the university would be viewed as "our campus"; that faculty members who are (it is believed) stifled and prevented from being creative and innovative in the large bureaucracy would be free to do a "good job" when the bureaucracy is eliminated; that separation would mean a direct voice in obtaining legislative funds and eventually other kinds of grants which would increase the economic viability of Hilo because Hilo's community would rally round the institution by lobbying the Legislature.

Separation is viewed as especially good because it would lead to a new name for the university which (proponents believe) will give the university an identity which it does not now have. Also, the proponents of separation see another university, even with a duplicate board at additional cost, providing competition in public higher education which competition can only be good for the entire state.

### **Methods by Which Proponents Would Enhance the Quality of UH-Hilo's Educational Programs**

Proponents of separation strongly believe that the unique qualities of the Big Island involving the study of volcanology, astronomy, and oceanography rightfully belong in Hilo and not at Manoa because the volcano is active on the Big Island, the telescopes are on Hawaii, and the Big Island has the land (space) in which to grow; that the role of the residential

university is to produce students who will be productive members of the Hilo community, not necessarily become graduate students; that there are many people in Hilo and the Big Island who would like to obtain a graduate degree but cannot afford to uproot their families and attend the Manoa campus; that the rural, small campus nature of UH-Hilo necessitates a different, more direct management approach, including the development of a master plan for the campus and an integration of the Hilo campus into a Hilo community development plan;<sup>7</sup> that the direct input from the community to a locally controlled board of regents would result in identifying projects (the county zoo and equestrian center were mentioned as examples) which could be coupled with university programs to help the community economically as well as enhance the university's educational programs.

### **How Proponents Believe the Community Would Help the Independent Hawaii State University**

The supporters of a separate university express a sincere desire to be strong potential boosters of the university. Interviewees believed that funding, whether at the legislative level or through private benefactors, grants, and other means, could be solicited by the community, businesses, and government entities such as the Hawaii County Council to increase funding for the university and make Hilo a true "college town". As examples of possible funding from outside sources, Representative Harvey Tajiri's description of capital improvement projects which have not gotten off the ground are often cited. One of these was the potential funding of a student/faculty housing, classroom and commercial complex near the university by a Japanese investor and another was the funding of a religious studies institute.<sup>8</sup>

Futhermore, proponents of separation believed that lease, joint- or shared-use agreements with the UH System would be forthcoming for those shared services which UH-Hilo currently enjoys at lower rates such as the library and computer system because it would be "politically unfavorable" for the UH System to ignore Hilo's needs, even though the Hilo campus would presumably no longer be a part of the UH System.

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7. Letter from James Arakaki, Hawaii County Councilmember and Chair, Committee on Intergovernmental Relations, to Representative Joseph Souki, Chairman, Committee on Finance, House of Representative, State of Hawaii, February 24, 1992, on H.B. No. 1715.

8. Anne Kahn, "Tajiri sounds off on UHH division", Hawaii Tribune-Herald, May 21, 1992, p. 16.

### **Proponents of the Status Quo**

Even while espousing the continuation of UH-Hilo as part of the UH System, proponents of the status quo report many complaints about the workings of the system which cause aggravation and irritation among the UH-Hilo community. In some cases the slow reaction time and seemingly illogical rules do raise the opinion that "perhaps separation from the system is the answer". However, even if separation were the answer, faculty members caution that any separation should and must be done well or not at all. To do it well means to fund the new university properly--not merely adequately--because a separation on paper without sufficient budgetary follow through would result in the same kinds of problems now experienced by the Hawaii Community College and would spell the downfall of the new university.

On the whole the faculty and students said they were inadequately consulted (if at all) by those members who wish to separate. In fact some interviewees expressed the opinion that the separation idea has been raised and may be imposed by outsiders without any consultation of the very groups to be directly impacted: the students, faculty, and university community.

### **The Problems With the University System**

Problems which the faculty have with the university system can be found in the areas of:

- (1) Differential salary scales between Hilo and Manoa;
- (2) Perceived feeling that rules and procedures are written to suit Manoa;
- (3) The lack of differentiation between administrative matters properly the business of the university as a system and academic matters of the Manoa campus because the same person occupies both the presidency of the system and the chancellorship of the Manoa campus.

### **Differential Pay Scales**

The issue of inequity in the salary scales of UH-Manoa, and UH-Hilo and UH-West Oahu College is one that rankles Hilo faculty because the university has different pay scales for equivalent positions hired at Manoa and at Hilo.

Faculty comments about the pay difference:

- Although a faculty member is paid less per month at Hilo than a colleague at the same level at Manoa, the Hilo faculty member has a higher teaching load. It is said that this difference is based on the myth that Manoa is the research institute and Hilo the teaching institution. However it is observed that in reality, research is conducted at Hilo also, and that when it comes to review for tenure and promotion, research productivity, not teaching quality, is what is looked for.
- Although housing costs are lower in Hilo, it does not justify the pay difference, relative to other states, as it is still more expensive to live in Hawaii than in other locations in the United States and food costs are the same or higher in Hilo as in Honolulu. It would be preferred and felt to be more honest to identify the Manoa difference as a "cost of living allowance" if that is the reason for the pay difference.
- Several professors would prefer to see faculty paid differently based on merit related factors such as research productivity, and community service. In this way individual quality, not mere campus selection would be rewarded.

### Observations About Salary Differentials

Faculty views about salary disparities between UH-Manoa and UH-Hilo and whether the faculty at UH-Hilo are underpaid or overpaid in comparison to others in the university system depends on who makes the comparison and what is being compared. In 1986 Kahane pointed out that faculty are paid differentially depending on the missions and classification of the institution, with UH-Manoa classified as a doctoral level institution (Category I, American Association of University Professors (AAUP) national standard), and UH-Hilo classified as a general baccalaureate institution, (Category IIB).<sup>9</sup> The mission of the individual institution affects the school's focus on recruitment of faculty, nature of programs offered, and many other related matters including how the school is classified in the AAUP comparisons. UH-Manoa would be classified as a Category I institution because it is "characterized by a significant level and breadth of activity in and commitment to doctoral-level education as measured by the number of doctorate recipients and the diversity in doctoral level program offerings. Included in this category are those institutions which grant a minimum of thirty doctoral-level degrees annually...in three or more unrelated disciplines."<sup>10</sup>

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9. Kahane, Independent UH-Hilo, p. 39 and "The Annual Report on the Economic Status of the Profession, 1991-1992, Special Salary Issue", Academe: Bulletin of the American Association of University Professors, March-April 1992 (hereinafter cited as Academe).

10. Academe: p. 32.

Similarly, UH-Hilo is classified as a Category IIB institution because it is "characterized by ... primary emphasis on general undergraduate baccalaureate-level education. ... [is] not significantly engaged in post-baccalaureate education. Included in this category are institutions which are not considered as specialized and in which the number of post-baccalaureate degrees granted is fewer than thirty or in which fewer than three post-baccalaureate-level programs are offered and which either (a) grant baccalaureate degrees in three or more program areas, or (b) offer a baccalaureate program in interdisciplinary studies."<sup>11</sup>

The AAUP collects salary data from colleges and universities and compares these salaries against other schools of the same category. The AAUP comparison is another way to look at faculty salaries which, however "fair" or "unfair" some may perceive it, appears to be a reasonable approach, given the reality that faculty members are drawn from national rather than local hiring pools. A look at these comparisons show that UH-Hilo faculty do fairly well on salaries and UH-Manoa faculty do less well as others in their respective categories.

A typical initial hire at the Assistant Professor level as of July 1, 1992 at UH-Hilo could enter the salary schedule at any step along Rank 3, from Step 1, at \$2,669 per month (\$32,028 annual) to Step 11 at \$3,950 per month (\$47,400 annual). The equivalent range at UH-Manoa is \$2,887 per month (\$34,844 annual) for Step 1, to \$4,272 per month (\$51,264 annual) for Step 11.<sup>12</sup> Thus, the annual difference due to campus can be between a low of \$2,816 to a high of \$3,864, where each step does not represent a year in service. The actual placement of any given individual assistant professor on this salary range is a function of the bargaining that occurs between employee and employer before hire and could be based on the faculty member's individual strength of scholarship, research, teaching credentials, and other factors such as the demand and supply of persons with that individual's skills, training, and the like. Entering into this calculation is the fact that recruitment occurs at the national level, not the local, so that what exists in the national pool is what the university has to work with. Other intangible factors from the employee's point of view and which would enter individual salary negotiations are such things as the urban/rural environment of the school, the availability of other jobs for the spouse, the quality of the public schools, to name only a few factors.

For comparative purposes, the Bureau looked at the AAUP's annual salary report which is reproduced in Appendix E. In the Ratings of Average Salary (Column 2), UH-Hilo is rated at 1\* (or 95th percentile or above) for Assistant Professors, and rated 1 (or between the 80th percentile to 94.9 percentile) for Associate Professors and Full Professors among

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11. Academe: p. 32.

12. 1989-1993 Agreement between the UHPA and the Board of Regents of the University of Hawaii, pp. 71, 75.

comparable category IIB institutions. On the other hand, UH-Manoa is rated 1 for Assistant Professors, but rated 2 for Associate and Full Professors that is, between 70th percentile to 79.9 percent, for comparable Category I institutions.

In Column 4, Rating of Average Compensation which is like Column 2 but for compensation which is salary plus fringe benefits, UH-Hilo is rated 1 for each faculty level, while UH-Manoa is ranked 3 for Full Professors, and 2 in all other faculty levels. While the Bureau is aware that different conclusions can be drawn from these figures and even the AAUP's collection methodology might be questioned, it is arguable whether UH-Hilo faculty compared to others among Category IIB institutions, is doing as poorly as some may say. In fact, being a part of the UH System (and the beneficiary of a statewide collective bargaining unit) may be a major factor in its relatively high ratings that reflect relatively high salaries when compared to comparable schools.

If one accepts the AAUP approach, the next question is, does the faculty want UH-Hilo to be a Category I university or do they want the salary of faculty at Category I schools while remaining a Category IIB institution? If the desire is to become a Category I university, Hilo's mission would have to be modified towards more research, less teaching, more program offerings at the doctoral level, and other "Manoa-like" characteristics. As long as UH-Hilo retains its current mission Hilo will be classified as a Category IIB institution and would have difficulty being equated with UH-Manoa's salary scale. However, if the desire is to remain a Category IIB institution while adopting the Category I salary scale, then perhaps the Legislature would have to recognize this during the faculty union contract negotiations and by adopting a single university-wide faculty salary compensation schedule.

### **Frustrations Experienced by the Faculty With System Rules and Bureaucratic Red Tape**

Examples of the number and kinds of problems in the University of Hawaii system which have to do with procurement, processing, payment of bills, and other administrative matters can be found across the Hilo campus. Many of the examples discussed during interviews cannot be described here without compromising the confidentiality of the interviews. However there is no dearth of examples which continue to frustrate the faculty and continue to promote the feeling that there is a "Manoa-centric" view for rules and procedures which hinder rather than facilitate productivity.

The following examples are only a small number listed for illustrative purposes: faculty hired to begin the semester in August do not get paid until October; lower level hires such as clerk typists are filled only after many months of delay; equipment purchases for which sufficient lead time was allowed barely arrived in time for the training session or the semester; the low (\$100) limit for prepayment means that a check cannot be written in Hilo for more than

that amount, leading to almost unconscionable delays in purchasing a simple mouse for a computer because the check must be prepared in Honolulu.

The differential speed with which action is taken between UH-Hilo's requests and UH-Manoa's requests for bids on the same kind of item leaves Hilo personnel with the perhaps justified observation that Manoa's requests receive special attention over Hilo's. It is difficult not to suspect some degree of favoritism when a bid request from UH-Hilo is sent to the "system" in Honolulu in December, while a bid request is sent by Manoa in the following March for the same kind of item, and both requests receive action by the end of April to early May. The question can be raised, "Why did Hilo's request, having been sent months ahead of Manoa's only receive action at the same time that Manoa's did? Did Hilo's request languish while Manoa's request receive preferential attention?

According to Ed Yuen, Director of Procurement, Property, and Risk Management, the requests from Hilo receive no different treatment than requests from other parts of the system. He acknowledged that during certain times of the year especially the last quarter, (April, May, June) the university system is inundated by a heavier than usual number of requests which could affect the speed with which they are processed.<sup>13</sup>

Furthermore, if it is any consolation to the Hilo staff and faculty, similar complaints can be found among the community colleges and even other parts of the state government.

Many interviewees said that these kinds of inefficiency result in the loss of some grant money, loss of faculty time spent in tracking forms and deciphering rules which appear to lack a rational basis, and loss of sympathy for bureaucrats who transmit inaccurate information to faculty. While some faculty recognized that the bureaucratic red tape and misinformation can originate in Hilo, and not only in Honolulu, and that UH-Hilo as a state agency is not alone among state offices to receive slow service, there are enough examples of poor support in the purchasing and procurement areas to understand the feelings of frustration.

These delays, "run-a-arounds", and "buck-passing" are aggravating to the faculty because (it is believed) that:

- (1) Those individuals with the responsibility and the authority to act in these areas fail to do so; and
- (2) The time which must be spent by the faculty to follow-up when others fail to do their assigned tasks means time away from valuable teaching, preparation, and professional service.

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13. Interview with Ed Yuen, Director of Procurement, Property, and Risk Management, University of Hawaii, October 16, 1992.



## Problems Students Have Had With the System

Observations from students regarding the lack of "system" considerations revolved around the inability to use their UH-Hilo library card at UH-Manoa and the (incorrect) observation that UH-Hilo's library does not have computer access to the UH-Manoa catalog. This library access was established in August 1992. It is true that UH-Hilo library cards are not honored at Manoa, which is due to the separate student information files containing such items as names, and addresses maintained at each of these campuses. But it is still possible for a Hilo student to borrow books from Manoa libraries by filling out a community borrower card, and if the system view as envisioned by the university is implemented, this problem too would eventually be eliminated. A Hilo student also observed that if visiting in Honolulu on a weekend the student would like to obtain UH-football game tickets but has found this to be nearly an impossibility.

The issue of articulation (the ability to transfer equivalent courses between campuses) was raised primarily by faculty and not students although it is the students who would be most directly affected. Articulation for purposes of this report is the process of coordinating courses and programs within the UH System to ensure appropriate transfer.<sup>14</sup> The Bureau's interviews indicated that there are courses in finance and agriculture which have not received full articulation within the system. Two recent publications address the articulation issue which has been a long-standing problem. The Board of Regents recognizes that until articulation is operating smoothly throughout the system, there can be no true "system". Therefore the Board has pushed to seek resolution of this problem and recently issued "The Guide to Admission and Transfer: University of Hawaii System, 1992-93" (September, 1992) and the "Student Transfer Handbook, University Hawaii System, 1992-93" (August, 1992) to guide a student in understanding the system and how to transfer from one campus to another or from one program to another on the same campus.<sup>15</sup>

## Benefits of Remaining in the System

The Bureau asked for responses from the administrators at the university system and from UH-Hilo to questions regarding educational quality and advantages of UH-Hilo remaining a part of the UH System. The questions and replies were as follows:

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14. Office of Planning and Policy, University of Hawaii, Acting as a System, Proceedings of the University of Hawaii Master Plan Conference, October 11, 1991 (Honolulu: December 1991), p. 35.
  15. Interview with H. Howard Stephenson, Member, Board of Regents of the University of Hawaii, September 21, 1992.

**UH System Questions and Responses:**

**b. Is educational quality (either perceived or actual) at UH-Hilo affected by the fact that UH-Hilo is part of the UH System? If it is affected, is the effect a positive or negative one?**

Educational quality throughout the system has been positively affected by the relationship in place. An articulation agreement is well progressed; among other things, a guidebook to admission and transfer for the system is targeted for issue by the fall semester. Student transfers between the community colleges, Hilo, and the Manoa campus are taking place regularly. Faculty exchanges and cooperative projects are under way, particularly in the areas of identified strength for the University of Hawaii system. International agreements have been developed cooperatively and supported financially through the coordination of the system-wide President's Committee on International Programs.

**c. Describe the advantages of UH-Hilo remaining as part of the UH System.**

Many of these advantages have already been described: ease of transfer within the system; access to considerable system-wide resources including competitively awarded scholarships and awards; shared programs, curricula, and faculty expertise; and the ability to present UH-Hilo's needs directly to the legislature (without the oversight of a coordinating board).

An additional advantage needs to be considered, however. The name University of Hawaii conveys a certain reputation that reaches throughout the system. As Land Grant, Sea Grant, and Space Grant, and with \$120 million of extramural funding, the University of Hawaii as an entity is known around the world. UH-Hilo has contributed in its own way to this collective prestige. Should Hilo become separate, it would, of course, no longer be able to draw upon this advantage, a factor that might influence applications for grants and scholarships as well as recruitment and retention of faculty and students.

**UH-Hilo Questions and Responses:**

b. Is educational quality (either perceived or actual) at UH-Hilo affected by the fact that UH-Hilo is part of the UH System? If affected, is effect a positive or negative one? Please explain.

The consensus among both administrators and faculty is that educational quality is enhanced by UH-Hilo's affiliation with the other nine campuses of the system, and most notably with UH-Manoa.

As part of the system, UH-Hilo has ready access to resources that would not be the case were it independent. These resources include, but are not limited to: Hamilton Library's collections and extensive data bases; mainframe computers; co-axial cables and other inter-island communication links; Hawaii Interactive Television Service; "piggy-backing" on visiting scholars and other experts at UH-Manoa; the opportunity for qualified UH-Hilo faculty to serve on the UH-Manoa graduate faculty and to collaborate in the delivery of UH-Manoa graduate programs delivered in Hilo (thereby keeping their professional expertise honed); eligibility for a variety of internal grants and travel awards through the Office of Research Administration; "coat-tailing" on UH-Manoa and other campuses research and training grants and vice-versa; guaranteed articulated transferability of students (hence opening the rich academic program resources of the entire system to a student); eligibility of UH-Hilo students for system-wide scholarships (e.g., Board of Regents, Presidential, Hemenway); collaboration in modernization of curricula (e.g., the recent system-wide life sciences modifications); access for students and faculty to such research units as the Mauna Kea observatories and HITAHR; participation in the Marine Options Program and other land-grant, sea-grant, space-grant benefits, among many more.

c. Describe the advantages, if any, of UH-Hilo remaining part of the UH System.

In substantial measure, this question has been addressed in 3(b). However, one aspect has not, and that is the matter of prestige and perception in the academic world regarding

institutional titles. In the higher education lexicon of elitism and snobbery, the former "normal schools" were low on the totem pole, and universities, especially private ones, were at the top. The changes in appellations of higher education institutions over the years have been considered not much more than euphemisms - so the normal schools became "state teachers colleges" then "state colleges" and then "state universities" as they became more comprehensive while still retaining their teacher-education functions. Nonetheless, in the pecking order, using California as an example, at the bottom of the totem pole are the community colleges (often somewhat derisively called even if not actually named "junior" colleges) followed upwards by the California State Universities and at the top by the University of California's nine (to be ten) campuses. As one of the respondents among my senior staff stated: "The smallest branch of the University of California has an advantage over the largest campus of the California State University system from the standpoint of status and prestige."

Thus, there is a distinct marketing advantage in recruitment of faculty, staff and students to being identified as part of a "university" rather than being a "state university". Hence "University of Hawaii-Hilo" carries much greater stature among the cognoscenti, as well as the less well-informed, than would "Hawaii State University".

Yet an additional advantage of being part of the system, and not unlike other components of the system, is that UH-Hilo currently enjoys (although sometimes frustrating) two opportunities at the budget: one comes in getting its needs into the systems budget and the second by direct interaction with the legislature.

The benefits to Hilo faculty of being part of the UH System fall into the following areas:

- (1) Hilo benefits from economies of scale by belonging to a systemwide network, whereby access to research facilities or shared resources are enhanced;
- (2) The national and international reputation of the University of Hawaii system reflects on UH-Hilo and facilitates not only faculty and student recruitment, but

also in the solicitation of grant moneys and how well the faculty might be received at distant conferences, institutes, and other academic forums;

- (3) Interaction with other campus's colleagues through committee work, collaborative research, or joint appointments add variety, depth, and breadth to a faculty member's professional life. It is possible for faculty to feel isolated in Hilo but interaction via membership in the graduate council, the University Hawaii Professional Assembly, and other organizations, reduces that feeling of isolation.

Benefits of economies of scale, the University's reputation, and collegial interaction are discussed in greater detail below.

### **Economies of Scale**

A professor who requires large mainframe computers for complex calculations now benefits from Hilo's link to Manoa's mainframe. In addition to the hardware, the Hilo faculty can ask Manoa's computer support personnel questions about a variety of computer related issues regarding operation, maintenance, and software. In another area, researchers in Hilo have access to national and international networks that provide electronic mail and computer conference capabilities because of Manoa's fiber optic link to online services such as INTERNET and BITNET. These services enable faculty to keep up with new developments and exchange ideas with colleagues at other universities, and are invaluable to connecting with the world outside the State.

The sharing of computer costs also benefits any professor or student who needs to do library research. For example, from a terminal in UH-Hilo's Mookini Library a researcher has access through the public access catalog (PAC) to many libraries and databases on the mainland through the UHCARL (Colorado Alliance of Research Libraries) automated system. A researcher can also locate bibliographic information in subjects such as psychology, sociology, biology, chemistry, and others through the terminals which are located in the Mookini library through a local area network (LAN) to a CDROM service located in Manoa. The cost to Hilo for CDROM services is a fraction of the real cost because Manoa pays for the main licensing agreement at about \$25,000 apiece, and Hilo pays only \$2,000 each for the same service by "piggybacking" on Manoa's agreement.<sup>16</sup> Furthermore the computer link for Hilo is only from Hilo to Manoa, not from Hilo to the mainland. It is the university system which pays for the fiber optic link from Manoa to the mainland at a cost of about \$240,000 per year.<sup>17</sup> Hilo's Mookini Library also received high priority in access to gift books given to

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16. Interview with Kenneth Herrick, Librarian, UH-Hilo, September 10, 1992.

17. Telephone Interview with Dr. David Lassner, Director, Information Technology, UH-Manoa, September 17, 1992.

Manoa and made available to system libraries and less expensive copies of educational video tapes, again by joining the Manoa license agreements.

Faculty members do not use all of these services to the same extent but all interviewees recognized that to continue these services at the current level would require expenditures for both hardware (direct fiber optic link, sophisticated mainframe capability and trained personnel) and software (for example, new licensing agreements).

The benefits of economies of scale cannot be ignored. One author who has studied the costs of higher education has made the following findings about how economies of scale can affect allocation of educational expenditures by educational institutions:<sup>18</sup>

- (1) Large institutions spend a substantially smaller percentage of their educational expenditures for institutional support (administration) and student services than do comparable small institutions.
- (2) Most groups of large institutions spend relatively less for plant operation and maintenance than do comparable small institutions.
- (3) Large institutions spend a greater percentage of their resources for teaching than do the comparable small institutions.
- (4) Size appears to have no consistent effect on the percentages spent for scholarships and fellowships and academic support. However, ... most groups of large institutions spend relatively less on one important category of academic support, namely, libraries, than do small institutions.

The economies of scale appear to be most pronounced for institutional support, student services, and plant operation and maintenance. By reaping economies in these areas, large institutions are able to devote relatively more of their resources to teaching. Most observers would regard the ability to concentrate resources in the academic heartland of teaching as a welcome and significant outcome of large institutional scale. Even though the savings do not show up conspicuously as reductions in

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18. Howard R. Bowen, The Costs of Higher Education, How Much do Colleges and Universities Spend per Student and How Much Should They Spend?, (San Francisco: Jossey-Bass, 1980), pp. 182-183.

overall unit cost, they count because they get reassigned internally to the central function of teaching.

## Research Grants

Faculty members also reported benefits in grant writing and administration of grant moneys, by participating in the services of the Office of Research Administration and the Research Corporation of the University of Hawaii. Because of the occasional confusion between these two offices a short digression is necessary to explain each of their functions. The Office of Research Administration (ORA) is part of the UH System and the Research Corporation of the University of Hawaii (RCUH) is an independent corporate body governed by Chapter 307, Hawaii Revised Statutes.

The function of ORA is to assist members of the faculty to plan and apply for grants and contracts for research, training programs, fellowships, and acquisition of equipment. ORA coordinates the activities of eleven research units such as the Institute for Astronomy, Pacific Biomedical Research Center, and Sea Grant College Program, to name only a few.<sup>19</sup> Faculty, including librarians, also benefit from ORA funds to attend and/or present papers at conferences and seminars, and develop professionally by attending training programs. As part of the university and the State of Hawaii, ORA is subject to all procurement and hiring rules applicable to any state agency. This affects differently the speed with which research moneys can be spent and may be a factor in how a faculty member with research grants may experience bureaucratic red tape.

The RCUH is administratively under the University of Hawaii but is an independent non-governmental body which was established by the Legislature in 1965 to help expedite research. The Corporation accomplishes this by being granted flexibility in hiring personnel and disbursing public moneys. Although the phrase "University of Hawaii" is in its name, RCUH helps not only UH researchers, but also other state departments such as the Department of Health which might receive federal funds. Because of RCUH's flexibility, grant moneys which might otherwise lapse due to delay in filling a clerk-typist position, for example, can be spent more quickly by filling the personnel position without going through the long drawn-out civil service process.<sup>20</sup> In circumstances where the grant is for a short period of time, the exemption from State purchasing or personnel recruitment rules facilitates the researcher's efforts to conduct research. While all research moneys received through federal

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19. Claire Marumoto, Guide to Government in Hawaii, 9th ed. (Honolulu: Legislative Reference Bureau), January, 1989.

20. Telephone interview with Cora Chai, Director of Project Administration, Research Corporation of the University of Hawaii, September 16, 1992.

agencies must go through ORA, only fifty to sixty percent of these moneys are subsequently passed through RCUH and thus benefit from its flexible purchasing and hiring procedures. This leaves some faculty researchers whose funds must go through ORA frustrated by resulting delays in hiring and purchasing.

As a state agency ORA's services are provided systemwide while the services of RCUH are provided statewide. Therefore, while not obvious to all faculty, it was recognized that at least those services provided by ORA probably would have to be duplicated in a separate university. Services from RCUH would continue as with any other separate state agency.

### **Concerns Regarding Fiscal Impacts of Separation**

From the foregoing discussion of benefits derived from the system, it was evident that faculty members and students were concerned about the costs of separation and whether current levels of funding would be forthcoming if separation occurred. Further, many supporters of the status quo questioned the prudence of incurring these costs given the tight fiscal situation currently facing the State of Hawaii. While it might be possible to fund the costs of computer hardware and software to enable Hilo to operate at the same or higher level than is currently possible, several comments were made that the same amount of money would be better spent instead not to separate but to improve the existing campus and its programs. Supporters of the status quo also wondered what kind of administrative costs would be incurred to add the support staff that would work with the new Board of Regents created for a separate university.

### **Reflected Glory**

Aside from cost concerns there are other concerns which do not directly impact the financial future of the new institution, but would affect faculty and students. These are what might be described as the reputation or image of the University of Hawaii, collegial interaction, and politicization, among other things.

The reputation of the University of Hawaii transcends the borders of this State and is not entirely a function of how much money is spent on the institution. Student interviewees reported that they would not have applied to UH-Hilo had certain of its programs not had the good reputation across the country, say, in tropical agriculture, horticulture, or astronomy. New faculty too reported that the "prestige factor" of the name and the umbrella of the UH System were critical factors in deciding to work for the university. Having a name like Hawaii State University, University of Hilo, or whatever is chosen, would mean having no "track record" to point to.



The same argument was made by faculty regarding applications for grant moneys, fellowships, and other situations such as cooperative agreements where the name, "University of Hawaii", counts for a lot. An unknown name is an unknown factor in academe and major money granting institutions may be less willing (it is felt) to give large sums of money to an institution without a known track record.

### **Professional Interaction with Colleagues in the System**

There are other benefits which the faculty see as valuable; these include professional and collegial interaction between Manoa, Hilo, West Oahu, and other campus faculty by working on university committees, institutes like the Spark Matsunaga Institute for Peace and (for some Hilo faculty) on graduate committees. Some faculty occupy joint appointments between Manoa and Hilo. Faculty members who were interviewed see that collaborative efforts between faculties of all system campuses are facilitated by being in a system rather than out of it.

### **Politicization**

Several comments about the fears of politicization of the campus to the detriment of academic quality were received. To this point, outgoing President Albert Simone has been reported as responding to the following question posed by a local newspaper:

Question: Some political types are saying: "Great. Simone is leaving and now we get to run our university again," which suggest that politicians are trying to get someone to run the UH to their liking.

Answer: If the university ever becomes captive of the political process, it will decline and all the state of Hawaii would be the losers.

It doesn't mean the university should not be held accountable to the political people. It's another thing to try to control the day-to-day operations.

If the next president allowed himself or herself to be captive of the political process...If there is political intervention, where

someone has a favorite son or something, you demoralize the faculty. The good ones leave or give up.<sup>21</sup>

Some interviewees see a local (Hilo) board of regents exerting too much political influence over educational purpose, programs, teaching load, salary, and other administrative matters to the detriment of the function of the institution. Some opinions were expressed that the current Board of Regents' statewide responsibility is good for UH-Hilo because it prevents precisely the kind of political micro-management of Hilo that President Simone cautioned against.

### **Union Influence**

Some concern was also raised about whether (even assuming that a separate university can be represented by its own faculty union)<sup>22</sup> the relatively small number of Hilo faculty, standing alone, would be able to exert much influence statewide vis-a-vis the rest of the university system. The loss of collective bargaining strength could have an impact on faculty satisfaction level, working conditions, and salary, among other things.

### **Other Indicia of Support for Separation or Status Quo**

For completeness the Bureau includes here brief descriptions of other sources of support (or opposition) to the question of a separate UH-Hilo. These are the UHPA survey, Hawaii County Council Resolution, and League of Women Voters Survey of Candidates.

### **UHPA Survey**

A brief summary is presented here of a survey conducted by UHPA of UH-Hilo faculty in May 1992. The complete unedited results are published in Appendix F along with the position paper and statistical summary. Fifty-nine responses were received from a total of 218 faculty (including librarians, lecturers, and adjunct faculty) members. Most (38 to 20) of the respondents felt they had enough information to evaluate whether UH-Hilo should separate from the University of Hawaii system. Those opposed to separation outnumbered those favoring separation (39 opposed, 6 in favor) and 13 either had no opinion (5) or were unsure (8).

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21. Sunday Star Bulletin and Advertiser, "Simone: Reflecting on an Era", July 26, 1992, pp. B-1 and B-3.

22. Section 89-6(a)(7), Hawaii Revised Statutes, reads "Faculty of the University of Hawaii..."

Faculty were also asked what the faculty thought their friends and neighbors in the community felt toward the possible separation. To this query, 29 were undecided or did not know of specific community opinion while 7 said friends and neighbors favored separation and 15 said friends and neighbors opposed the separation.<sup>23</sup>

A perusal of UHPA survey results' unedited comments in Appendix F reveals the commentators' strong feelings about the proposed separation. The position paper which follows the survey results summarizes survey findings.

### **Hawaii County Council Resolution**

On March 5, 1992, the Council of the County of Hawaii passed by a vote of six ayes (De Lima, Domingo, Hale, Kokubun, Makuakane, Schutte) and three abstentions or excused (Arakaki, Lai, and Ruddle) Resolution 416-92 supporting the community's efforts to create a separate university. The resolution had been introduced by county councilmembers James Arakaki, Brian De Lima, Tadashi Domingo, and Merle Lai. A copy of the resolution is included as Appendix G.<sup>24</sup>

### **League of Women Voters Survey of Candidates**

The League of Women Voters and Coalition of Concerned Citizens Campaign, 1992 also printed candidates' responses to its survey. Question 18 asked the candidates' opinion on whether or not they agreed to the establishment of UH-Hilo as Hawaii State University as a separate university from the University of Hawaii. The results are displayed in Exhibit 20.<sup>25</sup>

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23. UHPA Ad Hoc Committee on UHH Governance Separation, The Establishment of Hawaii State University, Final Results of Faculty Opinion Survey, May 13, 1992.

24. Information provided by the County Clerk, County of Hawaii, Council of the County of Hawaii, Resolution No. 416-92. Adopted March 5, 1992.

25. It was also reported by some interviewees in Hilo that in impromptu remarks made by U.S. Senator Daniel K. Inouye during a campaign visit to Hilo September 1, 1992, he supported autonomy for UH-Hilo. The Bureau spoke to his Chief of Staff, Jennifer Goto, in Washington D.C. and the Senator's views of the decentralization of the UH System were confirmed; however, the spokesperson said there was no written speech--the comments having been made "off the cuff" and therefore could not specify whether and in what form this "autonomy" would take for UH-Hilo such as a separate Board and a complete separation from the system, or some lesser form.

## Exhibit 20

### LEAGUE OF WOMEN VOTERS AND COALITION OF CONCERNED CITIZENS CAMPAIGN 1992 ISSUES QUESTIONNAIRE

**Question 18. To establish UH-Hilo as Hawaii State University as a separate university from the University of Hawaii.**

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
<b>STATE SENATE</b>					
District II		Richard Matsuura (D)			
Nonrespondents:					
Stuart Boyd (R)					
Lillian Dela Cruz (D)					
District III		Filomena T. Miyamoto (R)		Andrew Levin (D)	Jonathan Hodgkinson (R)
Nonrespondents:					
Charles Collins (N)					
<b>STATE HOUSE OF REPRESENTATIVES</b>					
District 1			Marilyn Edwards (R)		
Nonrespondents:					
Dwight Takamine (D)					
Lynn Nakkim (G)					
District 2				Jerry Chang (D)	Dennis Yamamoto (D)
Nonrespondents:				Richard Onishi (D)	
None					
District 4			Kristine Kubat (G)		Robert Herkes (D)
Nonrespondents:			Ronald Phillips (D)		
Derrick Umamoto (D)					
Akisuke Kuwahara (D)					
Roger Evans (R)					
District 5		Virginia Isbell (D)	Walter Decker (R)		
Nonrespondents:					
Gregory Oglin (D)					

## **Chapter 3**

### **EXAMINATION OF ISSUES**

The previous chapter first presented statistical data about enrollment, programs, and funding for UH-Hilo; then the concerns of the major players regarding how a separate university would benefit or not benefit the Hilo community, faculty, and students of the university were summarized from interviews by the Bureau researcher with many interested citizens. Part A of this chapter examines the implications of UH-Hilo separating from the system and Part B presents ways in which the relationship between UH-Hilo and the rest of the system can be improved if the status quo is maintained.

#### **PART A**

#### **IMPLICATIONS OF SEPARATION**

##### **A Working Definition of Separation**

For purposes of this report, separation of UH-Hilo from the University of Hawaii system means a complete severance from the university system. A new name for the institution would be identified; a separate Board of Regents would be appointed by the Governor; an independent president would be appointed by the Board; and a separate staff for personnel, purchasing, procurement, ORA or its equivalent, and other miscellaneous support personnel hired to do the things that the present UH System does for all campuses would be established. Existing personnel, faculty, librarians, civil service employees, and the like presumably would continue to be employed by the new institution. As UH-West Hawaii is now a part of the administrative structure of UH-Hilo, that part of the campus would also be pulled out of the UH System and continued as part of the new institution. Inasmuch as Hawaii Community College has been separated to join the statewide community college system, this part of the university separation issue is moot. The new institution would be made up of the existing UH-Hilo College of Arts and Science, College of Tropical Agriculture, and the College of Continuing Education and Community Service, plus the West Hawaii campus, and would continue to be a part of the State of Hawaii and be required to follow rules and procedures of any other state agency. In general H.B. No. 1715 as introduced (see Appendix A) would have created this structure.

## **The Issues**

In this part, the Bureau raises issues that must be considered if separation is selected as an alternative to the status quo. The issues to be discussed are:

- What is the effect of structural change (separation) upon economic growth in Hilo?
- Is there agreement on the nature of the new university and its role in the economic development of Hilo?
- In general what would be the fiscal costs of separation?
- What kinds of impacts beyond fiscal costs, would separation have on students, faculty, and the system of higher education in Hawaii?

## **Motivation for Separation: Economic Benefit and Autonomy**

Proponents of separation believe that an independent board of regents is necessary for effective autonomy and that this board would have a majority of regents from the Big Island. Eventually the composition of this board could change if other state universities were added to what might be called a "statewide system of state universities" separate and apart from the "University of Hawaii" system. For all practical purposes and for the immediate future the proponents of separation view the new board to be focused on the Big Island in general and Hilo in particular. It appears that the vision for the new university would be one which would look like and operate in the same way that the current UH-Hilo operates but with graduate programs and programs which the new board of regents would identify as important to the economic development of Hilo. Proponents of separation say that some of these programs may be identified by the nature of entrepreneurial funds which might be forthcoming from private sources, such as the religious center mentioned by Representative Harvey Tajiri. Other programs may be identified through the community development plan process for Hilo as proposed by the County Council, like the county zoo and equestrian center. Still other programs might take advantage of the natural and unique features of the island such as volcanology or astronomy.

The supporters of separation believe that economic benefits to the Hilo community can come about only by structural change, because in their view only a separate university can grow in terms of capital improvements, student enrollment, number of faculty, and kinds of academic programs. Furthermore, in the supporters' view, elimination of the step-child status of UH-Hilo in the existing system is possible only by bringing university governance closer to the community it serves and thereby making it more responsive to the needs of faculty and students.

## The Local (Hilo) Economy

Since the early 1980s it appears that proponents for separation have viewed a locally controlled, independent university as one which would fuel economic growth, provide jobs for local people and produce locally trained personnel for community businesses. In 1986 the Bureau reported:

House Resolution No. 119, H.D. 1, requested that the Bureau and the DPED (now called the Department of Business, Economic Development, and Tourism, or DBEDT) study the feasibility of establishing the University of Hawaii at Hilo as an independent institution, apart from the University of Hawaii. The primary objective of the proposed separation was to further the economic development of the region. (Emphasis added)<sup>1</sup>

In 1992 Hilo and the county of Hawaii continue to suffer from an economic slump which included losses in construction, tourism, and the sugar industry; elimination of direct flights from the mainland, and numerous electrical brownouts. The Big Island had the State's highest unemployment rate--9.1 percent--in August 1992. For these reasons many community leaders interviewed by the Bureau continue to support a separate university for its potential to bolster the economy of Hilo. No one interviewed by the Bureau disputed that while Hilo sorely needs additional economic boosts, the university even now, as part of the UH System, serves an economic function: it employs hundreds of people; its employees and students buy goods and services in the community; it produces some graduates who continue to live in Hilo or the Big Island generally or who move on to graduate school elsewhere; it attracts temporary residents from around the world whose experiences (good and bad) in the community are communicated to the outside world. The problem, in the opinion of supporters of separation, is that UH-Hilo does not make more of an economic impact for whatever reason: enrollment growth that is too slow, insufficient academic programs, lack of CIP funding, failure to integrate a campus plan with a community development plan, and so on.

Supporters who continue to propose separation apparently ignore the conclusions drawn in 1986 by the Department of Planning and Economic Development (now the DBEDT) which prepared the economic assessment of the proposed separate UH-Hilo, and said regarding economic impacts:

The magnitude of the economic impact will largely depend on the size of the student enrollment and the amount of university-

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1.

Kahane, Independent UH-Hilo, p. 91.

related expenditures. The organizational structure of the University of Hawaii at Hilo especially, the administrative control of the University of Hawaii at Hilo either by the centralized University of Hawaii system or by a separate governing body, may not change the economic impact unless the separate administrative control of the University of Hawaii at Hilo results in expanded university activities.

The key issue, therefore, is the size and composition of the University of Hawaii at Hilo rather than structure of governance.  
(Emphasis added)<sup>2</sup>

Supporters would claim that the reason that UH-Hilo has not grown sufficiently large over the past decades to make significant economic impacts, is that it is part of a system which restricts its growth through program limits and budgetary cutbacks. Proponents of separation view the current structural relationship as restricting growth in student enrollment and expansion of facilities because the Board of Regents can not or will not give Hilo enough support and attention and the President/Chancellor favors Manoa over Hilo in many budgetary matters.

### Justification

Many interviewees who support separation argued that UH-Manoa has reached saturation in terms of the available space for classrooms, parking, and so on. Therefore they continue, UH-Hilo which has more land available to it than Manoa has, can and should relieve the pressure by absorbing more students. By being a separate system, it is assumed that UH-Hilo (under its new name) could competitively attract more students and grow to a size which could positively impact Hilo's economy. It is true and has been recognized by Kosaki and others that Manoa with a "daytime population of 30,000 is ... an overcrowded urban commuting campus".<sup>3</sup> While Hilo might be able to attract students from Manoa by separation from the system, there may be other factors at work which could undermine this anticipated growth pattern. West Oahu College, (WOC) on the island of Oahu is intended to provide another alternative baccalaureate degree program site in the UH System. As far as being able to relieve student pressure from Manoa, it is possible that students would choose WOC instead of an independent UH-Hilo. This is speculative and hypothetical, but certainly a consideration which cannot be ignored.

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2. Kahane, Independent UH-Hilo, p. 83.

3. Richard and Mildred Kosaki, Building a Statewide System and Beyond: A Report on a Master Plan for the University of Hawaii Board of Regents. (Honolulu: 1990) p. 65 (hereinafter cited as, Kosaki, Statewide System).



## What is a University?

Proponents of separation not only seem to ignore the conclusions of DPEDT regarding economic impacts of the size of a university but appear confused about the function of a university. Interviews indicated a discrepancy in the proponents' vision of what a university is to the community and in the overall higher education context. Some proponents of separation see the university producing locally trained personnel for community businesses. A position paper says as much: "...we believe the primary function of colleges is to prepare students to go to work, not go on to graduate school."<sup>4</sup> If this is to be the primary function of the new university, its needs may be adequately served by the Hawaii Community College inasmuch as one of the missions of a community college is to provide vocational and technical programs which both prepare students for immediate employment and provide the trained workforce needed by the State.<sup>5</sup> If, on the other hand, UH-Hilo is to become a tourist attraction, with its students providing the employment base, (for example like the BYU-Hawaii campus at Laie and its involvement with the Polynesian Cultural Center) a major re-evaluation of its mission and physical plant would be necessary.

While the proponents of the separate UH-Hilo speak about the university producing workers for the community, the same group also wants graduate programs to be introduced into the UH-Hilo curriculum. A university that can support graduate programs would have a different mission and undergraduate base from a community college. A university whose primary focus is higher education rather than technical training, would be more in keeping with UH-Hilo's current mission statement:

The University of Hawaii at Hilo is the state's primary residential campus featuring a liberal arts focus in all its degree programs. The major emphasis will be upon undergraduate education and, as a residential campus, it will attract students from the rest of the State and from abroad. It will provide "quality learning with Aloha" and maintain an international flavor. It will also provide masters degree programs in selected fields.<sup>6</sup>

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4. Jerry E. Merrill, "A Community View of the University of Hawaii at Hilo and Higher Education Governance in Hawaii" (Prepared for Representative Harvey Tajiri), September 1991, p. 4.

5. Kosaki, Statewide System, p. 70.

6. Kosaki, Statewide System, p. 67.

This mission statement is in line with what one writer has said is "the historical mission of our public universities--the public responsibility to transmit cultural traditions across generations, to prepare future teachers, and to foster inquiry and learning for their own sake."<sup>7</sup>

### Interaction of a University's Goals and its Economic Impact

It should be noted that economic impact is not incompatible with UH-Hilo continuing to remain part of the university system. As stated earlier, Hilo's current mission statement is compatible with producing some students who will graduate and work in the community as well as graduates who can go on to professional schools or graduate programs elsewhere. But to have greater economic impact and larger size, the school's mission would have to be modified to something along the lines of a large research institution. Other questions could be raised:

- Should the new university's function be a job training site, or the creation of graduates with intellectual flexibility, communication, and interpersonal skills?
- Should the faculty recruitment emphasize those individuals who can attract large grants in research and development in specialized areas? What will be the impact upon students when faculty engage in more consulting than teaching?
- What in fact, does the Big Island and the State need in the way of university-induced economic development?

Clearly the community members who see separation as the key to economic development want to play a major role in shaping the university's mission. If this is the case, there must be agreement about the university's mission because its mission will affect its ability to benefit Hilo economically.

Only with a clear vision and agreement of a university's function can there be effective use of the university's resources. With such a focus, an educational institution can play a more effective role in the economic development of an area like the Big Island. In addition, a clear vision of the university's role helps a university obtain resources; evaluate its performance, and shape its own future, rather than have its future misshaped by others. (Emphasis added)<sup>8</sup> Not only must there be agreement among proponents of separation as to

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7. Mark G. Yudof, "The Burgeoning Privatization of State Universities," The Chronicle of Higher Education, May 13, 1992, p. A48 (hereinafter cited as Yudof, "Privatization of State Universities").

8. Michael Allen, The Goals of Universities, (Philadelphia: The Society for Research into Higher Education and Open University Press; 1988), p. 66.

the goals of the university upon separation, but because the cooperation of the university's faculty and administrators must be obtained beforehand in order for the university to have any influence on economic growth, there must be more interaction and dialogue between the members of the business community and the university community.

The strategy of using educational resources such as a university to enhance a State's economic development is not new. Considerable literature exists to describe the mutually beneficial relationships which can accrue to educational institutions and businesses.<sup>9</sup>

The kind of university-community interaction which could have an influence on the economic development of an area was explored as early as October 1985 at a conference entitled, "University and Community Involvement in the Economic Future of Hawaii Island" which examined (a) university based research and technology parks and faculty based research; (b) small business incubators; and (c) job training and career planning. This kind of cooperative interaction would provide Hilo with more of the "knowledge industry"-based function which could make a separate university valuable to the economic health of Hilo.<sup>10</sup>

Assuming for the moment that the proponents of separation agree that a university is to produce more than mere employees for the community of Hilo, and that the mission is to be one of a four-year university and not a community college, the institution as it now exists is too small to have the kind of economic impact on the community envisioned by the supporters of a separate university. To have a significant economic impact UH-Hilo would have to approach the size of Manoa with more students and faculty, equipment, classrooms, and all other concomitant increases in support personnel. (One interviewee thought that UH-Hilo has the potential over time to reach the size of University of California at Santa Barbara, an institution with about 16,000<sup>11</sup> students).

How quickly this growth can occur and in what areas, and to what extent depends at least in part on funding. For the immediate past few years these funds have come primarily from legislative appropriations, not from private endowments or grants. For the level of funding to increase for UH-Hilo as a separate institution when there has been a \$17 million budget cut from the UH System in school year 1992-1993 is subject to question. If the

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9. See, for example, Peter H. Doyle and Candice Brisson, Partners in Growth, Business-Higher Education Development Strategies, Northeast-Midwest Institute: The Center for Regional Policy (Washington: 1985); Melvin Bernstein and The New England Board of Higher Education, Higher Education and the State: New Linkages for Economic Development, National Institute for Work and Learning (Washington: 1986); and The Council of State Governments, Living on the Leading Edge, State Policy Issues for Education and Economic Development in a Global Economy (Lexington, Ky: 1986).

10. See Kosaki, Statewide System, Chapter IV, Educational concerns and challenges.

11. Information Please Almanac, 1992, 45th ed. (Boston: Houghton Mifflin, 1992).

community could assemble moneys today to offset these budget cutbacks at UH-Hilo, it would confirm the community's financial commitment to support the university.

### **The University of Hawaii Foundation**

The strength of commitment and the generosity of support from the community and others towards UH-Hilo might be measured by the gifts and donations made to the school. The University of Hawaii Foundation manages donations made to the University for a variety of specific functions, programs, and purposes. In addition to corporate donations, solicitation is made of foundations, alumni, and other philanthropists to donate money for scholarships, athletics, campus improvements and so on. Hilo's Development Director is an employee of the UH Foundation.

A total of about \$1,100,000 in gifts were received for and on behalf of UH-Hilo's students, faculty, and programs during fiscal year 1991-1992. Of this total, \$467,176 in gifts were received through the UH Foundation earmarked for UH-Hilo.<sup>12</sup> The balance, or about \$632,133 were gifts made directly to UH-Hilo and administered by the Board of Regents. These dollars are further described as:

\$595,364 scholarships given by community clubs and individuals

\$ 11,400 gifts in kind (such as equipment)

\$ 22,669 endowment income

\$ 2,700 direct gifts

The UH Foundation received a total of \$8,000,000 in fiscal year 1991-1992.<sup>13</sup>

There are at least two views of the ability of UH-Hilo to raise moneys from gifts and donations if it were separated from the system. On the one hand it has been said that if separated, UH-Hilo might be at a disadvantage in its competitive search for the limited foundation and corporate donations available. On the other hand, if independent, UH-Hilo could raise moneys on its own merit based on its own individually recognized programs and identity. Based on the figures presented above, a little more than half of gifts and donations

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12. Interview with Leslie Lewis, Director of Development, UH-Hilo, November 19, 1992. According to an interview with Edwin A. Penn, Ph.D, President, University of Hawaii Foundation, November 16, 1992, \$290,000 was designated to UH-Hilo, about \$150,000 less than reported by UH-Hilo. For purposes of this report the Bureau is using figures reported by UH-Hilo.

13. Interview with Edwin A. Penn, Ph.D, President, University of Hawaii Foundation, November 16, 1992.

directed to UH-Hilo did not flow through the UH Foundation. It is probably inevitable that a good portion of gifts to the Foundation would be earmarked for Manoa, given its larger number of students, alumni, and kinds of programs. It is also obvious that gifts and donations cannot make up for or replace legislative appropriations. These figures are reported merely to show that local community support and commitment to UH-Hilo is strong and ongoing.

To what extent would Hilo have to operate its fundraising singlehandedly if separated from the system? The Bureau was told that UH-Hilo would not necessarily have to create its own Foundation provided a letter of understanding existed among the Foundation, UH-Hilo, and the University of Hawaii system to allow the Foundation to continue managing specially earmarked UH-Hilo funds.

### **Comparison of CIP and Other Funding for UH-Hilo and Other Parts of the System**

According to testimony presented by President Albert J. Simone before the Senate Committee on Education on H.B. 1715:<sup>14</sup>

"During a recent joint hearing in Hilo of the House Committee on Higher Education and the Arts and the Senate Committee on Education, the University testified that from any vantage point--financial, service to students, academic quality, faculty support, and capital improvements--the University of Hawaii at Hilo has been well supported as part of the University of Hawaii system. As part of the UH System, the University of Hawaii at Hilo has experienced planned growth, is moving toward maturity, and has not been held back from achieving its mission.

UH-Hilo's budget growth, for example, has been faster than that of other parts of the system. In fiscal year 1984-85, Hilo's budget was \$10.9 million. In fiscal year 1992-93, it is \$26.5 million. That is a six-year increase of 143 percent. By comparison, the Manoa campus increase over the same period is only 107 percent.

Since 1988, the University of Hawaii at Hilo has grown also in terms of program offerings. Most recently, the Board of Regents authorized the University of Hawaii at Hilo to plan for offering graduate programs in selected areas. In terms of class size, instructional costs per student credit hour, and other academic

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14. Albert J. Simone, President University Hawaii and Chancellor, UH-Manoa, Testimony before the Senate Committee on Education, March 11, 1992.

## EXAMINATION OF ISSUES

measures, the Hilo campus is very comparable or even more advantaged than the Manoa campus.

While the Hilo campus, like every other in the system, is experiencing space problems, the University has consistently requested funds for the support of student housing facilities (\$12.5 million is needed for an additional dormitory to house 250 students), a new classroom building (\$7 million is needed), and for support of University Park. Recent expenditures on the campus have included funds for student dormitories, infrastructure for University Park, and various safety expenditures, including reroofing the library and improving lighting. We have also made requests for support of the West Hawaii Educational Center."

### Cost

Supporters of separation believe there can be guarantees on financial support despite what would be a costly enterprise for a new university. The proponents of separating UH-Hilo did not seem concerned about paying for a top-flight four-year liberal arts university. Part of this concern would have been addressed by section -12 of H.B. No. 1715 which required that for ten years after the effective date of the Act establishing the separate Hawaii State University (HSU), the average expenditure for any student at the HSU was required to be not less than is expended per student at the UH-Manoa. Proponents claimed that without this guarantee it would not be fair to separate UH-Hilo from the system.

An estimate of the cost of separating UH-Hilo would be tentative at best because of the number of assumptions which would have to be made. The DPED, in its 1986 analysis of the economic assessment and impact of a separate public university at Hilo reported among other things:

- "...both the strategic plan of the University of Hawaii and the Academic Development Plan of the University of Hawaii at Hilo envision a modest and orderly growth of undergraduate education at the University of Hawaii at Hilo and thus, the University of Hawaii at Hilo will remain as a small undergraduate institution of around 3,800 students in 1990." (Note: In 1990 the actual student headcount was 2,553 and its FTE was 1,972, considerably less than the earlier estimate).
- However "the size and quality of University of Hawaii at Hilo ...are considered to be inadequate by community leaders of the Big Island. ... A more ambitious plan calling for a student enrollment of at least 5,000 by 1990 and perhaps as high as 20,000 thereafter has been proposed by community leaders. The

establishment and expansion of selected programs in the area of astronomy, ocean engineering, geothermal energy research, tropical agriculture, and volcanology have also been called for by community leaders."

- "...the projected costs of the establishment and operation of a separate university in Hilo depends on the size of the school, the academic program mix, and the location of the proposed university. ... there will be an infinite number of permutations associated with the three variables and resulting cost estimates... These cost estimates are speculative at best since the cost of academic programs depends not only on the size of student enrollment but also on the quality of the programs, which includes such factors as class size, instructor's salary, workload distribution, instructional materials, facilities, and other factors."<sup>15</sup>

There is no reason to believe that circumstances have changed substantially from 1986 that a different observation can be made in 1992.

### Estimates About Costs

Estimates of the cost of separation vary widely depending upon which group, separation proponents or opponents, one asks. For example, Representative Harvey Tajiri estimates that costs would not be greater than \$1,000,000. This figure is arrived at in the following fashion: approximately 15 new positions at about \$30,000 salary each for about \$450,000; about \$250,000 for the new Board of Regents; about \$150,000 for the library; providing a total of about \$850,000. Other costs including personnel benefits, operational costs, equipment, supplies, and the like could bring the grand total to \$1,000,000. Other expensive items such a mainframe computer, would be shared with Manoa through lease agreements.<sup>16</sup>

When asked for information for this report, UH-Hilo provided the Bureau with the following answer to the question:

**Assuming no additional funds are forthcoming, would the current budget be sufficient to obtain accreditation if UH-Hilo became a separate university? If not, how much more funds would be the minimum amount necessary to operate UH-Hilo as an independent university and still obtain accreditation?**

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15. Kahane, Independent UH-Hilo, pp. 79-80.

16. Interview with Representative Harvey Tajiri, November 9, 1992.

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Accreditation is not so much tied to a specific budget level (e. g., so many dollars per student or per faculty member) as it is to providing assurance that a fiscal structure requisite to the institution's meeting the nine standards of the Western Association of Schools and Colleges (WASC) are in place. That is, WASC's concerns are with fiscal solvency, fiscal integrity, fiscal planning and the availability of sufficient funds to support the academic programs and to provide the appropriate resources and administrative services to meet the standards.

In this context, the current budget would not properly support UH-Hilo as a separate institution to meet accreditation standards. Whereas the budget for current academic programs, library and equipment resources, and administrative services could sustain a separate institution, it could not sustain those services and programs that undergird UH-Hilo through the UH System.

Among these UH System services and programs are: procurement and property management, disbursing, contracts and grants, personnel (most notably payroll), budget, bookstore, institutional research, mainframe computing, telecommunications networks, nation-wide library data bases, planning and policy, and endowment development and management. Each of these programs would have staffing requirements as well as space requirements (currently we are at space-maximum and hence new capital construction would be required). One of the major cost items in this listing would be the establishment of a computer system and software applications as well as the substantial number of technical staff programmers and analysts to support the personnel/payroll, disbursing, and institutional research functions.

At this juncture, the development of a reasonably precise estimate of such costs has not been undertaken but can be if found desirable. Nonetheless, an exceedingly rough guess would put the costs at something like:

Personnel - \$ 1,000,000

Equipment - 3,000,000



Space	- 6,000,000
Total	- \$10,000,000

The personnel costs would be on-going; equipment would carry a continuing cost less than the foregoing amount for maintenance and replacement; construction would be a one-time only.

In addition, WASC standards call for certain requirements to be met in its governance board. Such a board would require a sufficient level of staffing, as well as space, to support its activities and to provide proper oversight of the separated institution. A very rough estimate would suggest personnel, lease-rental (in lieu of construction of a separate facility), general operating funds and travel for governing board members to cost upwards of \$300,000 annually.

Although not suggested in the survey instrument, in all likelihood, the creation of a UH-Hilo with its own governing board separated from the UH System and its respective board would ultimately result in the creation of some kind of "super-board" to coordinate public higher education for the benefit of the legislature in confronting separate budget requests. The costs involved would depend on the particular configuration, responsibilities and structure of such a board so that estimates of its annual costs can only be approximated but would at least equal the costs of an HSU board (c. \$300,000). However, there are numerous models around the nation that could serve as a basis for estimating such costs.

### Commentary on Cost Estimates

Both cost estimates, the nearly \$1,000,000 provided by proponents of separation, and the possible \$10,000,000, estimated by the UH-Hilo administration intend the maintenance of current levels of services, not a university with increased enrollment or additional faculty. Where more support staff will be needed, it will be to make up for the lost statewide support that is now being provided by the university system and would include business office personnel as those found in grantsmanship, purchasing, disbursement, audit and the like.

The UH-Hilo administration believes that construction for more space will be needed to provide for the increase in support staff and for computer hardware and software, hence the

\$6,000,000 space or construction cost. The group who estimate the lower cost figures believes and counts on cooperative arrangements (after separation) between the current University of Hawaii system and the new institution. Discounting the cost of construction (or leasing space), the gap between both sides is not ten times greater, but just four times greater. Much of the differences depend on different assumptions made by estimators.

The critical question is that whether funded at either \$1,000,000, or \$4,000,000, or \$10,000,000, without an increase in size of enrollment, faculty, and additional programs (as pointed out by DBEDT in 1986), how much impact would separation have on Hilo's economic growth, the primary reason the separation is desired? Furthermore, even if the enrollment doubled, to say 5,700 students (about a third of Manoa's Fall 1991 headcount enrollment), would the benefits accrue to Hilo to the extent of lifting it out of its economic doldrums? A doubling of enrollment will necessitate construction costs if only for additional classrooms, faculty offices, dormitories, and the like. An increase in faculty and some support staff might provide additional economic benefits and construction of dormitories, faculty housing, classrooms, and other facilities would provide a temporary, cyclical economic boost. However projected enrollment figures (see Part A of Chapter 2) estimate student enrollment to reach only 4,363 in 1998 and based on historical experience, enrollment has grown by about 200 students each year. Therefore an enrollment of double current figures might be expected in 15 years, perhaps by the year 2,005 at the earliest. This kind of steady, gradual growth is expected and even projected to occur while UH-Hilo remains a part of the university system. Would separation per se hasten this rate of growth so that a student population can be expected to reach 5,700 students sooner than in 12 to 15 years?

There is a real danger that even if funded at either the minimum or maximum estimates, without additional financial commitments to ensure continued growth in enrollment and programs, the newly separated institution could remain in stasis-stand frozen in time-lacking the ability to grow bigger to accommodate a larger student enrollment. In the long run, would this lead to a deterioration or demoralization of the new university and a replay of the current complaints of being shortchanged by the State's higher education budget? Thus, it is not enough to look merely at the dollar estimates of costs of separation, but to look at the effects separation could have on all other aspects of the public higher education picture in Hawaii.

### **Impact on Students, Faculty of Hilo, and Other Parts of the System**

If a university serves primarily an educational and not an economic function, what kinds of educational impacts would separation have on students? Assuming that the entire funding needs of the new institution can and will be met to pay for a separate university (see other sections which discuss specific cost concerns) the impact on students would be in such areas as:

- If the legislature puts the new university on the "fast track" for CIP funds and supports expanded programs with a large infusion of money, the students might experience a mixed blessing of no longer attending a small liberal arts university, but having a wider choice of courses. Students who may have selected UH-Hilo for its small size may be disappointed to find the experience becoming more impersonal.
- A larger university could resemble UH-Manoa in class size, level of faculty-student interaction, and the slogan, "quality learning with aloha" which implies a small, liberal arts four-year institution might have to be revised.
- Despite competition for scarce dollars, students and faculty might benefit from increases in donations and gifts from individuals and foundations when UH-Hilo solicits on its behalf by extolling the merits of its programs. Donations could be specially restricted to specific programs at UH-Hilo or as financial aid for students meeting specific qualifications.
- The necessity of applying for transfer of courses from the new institution to any other university or community college on a course-by-course, case-by-case basis (i.e. loss of the articulation benefits that currently exist for some courses and are being worked on for others).
- Loss of the "reputation", or "name", "track record", of the University Hawaii system with the attendant uncertainty of receiving a degree from an "unknown" institution for those students to whom the University of Hawaii has a "name" value.
- Potential for parochialism due to lack of contact with other students in the system and limited experiences with the world outside Hilo. This is particularly true of students who obtain their entire education by staying in Hilo through the K-12 years and college.

The impacts on faculty research opportunities have been mentioned in the earlier chapter but generally:

- Faculty might benefit from the status of an independent institution where a local board of regents would be more accessible and more personal so that specific faculty needs and problems could receive immediate attention.
- Faculty salaries might be positively impacted from a separation if UH-Hilo grows and develops into a doctoral level institution. This could strengthen

faculty arguments for a higher salary schedule that is similar to or the same as UH-Manoa's.

- Faculty might benefit from a smaller bureaucracy (but still a bureaucracy) with concomitant reduction of response time for equipment purchases, filling of positions, and related matters.
- Faculty might experience professional isolation due to distance from other academicians, limited breadth or scope of courses, limited graduate student contact, at least until the new institution grows large enough to provide more courses and graduate programs. (This still assumes better-than-adequate funding for travel, research, computer and library resources).
- Faculty might find they have a less powerful voice in union activities, even assuming employees of the new institution are granted collective bargaining rights, because there will be fewer members in the new separate institution than would remain in the rest of the University of Hawaii system. This problem might be solved if a cooperative agreement is possible between the University of Hawaii Professional Assembly and the new university's union so that bargaining could occur as a unified group.
- Faculty would more than likely experience a loss of collegial collaboration and the reflected glory of the international and national reputation of the UH umbrella. Depending on each individual faculty member's perception of this loss, there may be an exodus of faculty who will seek professional advancement elsewhere at a school with known track records.
- Recruitment of faculty could suffer because UH-Hilo draws from the same national pool of Ph.Ds from which all higher education institutes hire. The question is whether high quality faculty will be drawn to the new institution and whether lesser qualified faculty (and perhaps more who have Masters rather than Ph.D degrees) would constitute the faculty base. Rightly or wrongly, high percentage of Ph.Ds on a school's faculty is one criteria for determining the quality of its academic program. A quick perusal of the academic faculty listed in the 1992-1993 UH-Hilo catalog shows about seventy-seven percent of the faculty have Ph.Ds or Ed.Ds. (No attempt was made to identify full-time or part-time positions). In 1987, the latest year for which data is available, about fifty-five percent of full-time college professors in the nation had attained a doctorate degree.<sup>17</sup>

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17. The Chronicle of Higher Education Almanac, August 26, 1992, p. 28.

- At least initially, the faculty would lose the benefits they now enjoy through economies of scale from the library's research collection and computer services because the new institution would need some lead time to reach the current level of service, even if the Legislature immediately addressed all of these funding concerns.
- Faculty who currently benefit from funds or awards processed through the Office of Research Administration would feel a pinch if the new university does not set up its own ORA office. One estimate is that at least four to five staff members are needed to minimally staff this office, (The University of Hawaii has twenty employees at ORA and handles \$120 million) but given the small volume of activity at UH-Hilo, of 3.1 percent of the total received (see Exhibit 21), it is questionable whether it would be cost-effective to create this office immediately to serve only Hilo.<sup>18</sup>

### Impact on Public Higher Education

What impact would the spin-off of UH-Hilo have on the rest of the UH System? This State's university system effectively administers only two and a half four-year baccalaureate universities (West Oahu College maintains the junior and senior years of a four-year institution). To state the obvious, Hawaii's public higher education system is a small system. Contrast this number to California's 9-member University of California system, 20-campus state university system, and 107 campus community college system, or Ohio's 63 public higher education campuses.

The question might be asked: If UH-Hilo were to be separated from the UH System, why not separate all other constituent parts, based on some of the same arguments being used by proponents of separation of UH-Hilo: distance from Honolulu, areas of potential growth, and size of campus. For example, the West Oahu campus has a potential client base (Leeward Oahu) that is predicted to grow bigger and faster than East Hawaii in the next decade; at least three community colleges have larger head count and FTE enrollments than UH-Hilo's 2,670 headcount, 2,035 FTE students (Kapiolani: 6,526 headcount, 3,877 FTE; Honolulu: 4,462 headcount, 2,679 FTE; Leeward: 6,343 headcount, 3,908 FTE);<sup>19</sup> Other islands such as Kauai and Maui may also attempt to justify autonomous 4-year institutions that are locally controlled given their distance from Honolulu.

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18. Interview with Dr. Moheb A. Ghali, Director, Office of Research Administration, University of Hawaii October 1, 1992.

19. Fall 1991.

## Exhibit 21

### OFFICE OF RESEARCH ADMINISTRATION

#### SUMMARY FOR UH-HILO

- \* In 1991/92 UH-Hilo faculty received 41 awards from external sources. The total dollar volume was \$3,772,612. This represents 3.1% of the \$120 million received by the University.
- \* In 1992/93 UH-Hilo was allocated \$62,209 in Facilitating Services Fund (a part of the Research and Training Revolving Fund which is based on the 1991/92 indirect costs earned). This represents 3.2% of the total \$1,962,601 allocated to units within the University.
- \* In 1991/92 UH-Hilo faculty received 21 awards to present research results at professional conferences, or 5% out of the total 420 awards given by the University Research Council. The total amount awarded by UH-Hilo faculty was \$28,949, which is 5% of the total awards of \$587,562.
- \* In 1991/92 UH-Hilo faculty received 3 awards for seed projects or 3.7% of the 82 projects funded by the University Research Council. The total amount of seed money awarded to UH-Hilo faculty was \$13,860, or 2.7% of the total awards of \$513,702.

Source: Office of Research Administration University of Hawaii, October 2, 1992.

As to the arguments that UH-Hilo has been denied the opportunity to expand its physical facilities, it behooves proponents to look at the physical needs of other campuses--the Windward Community College for example stands out as a school which recently celebrated its twentieth anniversary and yet has continued to operate in buildings originally constructed for hospital purposes. There have been no new buildings built on that campus in that time and Windward Community College could justifiably argue that it is long overdue for CIP funds for new buildings.

### **Political "Clout" to Raise Funds**

Related to the question of cost is the question whether through the political muscle of its legislative representatives from the Big Island, or through dedicated community fundraising, Hilo can support the funding requirements of a first-class university with graduate programs. Supporters of a separate university point to the current practice of providing funds through legislative add-ons as an indication of the political muscle that has made possible the restoration of items cut from the UH-Hilo budgetary requests by the UH System.

Legislative add-ons to the UH-Hilo budget may be easier to accept if it is for programs and positions which are still within the same system, but may be less acceptable if the competition for funds may be between say, the Hawaii Community College (which is part of the University of Hawaii system) and the separate Hawaii State University.

In 1986 Kahane said:

As an independent institution, the UH-Hilo would no longer be unified with the UH "lobbying muscle," but alone would compete with the UH and other organizations for state moneys. Not only are there over 6 times less legislators representing Hawaii county than Oahu (nine and 58 respectively) who presumably would be more specifically concerned with and supportive of the UH-Hilo, but in the last decade state fiscal resources, particularly those for higher education have been constrained.<sup>20</sup>

In 1992 there are no changes in the number of legislators from the Big Island and Kahane's concern remains a legitimate one.

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20. Kahane, Independent UH-Hilo, p. 93.

## Funding from Non-State Sources

The University of Hawaii in general does not receive a large percentage of funds from non-state sources although it has been reported that across the nation more and more public research universities are increasing the amount of non-state appropriations. Representative Harvey Tajiri's reports of allegedly lost funding from the King of Malaysia and a Japanese investor would be examples of private funding for public universities. There is nothing to prevent the Hilo business community or UH-Hilo from seeking more private funds now, or as a separate institution if separation occurs, provided that the supporters realize some potential dangers in increasing private funding. One author has pointed out:

Privatization--the increasing reliance on non-state funds--creates haves and have-nots within the same state university. The professional schools and natural sciences (and, to a lesser extent, the social sciences) may prosper as they receive the lion's share of the external resources; their missions closely mirror the personnel and research needs of the private sector and government. Meanwhile the humanities, general libraries, and education schools wither. Faculty salaries, staff support, stipends for graduate students, career counseling, and other services may vary dramatically across the same campus. It is as if every state university is really two universities, one reasonably financed and the other starving for funds.<sup>21</sup>

The question might be raised regarding the religious studies center proposed by a private financier for UH-Hilo: Would the building and staffing of this center be within the parameters of the school's academic development plan or outside it? Should the choice of university's programs be driven by the kind of moneys it receives from entrepreneurs? Or should a university's programs follow a plan based on the overall mission of the university as identified by its faculty and administration?

## Summary

Supporters of a separate university have a difficult task for many reasons:

- A successful separation cannot be made in half-measures. Commitment to a new university would have to be made by the Legislature in the form of considerable additional funding to duplicate administrative functions, and build the physical facilities necessary to increase programs and student enrollment

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21. Yudof, "Privatization of State Universities", p. A48.



to a level that would make the university a positive catalyst for boosting Hilo's economy. By the same token, those supporters who wish for separate governance must be ready to provide the economic backing in real dollars, without reserving the beneficial relationships (like computer service) within the current system while at the same time pulling out of it. In other words, "having one's cake and eating it too" is not an option that is consistent with the strength of their convictions.

- Although not a new idea (this one has been around for many years) the action to be taken requires change from the status quo and it is difficult for both institutions and people to accommodate change.
- Hard figures regarding costs of separation are not easy to give with accuracy and any estimates are tentative at best because of the kind and number of assumptions which must be made, so that many of the arguments for financial requirements and community support must be borne on faith alone.
- Competition for general fund appropriations will likely increase rather than decrease in the next few years. Private funds as a source of budget support would benefit the school even today and should be solicited, but such funds should not be the driving force behind the creation of academic programs that neglect the visions of the entire academic philosophy of what a university is all about.
- Except for the intangible factors of more direct, personal attention from a locally-controlled Board of Regents, many of the objectives can be gained without separation: increasing enrollment, adding graduate programs, obtaining private source funding, developing a mission compatible with economic development for Hilo.
- The idea of separation might have been acceptable to more faculty members in the years when the Hawaii Community College was still a part of UH-Hilo and when the Chancellor was not a resident of the Hilo community. As part of UH-Hilo the Hawaii Community College added not only another dimension to the school but could have helped increase the enrollment base. The current chancellor is well respected by the faculty and has made major inroads in reducing morale problems that were reported in 1986. These changes, administrative and personal, may have reduced the level of interest for separation among those who in the past might have supported the idea.

## PART B

### MODIFYING THE STATUS QUO

#### The Single System: Background Material

To provide historical background it is mindful to recall the conclusions about a centralized system from the Executive Summary of the Bureau's 1986 report:<sup>1</sup>

The advantages of a more centralized pattern of higher education governance include the following: provides for central leadership, policy direction, coordination, and allocation of funds; defines a central plan and the unique missions and roles of institutions; prevents diffuse, fragmented, and confusing administrative structures where funds are dissipated on duplicated and proliferated courses, and where each institution competes for state appropriations regardless of the needs of the State; may offer the prestige and visibility of affiliation with an institution with a valued name; benefits less well-developed units because of their access to services from larger, better endowed units; facilitates academic articulation; and enables better coordination and communication between institutions and government.

In 1986 the Bureau concluded: "...it was discovered that the UH-Hilo benefitted from being part of the University of Hawaii system in such areas as its budget; physical plant; the potential for effective inter-campus articulation; and access to University of Hawaii research and travel moneys, computer, research, and library facilities; speakers and films; and reputation."<sup>2</sup>

The conclusions from the Bureau's 1986 report remain true today.

#### Boyer and Kosaki Reports

Since 1986 there have been two reports--the first on university governance (the Boyer report) and the second regarding a master plan for the University of Hawaii (the Kosaki report)-- which have addressed the issue of a single unified public higher education system.

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1. Kahane, Independent UH-Hilo, pp. ix-xi.

2. Kahane, Independent UH-Hilo, p. 91.

These reports are discussed in this part of Chapter 3 because they form a basis for much of the arguments supporting the status quo with modifications to improve Hilo's relationship and status within the university system.

### The Boyer Report

In 1990 the University of Hawaii Board of Regents issued a report, *Creativity and Coherence; a Report on the Governance of the University of Hawaii* by Ernest L. Boyer, President of the Carnegie Foundation for the Advancement of Teaching. This report was prepared in response to Senate Concurrent Resolution No. 93 (1988) requesting the Board of Regents to study the feasibility of restructuring the governance of Hawaii's (public) postsecondary education system which would be the "best suited" for this State. Dr. Boyer was contracted by the Board of Regents and he recommended that Hawaii's post secondary education system would be best served by a single governing board structure for the following reasons:<sup>3</sup>

First, higher education in a state made up of islands is an institution where a sense of community, amidst diversity, is urgently required. The whole must be greater than the separate parts, and one of the major obligations of the University of Hawaii is to use resources efficiently and strive constantly for unity in a setting that easily could become fragmented.

Second, given the history of governance in Hawaii, we believe that separate boards could stir, once again, charges of wasteful duplication, as trustees in each sector shape their own master plans and pursue, in isolation, their own agendas. To control such conditions, a coordinating council--often called a "super board"--may be required. While such an arrangement works well in some other states, it would, for Hawaii, simply add unnecessary bureaucracy and reduce the effectiveness of the system.

Third, Hawaii's educational goals can best be accomplished in a university that is connected, not divided. While trustees and administrators can organize themselves into separate jurisdictions, for the student, education is a seamless web. We conclude, therefore that what Hawaii needs is a system in which students can move from a two-year to a four-year institution with full credit, an institution in which faculty feel they are

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3. Ernest L. Boyer, *Creativity and Coherence; a Report on the Governance of the University of Hawaii*, University of Hawaii, Board of Regents (Honolulu: 1990).

partners in a common enterprise, and a governance arrangement in which priorities for all higher education sectors can be candidly discussed and conflicts satisfactorily resolved.

Fourth, during our visits, we found that the University of Hawaii's single board arrangement has wide support among educators throughout the university. We met with faculty and administrators who called for a break-up of the system, but the overriding expression we heard was that the university should not be divided. The faculty union of the community colleges, for example, favors keeping all parts of the university under a single board. Confidence in the structure is the condition that matters most, and it is our strong impression that most colleagues--from all sectors of the university--believe that a unitary board is in the best interest of Hawaiian higher education.

Finally, the University of Hawaii should not be kept off-balance by a continuing debate about the way it defines itself and carries out its work. For several years this state has been see-sawing back and forth on governance, but there comes a time when discussion about procedures is nonproductive.

In May 1989 the Board of Regents unanimously affirmed Dr. Boyers' findings and conclusion on the issue of governance, that the current single governing board structure for Hawaii's public postsecondary education system be continued.

### The Kosaki Report

Educational consultants Richard and Mildred Kosaki issued a report and statistical supplement, on a master plan for the University of Hawaii Board of Regents in October 1990 entitled: *Building a Statewide System and Beyond* which was intended to provide a "foundation upon which the Regents [could] fashion their Master Plan". This report was conducted in response to a 1989 legislative appropriation of \$150,000 for the Board of Regents to develop a comprehensive master plan for the University of Hawaii.<sup>4</sup> The Kosakis reported the following with regard to the single statewide system for public higher education in Hawaii:<sup>5</sup>

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4. 1989 Haw. Sess. Laws, Act 316.

5. Kosaki, Statewide System, pp. 80-82.

**1. Maximizing the advantages of maintaining a single statewide system under one board**

Public higher education in Hawaii is unique in that all institutions are in one system, called the University of Hawaii, governed by one Board of Regents. The University presently consists of nine campuses, with possible expansion in the next decade.

Although a single system under one board is not problem free, its advantages are such that several states today--notably Nebraska, Virginia, North and South Dakota--are discussing the desirability if not the need for a more centrally coordinated system of public higher education. In its draft report, the Virginia Commission on The University of The 21st Century observes that "Virginia higher education has flourished as a loose system of colleges and universities. ...we raise what seems to us to be the weakness inherent in this system: no one is in charge. ...There must be someone with the responsibility of making decisions for the good of the entire system, rather than on behalf of individual institutions." Unquestionably, this is one of the virtues of a unified system.

In fashioning its policies, the Hawaii Board of Regents has been aware of its unique position in governing an integrated system of public higher education. As noted by the Board in its introduction to the Controlled Growth Policy of 1970:

...The comments contained in this document...apply to the whole University of Hawaii system, for almost uniquely in the United States the University's Board of Regents is also the governing board for all public higher education in the State. The benefits accruing to the State from this arrangement are manifest when we compare the Hawaii system with the scattered and divided governance of higher education in most other states.

Unfortunately, the advantages of a single system of public higher education in Hawaii have not always been

## MODIFYING THE STATUS QUO

manifest: Witness the difficulties that students encounter when they attempt to transfer between campuses; witness the unhappiness on the Hilo and community college campuses that Manoa receives disproportionately most of the attention and most of the money; witness the feeling on the Manoa campus that political support for the other campuses detracts from its endeavor to be a world class research university. And it is no secret that, even in egalitarian America, higher education institutions are viewed hierarchically, with research universities at the apex and community colleges and technical institutes given too little respect.

While the potential for effectively serving the needs of the state through a single system is great, so may seem to be the difficulties of administering such a system. Over time, these problems have prompted the adoption of a number of organizational changes and fueled a continuing debate over the "best" form of governance. It is a complex issue that cannot be ignored, not only because new campuses will be added but also because effective administration is crucial to the realization of the advantages which are inherent in a unified system of public higher education.

**REC. G-1. The present system of a single board of regents should be continued, and a conscious and concerted effort should be made to maximize the advantages of a unified system.**

If major problems arising out of this form of governance and its associated system of administration persist, serious consideration should be given to change, such as (1) establishing a separate board to administer the community colleges or (2) creating a series of "independent" campuses. Meanwhile the concern about centralization expressed by the National Commission on Higher Education Issues should be heeded: that the coordinating machinery not lead "toward lowest-common-denominator policies" and destroy "the institutional flexibility that is required to sustain quality programs." But before making any definitive change, the alternative considered should be weighed against the advantages of a single system.

First, under a single system diversity can be planned and wasteful duplication eliminated. The State of Hawaii can reasonably be expected to support only one major university with professional schools and with doctoral and research programs. This in no way negates the equitable distribution of state resources so as to provide access to higher education programs throughout the State, nor special attention being given to the distinctive needs of the Neighbor Islands.

Second, a single system can offer wider opportunities to students, permitting them to start anywhere in the system and, through diligent and productive work, succeed in realizing their full potential, even if on another campus. Transfers could become the norm rather than the exception, offering the student opportunities to experience different learning environments. This is an advantage that has yet to be fully exploited in Hawaii. A collegiate education should provide the student with fresh perspectives on life which can be more readily gained as one encounters new surroundings and environments.

Theoretically, a single system should facilitate the articulation of courses and the transfer of credits among its campuses. Unfortunately, this has not occurred in the Hawaii system. Consultant Ernest Boyer comments on this point:

...Even though the University of Hawaii has existed as a single institution for many years, there has been a failure to work out an articulation agreement for the transfer of credits from two-year to four-year institutions. Indeed, this university cannot be taken seriously as an integrated institution so long as its colleges do not cooperate at this most basic academic level.

A single university is not just for the convenience of administration. It is, above all, expected to serve more effectively the students.(emphasis added)

## MODIFYING THE STATUS QUO

Boyer notes that an articulation agreement has "finally been approved," and joint faculty committees are reaching decisions on articulation arrangements. But the effective implementation of such a policy among the campuses may well require attention from the Office of the Senior Vice President of Academic Affairs.

The mobility of students within the system should be encouraged and facilitated. To aid in this the University should ease the transfer of credits between campuses, and curricula should be planned with student movement in mind.

Third, a single system which is truly statewide can significantly benefit the entire State. The University today has facilities on six islands. Their resources vary greatly, and a wider sharing of their capabilities--instructional, research, public service--will directly enhance the well-being of the whole State. The delivery of University services to areas beyond the city of Honolulu becomes all the more necessary as the projections confidently indicate proportionately greater population growth outside of Honolulu and particularly on the Neighbor Islands.

In a sense, this is a call to revitalize the land-grant mission made famous by the University of Wisconsin: "the borders of the University are the borders of the State." It is especially appropriate to recall that one of the mottoes publicized by the University of Hawaii in the 1920s was, "Making the Territory [of Hawaii] our Campus."

**REC. G-2. The University of Hawaii should become a statewide campus, providing a range of services to residents on all the islands. It should direct its efforts in the true land-grant tradition, "the borders of the University are the borders of the State."**

Recent technological improvements can facilitate the delivery of University services statewide. Not only is there improvement in air transportation to all islands, but the new modes of telecommunications--for example,



interactive television and FAX machines--can enhance communication among campuses. These modes have transformed the library, an essential ingredient of higher education, so that its linkages into world-wide data banks can be made available to students with a computer and a modem in Naalehu or Hanalei.

The University's Strategic Plan calls for "promoting an attitude of 'shared use' of campus-based facilities, such that continuing education programs of one campus can easily be delivered at another campus."

The sharing of resources should not only involve physical plant and equipment but also instructional talents. Part of the challenge of alleviating predicted faculty shortages is to apportion an instructor's time among campuses. This can be done through distance education and by having professors visit other campuses, either through exchange programs or by scheduling identical courses, especially in specialized areas, on different campuses. Higher education may be going back to its future--the peripatetic scholar. (The Agriculture Action Alliance between Manoa's College of Tropical Agriculture and Human Resources and Hilo's College of Agriculture is one model for the sharing of resources.)

At present, some University services, such as campus bookstores, are operated statewide. The libraries are electronically linked, and the aim is to make them equally accessible to all students in the system. The same professional union represents the faculty on all campuses. Student body leaders often meet to discuss common problems. Similarly, the Faculty Senate Chairs of the various campuses have recently formed a Statewide Council. All of these, and doubtless other, inter-campus activities have occurred without a Board or administrative policy specifically supporting or directing such linkages. It appears that with only a bit more encouragement, other services--especially those which deal directly with student learning, such as distance education, articulation of courses, and study-abroad programs--could establish cooperative links among the campuses and be coordinated statewide.

The Kosaki analysis of the single system governance structure mirrors Boyer's. It recognized the advantages of a single system (reduce duplicative costs and programs, provide systemwide opportunities for students, use shared resources across islands) while also pointing out the problems (incomplete articulation, feelings of academic disparities among the campuses). The Kosaki report led to adoption of the Board of Regents' Master Plan in January 1991 and the Master Plan Conference of October 11, 1991 which "exchanged ideas about how the University of Hawaii might achieve the directions set forth in the Master Plan."<sup>6</sup>

Several comments were received by the Bureau during its Hilo interviews that the Kosaki-guided Master Plan which is being developed and implemented for the University of Hawaii system should not be "killed in the crib" by separating UH-Hilo from the system at this time. Those who support the status quo said that the Master Plan is not yet two years old and should be permitted to grow and mature because many of the concerns--new programs, graduate degrees, administrative changes--are being addressed in a gradual process to improve conditions at UH-Hilo.

### Observations and Conclusion from the Kosaki Report

A few additional quotations from the Kosaki report are instructive in showing that UH-Hilo has potential within the UH System and that faculty and staff have several forward-looking ideas and plans for UH-Hilo's role in that system.<sup>7</sup>

Some of the aspirations of the campus are expressed in various communications. They include: the desire of the Hawaiian Studies Program to expand its offerings and to have its own Language Center; the aim to "assure freshmen success and fulfillment in their first year of college" through the Freshmen Year Experience program; the initiation of an Honors Program; the greater involvement of faculty and students in selected areas of research (e.g., active volcanoes, marine environment and astronomy). Some faculty would like the campus to become an international training center and to achieve prominence in the teaching of English as a second language. Both students and faculty hope a "campus town" will be developed. There is also the desire to have more out-of-state and international students. Dormitories are necessary, and

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6. University of Hawaii, Office of Planning & Policy, Acting as a System, Proceedings of the University of Hawaii Master Plan Conference, October 11, 1991 (Honolulu: December 1991), p. 3.

7. Kosaki, Statewide System, p. 33.

so is faculty housing if professors are to be successfully recruited and retained.

## 2. Conclusion

Although the Board of Regents reached a decision on the concept of separating Hawaii Community college from U.H. Hilo, further action awaits the report of the steering committee charged with developing a "plan of implementation."

Under the leadership of the Chancellor, the faculty of U.H. Hilo are enthusiastic about expanding the campus into a residential four-year liberal arts institution, supplemented with selected areas of professional studies, and in agriculture, and with offering of graduate degrees in a few fields. ...

The West Hawaii center is growing and offering courses leading to Certificates of Achievement, Associate degrees, and the Bachelor of Business Administration. The nature and scheduling of classes are sensitive to the needs of non-traditional students. As soon as possible, data reports for U.H. Hilo should clearly identify West Hawaii as a separate unit. A new permanent location for this center is being proposed, and design funds were appropriated by the 1990 Legislature. Academic planning for that new site should be undertaken as early as possible to guide the development of physical facilities.

## Modifying the Status Quo

Many interviewees who do not desire a separation nevertheless recognize that separation could occur if (and this is the big if) the Legislature followed through immediately with more than adequate funding to make the separation a success. In fact, these interviewees continued by saying that even if separation might not be feasible today (1992), it is probable that separation could be reconsidered when UH-Hilo has grown larger and when there are more baccalaureate institutions in the University of Hawaii system.

In large measure the question of separating Hilo is the result of longstanding seeds of distrust and frustration for both supporters and opponents of the separation issue and the Bureau has confirmed this through its interviews. However, many of the so-called problems are not so much real as perceptual such as the perception of delays or favoritism of Manoa over Hilo, or the perceived low priority in the UH budget and Hilo's need for legislative additions. Other problems are due to misinformation such as the false belief that the imprint on the University diploma folder reads "University of Hawaii-Manoa" or that students who attend Hilo

are less academically able than the student body at Manoa. Many problems between the Hilo community and the Hilo campus faculty appear due to lack of communication between "town" and "gown" and the perpetuation of a decades-old inferiority complex about the quality of UH-Hilo by sheer repetition.

Some perceptions are more difficult to address because other factors or parties are involved such as other offices in the state government or professional standards set by universities in general. Thus, while unacceptable to faculty or community members, there are justifications or at least reasonable explanations for example, for the different salary scale for Hilo faculty; the delays and roadblocks to the building of the commercial center near the school; the sprawling campus design without regard to the rainy weather conditions of Hilo; the insensitive, though perhaps unintentional, references to "Hilo College" by administrators in Honolulu; and presumed less attention being paid by the Board of Regents to Hilo over other campuses. By citing these examples the Bureau does not imply that these complaints are unreasonable, only that UH-Hilo does not exist in a vacuum and that separation might not be the ultimate solution to these problems.

### **Suggestions for Developing Independence Within the System**

As the Kosaki plan pointed out, each campus has unique features and the system can take advantage of diversity even while maintaining interdependence among all campuses. It should be noted that some of the suggestions made here belong legitimately outside the province of the Legislature and should not be construed as legislative interference into administrative policy matters which are the responsibility of the Board of Regents. These suggestions deserve consideration because it is apparent from the Bureau's inquiries that many individuals have given serious thought to ways to improve communication and accommodate both sides of this issue.

### **The Position of the University of Hawaii System**

When representatives of the university system were asked for specific suggestions to improve the UH-Hilo dilemma, they provided the following answers:

e. Assuming no new moneys are forthcoming, what kind of administrative policies, educational curricula, and other financial (funding) sources, would improve the relationship between UH-Hilo and UH-Manoa?

While it may be doubtful that no new moneys will be needed for its implementation, the separation of the UH president

from the UH-Manoa chancellorship will probably be the first and most significant action that can be taken here.

f. Assuming no change in the administrative structure of the UH System, describe what internal changes could be made to personnel, communication, etc. that would help to create a UH-Hilo campus with sufficient autonomy and independence to eliminate the necessity of creating a separate university.

The issues involved here are as much perceptual as real. There have been calls to end the dual responsibility of the UH-Hilo chancellor for both UH-West Oahu and Hilo. A full-time administrative head for UH-Hilo would undoubtedly give a strong message of the growing importance of UH-Hilo.

### UH-Hilo's Position

In answer to the Bureau's specific question about ways to improve the relationship between UH-Hilo and UH-Manoa, representatives of UH-Hilo said:

e. Assuming no new moneys are forthcoming, what kind of administrative policies, educational curricula, and other financial (funding) sources, would improve the relationship between UH-Hilo and UH-Manoa?

Separation of the dual role of the President of University of Hawaii and Chancellor of the UH-Manoa would go a considerable distance toward improving relationships by allowing the President to devote more time to systemwide concerns, be more visible on the nine other campuses (including UH-Hilo) and thereby become more sensitive to the often unique situations obtaining on those campuses.

Moving the UH System offices off of the UH-Manoa campus (but not onto any campus of the system) would create both a substantive and perception change. Currently, the President of the system walking down the hall interacts not only with system officers but also with Manoa senior administrators--this ready access contributes to the perception and actuality of more attention to the Manoa campus than to the other nine. While it is the case that the Manoa campus is the largest and

most complex single unit, the other campuses all feel "short-changed."

As noted above, relationships and interactions with UH-Manoa are really quite good, at least by comparison with the past, and can be encouraged further by support of faculty exchanges for a semester, faculty teaching a course on the other campus, even further collaboration on curricular and research endeavors. The administrations of both campuses can facilitate this by actively encouraging and then supporting cooperative and collaborative initiatives.

f. Assuming no change in the administrative structure of the UH System (i.e., a single board of regents, no separation from the system), describe what internal changes could be made to the personnel, communication, etc., which would help to create a UH-Hilo campus with sufficient autonomy and independence to eliminate the necessity of creating a separate university.

Most of this is covered in 3(e) above. In addition, autonomy to process graduate programs rather than go through the Graduate Council, which is a UH-Manoa entity, is desirable. Although the Council has been modified to include two UH-Hilo faculty, UH-Hilo proposals will still be processed through a constitutional UH-Manoa entity.

More autonomy is needed with regard to a number of personnel, disbursing and procurement matters that now are essentially processed twice, here and there. So long as University policy is in place this double-checking is a costly redundancy. Under delegation, UH-Hilo would adhere to policy and be subject to audit rather than be "policed" and "second-guessed" at the outset.

More system-wide meetings on the UH-Hilo campus, including more than one meeting of the Board of Regents a year, would heighten the visibility and value of UH-Hilo as part of the system. At present, most meetings are held on the Manoa campus because of the generally greater preponderance of Oahu-based personnel involved in such meetings and hence the lower overall travel cost incurred by the fewer neighboring islanders involved.

The present committee structure of the Board bears no highlighting of the baccalaureate (or for that matter, the graduate/research) campuses. There is a subject matter committee on the community colleges which considers virtually all matters affecting same; there is not a comparable committee on the baccalaureate (or graduate/research) campuses. Two alternatives seem patent: eliminate the community college subject matter committee and refer its matters to the other subject matter committees as is now the case for UH-Manoa, UH-Hilo and UH-West Oahu; or create a new committee dealing with UH-Manoa (or alternatively, combine these two).

The present organizational structure carries a dual role for the chancellor, namely that of being CEO of both UH-Hilo and UH-West Oahu. Separating this role into two chancellorships would heighten the standing of each campus and enable more directed concern on the part of said CEOs to their respective campuses.

Although not fitting precisely under this heading but not provided for elsewhere in the survey instrument is the need to relocate Hawaii Community College off the UH-Hilo campus for the developmental good of both institutions. Each needs to establish its own identity programmatically and territorially; the former is developing but the lack of physical identity creates a psychological and emotional impediment to full development.

## **UHPA Survey Conclusions**

The faculty position as reflected in the UHPA survey results said:

The UHH faculty and Hilo community do not want a separation of UHH from the university system. It would not be in the best interests of Higher Education in the state of Hawaii, nor would it serve the interests of the students, faculty or Hilo community. For academic and financial reasons, the separation of UHH is not the solution to the problems UHH faces in its relationship with the UH System.

On the other hand, the University and Local Communities are united in their belief that several changes would greatly enhance the

## MODIFYING THE STATUS QUO

role of the University at Hawaii at Hilo in the University of Hawaii system:

1. The President of the UH System must not also be the Chancellor of one of the Units.
2. The Office of the President of the University of Hawaii must be moved away from the UHH-Manoa Campus.
3. The Board of Regents must establish a Committee on Developing Baccalaureate Institutions, (similar to the Committee on Community Colleges.) to deal with UHH and UH-WO issues.
4. Salary parity for UH-Manoa, UH-Hilo and UH-West Oahu must be restored.

### Other Suggestions

One interviewee suggested that having a UH-Hilo staffer stationed in Honolulu to look after and advocate UH-Hilo concerns, including shepherding paperwork, would lessen the feeling of being ignored by the university system. Individuals in Hilo would thus have an ombudsman-like facilitator to call and get help with any problem vis-a-vis the UH System. It is unclear whether a full-time position can be justified for this function or whether some other alternate arrangement might be more efficient.

Other suggestions made by interviewees included:

- Reduce the size of the system staff in Honolulu;
- Increase from fifty percent to one hundred percent the amount of indirect overhead funds generated by the university for research and training revolving fund (established under section 304-8.1, Hawaii Revised Statutes);
- Build the commercial center near campus which was derailed in 1991 to provide the campus with convenient neighborhood shops, banks, post office, and restaurants;
- Move the Hawaii Community College to another location so that both institutions can develop their separate identities and flourish according to their individual missions;



- Increase or publicize more effectively the kinds of community service that faculty engage in so that residents of Hilo can readily see what UH-Hilo faculty bring to their community in the form of knowledge and skills;
- Develop programs to inform the community about UH-Hilo's financial needs so that budget cutbacks can be offset by community fundraising. In this way the community can immediately reveal the extent of their commitment to invest in the school;
- Study and develop a more efficient system in the university procurement process to eliminate the aggravations the faculty now experience in dealing with purchasing, procurement, and hiring of lower level personnel.
- Help the community to understand that simply having telescopes or volcanoes on the island does not mean that a program in astronomy or volcanology can easily be developed at UH-Hilo independent of Manoa's resources, because many other expensive supporting courses and researchers are also needed to implement the program; and
- Provide more opportunity for dialogue between the community and the school because both sides needs the other.

## Summary

An examination of the problems and complaints experienced by UH-Hilo revealed three intersecting circles of relationships among (1) the local business community; (2) the academic community; and (3) the university system/Board of Regents. One intersection created by the interaction of the local business community and the university system is exemplified by the desire for complete separation, which is due to the lack of community trust in the Board of Regents. These issues were discussed in Part A of this chapter.

A second intersection is created by the interaction of UH-Hilo faculty and the university system as part of the state bureaucracy. While problems are recognized to exist in this area, only a few individuals see separation as the solution. Instead, the Bureau received several specific suggestions to improve the relationship between UH-Hilo and the university system. For example, much of the feeling of being a "stepchild" or "orphan" which UH-Hilo experiences within the system might be reduced or eliminated by separating the positions of President of the system and Chancellor of the Manoa campus and moving the system office off the Manoa campus. While some view this as mere cosmetic or symbolic changes, many agree that the perception of biased or fair treatment is as important as the reality and this change will go a long way to improving relations between Hilo and the system. The new President who is about to be selected by the Regents should seriously consider implementing

this suggestion. A recent news article reports that the Board of Regents "are considering establishing the chancellorship as a separate job".<sup>8</sup>

Other repeated suggestions were the creation of a committee for baccalaureate institutions in the Board of Regents; and relocation of the Hawaii Community College away from the UH-Hilo campus. Many opponents of separation agree with the reasons for retaining the current single system as reported by educational consultants Dr. Ernest L. Boyer and Dr. Richard and Mildred Kosaki. Furthermore, many individuals associated with the University as a whole would like to give the new Master Plan, which was developed on the recommendations of the Kosaki Report, a chance to be fully implemented.

The very real problems faced by UH-Hilo faculty in obtaining timely and efficient service from various statewide services such as purchasing, personnel, and disbursements are those faced by many other state agencies in the state bureaucracy. Ways to improve this relationship were more difficult to identify. However, even if a separate university is created, this problem might not be readily solved because the separate university would still have to operate according to statewide rules.

The third intersection of relationships is between the local Hilo business community and the UH-Hilo academic community. This intersection revealed several shared goals: for economic growth of the Hilo community; for an excellent university program; and for developing a campus community. The problems arise because there appears to be very little communication between the politically active businesses and the university's administrators, faculty, and students. Thus, while the one group sees significant international and national recognition and academic progress being made gradually in several areas, the other group sees a university with a second-class status and reputation. Or, while one group sees no master plan (or a poor one) for the school, the other group can point to a physical facilities and academic plan process which has been conducted over many years with input from many levels. Hence, while one group sees separation as the only answer to problems within the system, the other group feels this solution which would be costly, could cause more harm than good and would prefer to see modifications made within the status quo to improve relations with the Board of Regents and with other parts of the state bureaucracy. The academic community is also concerned that a structural separation has been repeatedly proposed without serious consultation of the very individuals who will be impacted and expected to make the separation succeed.

What is the role of the Legislature in this three-faceted Venn diagram-like scheme when many of the suggestions do not rightfully belong in the legislative realm? The Legislature can provide a forum to lend its oversight function to facilitate discussion among the parties. Or, as a policy-making body, the Legislature can simply allocate resources to

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8. The Honolulu Advertiser, "UH Regents will make choice today", November 19, 1992, p. A-3.

establish a new university system on the Big Island. To determine whether the Legislature has sufficient information to make these decisions, the final chapter will review and answer each of the concerns raised by Act 167.

## Chapter 4

### FINDINGS AND RECOMMENDATIONS

Act 167, Session Laws of Hawaii 1992 (House Bill No. 1715, H.D. 1, S.D. 2, C.D. 1), directed the Legislative Reference Bureau (Bureau) to evaluate and examine two aspects of the issue concerning the status, condition, and quality of education of the University of Hawaii at Hilo. These aspects are:

- (1) The effects of retaining UH-Hilo as part of the UH System and exploring alternatives to improve the current status and condition of the existing UH-Hilo; and
- (2) The feasibility and effects of establishing UH-Hilo as an independent institution that is separate from the UH System.

This chapter concludes the investigation of the issue of separating the UH-Hilo from the University of Hawaii system by presenting a brief summary of the findings, players, and legislative concerns as expressed in Act 167. Several earlier studies have either directly or indirectly dealt with UH-Hilo and its governance structure or its relationship with the University of Hawaii system. These earlier studies include the Bureau's 1986 study by Joyce D. Kahane, *The Establishment of an Independent University of Hawaii at Hilo* (January 1986); Ernest L. Boyer's *Creativity and Coherence, A Report on the Governance of the University of Hawaii*, (1990); and Richard and Mildred Kosaki's *Building a Statewide System and Beyond, A Report on a Master Plan for the University of Hawaii Board of Regents* (October 1990) and its Supplement (1990), followed by the Board of Regents' *A Statewide System and Beyond, A Master Plan for the University of Hawaii* (January 1991).

#### Reasons for Dissatisfaction in Hilo

The Bureau found that the objective for seeking separation of UH-Hilo from the UH System remained basically the same in 1992 as in 1986--to promote economic development of Hilo and the Big Island. There is concern that Hilo needs an industry to make up for losses experienced in other sectors such as tourism, construction, and agriculture. The university is viewed as a clean industry and perhaps the best hope for economic development for Hilo.

A second motivation fueling the separation issue goes back many years to feelings experienced by the community that it was ignored or treated unfairly by the UH Board of Regents (BOR) from the days when Hilo was a two-year campus and struggled to become a four-year university. More recently, these feelings returned when the BOR voted to separate

the Hawaii Community College from what was then a combined community college and university program. Some faculty, students, and community members opposed the separation of the Hawaii Community College and dissatisfaction continued with problems during Fall 1992 registration. Whether or not true, there is a perception that arbitrary decisions are made in Honolulu by the university system administrators and the BOR without regard to opinions from Hilo, and these BOR decisions, it was said, are designed solely to benefit UH-Manoa (the "Manoa-centric" view).

Finally, there are problems which individual faculty members have experienced within the UH System which are due to state agencies having to follow statutory requirements as a part of the State's accounting, personnel, procurement, or purchasing rules. For faculty who are somewhat tied to a semester-to-semester time frame, or to grant periods set by outside agencies, any delay in the acquisition of equipment or filling of positions can have serious impacts on research and teaching. Without minimizing the legitimacy of these complaints the Bureau pointed out that other campuses have had to contend with these irritating delays so Hilo's experiences cannot be considered unique.

### **The Players**

In general, but certainly not exclusively, the proponents for separation are community and business members while the opponents of separation are faculty, students, and university administrators. Separation is viewed by community members as the only solution to raising the level of community "ownership" of the University with benefits accruing as follows: (a) direct access to a separate Hilo-Big Island-dominated Board of Regents, (b) community involvement in fundraising, (c) comprehensive campus planning by the local community, and (d) community input into academic program implementation, and other details of university management.

Those who oppose separation are concerned primarily about the potential harm to students who wish to move freely through the statewide higher education system, and the perceived detrimental effects of a student obtaining a degree from an unknown institution, as compared to an institution having the name recognition of the University Hawaii. Others who oppose separation focus on the benefits obtained from shared resources, the cost of duplicating the library and computer services, and the cost of additional administrative positions which will follow the separation. They point to the as-yet uncalculated costs of separating Hawaii Community College from UH-Hilo into the existing statewide community college system. These observers noted that the cost of separating UH-Hilo from the UH System would be greater than the cost of separating Hawaii Community College from UH-Hilo, because Hilo would be set up as an organization with its own supporting administrative cast. Their concern is that the moneys spent on developing another duplicative administrative

staff would be better spent instead on academic and student needs in view of the university system's current budget cutback of \$17 million for fiscal year 1993-1994.

### Issues Expressed in Act 167, Session Laws of Hawaii 1992

The Legislature requested from the instant study, answers to eight specific aspects of the effects of retaining UH-Hilo as part of the UH System, and fourteen specific aspects of the effects of establishing UH-Hilo as an independent institution.<sup>1</sup> The Bureau, therefore, now summarizes its findings by briefly addressing each of these specific concerns. By necessity some of these points are repetitious. The Conference Committee report recognized "areas of over-lap in the specific elements" but the duplication [was] intentional to emphasize a comprehensive study".<sup>2</sup>

## FINDINGS

### A. Effects of Retaining UH-Hilo as Part of the UH System:

1. Identify the problems and concerns currently faced by UH-Hilo that impede or hinder efforts to improve the educational quality of its institution under the existing UH System.

- The Bureau concludes that whatever problems currently exist, it is not known that they do in fact impede or hinder educational quality. It is possible that some of these problems may impede faculty efficiency or interfere with "town-gown" interaction. One problem with this question is how to define educational quality. The phrase "educational quality" is sometimes defined by input measures such as the number of dollars appropriated by the State Legislature, the percentage of faculty who have Ph.Ds, the number or percentage of grant money that is generated by a school, how many entering students proceed to graduation, or the number or percentage of graduates who continue on to graduate programs.
- Community members would probably say that the lower priority given to the UH-Hilo budget requests vis-a-vis other requests in the system hinders efforts to improve educational quality. On the other hand, faculty members might

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1. In each case the last request was described as "other matters deemed relevant to this study".

2. Conference Committee Report No. 7 on House Bill 1715, H.D. 1, S.D. 2, C.D. 1, Sixteenth Legislature, 1992, State of Hawaii, p. 4.

point to the disparity in faculty salaries between campuses as a hindrance to educational quality. To some faculty members, the delays experienced with purchasing, procurement, and hiring might be viewed as a major hindrance to improving educational quality. Students' views of educational quality might hinge on the reputation of the school and the "ticket value" of a diploma from the University of Hawaii versus the Hawaii State University or whatever new name is chosen for the University after separating from the system. See Part B of Chapter 2 for the Bureau's interview results.

2. Describe the advantages and disadvantages of UH-Hilo remaining part of the UH System.

- Advantages of remaining part of the UH System revolve around the sharing of resources and the benefits of economies of scale. Disadvantages involve the loss of identity in the larger bureaucracy and the slower responses from the system. Interviews in Hilo addressed this specific question. See Part B of Chapter 2 and Appendix D which contains the complete set of responses to the Bureau's specific questions asked of the administrators at UH-Hilo and the university system.

3. Describe perceived obstacles and drawbacks of UH-Hilo existing under the current Board of Regents.

- UH-Hilo responded to the Bureau's question in this way:

**Does the existence of a single board of regents administering the entire UH System impede or hinder efforts to develop and autonomous UH-Hilo?**

With the passing by the legislature of the so-called autonomy and flexibility bills and under the delegation of authority management style of the current President, UH-Hilo has been delegated more responsibility and authority than was the case five or so years ago. Historically, the Board of Regents, like much of the rest of the highly-centralized Hawaii state government, has retained unto itself much more decision-making authority than is more generally the case nation-wide. Further delegation by the Board of certain functions (e.g., approval of executive-level administration appointments below that of the CEO, approval of promotion and tenure recommendations, approval of new academic programs) would place appropriate levels of authority on the

## FINDINGS AND RECOMMENDATIONS

President who, if inclined, could delegate to the Chancellors. The Board would then be a policy Board instead of mixing administrative functions with policy development.

It must be noted, however, that under any system there is a certain level of bureaucracy. Admittedly in the current arrangement there is a three-step process (UH-Hilo to UH System to UH Board of Regents) that would presumably be reduced to two-steps; nonetheless, there would still be internal bureaucracy in processing proposals and routine paper work (purchasing requests, payroll, etc.). And, of course, as a public institution, the bureaucracy extends beyond the Board of Regents through such offices as Budget and Finance, Department of Land and Natural Resources, etc. Bureaucracy can't be eliminated but it can always be geared to function more effectively and efficiently.

- The Board of Regents is viewed by some as, at best, not having enough time to attend to Hilo matters or at worst, not caring enough about the uniqueness of the Hilo program and Hilo community. The Board of Regents by necessity, must take a statewide and systemwide perspective. Proponents of separation find this perspective the major culprit for the Board of Regents not spending enough time in Hilo on Hilo matters. However some observers do not see Board of Regents inattention as necessarily an obstacle because (they say) Hilo is then left to develop its strengths and proceed at its own pace without the harmful effects of micromanagement by the Board of Regents.

4. Give a progress report of the obstacles faced to facilitate and achieve articulation among UH-Hilo, UH-Manoa, and other institutions of the UH System.

- Both Boyer and Kosaki pointed out that articulation was "basic" to the operation of a truly systemwide concept for the University of Hawaii, and should be accomplished for the benefit of the students.
- The Bureau is not qualified to judge the nature of course equivalencies and whether or not what has been accomplished so far by the two recent publications, "Guide to Admission and Transfer" and "Student Transfer Handbook" issued for 1992-1993 remove most of the obstacles complained of in 1986. The Bureau has found that there are still some subject areas for which articulation remains unresolved for UH-Hilo, namely in agriculture and business courses. The above cited publications represent the first move to addressing the "seamless web" concept of education promoted by the Boyer



and Kosaki reports, whereby a student can begin at any point in the system and move freely among community colleges and baccalaureate institutions depending on interest in type of academic program or island of residence.

- There is a perception among some observers that UH-Manoa retains an elitist and impractical view of course equivalencies and thus hinders rather than facilitates the free movement of students through the system. These observers would prefer to see a true systemwide acceptance of any course taken at any of the campuses and a greatly simplified single-page articulation statement.

5. Describe actions and opportunities to improve communications, coordination, and the relationship between UH-Hilo and the existing UH System.

- Some UH-Hilo faculty serve on graduate committees and hold joint Manoa/Hilo positions; there is UH Manoa/Hilo faculty collaboration in research; some students serve on systemwide boards. There are other opportunities for systemwide interaction via the statewide faculty union and service on faculty committees and institutes such as the Spark Matsunaga Institute for Peace. As one of three system Senior Vice Presidents, the Chancellor of UH-Hilo and West Oahu College has direct communication with the existing UH System. The Bureau's interviews indicated the role played by the current UH-Hilo Chancellor has been instrumental in "broadening decision-making and supporting cooperative and collaborative initiatives". The character of the individual personality leading an institution can have a vital role in improving communications, perceptions of leadership, and facilitating institutional interactions.

6. Describe strategies to improve the quality of education, status, and condition of UH-Hilo within the existing UH System.

- Perhaps the single most important strategy is the Regents' Master Plan for the University of Hawaii and the supporting documents by Dr. Richard and Mildred Kosaki. After the 1990 Board of Regents adoption of Boyers's reorganization recommendations, the Kosakis' report pointed out:<sup>3</sup>

The principal purposes of the reorganization are to reinforce the statewide or "system" perspective and to assure equity among the major units of the University. To this end the President's dual responsibility, that is, his wearing of "two hats," is explicitly recognized, and the Senior vice President of Academic Affairs is given the

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3. Kosaki, Statewide System, p. 83.

## FINDINGS AND RECOMMENDATIONS

additional duty of overseeing baccalaureate and related programs throughout the system. In this regard, the two areas which require the latter's immediate attention are articulation of programs and distance education, both of which are in need of coordination among the campuses.

It is to be hoped that this reorganization will provide the necessary statewide perspective that can help distinguish the University of Hawaii as a unified system of higher education. This arrangement should be assessed after two years. A major consideration then ought to be whether the organizational arrangement and administrative structure have facilitated cooperation among the campuses and enhanced the advantages of a statewide system under one board.

- Under the Master Plan for the University of Hawaii, the emphasis is on "maintaining diversity by clarifying campus missions and coordinating campus plans".<sup>4</sup> In this way Hilo would remain in the system and provide the alternative residential, small liberal arts university curriculum with selected masters programs. This is not a structural change but in the Kosakis' and Boyer's views, a change which requires a statewide perspective, "a sense of partnership and institutional pride....a recognition that, amidst diversity, a common destiny is shared".<sup>5</sup> During the bureau's interviews one of the most frequently received suggestions for improving the condition of UH-Hilo within the existing UH System was to separate the President's dual responsibility mentioned in the Boyer reorganization.

### 7. Compare funds allocated to UH-Hilo versus other campuses of the UH System.

- The university system produces a variety of budget, appropriation, and expenditure figures which have been used to argue that UH-Hilo does not receive its fair share of general funds, or that if separated, Hilo should continue to receive the same dollar amount per student that UH-Manoa receives for at least ten years after separation. The Bureau found that more critical, time-consuming analysis of financial data is still needed to obtain accurate measurement of the cost of separation, for example. The \$10,000,000 estimate provided by UH-Hilo for separation costs is only a "guesstimate", and depends on certain assumptions made beforehand. A big amount (\$6,000,000) of this total estimate is to provide space (whether constructed or leased space) for

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4. Board of Regents, University of Hawaii. A Statewide System and Beyond, A Master Plan for the University of Hawaii (Honolulu: 1992), p. 27.

5. Kosaki, Statewide System, pp.80 and 82.

additional staff and for a computer system, technical staff and so on, to support the payroll, disbursing, and institutional research functions.

- Estimates of costs provided by proponents of separation on the other hand is between one-fourth to one-tenth of UH-Hilo's figures (depending on whether the construction/space figure is left in), or not more than \$1,000,000 for fifteen new staff members, equipment, supplies, library support, and a new board. These supporters of separation expect to keep costs lower in the library and computer capability areas through cooperative arrangements with the Manoa campus.

The Bureau attempted to make some analogous comparisons with the cost of the separation of Hawaii Community College, but these figures are not yet available. See Chapter 3 for more discussion about costs.

- In other areas, wholesale acceptance of figures for Manoa can create inaccurate conclusions. Manoa retains the bulk of the operating budget because it is larger (in terms of student enrollment, programs, and other ways) and has graduate programs which by their nature cost more (whether per faculty member, per student, or any other measure) than undergraduate programs. It would be inappropriate, for example to simply divide general funds appropriations for UH-Manoa and for UH-Hilo by the number of students enrolled at each respective school.
- A more appropriate comparative figure (albeit still not a perfect method) might be to look at undergraduate cost per student semester hours for UH-Manoa and UH-Hilo which would remove the effects of Manoa's size and its more expensive graduate programs. Direct instructional cost (DIC) per student semester hour (SSH) in fiscal year 1990-1991, for Manoa's lower division was \$119, while for its upper division DIC per SSH was \$211. At UH-Hilo, for the same period, lower division DIC per SSH was \$108 (\$11 less than Manoa's) and upper division was \$205 (\$6 less than Manoa's). It is not clear whether these differences are significant or a justification for complaint by UH-Hilo. The difference between campuses may be due to diversity of programs at Manoa and Hilo and the higher salaries at Manoa or other reasons.
- The Bureau received another suggestion which was to look at the unmet need rather than the actual dollar amounts allocated to different campuses. For example, if dormitory space is a felt need, a more appropriate examination might be to determine what percentage of the incoming students were unable to be housed on one campus over another as compared to another campus. If these percentages continue to remain high at Hilo but decrease for Manoa,

there may be legitimate arguments for funding the construction of more dormitories in Hilo instead of Manoa.<sup>6</sup> In this case despite Hilo's additional dormitory completed in 1989, the school was unable to provide dormitory space for 200 students (about 11 percent of 1808 full-time students) for lack of dormitory space in Fall 1991. In Honolulu, UH-Manoa could not provide dormitory space for 2,000 students (or about 14.5 percent of 13,765 full-time students) for lack of housing in Fall 1991.

- Still another way to look at how well or how poorly Hilo fares in the "numbers game", one could look at expert opinions. According to the Kosaki report, "The University of Hawaii at Hilo, as a largely residential college, should provide dormitory spaces for at least half of its full-time students".<sup>7</sup> By this standard, Hilo, which had housing available for 690 students, could provide dormitory space for about 38 percent of its 1,808 full-time students in Fall 1991, far short of 50 percent, or 904 full-time students.
- This discussion points out several findings: That critical thinking must be applied to all cost figures and comparisons made therefrom, and university data analysts should be consulted for their knowledge and skills in understanding what the numbers might mean. Moreover, statistics alone cannot be used to justify a change in governance.

8. Review issues related to whether structural changes within the existing University of Hawaii system could achieve similar results as compared to creating a separate university.

- This concern impliedly suggests not a separate Hawaii State University (or other institution) and therefore no independent Board of Regents for Hilo. Instead it suggests perhaps the creation of a position of President of UH-Hilo to report to the existing Board of Regents to achieve some degree of "independence" and "autonomy" for the campus.
- This structure was suggested in 1986 as an alternative to separation in 1986 by Kahane.<sup>8</sup> "The legislature may recommend that the Board of Regents create a separate University of Hawaii at Hilo position of President, to report to the existing University of Hawaii Board of Regents." [Under this approach UH-Hilo would not have the] "...complete management flexibility it would have if it were

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6. Interview with Rodney Sakaguchi, Director of Budget, University of Hawaii, October 22, 1992.

7. Kosaki, Statewide System, p. 67.

8. Kahane, Independent UH-Hilo, pp. 93-94.

separate. A more decentralized University of Hawaii internal administrative structure presumably would enable the University of Hawaii at Hilo as part of the University of Hawaii to have more of a role in devising policies for the unique context of the University of Hawaii at Hilo and allocating moneys appropriated to it, such as with regard to faculty work load and salaries." Kahane reported at the time that (former) University of Hawaii President Dr. Albert Simone envisioned more authority would be delegated to the chancellors.

- Another structural change within the existing system which might be reconsidered in 1993 is a 1981 recommendation raised by the Legislative Auditor and described by the Kosakis in this way:<sup>9</sup>

Unlike the other two chancellors, the Chancellor for Community Colleges does not directly administer a campus. Rather, the office is responsible for statewide coordination of all community colleges. Noting this, a 1981 State Legislative Auditor's report recommended the replacement of the office by a statewide unit to which all campuses, including Manoa, reported for purposes of coordination. This would be an innovation, for when the Office of Manoa Chancellor was originally created, its necessary counterpart in the form of a systemwide office was never fully established. Now, with the addition of new campuses to the university system, the logic of the administrative structure recommended by the Legislative Auditor becomes even more apparent.

When visitations were made to all parts of the University in preparation of this report, on several campuses the desire was expressed for a systemwide office to coordinate statewide activities such as articulation, transfer, and distance education. It was also observed that this office could offer a statewide perspective in: (a) directing long-range planning; (b) striving for equity among the campuses in the consideration of their requirements and in the distribution of funds; (c) supplying services which entail special expertise (e.g., legal services and

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9. Kosaki, Statewide System, pp. 83-84.

## FINDINGS AND RECOMMENDATIONS

public relations); and (d) providing institutional research services, assuring compatibility in the data collected and identifying areas warranting further research. The effectiveness of the Council of Senior Executives may require an appropriate administrative organ; consideration should be given to lodging statewide coordinating responsibilities in a systemwide office. At the same time as the coordinating function is so clarified, major operational responsibilities should be explicitly delegated to the various campuses.

Thus it appears that while suggestions for structural changes have been made since 1981, these alternative proposals to separation have not been further examined or acted upon.

### B. Separation from the System

#### 1. Describe the policy implications on other entities of the system.

- Given the small size of the whole university system, consideration might be given to spinning off other parts of the system, community colleges, West Oahu College, and so on, each with its own President or own separate boards of regents. Some commentators have asked whether there might be other more deserving candidates for separation based on criteria such as size of student enrollment and distance from Honolulu. Thus separation of UH-Hilo could lead ultimately to a breakup of the entire system.

#### 2. Describe implications on the development and execution of state higher education policy, including the need for separate governing boards of regents.

- The Bureau received some comments that a series of separate boards of regents would necessitate a "superboard" to coordinate state higher education policy.

#### 3. Describe the need for and costs of expanding core programs, academic units, support services, and additional physical facilities to operate a separate institution.

- This concern requires the Bureau to make assumptions it is unqualified to make. Issues regarding core programs, academic units, support services, and physical facilities require some idea about the size and composition of the UH-Hilo, and even the Department of Business, Economic Development and

Tourism in its 1986 assessment of costs pointed out that many assumptions would have to be made before costs can be projected. In order to make significant economic impacts for the Hilo area, however, there will be a need to expand programs and physical facilities, faculty, and the like.

- UH-Hilo provided the Bureau with a minimum estimate for personnel (\$1,000,000), equipment (\$3,000,000), and construction (\$6,000,000) for a total cost of about \$10,000,000 if the institution is separated from the university system and stays at its current level of service. In addition, about \$300,000 would be needed annually for the cost of a separate governing board. This \$10,300,000 figure does not include the cost of adding graduate programs, expanding the number of undergraduate courses, or undergraduate sections, if enrollment increases significantly beyond projected estimates, or the costs for additional classrooms, faculty, and support personnel. UH-Hilo is reportedly already at "max" with an enrollment of about 2,800 students.
- It is noteworthy that even while being part of the UH System, UH-Hilo's administrative/professional/technical (APT) positions have more than doubled during the decade 1979 to 1989. (This figure covers the period that Hawaii Community College was a part of the UH-Hilo program). During the same period, UH-Hilo's faculty/staff increased by thirty-one percent.<sup>10</sup> As a separate university with its own board of regents the new institution would likely incur more costs in the administrative area. H.B. No. 1715 provided for eleven regents. UH-Hilo's estimate of \$300,000 annual cost would provide for operating funds, lease rent, travel expenses, and an unknown number of support personnel for the new board.
- The corresponding estimates from the proponents of separation have been considerably lower, at less than \$1,000,000, again without expansion of core programs, only the addition of an eleven-member board, fifteen additional staff members for the separate university, overhead, and supplies, equipment, library, and so on.
- The only certainty is that separation will be expensive and the State Legislature would have to be willing to follow through with the necessary financial support if separation occurs. While the Hilo business community appears optimistic about guaranteed funding for the new university, it is doubtful that the community alone can raise year after year the amount of funds that will be needed to operate a separate university.

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10. Kosaki, Supplement to A Report on a Master Plan for the University of Hawaii (Honolulu: 1990), p. 14.

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### 4. Describe impact on collective bargaining for public employees.

- Section 89-6(7), Hawaii Revised Statutes, provides for collective bargaining for "Faculty of the University of Hawaii and the community college system". Amendatory legislation would be necessary to provide for collective bargaining for the faculty of a separate university. Few concerns were received by the Bureau about whether collective bargaining could be accomplished. Instead, the faculty members focused on whether their political clout would be weakened by separation because of their relatively small number. Among other things, faculty salary, working conditions, and overall satisfaction or morale could be affected by loss of collective bargaining strength.

### 5. Describe potential impacts upon retention and recruitment of faculty and staff.

- Retention and recruitment depends on a variety of factors. The Bureau received comments that as an independent institution, there would not be a "track record" and this may be a major drawback to recruiting quality faculty. Lack of a national reputation might also affect the faculty's ability to obtain grant moneys. The physical isolation of the neighbor islands generally and fewer opportunities for faculty collaboration with colleagues in higher education in Hawaii when organizationally separated from the UH might also cause faculty professionalism to suffer.
- It has been argued that those faculty who wish to leave should be encouraged to do so because there are a large number of qualified professors in the nation who would be happy to live and work in Hilo. To the extent that this expresses the sentiments of the proponents of separation, it would be fair to say that this statement exacerbates the feeling of misunderstanding and distrust between faculty members and certain community residents. Availability of persons willing to teach in Hilo would depend on many factors, not the least of which include: the availability of university jobs nationally; the national pool of Ph.Ds; the general ambiance and reputation of Hilo as a progressive, livable town; the availability of good public schools, and so on. Hilo has an advantage in one respect: in June 1992, Hilo was reportedly ranked by *Outside Magazine* one of the ten most desirable cities in the United States based on such factors as proximity to wilderness areas, quality of public schools, employment opportunities, relative low-cost housing, and access to the arts.<sup>11</sup>

### 6. Describe potential impacts upon enrollment, transfer, and articulation of course credits within the UH System.

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11. Honolulu Star Bulletin, "Hilo near top among desirable cities", June 16, 1992, p. A-4.



- Any benefits which currently exist in the areas of transfers and articulation would be lost to UH-Hilo students if separation occurs. There are some at UH-Hilo who would opine that the loss of existing articulation benefits is immaterial because they say, so little articulation benefits now exist in the system. While true for some fields, it is not in most cases.
- Some students from the mainland indicated that it was the reputation of the UH System that drew them to UH-Hilo. This is in keeping with national attitudes of college freshmen, the majority of whom (51.6 per cent) said that "good academic reputation" was a very important reason for selecting the college attended. In the same poll, only 21.3 percent said that "wanted to live near home" and 27.7 percent said "low tuition" was important to college selection.<sup>12</sup>

7. Give a cost and impact analysis and economic assessment of establishing a separate UH-Hilo.

In 1986, the DPED (now the DBEDT) (Department) provided the economic assessment and impact of a separate university in Chapter 7 of the Bureau's 1986 report. In that chapter the department observed that:<sup>13</sup>

The magnitude of the economic impact will largely depend on the size of the student enrollment and the amount of university-related expenditures. The organizational structure of the University of Hawaii at Hilo, especially, the administrative control of the University of Hawaii at Hilo, either by the centralized University of Hawaii system or by a separate governing body, may not change the economic impact unless the separate administrative control of the University of Hawaii at Hilo results in expanded university activities.

The key issue, therefore, is the size and composition of the University of Hawaii at Hilo rather than structure of governance.

If a realistic plan for the growth of the University of Hawaii at Hilo is formulated and commitments are made to accomplish it, the growth of the University of Hawaii at Hilo

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12. The Chronicle of Higher Education Almanac, August 26, 1992, p. 13.

13. Kahane, Independent UH at Hilo, pp. 83-84.

## FINDINGS AND RECOMMENDATIONS

will occur and it will have positive economic impacts on the Big Island. If there are no definite academic and financial plans or commitments to follow up the plan, the mere changes in governing structure alone may not necessarily result in the growth of the University of Hawaii at Hilo. The establishment of a separate campus at some area, other than the current the (sic) University of Hawaii at Hilo site, however, will need a large amount of construction costs, and hence, will produce large economic impacts given the size of student enrollment. It may be however, unrealistic to expect that a large amount of funding can be obtained for building a new campus at this time given the State's financial condition.

As it was pointed out earlier, the start-up cost of new graduate instructional programs will also be very expensive without the available core of faculties and facilities. Some limited form of research activities, however, may be carried out with existing faculty and research facilities already available on the Big Island. (Emphasis added)

The department concluded by saying, "From a purely economic impact standpoint, the key variable is the size of the University".<sup>14</sup>

- In 1992 the Bureau asked UH-Hilo for an estimate of the cost of separating UH-Hilo from the university system and received a "ballpark" estimate of about \$10,000,000 plus costs for support staff and other expenses for the new Board of Regents of about \$300,000 annually. This figure of \$10,000,000 is to maintain the current level of services for about 2,800 students (Fall 1992 headcount) enrolled in programs leading to any of twenty-six bachelor's degrees and nine certificate programs. In 1986 there were about 1,600 students and twenty-one subjects in which bachelor's degrees were being offered, plus two certificate programs. Over the past six years then, student enrollment has increased by about 1,200, the number of bachelor's degrees has increased by five, and the number of certificate programs by seven. While the trend has been gradual growth of programs and enrollment, this rate of growth is unlikely to get the UH-Hilo campus to a size soon that Department of Business, Economic Development and Tourism said would have real economic impact.

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14. Kahane, Independent UH-Hilo, p. 85.

- Thus, if UH-Hilo were made to grow to a size that would have considerable economic impact for Hilo, then \$10,000,000 needed for mere separation from the system would be inadequate to increase programs, faculty, physical facilities, and so on. If \$10,000,000 would just keep the current university at stasis, separation may not accomplish the desired end of economic growth. A related question is A-3 above, which discusses the kinds of assumptions which must be made for expanding core programs, academic units, support services, and additional physical facilities before estimates of additional costs can be made. More discussion about cost issues can be found in Part A of Chapter 3.

8. Describe the advantages and disadvantages of an autonomous UH-Hilo.

- The advantages are those primarily subscribed to by community members: immediate, more personal access to members of the new Board of Regents, most of whom would be from the Hilo/Big Island area; faster handling of complaints; coordinated and responsible campus planning; university programs related to community needs; direct knowledge of university financial needs and subsequent funding of same.
- The disadvantages include a general perception in academic circles that a state university is less prestigious than a "university of (name of state)" and the occasionally expressed inferiority feelings at UH-Hilo, would only be reinforced. Other perceived disadvantages include the loss of access to shared resources such as library facilities and computer capability, competition with UH-Manoa for program moneys, loss of student diversity if the perception of the school is one that has no "track record" and fewer students apply from the U.S. mainland or foreign countries.

9. Describe coordination and cooperation, if any, between an independent UH-Hilo and the UH System to continue existing programs, resources, and activities between the two entities.

- Theoretically this might be possible, for example, in the form of lease agreements to use the UH-system's computers. In view of the high cost of a direct Hilo to mainland fiber optic line for example, cooperative agreements are considered a necessity by proponents of separation. Practically and realistically however, there would not appear to be any guarantee that this type of agreement could be expected to exist on favorable terms for UH-Hilo on an indefinite basis when state revenues are decreasing and other parts of the UH System, such as expansion of West Oahu College into a 4-year program with its own permanent facilities, might deserve or require the financial attention. The primary difference would be that whatever priority Hilo now feels its needs have

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or do not have, they would likely be shifted to the lowest priority, below all other elements organic to the UH System. Looked at from the UH System perspective, how could the system justify placing the needs of an outside entity above those of its own component parts?

10. Describe the impact on existing programs, resources, and functions under a separate UH-Hilo.

- The impact on the libraries, computer system, and grant-sharing funds have been described in Part B of Chapter 2. In general, if separated, the new university would need funds to operate and staff its own mainframe computers and pay for a fiber optic link to the mainland in order to take advantage of research networks now available through the system. Research opportunities for students and faculty could be negatively impacted without adequate library funding. Presently the UH-Hilo library also benefits from having access to CDROMs and gift books, not a minor cost as some may believe.
- A separate Office of Research Administration which coordinates and monitors the grant moneys which the university received would have to be created and staffed by at least five persons, but this may not be cost-effective and justifiable given the small amount Hilo now receives (about 3.1 percent of the total \$120 million received by the system). Other impacts might include losing access to the funds faculty now receive to attend conferences, present papers, start-up grants, and student scholarships available through the university system.

11. Describe the effects on student enrollment, student admission, academic standards, and school administration and operation, under a separate UH-Hilo.

- It is impossible to predict what effect separation would have on total enrollment, academic standards, and school administration and operation. However, it is likely that at least initially, there would probably be little change in the courses being offered and overall operating standards. Perhaps with considerable financial backing and construction of more classrooms and dormitories, student enrollment might increase. Concomitant increases would be necessary for faculty, office space, and support personnel to accommodate a larger student body.
- While proponents of separation feel confident that UH-Hilo's (under a new name) student population would grow by taking pressure off the presently overcrowded Manoa campus, it is possible that students may choose to attend

West Oahu College instead because it would be located on Oahu, as Manoa is, and would have the UH name recognition that Hilo would not.

- The Bureau's interviews at UH-Hilo indicated some of the following student concerns:
  - (a) The effect of separation on transferring courses would be similar to transferring from any other non-UH school. Despite the articulation problems which exist, there has been some progress to facilitate student movement between campuses;
  - (b) The effect of losing the national reputation of the UH name and benefiting from its known "track record";
  - (c) Whether there would be enough off-island applicants, both from the mainland and internationally, who would apply to the new university to give it a broad student "mix" given the loss of "reputation" and loss of non-resident student recruitment by the university system. Part B of Chapter 2 presents interview findings and Chapter 3 examines the implications of separation.

12. Give an assessment of the progress and effects on student achievement and learning of other states with dual university systems.

- The Bureau conducted a literature review on DIALOG, ERIC, and the University of Hawaii's CARL System on the keywords, "higher education", "governance", "educational quality", "educational outcomes", and "educational effectiveness". A comprehensive collection of recent research can be found for example, in *Key Resources on Higher Education Governance, Management, and Leadership* by Marvin W. Peterson and Lisa A. Mets<sup>15</sup> and *State Issues in Higher Education, A Bibliography*, prepared by Richard Novak.<sup>16</sup> A state-by-state analysis of the effects of a dual university system on student achievement was not found.

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15. Marvin W. Peterson, ed. and Lisa A. Mets, Assistant Editor, Key Resources on Higher Education Governance, Management, and Leadership (San Francisco: Jossey Bass, 1987).

16. Richard Novak, State Issues in Higher Education, A Bibliography, American Association of State Colleges and Universities (Washington: 1990).

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- Perhaps the closest answer to this question can be found in the observations reported in J. Fredericks Volkwein's "Changes in Quality among Public Universities":<sup>17</sup>

Do campuses that are relatively unhampered by state regulation demonstrate higher levels of academic quality and success? ... The significant differences in quality and success among universities were explained, for the most part, by differences in state financial support and campus size. Academic and financial autonomy did not make significant, unique contributions to the explained variance in faculty reputational quality, in student quality as rated in various guidebooks, nor in government grants per FTE.

While this 1986 analysis did not support the popular belief of a strong relationship between autonomy and effectiveness, it also did not measure changes over a period of time. Universities are at different developmental stages with respect to their academic development, their faculty and student quality, and their external funding. Research to date has not taken into account their different "starting points", and has not measured the differential progress of heavily regulated and less heavily regulated campuses. So the failure to include "value added" measures constitutes one possible explanation for these earlier findings.

Another explanation has to do with the financial condition of universities. Some have argued that freedom from academic and financial regulation may be most important under conditions of financial stringency and could be relatively unnecessary if funding were adequate. On the other hand, it may be that only adequately funded campuses can take advantage of what autonomy they enjoy. If this is so it substantially explains the generally low relationships found thus far between campus flexibility and the measures of efficiency and effectiveness.

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17. J. Fredericks Volkwein, "Changes in Quality among Public Universities", The Journal of Higher Education, March/April 1989, Vol. 60, No. 2, p. 142.

In Volkwein's scheme, Hawaii is classified as a state which treats its universities financially like state agencies, but is more decentralized in its academic approach (see Exhibit 22).

- Based on the literature in this area, the Bureau is unable at this time to give a definitive assessment of the progress and effect on student achievement and learning of dual university systems from the research available. However, it is likely given Volkwein's study, that it is not the nature of governance (in whatever way it might be defined) per se that is critical to student achievement but rather the financial support from funding sources, and the size of the school which make the difference.

13. Give recommendations for statutory amendments and other legislative actions necessary to establish a new state university at Hilo.

- Aside from the amendment necessary to provide for collective bargaining for the faculty and staff of the new university, legislative language for creating a new state university already exists in H.B. 1715 (1991), as introduced. See Appendix A for a copy of H.B. 1715.

14. Give student, faculty, and overall campus-community response to establish a separate UH-Hilo campus that is independent from the UH System.

- After more than fifty hours spent by the writer interviewing individuals in Hilo and an additional 12 to 15 hours interviewing people in Honolulu, the Bureau finds that the major players are on different playing fields when discussing separation of UH-Hilo. Community members who argue the economic benefits of separation would like to see UH-Hilo serve as the catalyst to revitalizing the Hilo economy. These residents would also like to increase community input into planning, managing, and administering UH-Hilo by having a locally controlled Board of Regents. Under these conditions, the following questions are suggested:
- Would the economic benefits accrue to the students, or for the businesses in Hilo?
- For whom does a university exist?
- In general, persons associated with UH-Hilo are proud of its accomplishments and national and international reputations in a variety of fields. These interviewees acknowledged that UH-Hilo is growing slowly, but this growth is

## Exhibit 22

### Classification of States According to Their Regulatory Practices toward Public Universities

	Financial Authority (1983)			
	Centralized	Decentralized		Independent
	State Agency	State Controlled	State Aided	Corporate Model
Academic Authority (1982)				
Centralized (European Ministry)	Mass. Mont. N.C. N.Y. S. Dak. Va. W. Va.	Ga. La. N.J. Okla. Tenn. Tex. Wis.	Ala. Ind. Ky. Miss. Mo. Utah	
Decentralized (Campus Control)	Conn. Fla. Hawaii Ill. Kans. Md. S.C.	Ariz. Ark. Calif. Colo. Nebr. Nev. Oreg. R.I. Wash. Wyo.	Del. Idaho Iowa Maine Mich. Minn. N.H. N. Mex. N. Dak. Ohio Pa. Vt.	
Independent (Free Market)				

Source: J. Fredericks Volkwein, "Changes in Quality Among Public Universities", The Journal of Higher Education. Vol. 160, No. 2 March/April 1989, p. 140.



being made with reasonable progress in the context of what is attainable and within a well-thought-out plan. Separation is viewed by these individuals as causing more harm than benefits to faculty and students and incurring costs in areas (administration) that could be better spent for teaching and improving student life.

A more detailed discussion of interview results can be found in Part B of Chapter 2. Specific responses from UH-Hilo and system administrators have been reproduced in Appendix D.

## RECOMMENDATIONS

Before discussing recommendations, the Bureau makes the following concluding observations which the Legislature might find relevant in its consideration of the UH-Hilo situation. Across the country, state proposals to reorganize a state's higher education system appear regularly depending on a variety of issues faced by a state, including: duplication of programs, conflicts between two institutions, legislative reaction to intense institutional lobbying, or a sense that the existing structure has been ineffective.<sup>18</sup> Obviously Hawaii's Legislature is not unique in considering whether a change in the governance structure is the solution to what ails UH-Hilo, perhaps for a combination of these very same reasons.

Separation of UH-Hilo cannot and should not be viewed in isolation. McGuinness pointed out that "[B]efore a major change in governance is proposed, state and institutional leaders should: (a) see organizational structure and reorganization as means rather than ends in themselves; (b) examine the total higher education policy process, not just the formal higher education structure; and (c) realize there is no perfect system, no preferred model".<sup>19</sup> The cautions stated by McGuinness mean that wholeheartedly adopting another state's structure for one's own state's public higher education system (such as a University of Hawaii and a Hawaii State University "dual system" approach) might neglect consideration of the role of the Legislature in the budgetary allocation and oversight process, the role of the Governor in selecting and appointing regents, the role of the university administration in developing measures of accountability, and assessing its own performance, and the efforts of the local community to work with its university. It is these relationships, both formal and informal, that can affect Hawaii's higher education policy process more than structural separation.

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18. Aims C. McGuinness, Jr. "Status of State Coordination and Governance of Higher Education: 1985" In: State Postsecondary Education Structures Handbook, Education Commission of the States (Denver: 1986), pp. 1-7 (hereinafter cited as McGuinness, Jr. Governance).

19. McGuinness, Jr. Governance, p. 6.

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It has already been said, but bears repeating, that two bases have been put forth for examining the separation issue: one, to provide an economic base for the development of Hilo and the other, to gradually develop a reputable, residential, liberal arts university with selected graduate programs in a non-urban setting within a statewide public university system. Economic growth for Hilo is a worthwhile goal which few would deny is important. There is no conflict among the players regarding economic growth. Those who wish to maintain the status quo within the UH System are not averse to helping Hilo grow--in fact, many of these individuals see Hilo as the ideal college town. Many persons on both sides of this issue for example, see the need for the completion of the commercial center complex near campus. Realistically, separation from the university system is not necessary to successfully complete the commercial center complex.

In order to have greater economic impact, however, UH-Hilo must grow larger and faster than it has in the past ten years. The bigger question then becomes:

- What is the long-term vision for UH-Hilo and what shall be its primary function:
  - to fuel Hilo's economy?
  - to serve in a broader higher education system by being the alternative small, residential four-year college?
  - to become a big research university of international repute with multi-campus sites in other areas of the Big Island like West Hawaii?
- Again, is separation necessary to accomplish growth, and conversely, if separation occurs, is growth guaranteed?

The Bureau strongly recommends more dialogue among the community, business leaders, and the faculty, student body, and administrators of UH-Hilo to identify common goals and objectives. Whether separation occurs or not, all parties need each other at the program development and implementation levels, for budgetary requests and lobbying efforts, for data collection and analysis. Each group is a major "stakeholder" in the success or failure of the institution. It may be that the distrust among the parties especially the relationship between the community and the Board of Regents, has progressed for too long and intermediaries may be needed, such as consulting a mediator/arbitrator to mend divisions. Parties may wish to read a guide such as *The Goals of Universities* by Michael Allen which contains a chapter entitled: "A Procedure for the Clarification of University Goals by Individuals".<sup>20</sup>

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20. Michael Allen, The Goals of Universities, (Philadelphia: The Society for Research into Higher Education & Open University Press, 1988).

The ultimate decision to separate UH-Hilo is primarily a matter of legislative will and the recognition that to do so requires immediate and total commitment by all parties and the ability to pay for the financial costs of separation. As examples of legislative will in the state higher education plan one need only look at the considerable resources set aside beginning in the 1970s to create the John Burns School of Medicine and the William Richardson School of Law at UH-Manoa. At the time many questioned the wisdom of spending money to create these professional schools. If the Legislature chooses to do so, the same commitment can be made for separating UH-Hilo from the UH System.

On the other hand a decision to retain the current structure would give the university system the opportunity to fully implement the January 1991 Regents' Master Plan with a goal of promoting diversity within the system. Also, the retention of the status quo in 1993 does not imply that separation could not be considered at a later date when the various system components have matured in size and sophistication. In the meantime, the Legislature can "induce change" in the following ways:<sup>21</sup>

- (a) Monitor the "big picture", as opposed to the details of institutional functioning;
- (b) Recognize that institutional diversity is healthy, and should be preserved, so long as statewide educational goals are being attained; avoid assessment or regulatory policies that might homogenize important institutional differences, and thus dilute overall effectiveness;
- (c) Create positive incentives for institutional improvement;
- (d) Visibly distinguish incentive structures for qualitative improvement from regular institutional funding mechanisms; limit incentive funds to less than ten percent of total allocation;
- (e) Leave institutions with considerable discretionary authority on how to accomplish quality improvement goals;
- (f) Stress the use of concrete, quantitative information on institutional and system performance;
- (g) Use multiple indicators of institutional and system performance; and

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21. Peter T. Ewell, Levers for Change; The Role of State Government in Improving the Quality of Postsecondary Education, Education Commission of the States (Denver: 1985), pp.32-33.

## FINDINGS AND RECOMMENDATIONS

- (h) Wherever possible, use existing information and use that information at the local level.

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## A BILL FOR AN ACT

RELATING TO THE HAWAII STATE UNIVERSITY.

BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

1       SECTION 1. The purpose of this Act is to establish a  
2 separate board of regents and president for a new institution of  
3 higher education, entitled "Hawaii State University,"  
4 incorporating the University of Hawaii-Hilo. The legislature  
5 finds that the University of Hawaii-Hilo deserves to be distinct  
6 from and on an equal footing with the University of Hawaii-Manoa  
7 for purposes of the budget and academic policy. Students are  
8 entitled to excellence in undergraduate education and a separate  
9 university will not only provide, but ensure, this opportunity.

10       SECTION 2. The Hawaii Revised Statutes is amended by adding  
11 a new chapter to be appropriately designated and to read as  
12 follows:

13                               "CHAPTER

14                               HAWAII STATE UNIVERSITY

15       § -1 Official name; powers of regents. (a) The board of  
16 regents for the Hawaii state university shall have management and  
17 control of the general affairs, and exclusive jurisdiction over  
18 the internal organization and management, of the Hawaii state  
19 university. The board may appoint a treasurer and such other

1 officers as it deems necessary. It may authorize any officer,  
2 elected or appointed by it, to approve and sign on its behalf any  
3 voucher or other document which the board may approve and sign.  
4 It may purchase or otherwise acquire lands, buildings,  
5 appliances, and other property for the purposes of the Hawaii  
6 state university and expend such sums of money as may be from  
7 time to time placed at the disposal of the Hawaii state  
8 university from whatever source. All lands, buildings,  
9 appliances, and other property so purchased or acquired shall be  
10 and remain the property of the Hawaii state university to be used  
11 in perpetuity for the benefit of the Hawaii state university.

12 (b) The official name of the board shall be board of  
13 regents for the Hawaii state university and the board shall adopt  
14 and use a common seal by which all official acts shall be  
15 authenticated.

16 (c) Those portions of the University of Hawaii known as the  
17 "University of Hawaii-Hilo" prior to July 1, 1991, shall  
18 constitute the Hawaii state university.

19 § -2 Regents; appointment; tenure; qualifications;  
20 meetings. The affairs of the Hawaii state university shall be  
21 under the general management and control of a board of regents  
22 consisting of eleven members who shall be appointed pursuant to

1 section 26-34, and may be removed by the governor. The term of  
2 each member shall be for four years. Except as otherwise  
3 provided by statute, state officers shall be eligible for  
4 appointment and membership. Every member may serve beyond the  
5 expiration date of the member's term of appointment until the  
6 member's successor has been appointed and has qualified. The  
7 board, at its first meeting after June 30, shall elect a  
8 chairperson and vice-chairperson, who shall serve until  
9 adjournment of its first meeting after June 30 of the next year  
10 or thereafter until their successors are appointed and have  
11 qualified and whose selection shall be immediately certified by  
12 the board to the lieutenant governor. The board shall appoint a  
13 secretary, who shall not be a member of the board. The president  
14 shall act as executive officer of the board. The board shall  
15 meet not less often than ten times annually.

16       The members of the board shall serve without pay but shall  
17 be entitled to their traveling expenses within the State when  
18 attending meetings of the board or when actually engaged in  
19 business relating to the work of the board.

20       § -3 Appropriations; accounts. Moneys appropriated by  
21 the legislature for the Hawaii state university shall be payable  
22 by the director of finance, upon vouchers approved by the board

1 of regents for the Hawaii state university or by any officer  
2 elected or appointed by the board under section -1 and  
3 authorized by the board to approve such vouchers on behalf of the  
4 board. All moneys received by or on behalf of the board for the  
5 Hawaii state university shall be deposited with the director of  
6 finance, except that any moneys received from the federal  
7 government or from private contributions shall be deposited and  
8 accounted for in accordance with conditions established by the  
9 agencies or persons from whom the moneys are received and except  
10 that with the concurrence of the director of finance, moneys  
11 received from the federal government for research, training, and  
12 other related purposes of a transitory nature may be deposited in  
13 depositories other than the state treasury. Income from fees for  
14 tuition and similar charges against students and income derived  
15 from sale of goods or services shall be deposited to the credit  
16 of the general fund of the State; provided that upon the  
17 recommendation of the director of finance, the comptroller may  
18 establish such other separate accounts or special funds for other  
19 designated revenues as may be deemed in the best interest of the  
20 Hawaii state university and the State.

21 § -4 Gifts. The board of regents for the Hawaii state  
22 university may receive, manage, and invest moneys or other



1 property, real, personal, or mixed, which may be given,  
2 bequeathed, devised, or in any manner received from sources other  
3 than the legislature or any federal appropriation for the purpose  
4 of the Hawaii state university, its improvement or adornment, or  
5 the aid or advantage of students or faculty, and in general act  
6 as trustee on behalf of the Hawaii state university for any of  
7 those purposes or objects.

8       The board shall cause to be kept suitable books of account  
9 wherein shall be recorded each gift, the essential facts of the  
10 management thereof, and the expenditure of the income, and a  
11 statement of all trust funds shall be included in the annual  
12 report to the governor.

13       § -5 Faculty. The faculty of the Hawaii state university  
14 shall be under the direction of a president who shall be  
15 appointed by the board of regents for the Hawaii state  
16 university. The board shall appoint such deans, directors, other  
17 members of the faculty, and employees as may be required to carry  
18 out the purposes of the institution, prescribe their salaries and  
19 terms of service, where those salaries and terms of service are  
20 not specifically fixed by legislative enactment, make and enforce  
21 rules governing sabbatical leaves with or without pay, consistent  
22 with the practice of similar institutions on the mainland, and

1 notwithstanding the laws of the State relating to vacations of  
2 the officers and employees of the State.

3       §   -6 Classification schedule. The board of regents for  
4 the Hawaii state university shall classify all members of the  
5 faculty of the Hawaii state university including research  
6 workers, extension agents, and all personnel engaged in  
7 instructional work as defined in section 76-16 and adopt a  
8 classification schedule conforming, as nearly as may be  
9 practical, to the schedules set forth in chapter 77. The  
10 department of personnel services of the State, upon the request  
11 of the board of regents for the Hawaii state university, shall  
12 render such assistance as may be practicable in connection with  
13 such classification. The adjustments of compensation to conform  
14 with the classification shall be made in general accordance, so  
15 far as may be practical, with chapter 77, relating to state  
16 employees.

17       Annual increases of compensation shall be allowable, and  
18 shall be allowed, in general accordance, so far as may be  
19 practical, with chapter 77, providing for the allowance of annual  
20 increases to state employees for efficient service, and the board  
21 of regents for the Hawaii state university shall adopt a fair and  
22 reasonable plan for rating the efficiency of individual employees

1 affected by this section.

2       §   -7 Salaries. Except for the president, all other  
3 staff, faculty, and other personnel shall receive the same salary  
4 as for comparable positions within salary schedules applicable to  
5 the University of Hawaii.

6       §   -8 Transfer from University of Hawaii; limitation. All  
7 rights, powers, functions, and duties of the University of  
8 Hawaii, board of regents relating to academic policy and budget  
9 for the University of Hawaii-Hilo are transferred to the board of  
10 regents for the Hawaii state university. All powers held by the  
11 University of Hawaii chancellor for the University of Hawaii-Hilo  
12 are transferred to the president of the Hawaii state university.  
13 All other aspects of general management shall remain with the  
14 University of Hawaii board of regents as provided in chapter 304.

15       §   -9 Hawaii state university intercollegiate athletics  
16 revolving fund. Notwithstanding any other law to the contrary,  
17 there is established a revolving fund for the intercollegiate  
18 athletic programs of the Hawaii state university which shall be  
19 used to receive, deposit, disburse, and account for funds from  
20 the activities of the intercollegiate athletic programs. The  
21 Hawaii state university may establish appropriate charges for  
22 activities related to its athletic programs and the use of its

1 athletic facilities, the proceeds from which shall be deposited  
2 into these revolving funds.

3       The Hawaii state university shall maintain the financial  
4 integrity and viability of the revolving fund, including the  
5 maintenance of an adequate reserve to cope with the various  
6 factors that impact the revenue structure of an intercollegiate  
7 athletic program.

8       §   -10 Vocational and technical training projects  
9 revolving fund. There is established a revolving fund for the  
10 vocational and technical training projects of the Hawaii state  
11 university into which shall be deposited the receipts from fees  
12 for services, supplies, and use of equipment provided by or in  
13 connection with these projects. Funds deposited in this account  
14 shall be expended for vocational and technical training projects,  
15 and supplies, equipment, and services related thereto.

16       The Hawaii state university shall report as of the close of  
17 each fiscal year to the governor and legislature on the revolving  
18 fund's revenues and expenditures for the reported year. These  
19 reports shall be submitted not later than twenty days prior to  
20 the convening of each regular session.

21       §   -11 Hawaii state university bookstore. There is  
22 established a revolving fund for the Hawaii state university

1 campus bookstore from which is paid the cost of goods or services  
2 rendered or furnished to the bookstores and which is replenished  
3 through charges made for goods and services or through transfers  
4 from other accounts or funds.

5       § -12 Expenditure per student. For ten years after the  
6 effective date of this Act, the average expenditure for any  
7 student at the Hawaii state university shall be not less than is  
8 expended per student at the University of Hawaii-Manoa."

9       SECTION 3. Section 26-52, Hawaii Revised Statutes, is  
10 amended to read as follows:

11       "§26-52 Department heads and executive officers. The  
12 salaries of the following state officers shall be as follows:

13       (1) Effective January 1, 1989, and January 1, 1990, the  
14 salary of the superintendent of education shall be  
15 \$86,164 and \$90,041 a year, respectively.

16       (2) The salary of the president of the University of Hawaii  
17 shall be set by the board of regents, but shall not  
18 exceed \$95,000 a year.

19       (3) Effective January 1, 1989, and January 1, 1990, the  
20 salaries of all department heads or executive officers  
21 of the departments of accounting and general services,  
22 agriculture, attorney general, budget and finance,

1 business, economic development, and tourism, commerce  
2 and consumer affairs, Hawaiian home lands, health,  
3 human services, labor and industrial relations, land  
4 and natural resources, personnel services, public  
5 safety, taxation, and transportation shall be \$81,629  
6 and \$85,302 a year, respectively.

7 (4) Effective January 1, 1989, and January 1, 1990, the  
8 salary of the adjutant general shall be \$81,629 and  
9 \$85,302 a year, respectively. If the salary is in  
10 conflict with the pay and allowance fixed by the tables  
11 of the regular army or air force of the United States,  
12 the latter shall prevail.

13 (5) The salary of the president of the Hawaii state  
14 university shall be set by the board of regents of the  
15 Hawaii state university, but shall not exceed \$78,648 a  
16 year."

17 SECTION 4. Section 89C-1, Hawaii Revised Statutes, is  
18 amended to read as follows:

19 "§89C-1 Purpose. The legislature finds that existing  
20 statutes do not permit the chief executives of the State and  
21 counties, the board of education, the board of regents[,]  
22 for the Hawaii state university, the board of regents for the University

1 of Hawaii, the auditor, the director of the legislative reference  
2 bureau, the ombudsman, and the chief justice of the supreme court  
3 sufficient flexibility to make appropriate and timely adjustments  
4 in the compensation, hours, terms, and conditions of employment,  
5 amounts of contributions by the State and respective counties to  
6 the Hawaii public employees health fund, and other benefits for  
7 public officers and employees who are excluded from collective  
8 bargaining coverage under chapter 89. To this end, the  
9 legislature grants to the respective chief executives, the board  
10 of education, the board of regents[, ] for the Hawaii state  
11 university, the board of regents for the University of Hawaii,  
12 the auditor, the director of the legislative reference bureau,  
13 the ombudsman, and the chief justice, the authority to make such  
14 adjustments for officers and employees excluded from collective  
15 bargaining in conformance with this chapter.

16       Nothing in this chapter shall be construed to interfere with  
17 or diminish any authority already provided by statutes to the  
18 chief executives, the board of education, the board of regents[, ]  
19 for the Hawaii state university, the board of regents for the  
20 University of Hawaii, the auditor, the director of the  
21 legislative reference bureau, the ombudsman, or the chief  
22 justice."

1       SECTION 5. Section 89C-2, Hawaii Revised Statutes, is  
2 amended to read as follows:

3       "§89C-2 Adjustments authorized; limitations, restrictions.  
4 Any provision of law to the contrary notwithstanding, the  
5 compensation, hours, terms, and conditions of employment, amounts  
6 of contributions by the State and respective counties to the  
7 Hawaii public employees health fund, and other benefits for  
8 public officers and employees who are excluded from collective  
9 bargaining shall be adjusted by the chief executives of the State  
10 or counties, the board of education, the board of regents[, ] for  
11 the Hawaii state university, the board of regents for the  
12 University of Hawaii, the auditor, the director of the  
13 legislative reference bureau, the ombudsman, or the chief  
14 justice, as applicable. The chief executives, the board of  
15 education, the board of regents[, ] for the Hawaii state  
16 university, the board of regents for the University of Hawaii,  
17 the auditor, the director of the legislative reference bureau,  
18 the ombudsman, and the chief justice, or their designated  
19 representatives, shall determine the adjustments to be made and  
20 which excluded officers or employees are to be granted  
21 adjustments under this chapter, in accordance with the following  
22 guidelines and limitations:



- 1       (1) For excluded officers and employees under the same  
2       compensation plans as officers and employees within  
3       collective bargaining units, such adjustments shall be  
4       not less than those provided under collective  
5       bargaining agreements for officers and employees hired  
6       on a comparable basis.
- 7       (2) For excluded officers and employees in the excluded  
8       managerial compensation plan, such adjustments shall be  
9       not less than those provided under collective  
10      bargaining to officers and employees in the  
11      professional and scientific employees bargaining unit.  
12      Alternate adjustments may be granted to officers and  
13      employees whose work is related to that of officers and  
14      employees in the other optional bargaining units in  
15      order to maintain appropriate pay relationships with  
16      such officers and employees.
- 17      (3) No adjustment in compensation, hours, terms, and  
18      conditions of employment, amounts of contributions by  
19      the State and respective counties to the Hawaii public  
20      employees health fund, or other benefits shall be  
21      established which is in conflict with the system of  
22      personnel administration based on merit principles and

- 1           scientific methods governing the classification of
- 2           positions and the employment conduct, movement, and
- 3           separation of public officers and employees.
- 4       (4)   The compensation of officers or employees whose
- 5           salaries presently are limited or fixed by legislative
- 6           enactment shall not be adjusted under this chapter, but
- 7           shall continue to be adjusted by the appointing
- 8           authority within limits established by law or by
- 9           legislative enactment.
- 10       (5)   The compensation of officers or employees, who are not
- 11           covered under the same compensation plans as officers
- 12           and employees within collective bargaining units and
- 13           whose salaries presently are authorized to be fixed by
- 14           the appointing authority, need not be adjusted under
- 15           this chapter. The appointing authority may continue to
- 16           make specific adjustments in the salaries of individual
- 17           officers or employees from available funds
- 18           appropriated.
- 19       (6)   Adjustments to the amounts of contributions by the
- 20           State and respective counties to the Hawaii public
- 21           employees health fund on behalf of officers or
- 22           employees who are not covered by adjustments made under

1           this chapter shall be made by legislative enactment."

2       SECTION 6. Section 89C-4, Hawaii Revised Statutes, is  
3 amended by amending subsection (b) to read as follows:

4       "(b) The superintendent of education, the president of the  
5 Hawaii state university, and the president of the University of  
6 Hawaii shall submit to the board of education, the board of  
7 regents for the Hawaii state university, and the board of  
8 regents[, ] for the University of Hawaii, respectively,  
9 recommendations on the adjustments to be made under this chapter  
10 for officers and employees within their respective personnel  
11 systems. The superintendent, the president of the Hawaii state  
12 university, and the president of the University of Hawaii shall  
13 confer with the state director of personnel services prior to the  
14 submittal of any recommended adjustment. Any adjustments adopted  
15 by the board of education, the board of regents for the Hawaii  
16 state university, or the board of regents for the University of  
17 Hawaii, which presently require the approval of the governor  
18 shall remain subject to the approval of the governor."

19       SECTION 7. Section 89C-5, Hawaii Revised Statutes, is  
20 amended by amending subsection (c) to read as follows:

21       "(c) The chief executives of the State or counties, the  
22 board of education, the board of regents[, ] for the Hawaii state

1 university, the board of regents for the University of Hawaii,  
2 the auditor, the director of the legislative reference bureau,  
3 the ombudsman, or the chief justice, shall not make any  
4 adjustments nor use funds for purposes of this chapter without  
5 the prior approval of the appropriate legislative bodies as  
6 required in this section."

7 SECTION 8. Section 304-8.4, Hawaii Revised Statutes, is  
8 amended to read as follows:

9 "§304-8.4 Vocational and technical training projects  
10 revolving fund. There is established a revolving fund for the  
11 vocational and technical training projects of the community  
12 colleges [and the University of Hawaii at Hilo] into which shall  
13 be deposited the receipts from fees for services, supplies, and  
14 use of equipment provided by or in connection with these  
15 projects. Funds deposited in this account shall be expended for  
16 vocational and technical training projects, and supplies,  
17 equipment, and services related thereto.

18 [The University of Hawaii at Hilo shall report as of the  
19 close of each fiscal year to the governor and the legislature on  
20 the revolving fund's revenues and expenditures for the reported  
21 year. These reports shall be submitted not later than twenty  
22 days prior to the convening of each regular session.]"

1       SECTION 9. Section 304-8.7, Hawaii Revised Statutes, is  
2 amended to read as follows:

3       "[[§304-8.7]] University of Hawaii at Manoa  
4 intercollegiate athletics revolving fund [and University of  
5 Hawaii at Hilo intercollegiate athletics revolving fund].  
6 Notwithstanding any other law to the contrary, there [are] is  
7 established a revolving [funds] fund for the intercollegiate  
8 athletic programs of the University of Hawaii at Manoa [and the  
9 University of Hawaii at Hilo,] which shall be used to receive,  
10 deposit, disburse, and account for funds from the activities of  
11 the intercollegiate athletic programs. The university may  
12 establish appropriate charges for activities related to its  
13 athletic programs and the use of its athletic facilities, the  
14 proceeds from which shall be deposited into these revolving  
15 funds.

16       The university shall maintain the financial integrity and  
17 viability of [these] the revolving [funds,] fund, including the  
18 maintenance of an adequate reserve to cope with the various  
19 factors that impact the revenue structure of an intercollegiate  
20 athletic program."

21       SECTION 10. Section 304-76, Hawaii Revised Statutes, is  
22 repealed.

1       ["[§304-76] Tropical agriculture program at Hilo. The  
2 board of regents of the University of Hawaii shall establish a  
3 program of tropical agriculture at the University of Hawaii-Hilo  
4 and offer a baccalaureate program commencing in September 1975."]

5       SECTION 11. Section 304-101, Hawaii Revised Statutes, is  
6 amended to read as follows:

7       "[[§304-101 Community college [and Hilo campus] bookstore  
8 revolving fund.[]] There is established a revolving fund for the  
9 community college [and Hilo campus bookstores] bookstore from  
10 which is paid the cost of goods or services rendered or furnished  
11 to the [bookstores] bookstore and which is replenished through  
12 charges made for goods and services or through transfers from  
13 other accounts or funds."

14       SECTION 12. All officers and employees whose functions are  
15 transferred by this Act shall be transferred with their functions  
16 and shall continue to perform their regular duties upon their  
17 transfer, subject to the state personnel laws and this Act.

18       No officer or employee of the State having tenure shall  
19 suffer any loss of salary, seniority, prior service credit,  
20 vacation, sick leave, or other employee benefit or privilege as a  
21 consequence of this Act, and such officer or employee may be  
22 transferred or appointed to a civil service position without the

1 necessity of examination; provided that the officer or employee  
2 possesses the minimum qualifications for the position to which  
3 transferred or appointed; and provided that subsequent changes in  
4 status may be made pursuant to applicable civil service and  
5 compensation laws.

6       An officer or employee of the State who does not have tenure  
7 and who may be transferred or appointed to a civil service  
8 position as a consequence of this Act shall become a civil  
9 service employee without the loss of salary, seniority, prior  
10 service credit, vacation, sick leave, or other employee benefits  
11 or privileges and without the necessity of examination; provided  
12 that such officer or employee possesses the minimum  
13 qualifications for the position to which transferred or  
14 appointed.

15       In the event that an office or position held by an officer  
16 or employee having tenure is abolished, the officer or employee  
17 shall not thereby be separated from public employment, but shall  
18 remain in the employment of the State with the same pay and  
19 classification and shall be transferred to some other office or  
20 position for which the officer or employee is eligible under the  
21 personnel laws of the State as determined by the head of the  
22 department or the governor.

1       SECTION 13. All real property, buildings, appropriations,  
2 records, equipment, machines, files, supplies, contracts, books,  
3 papers, documents, maps, and other personal property heretofore  
4 made, used, acquired, or held by the State of Hawaii relating to  
5 the functions transferred to the board of regents for the Hawaii  
6 state university shall be transferred with the functions to which  
7 they relate.

8       SECTION 14. The board of regents for the Hawaii state  
9 university established by this Act shall succeed to all the  
10 rights and powers exercised, and all of the duties and  
11 obligations exercised under contracts executed by the University  
12 of Hawaii, board of regents in the exercise of the functions  
13 transferred.

14       SECTION 15. It is the intent of this Act not to jeopardize  
15 the receipt of any federal aid nor to impair the obligation of  
16 the State or any agency thereof to the holders of any bond issued  
17 by the State or by any such agency, and to the extent, and only  
18 to the extent, necessary to effectuate this intent, the governor  
19 may modify the strict provisions of this Act, but shall promptly  
20 report any such modification with reasons therefor to the  
21 legislature at its next session thereafter for review by the  
22 legislature.



1 SECTION 16. This Act shall be liberally construed in order  
 2 to accomplish the purpose of this Act. If any provisions of this  
 3 Act, or the application thereof to any person or circumstance is  
 4 held invalid, the invalidity does not affect other provisions or  
 5 applications of the Act which can be given effect without the  
 6 invalid provision or application, and to this end the provisions  
 7 of this Act are severable.

8 SECTION 17. There is appropriated out of the general  
 9 revenues of the State of Hawaii for fiscal year 1991-1992 the sum  
 10 of \$ , or so much thereof as may be necessary for the  
 11 purposes of this Act.

12 The sum appropriated shall be expended by the Hawaii state  
 13 university.

14 SECTION 18. Statutory material to be repealed is bracketed.  
 15 New statutory material is underscored.

16 SECTION 19. This Act shall take effect on July 1, 1991.

17

18

INTRODUCED BY:

*Lawrence S. Ejiri*  
*Virginia L. Loh*  
*Mark O. O'Brien*  
*Stephen L. Loh*  
*John R. Loh*  
*Robert K. Loh*

## Appendix B

HOUSE OF REPRESENTATIVES  
SIXTEENTH LEGISLATURE, 1992  
STATE OF HAWAII

H.B. NO.

1715  
H.D. 1  
S.D. 2  
C.D. 1

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# A BILL FOR AN ACT

RELATING TO THE HAWAII STATE UNIVERSITY.

## BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:

1       SECTION 1. The legislature finds that a portion of the Big  
2 Island community, including organizations and individuals  
3 affiliated with the University of Hawaii-Hilo (UH-Hilo), are  
4 concerned about the current condition, status, and overall  
5 quality of education of the UH-Hilo campus. In the effort to  
6 improve the overall condition and standing of UH-Hilo, it is both  
7 prudent and wise to take a comprehensive and balanced look at the  
8 wide range of possibilities to realize this effort.

9       While there are many approaches to enhance the quality of  
10 education of UH-Hilo, there are two proposals in particular that  
11 have been suggested by the students, faculty, and other  
12 individuals and organizations affiliated with UH-Hilo and the Big  
13 Island community. One proposal is to retain UH-Hilo as part of  
14 the University of Hawaii (UH) system. Advocates of this proposal  
15 suggest that increased effort be made to improve the status,  
16 condition, and quality of education of UH-Hilo within the  
17 existing UH system. Another proposal is to establish a separate  
18 board of regents and president for a new institution of higher

1 education to be called "Hawaii State University" that  
2 incorporates UH-Hilo.

3       In the best interests of Hawaii's students, the legislature  
4 realizes the necessity of weighing the merits as well as the  
5 disadvantages of both proposals. The impetus and intent of these  
6 proposals is to provide the best education possible to the  
7 students of UH-Hilo, as well as to elevate the quality of higher  
8 education on the Big Island and within the State.

9       The purpose of this Act is to request the legislative  
10 reference bureau to conduct a study that evaluates and examines:

11       (1) The effects of retaining UH-Hilo as part of the UH  
12           system and exploring alternatives to improve the  
13           current status and condition of the existing UH-Hilo;  
14           and

15       (2) The feasibility and effects of establishing UH-Hilo as  
16           an independent institution that is separate from the UH  
17           system.

18       SECTION 2. The legislative reference bureau shall conduct a  
19 comprehensive study that evaluates and examines the following two  
20 tracks:

21       (1) The effects of retaining UH-Hilo as part of the UH  
22           system and exploring alternatives to improve the

1 current status and condition of the existing UH-Hilo;  
2 and

3 (2) The feasibility and effects of establishing UH-Hilo as  
4 an independent institution that is separate from the UH  
5 system.

6 SECTION 3. The legislative reference bureau shall conduct a  
7 study that evaluates and examines the effects of retaining UH-  
8 Hilo as part of the UH system and exploring alternatives to  
9 improve the current status and condition of the existing UH-Hilo.  
10 The study shall include, but is not limited to:

11 (1) The problems and concerns currently faced by UH-Hilo  
12 that impede or hinder efforts to improve the  
13 educational quality of its institution under the  
14 existing UH system;

15 (2) The advantages and disadvantages of UH-Hilo remaining  
16 as part of the UH system;

17 (3) The perceived obstacles and drawbacks of UH-Hilo  
18 existing under the current board of regents of the UH  
19 system;

20 (4) A progress report of the obstacles faced to facilitate  
21 and achieve articulation among UH-Hilo, UH-Manoa, and  
22 the other institutions of the UH system;

- 1       (5) Actions and opportunities to improve communications,  
2           coordination, and the relationship between UH-Hilo and  
3           the existing UH system;
- 4       (6) Strategies to improve the quality of education, status,  
5           and condition of UH-Hilo within the existing UH system;
- 6       (7) A comparison of the funds allocated to UH-Hilo versus  
7           other campuses of the UH system;
- 8       (8) A review of issues related to whether structural  
9           changes within the existing UH system could achieve  
10          similar results as compared to creating a separate  
11          university; and
- 12      (9) Other matters deemed relevant to this study.
- 13      SECTION 4. The legislative reference bureau shall conduct a  
14 study that evaluates and examines the feasibility and effects of  
15 establishing UH-Hilo as an independent institution that is  
16 separate from the UH system. The study shall include, but is not  
17 limited to:
- 18      (1) Policy implications on other entities, including the  
19          community colleges, Hawaii Community College, UH-West  
20          Hawaii, UH-Manoa, and UH-West Oahu, if UH-Hilo were to  
21          become a separate university;
- 22      (2) Implications on the development and execution of state

- 1 higher education policy, including the need for  
2 separate governing boards of regents;
- 3 (3) The need for and costs of expanding core programs,  
4 academic units, support services, and additional  
5 physical facilities to operate a separate institution;
- 6 (4) Impact on collective bargaining for public employees;
- 7 (5) Potential impacts upon retention and recruitment of  
8 faculty and staff;
- 9 (6) Potential impacts upon enrollment, transfer, and  
10 articulation of course credits within the UH system;
- 11 (7) A cost and impact analysis, and economic assessment of  
12 establishing a separate UH-Hilo;
- 13 (8) The advantages and disadvantages of an autonomous UH-  
14 Hilo from the UH system;
- 15 (9) A description of coordination and cooperation, if any,  
16 between an independent UH-Hilo and the UH system, to  
17 continue existing programs, resources, and activities  
18 between the two entities;
- 19 (10) The impact on existing programs, resources, and  
20 functions under a separate UH-Hilo;
- 21 (11) The effects on student enrollment, student admission,  
22 academic standards, and school administration and

- 1 operation, under a separate UH-Hilo;
- 2 (12) An assessment of the progress and effects on student
- 3 achievement and learning of other states with dual
- 4 university systems;
- 5 (13) Recommendations for statutory amendments and other
- 6 legislative actions necessary to establish a new state
- 7 university at Hilo;
- 8 (14) Student, faculty, and the overall campus-community
- 9 response to establish a separate UH-Hilo campus that is
- 10 independent from the UH system; and
- 11 (15) Other matters deemed relevant to this study.

12 SECTION 5. All offices, administrators, faculty, and staff  
13 of the UH system shall cooperate and support the legislative  
14 reference bureau in the conduct of this study including:

- 15 (1) Designating contact persons authorized to speak for
- 16 each entity; and
- 17 (2) Providing data, statistics, cost and workload
- 18 estimates, position statements, and any other data and
- 19 information in the form requested by the legislative
- 20 reference bureau in a timely manner.

21 SECTION 6. The legislative reference bureau shall submit a  
22 report of its findings and recommendations to the legislature  
23 twenty days prior to the convening of the 1993 regular session.

24 SECTION 7. This Act shall take effect upon its approval.

Appendix C

INSTRUCTIONAL UNIT COST STUDY SUMMARY

UNIVERSITY OF HAWAII

FISCAL YEARS 1986-87 TO 1990-91

Institutional Research Office

University of Hawaii

March 1992

File Reference: Management and Planning Support Folder, Planning Information



UNIVERSITY OF HAWAII  
INSTRUCTIONAL UNIT COST STUDY SUMMARY  
FISCAL YEARS 1986-87 TO 1990-91

DEFINITIONS AND NOTES

Definitions:

DIC	Direct Instruction Costs, <u>General Funds Only</u>
SSH	Student Semester Hours for Fall plus Spring Semesters
COST PER SSH	DIC divided by SSH
UHH	UHH data will include Agriculture, Arts and Sciences, Hawaii CC, and West Hawaii

Source: The source of the information is the "Instructional Unit Cost Study", Contracts and Grants Administration Office. For a thorough discussion of the methodology, please refer to that document.

Note: Increases in the Cost per SSH do not necessarily mean that expenditures, only, increased. Increases could merely be the function of falling SSH or allocations rising at a rate faster than the increase in SSH. Likewise, decreases in the Cost per SSH do not mean reduced levels of spending. This could be a function of SSH increasing faster than the allocation of funds. To avoid assuming either of the above, data in the tables is shown for both the expenditures (DIC) and the SSH production, as well as the Cost per SSH.

UNIVERSITY OF HAWAII SUMMARY

In general, Table 1B, the increases in expenditures as measured by DIC exceeded the growth in SSH for the University. This is true for both one year and four year changes.

The largest single year increases in Cost per Student Semester Hour (CSSH) were at UH Manoa and UH West Oahu, both about 10%. By course level, the largest increase was in the Graduate Course level at UHM (14%). The one year growth in SSH and DIC at UHH were about the same, such that the CSSH remained constant. UHH, Upper Division, declined (-2.7%) over the one year period. This is a result of SSH growing at a slightly faster rate than the increase in DIC.

Over the period 1986-87 to 1990-91, the largest increases in CSSH were, again, UHWO (67%) and UHM (almost 59%). The CSSH for Graduate (UHM) and Vocational (UHCC) courses, over the period, both experienced growth in the 70% range.

As indicated in Table 1B, the largest four year growth in Direct Instruction Costs (DIC) was UHWO (118%) and Graduate Level (83%), which also experienced one of the lowest growth rates (3.8%) in Student Semester Hours (SSH). Although UHWO experienced the largest increase in DIC, the SSH was the second highest increase (29%).

### UH MANOA

From Table 2A, CSSH for Graduate level courses increased far less (for one year and four year) in Arts and Sciences (4% and 40%, respectively) than for the rest of the colleges (UHM Graduate Level averages were 14% and 76%, respectively). For both the one year and four year increases in CSSH, Graduate level courses exceeded those of the undergraduate courses.

The largest increases in SSH, Table 2B, both one year and four year, were in the Graduate level courses, which also experienced significantly larger increases in expenditures (DIC). While, on balance, the total SSH at UHM was stable over the four year period, Upper division actually declined.

### UH HILO AND UH WEST OAHU

For this report, Hawaii Community College is included in the UHH information. Also, West Hawaii is shown separately, but is included in the UHH total. Beginning next year, the study will reflect the current organization and HCC will be included with the Community Colleges.

Table 3A indicates that the largest increases (four year) in CSSH were at UHWO and the College of Agriculture. Over the more recent one year period, the UHH CSSH decreased in all areas except Arts and Sciences and Hawaii CC Vocational Education.

From Table 3B, the one year SSH growth for Lower Division and UHH total increased faster than the expenditures. This was also true for West Hawaii, Hawaii CC (except Vocational) and the College of Agriculture.

Growth in SSH in Arts and Sciences and Hawaii CC far outstrip the continued sluggish growth in the College of Agriculture. The strongest growth area in SSH occurred in the West Hawaii Vocational courses with a one year increase of over 37%. Graduate level SSH dropped to almost zero over the one year period.

## UH COMMUNITY COLLEGES

UHCC CSSH increased by 45% over the four years and by 3.6% over the most recent year. Over the one year period, CSSH fell at Leeward and Maui. Vocational CSSH, over the one year period, fell at Leeward, Maui and Windward. The largest one year increase was at Kapiolani (12.7%). The largest four year increase was at Honolulu (63.8%).

The largest expenditure increases (both one and four year) were at Kapiolani. This is also true for SSH, Kapiolani has experienced the largest one and four year increases. Areas with four year SSH decreases include Honolulu (total and Vocational), Kauai Vocational, Leeward Vocational, and Windward Vocational (largest drop). In the case of Leeward, the drop in Vocational SSH has been steady while at Windward, the more recent one year change showed a reversal (+12.6%) from previous declines. Windward, total SSH, was the only campus with a four year decrease.

**TABLE 1A**  
**UNIVERSITY OF HAWAII**  
**DIRECT INSTRUCTION COST PER STUDENT SEMESTER HOUR**  
**1986 TO 1990**

COLLEGE/SCHOOL	FISCAL YEAR					1990-91 1 YEAR CHANGE	1990-91 4 YEAR CHANGE
	1986-87	1987-88	1988-89	1989-90	1990-91		
<b>UH AT MANOA</b>	\$143	\$166	\$178	\$206	\$227	10.2	58.7
Lower Division.....	\$90	\$89	\$98	\$113	\$119	5.3	32.2
Upper Division.....	\$137	\$150	\$167	\$196	\$211	7.7	54.0
Graduate Division.....	\$310	\$479	\$433	\$480	\$547	14.0	76.5
<b>UH AT HILO 1/</b>	\$102	\$104	\$116	\$126	\$126	0.0	23.5
Lower Division.....	\$90	\$90	\$102	\$111	\$108	-2.7	20.0
Upper Division.....	\$168	\$165	\$180	\$197	\$205	4.1	22.0
Graduate Division.....	\$0	\$0	\$135	\$104	\$0		
<b>UH AT WEST OAHU</b>							
Upper Division.....	\$46	\$49	\$52	\$70	\$77	10.0	67.4
<b>UHCC</b>	\$60	\$63	\$71	\$84	\$87	3.6	45.0
General Education.....	\$50	\$52	\$56	\$65	\$69	6.2	38.0
Vocational Education.....	\$77	\$83	\$103	\$127	\$132	3.9	71.4
<b>UH SYSTEM</b>	\$104	\$115	\$126	\$145	\$155	6.9	49.0
Lower Division.....	\$73	\$74	\$83	\$96	\$99	3.1	35.6
Upper Division.....	\$134	\$146	\$162	\$188	\$202	7.4	50.7
Graduate Division.....	\$310	\$479	\$432	\$479	\$547	14.2	76.5

1/ UHH includes College of Agriculture, Arts and Sciences and West Hawaii

**TABLE 1B**  
**UNIVERSITY OF HAWAII**  
**DIRECT INSTRUCTION COSTS, SSH, AND COST PER SSH**  
**1986 TO 1990**

	FISCAL YEAR					1990-91 1 YEAR CHANGE	1990-91 4 YEAR CHANGE
	1986-87	1987-88	1988-89	1989-90	1990-91		
<b>UH TOTAL</b>							
DIC.....	\$86,053,637	\$94,296,799	\$104,605,738	\$123,294,806	\$136,993,185	11.1	59.2
SSH.....	829,989	820,093	829,639	850,807	884,989	4.0	6.6
Cost Per SSH.....	\$104	\$115	\$126	\$145	\$155	6.9	49.0
<b>LOWER DIVISION.....</b>							
DIC.....	43,289,597	43,992,473	49,763,409	59,005,165	63,922,735	8.3	47.7
SSH.....	597,059	596,376	599,255	616,674	643,798	4.4	7.8
Cost Per SSH.....	\$73	\$74	\$83	\$96	\$99	3.1	35.6
<b>UPPER DIVISION.....</b>							
DIC.....	22,541,670	24,887,798	27,123,437	31,793,777	35,064,437	10.3	55.6
SSH.....	167,758	170,663	167,115	169,109	173,522	2.6	3.4
Cost Per SSH.....	\$134	\$146	\$162	\$188	\$202	7.4	50.7
<b>GRADUATE DIVISION.</b>							
DIC.....	20,222,370	25,416,528	27,361,897	31,175,541	36,993,135	18.7	82.9
SSH.....	65,172	53,054	63,269	65,024	67,669	4.1	3.8
Cost Per SSH.....	\$310	\$479	\$432	\$479	\$547	14.2	76.5
<b>UH AT MANOA</b>							
DIC.....	57,265,886	64,083,524	70,057,924	81,577,349	90,991,237	11.5	58.9
SSH.....	400,155	386,961	393,116	395,204	400,357	1.3	0.1
Cost Per SSH.....	\$143	\$166	\$178	\$206	\$227	10.2	58.7
<b>UH AT HILO</b>							
DIC.....	7,693,698	7,917,518	9,320,479	11,092,828	12,317,208	11.0	60.1
SSH.....	75,558	76,451	80,103	87,876	98,077	11.6	29.8
Cost Per SSH.....	\$102	\$104	\$116	\$126	\$126	0.0	23.5
<b>UH AT WEST OAHU</b>							
DIC.....	393,864	426,305	467,637	732,763	860,110	17.4	118.4
SSH.....	8,630	8,726	9,018	10,523	11,130	5.8	29.0
Cost Per SSH.....	\$46	\$49	\$52	\$70	\$77	10.0	67.4
<b>UHCC</b>							
DIC.....	20,700,189	21,869,452	24,759,698	29,891,866	32,824,630	9.8	58.6
SSH.....	345,646	347,955	347,402	357,204	375,425	5.1	8.6
Cost Per SSH.....	\$60	\$63	\$71	\$84	\$87	3.6	45.0

**TABLE 2B**  
**UNIVERSITY OF HAWAII AT MANOA**  
**DIRECT INSTRUCTION COSTS, SSH, AND COST PER SSH**  
**1986 TO 1990**

	FISCAL YEAR					1990-91 1 YEAR CHANGE	1990-91 4 YEAR CHANGE
	1986-87	1987-88	1988-89	1989-90	1990-91		
<b>TOTAL DIC.....</b>	\$57,265,886	\$64,083,524	\$70,057,924	\$81,577,349	\$90,991,237	11.5	58.9
SSH.....	400,155	386,961	393,116	395,204	400,357	1.3	0.1
Cost Per SSH.....	\$143	\$166	\$178	\$206	\$227	10.2	58.7
<b>LOWER DIVISION.....</b>							
DIC.....	16,857,074	16,513,117	18,306,089	21,110,828	22,349,729	5.9	32.6
SSH.....	187,554	185,967	186,330	187,367	187,740	0.2	0.1
Cost Per SSH.....	\$90	\$89	\$98	\$113	\$119	5.3	32.2
<b>UPPER DIVISION.....</b>							
DIC.....	20,186,442	22,153,879	24,039,821	27,983,767	30,635,495	9.5	51.8
SSH.....	147,429	147,940	143,568	142,939	144,951	1.4	-1.7
Cost Per SSH.....	\$137	\$150	\$167	\$196	\$211	7.7	54.0
<b>GRADUATE DIVISION....</b>							
DIC.....	20,222,370	25,416,528	27,355,019	31,162,431	36,993,135	18.7	82.9
SSH.....	65,172	53,054	63,218	64,898	67,666	4.3	3.8
Cost Per SSH.....	\$310	\$479	\$433	\$480	\$547	14.0	76.5

TABLE 3A  
UNIVERSITY OF HAWAII AT HILO AND  
UNIVERSITY OF HAWAII AT WEST OAHU  
DIRECT INSTRUCTION COST PER STUDENT SEMESTER HOUR  
1986 TO 1990

CAMPUS/DIVISION	FISCAL YEAR					1990-91 1 YEAR CHANGE	1990-91 4 YEAR CHANGE
	1986-87	1987-88	1988-89	1989-90	1990-91		
UH AT HILO 1/							
Arts and Sciences.....	\$115	\$112	\$118	\$130	\$134	3.1	16.5
Lower Division.....	\$99	\$94	\$97	\$108	\$108	0.0	9.1
Upper Division.....	\$153	\$149	\$159	\$176	\$187	6.3	22.2
Graduate Division.....	\$0	\$0	\$135	\$104	\$0		
Agriculture.....	\$274	\$309	\$410	\$471	\$389	-17.4	42.0
Lower Division.....	\$213	\$243	\$339	\$391	\$284	-27.4	33.3
Upper Division.....	\$333	\$360	\$460	\$543	\$472	-13.1	41.7
Hawaii CC.....	\$79	\$83	\$96	\$102	\$101	-1.0	27.8
General Education.....	\$46	\$57	\$67	\$76	\$68	-10.5	47.8
Vocational Education.....	\$115	\$109	\$128	\$133	\$149	12.0	29.6
West Hawaii.....	\$0	\$0	\$152	\$151	\$138	-8.6	
Gen and Pre-Prof.....	\$0	\$0	\$130	\$127	\$106	-16.5	
Vocational Education.....	\$0	\$0	\$251	\$208	\$194	-6.7	
UH AT HILO TOTAL.....	\$102	\$104	\$116	\$126	\$126	0.0	23.5
Lower Division.....	\$90	\$90	\$102	\$111	\$108	-2.7	20.0
Upper Division.....	\$168	\$165	\$180	\$197	\$205	4.1	22.0
Graduate Division.....	\$0	\$0	\$135	\$104	\$0		
UH AT WEST OAHU							
Upper Division.....	\$46	\$49	\$52	\$70	\$77	10.0	67.4
Humanities.....	\$87	\$87	\$82	\$87	\$113	29.9	29.9
Social Sciences.....	\$39	\$39	\$41	\$64	\$52	-18.8	33.3
Professional.....	\$35	\$41	\$49	\$67	\$74	10.4	111.4

1/ UHH includes College of Agriculture, Arts and Sciences, Hawaii CC and West Hawaii

INSTRUCTIONAL UNIT COST STUDY  
UNIVERSITY OF HAWAII AT HILO  
AN EXPLANATION OF THE METHODOLOGY USED  
YEAR ENDED JUNE 30, 1991

Introduction

This study, which is a part of an annual series since the 1973-74 (except 1974-75) academic year, establishes cost standards to enable analysis and evaluation of various academic and support programs. The study was condensed from that of prior years, as was the case for 1987, and only includes cost of instruction; however, the resulting data should satisfy the basic users for determining priorities, evaluating dollar benefit, projecting budgets for immediate and long range purposes, tuition analysis, etc.

In discussing the use of this study, each college indicated the desire of having costs relative to their programs. To the extent data was available at the lower levels, the study computed each program and disciplines to the lowest practicable level. the study includes College of Arts & Sciences, College of Agriculture, Hawaii Community College, with West Hawaii reflected separately.

In pre-1987 studies, individual Faculty salaries were apportioned to the disciplines according to the Semester Hours taught. In instances where instructors were not teaching a full load, discussions with the Deans of Instruction accounted for reduced instructional workload to allow for Research, Academic Support, Institutional Support, etc. Adjustments were accordingly made to arrive at the instructional costs (only) for this purpose.

The results of this study are consistent since 1987 when an allocation process to disciplines was modified. We have applied ratios based on Semester Hours for distributing costs aggregated at level V; i.e., Humanities, Natural Sciences, Business Technology, etc. Using this methodology averages out the cost without reflecting differences due to high salaries or for cost differentials due to material and supply usage. Therefore, the primary factor that results in Student Semester Hour fluctuations is the class enrollment.

To assist users of this study, the following presents the methodology used in calculating the instructional unit costs and some of the rationale upon which this study was conducted.

Sources of Information

Information used was obtained from three basic sources:



1. Budgetary and financial records.
2. Student information systems.
3. Faculty/Staff information systems.

Since the systems are not totally integrated, the basic source information was utilized as best possible to relate the data on a compatible basis. Using this as a base, the costs were then allocated as described below.

#### Allocation of Instructional Costs to Disciplines

The following describes the basic procedures used to allocate costs:

- (1) Discipline workload was obtained from Report 3010/3011 (Course Registration Report) which summarizes courses taught by faculty. This data was summarized to arrive at the Total Semester Hours by discipline.
- (2) Summary instructional costs were obtained from Report 1041D at the Discipline Category level, with a few adjustments made for compatibility of data. Adjustments include instructional related costs such as Divisional Costs and Vocational Education adjustments.
- (3) Total Semester Hours were used as the basis for allocating Discipline Category Costs such as Humanities, Natural Sciences, Health Services, Technologies, etc., to individual disciplines.
- (4) Semester Hours were also used to allocate costs between lower and upper levels.

#### Computation of Instructional Unit Cost

The cost distributed to each discipline as explained in the allocation process was divided by the Total Student Semester hours to arrive at the cost per SSH. Instructional costs do not include any support costs nor fringe benefit costs which were included in pre-1987 studies.

#### Comments

General concerns, at the present, indicate that efforts should be prioritized to computerize the Instructional Unit Cost Study. Unquestionably, this is the route to proceed in order to expedite the computation process which would increase the usefulness of the resulting data. It is, therefore, incumbent to thoroughly analyze the strengths and weaknesses of the existing systems in attempting to develop an integrated cost system. Suggested below are areas that need to be reviewed.

### Fiscal Data

Fiscal data cost groupings are not accumulated according to instructional activities. The review should identify these discrepancies and measure implemented to correct them. It should be emphasized that without these changes, the results from computerization will be flawed without the consistency and reliability factors, which would result in a futile exercise.

### Faculty Information System

Referred to earlier, the allocation base has been revised from field analysis to Semester Hour, per Faculty Information System. Accuracy of the study is dependent upon the latter and Student Information systems, which were created to record student data. Utilizing these systems for costing purposes lacks the element of compatibility with the fiscal data. It is vitally important that this problem be assessed and addressed in developing the computerized cost study.

### Student Information System

This information system assembles student data according to the number of Student Semester Hours earned by disciplines and courses. Quite a few offerings are listed as variable courses, meaning it varies in Semester Hours earned from 1-5. Allowances should be made for this factor in computerizing the allocation process to Lower and Upper Divisions. The Student Information Data must directly relate to the fiscal data to achieve the desired improvements.

Although we were unable to identify any serious problems, the areas of Fiscal Grouping, Semester Hour and Student Semester Hour accumulations, were identified with problems at the other campuses. Due to the variables involved in the computation process, corrective actions must be implemented before reliable cost figures can result from an integrated computerized study.

## Appendix D

### UH-Hilo Response to

#### LEGISLATIVE REFERENCE BUREAU SURVEY OF UH-HILO

JULY 1992

2. The Bureau would like to collect various cost and funding information for UH-Hilo over time to show how much money is needed to run its current programs and what UH-Hilo would cost to operate independently. (Include such consideration as the number of full-time and part-time students, building maintenance costs, administrative and staff costs, and other hidden costs which may not be obvious to a third-party).

- (a) Given the current budget for UH-Hilo, would this amount be the minimum needed if UH-Hilo is separated from the UH system?

Attached as Table 1 is the appropriation by character of expenditure for UH-Hilo for the periods 1984-85 to 1991-92. These figures have not been adjusted to accommodate for the separation of Hawaii Community College (the budgets began to be teased apart in 1991-92) but does indicate the kind of support UH-Hilo has received from the Board of Regents and the State Legislature.

This budget would not be sufficient to sustain an institution separated from the UH system. (Note: since this question is tied directly to 2 (b), the full answer is found there.)

- (b) Assuming no additional funds are forthcoming, would the current budget be sufficient to obtain accreditation if UH-Hilo became a separate university? If not, how much more funds would be the minimum amount necessary to operate UH-Hilo as an independent university and still obtain accreditation?

Accreditation is not so much tied to a specific budget level (e. g., so many dollars per student or per faculty member) as it is to providing assurance that a fiscal structure requisite to the institution's meeting the nine standards of the Western Association of Schools and Colleges (WASC) are in place. That is, WASC's concerns are with fiscal solvency, fiscal integrity, fiscal planning and the availability of sufficient funds to support the academic programs and to provide the appropriate resources and administrative services to meet the standards.

In this context, the current budget would not properly support UH-Hilo as a separate institution to meet accreditation standards. Whereas the budget for current academic programs, library and equipment resources, and

University of Hawaii at Mānoa  
Appropriation By Character of Expenditures  
Fiscal Year 1984 - 1992

Campus	General	Special	Federal	Revolving	Others	Total
FY 1984-85						
	309.50	7.00	0.00	6.00	0.00	322.50
A	8,136,040	657,656	497,766	173,504	20,642	9,485,608
B	2,507,332	231,994	0	879,671	95,442	3,714,439
C	567,154	24,096	0	0	0	591,250
M	0	0	0	0	0	0
Total	11,210,526	913,746	497,766	1,053,175	116,084	13,791,297
FY 1985-86						
	317.50	5.00	0.00	6.00	0.00	328.50
A	8,909,240	665,200	497,766	208,841	0	10,281,047
B	2,901,921	245,293	0	1,047,077	0	4,194,291
C	761,449	75,223	0	0	0	836,672
M	0	0	0	0	0	0
Total	12,572,610	985,716	497,766	1,255,918	0	15,312,010
FY 1986-87						
	327.50	5.00	0.00	6.00	0.00	338.50
A	9,625,757	675,632	497,766	213,822	0	11,012,977
B	2,889,016	259,575	0	1,107,556	0	4,256,147
C	969,548	76,459	0	0	0	1,046,007
M	0	0	0	0	0	0
Total	13,484,321	1,011,666	497,766	1,321,378	0	16,315,131
FY 1987-88						
	347.00	5.00	0.00	6.00	0.00	358.00
A	10,386,150	675,632	489,571	213,822	0	11,765,175
B	4,274,478	344,864	0	2,086,926	0	6,706,268
C	844,197	79,594	0	0	0	923,791
M	0	0	0	0	0	0
Total	15,504,825	1,100,090	489,571	2,300,748	0	19,395,234

University of Hawaii at Mānoa  
Appropriation By Character of Expenditures  
Fiscal Year 1984 - 1992

Campus	General	Special	Federal	Revolving	Others	Total
FY 1988-89						
	351.00	5.00	0.00	6.00	0.00	362.00
A	12,352,248	675,632	489,571	237,333	0	13,754,784
B	4,640,736	365,875	0	2,148,978	0	7,155,589
C	1,161,216	82,539	0	0	0	1,243,755
M	0	0	0	0	0	0
Total	351.00	5.00	0.00	6.00	0.00	362.00
	18,154,200	1,124,046	489,571	2,386,311	0	22,154,128
FY 1989-90						
	370.00	5.00	0.00	6.00	0.00	381.00
A	13,117,443	692,426	489,571	237,333	0	14,536,773
B	5,443,708	367,232	0	2,285,459	0	8,096,399
C	1,098,109	86,831	0	0	0	1,184,940
M	0	0	0	0	0	0
Total	370.00	5.00	0.00	6.00	0.00	381.00
	19,659,630	1,146,494	489,571	2,522,798	0	23,818,112
FY 1990-91						
	374.00	5.00	0.00	6.00	0.00	385.00
A	13,257,441	692,426	489,571	237,333	0	14,676,771
B	5,687,399	386,328	0	2,404,303	0	8,478,030
C	988,573	91,347	0	0	0	1,079,920
M	0	0	0	0	0	0
Total	374.00	5.00	0.00	6.00	0.00	385.00
	19,933,413	1,170,101	489,571	2,641,636	0	24,234,721
FY 1991-92						
	295.50	15.00	0.00	6.00	0.00	316.50
A	13,607,225	1,284,503	394,543	263,382	0	15,549,653
B	6,074,926	596,804	0	2,399,501	0	9,071,231
C	1,110,931	145,000	0	0	0	1,255,931
M	0	0	0	0	0	0
Total	295.50	15.00	0.00	6.00	0.00	316.50
	20,793,082	2,026,307	394,543	2,662,883	0	25,876,815

administrative services could sustain a separate institution, it could not sustain those services and programs that undergird UH-Hilo through the UH system.

Among these UH system services and programs are: procurement and property management, disbursing, contracts and grants, personnel (most notably payroll), budget, bookstore, institutional research, mainframe computing, telecommunications networks, nation-wide library data bases, planning and policy, and endowment development and management. Each of these programs would have staffing requirements as well as space requirements (currently we are at space-maximum and hence new capital construction would be required). One of the major cost items in this listing would be the establishment of a computer system and software applications as well as the substantial number of technical staff programmers and analysts to support the personnel/payroll, disbursing, and institutional research functions.

At this juncture, the development of a reasonably precise estimate of such costs has not been undertaken but can be if found desirable. Nonetheless, an exceedingly rough guess would put the costs at something like:

Personnel	-	\$ 1,000,000
Equipment	-	3,000,000
Space	-	6,000,000
<b>Total</b>	<b>-</b>	<b>\$10,000,000</b>

The personnel costs would be on-going; equipment would carry a continuing cost less than the foregoing amount for maintenance and replacement; construction would be a one-time only.

In addition, WASC standards call for certain requirements to be met in its governance board. Such a board would require a sufficient level of staffing, as well as space, to support its activities and to provide proper oversight of the separated institution. A very rough estimate would suggest personnel, lease-rental (in lieu of construction of a separate facility), general operating funds and travel for governing board members to cost upwards of \$300,000 annually.

Although not suggested in the survey instrument, in all likelihood, the creation of a UH-Hilo with its own governing board separated from the UH system and its respective board would ultimately result in the creation

of some kind of "super-board" to coordinate public higher education for the benefit of the legislature in confronting separate budget requests. The costs involved would depend on the particular configuration, responsibilities and structure of such a board so that estimates of its annual costs can only be approximated but would at least equal the costs of an HSU board (c. \$300,000). However, there are numerous models around the nation that could serve as a basis for estimating such costs.

3. The Bureau also requires some observations from UH-Hilo regarding how UH-Hilo can remain part of the UH system and yet retain autonomy, independence, a positive identity, and a reduction of the current centralized decision-making which (it is said) creates bureaucratic interference detrimental to UH-Hilo. Please provide the Bureau with insights regarding the following questions:

- (a) Does the existence of a single board of regents administering the entire UH system impede or hinder efforts to develop an autonomous UH-Hilo?

With the passing by the legislature of the so-called autonomy and flexibility bills and under the delegation of authority management style of the current President, UHH has been delegated more responsibility and authority than was the case five or so years ago. Historically, the Board of Regents, like much of the rest of the highly-centralized Hawaii state government, has retained unto itself much more decision-making authority than is more generally the case nation-wide. Further delegation by the Board of certain functions (e.g., approval of executive-level administration appointments below that of the CEO, approval of promotion and tenure recommendations, approval of new academic programs) would place appropriate levels of authority on the President who, if inclined, could delegate to the Chancellors. The Board would then be a policy Board instead of mixing administrative functions with policy development.

It must be noted, however, that under any system there is a certain level of bureaucracy. Admittedly in the current arrangement there is a three-step process (UH-Hilo to UH System to UH Board of Regents) that would presumably be reduced to two-steps; nonetheless, there would still be internal bureaucracy in processing proposals and routine paper work (purchasing requests, payroll, etc.). And, of course, as a public institution, the bureaucracy extends beyond the Board of Regents through such offices as Budget and Finance, Department of Land and Natural

Resources, etc. Bureaucracy can't be eliminated but it can always be geared to function more effectively and efficiently.

- (b) Is educational quality (either perceived or actual) at UH-Hilo affected by the fact that UH-Hilo is part of the UH system? If affected, is effect a positive or negative one? Please explain.

The consensus among both administrators and faculty is that educational quality is enhanced by UH-Hilo's affiliation with the other nine campuses of the system, and most notably with UH-Manoa.

As part of the system, UH-Hilo has ready access to resources that would not be the case were it independent. These resources include, but are not limited to: Hamilton Library's collections and extensive data bases; mainframe computers; co-axial cables and other inter-island communication links; Hawaii Interactive Television Service; "piggy-backing" on visiting scholars and other experts at UH-Manoa; the opportunity for qualified UH-Hilo faculty to serve on the UH-Manoa graduate faculty and to collaborate in the delivery of UH-Manoa graduate programs delivered in Hilo (thereby keeping their professional expertise honed); eligibility for a variety of internal grants and travel awards through the Office of Research Administration; "coat-tailing" on UH-Manoa and other campuses research and training grants and vice-versa; guaranteed articulated transferability of students (hence opening the rich academic program resources of the entire system to a student); eligibility of UH-Hilo students for system-wide scholarships (e.g., Board of Regents, Presidential, Hemenway); collaboration in modernization of curricula (e.g., the recent system-wide life sciences modifications); access for students and faculty to such research units as the Mauna Kea observatories and HITAHR; participation in the Marine Options Program and other land-grant, sea-grant, space-grant benefits, among many more.

- (c) Describe the advantages, if any, of UH-Hilo remaining part of the UH system.

In substantial measure, this question has been addressed in 3(b). However, one aspect has not, and that is the matter of prestige and perception in the academic world regarding institutional titles. In the higher education lexicon of elitism and snobbery, the former "normal schools" were low on the totem pole, and universities, especially private ones, were at the top. The changes in appellations of higher education institutions over the



years have been considered not much more than euphemisms - so the normal schools became "state teachers colleges" then "state colleges" and then "state universities" as they became more comprehensive while still retaining their teacher-education functions. Nonetheless, in the pecking order, using California as an example, at the bottom of the totem pole are the community colleges (often somewhat derisively called even if not actually named "junior" colleges) followed upwards by the California State Universities and at the top by the University of California's nine (to be ten) campuses. As one of the respondents among my senior staff stated: "The smallest branch of the University of California has an advantage over the largest campus of the California State University system from the standpoint of status and prestige."

Thus, there is a distinct marketing advantage in recruitment of faculty, staff and students to being identified as part of a "university" rather than being a "state university." Hence "University of Hawaii-Hilo" carries much greater stature among the cognoscenti, as well as the less well-informed, than would "Hawaii State University."

Yet an additional advantage of being part of the system, and not unlike other components of the system, is that UH-Hilo currently enjoys (although sometimes frustrating) two opportunities at the budget: one comes in getting its needs into the systems budget and the second by direct interaction with the legislature.

- (d) Describe the disadvantages, if any, of UH-Hilo remaining part of the UH system.

There is perceived second-class, poorer and less well-endowed stepsibling status as compared to UH-Manoa which has the higher perceived status as the "research and graduate" campus. Some of this perception extends back to the very founding of what is now UH-Hilo as a branch of UH-Manoa (branch campuses almost invariably carry lower status in academia) and a notion, perhaps partly true, that the unwanted at UH-Manoa were assigned at the time to the Hilo branch.

Many inside observers feel this situation has changed as UH-Hilo has evolved its own niche in the system as the primary residential baccalaureate campus, and as it has evolved some very distinctive programs not equalled in the system. As evidence of this new perception, many members of the UH-Hilo and UH-Manoa faculty have become collaborative in academic and research activities;

students transferring from UH-Hilo to UH-Manoa have more than held their own academically; and finally the number of students transferring to or from UH-Manoa to/from UH-Hilo have become more or less a wash.

Since the system functions as a typical bureaucracy, it is often slow to react in matters of personnel administration and equipment purchasing that requires bidding. This stifles creative management and some degree of cost effectiveness. There is also a perception, sometimes verified, that the physical presence of the system office(s) on the UH-Manoa campus results in that campus getting quicker attention because of proximity thus giving the appearance of more importance and greater clout.

UH-Hilo campus priorities in matters of budget have, on occasion, not been honored at the system and/or board level. Although this has not been a major concern in the more immediate past, it has required "eternal vigilance."

- (e) Assuming no new moneys are forthcoming, what kind of administrative policies, educational curricula, and other financial (funding) sources, would improve the relationship between UH-Hilo and UH-Manoa?

Separation of the dual role of the President of University of Hawaii and Chancellor of the UH-Manoa would go a considerable distance toward improving relationships by allowing the President to devote more time to system-wide concerns, be more visible on the nine other campuses (including UH-Hilo) and thereby become more sensitive to the often unique situations obtaining on those campuses.

Moving the UH system offices off of the UH-Manoa campus (but not onto any campus of the system) would create both a substantive and perception change. Currently, the President of the system walking down the hall interacts not only with system officers but also with Manoa senior administrators- this ready access contributes to the perception and actuality of more attention to the Manoa campus than to the other nine. While it is the case that the Manoa campus is the largest and most complex single unit, the other campuses all feel "short-changed."

As noted above, relationships and interactions with UH-Manoa are really quite good, at least by comparison with the past, and can be encouraged further by support of faculty exchanges for a semester, faculty teaching a courses on the other campus, even further collaboration on curricular and research endeavors. The administrations of both campuses can facilitate this by actively

encouraging and then supporting cooperative and collaborative initiatives.

- (f) Assuming no change in the administrative structure of the UH system (i.e., a single board of regents, no separation from the system), describe what internal changes could be made to the personnel, communication, etc., which would help to create a UH-Hilo campus with sufficient autonomy and independence to eliminate the necessity of creating a separate university.

Most of this is covered in 3(e) above. In addition, autonomy to process graduate programs rather than go through the Graduate Council, which is a UH-Manoa entity, is desirable. Although the Council has been modified to include two UH-Hilo faculty, UH-Hilo proposals will still be processed through a constitutional UH-Manoa entity.

More autonomy is needed with regard to a number of personnel, disbursing and procurement matters that now are essentially processed twice, here and there. So long as University policy is in place this double-checking is a costly redundancy. Under delegation, UH-Hilo would adhere to policy and be subject to audit rather than be "policed" and "second-guessed" at the outset.

More system-wide meetings on the UH-Hilo campus, including more than one meeting of the Board of Regents a year, would heighten the visibility and value of UH-Hilo as part of the system. At present, most meetings are held on the Manoa campus because of the generally greater preponderance of Oahu-based personnel involved in such meetings and hence the lower overall travel cost incurred by the fewer neighboring islanders involved.

The present committee structure of the Board bears no highlighting of the baccalaureate (or for that matter, the graduate/research) campuses. There is a subject matter committee on the community colleges which considers virtually all matters affecting same; there is not a comparable committee on the baccalaureate (or graduate/research) campuses. Two alternatives seem patent: eliminate the community college subject matter committee and refer its matters to the other subject matter committees as is now the case for UH-Manoa, UH-Hilo and UH-Oahu; or create a new committee dealing with UH-Hilo and UH-West Oahu and another committee dealing with UH-Manoa (or alternatively, combine these two).

The present organizational structure carries a dual role for the chancellor, namely that of being CEO of both UH-Hilo and UH-West Oahu. Separating this role into two

chancellorships would heighten the standing of each campus and enable more directed concern on the part of said CEOs to their respective campuses.

Although not fitting precisely under this heading but not provided for elsewhere in the survey instrument is the need to relocate Hawaii Community College off the UH-Hilo campus for the developmental good of both institutions. Each needs to establish its own identity programmatically and territorially; the former is developing but the lack of physical identity creates a psychological and emotional impediment to full development.

- (g) LRB's 1986 report on UH-Hilo indicated that "UH-Hilo needs a leader in the true sense of the word, a permanent resident chief executive...fully committed to the University...required to live in Hilo." (p.92) At that time a search was underway for a new UH-Hilo chancellor. Since that time, have there been any changes to modify the perceived lack of leadership for UH-Hilo?

(Note: Since the Chancellor himself is developing this report he has elected to quote directly from statements submitted for this survey on this particular item to avoid seeming self-serving.)

"The leadership of Chancellor Kormondy has eliminated nearly all such concerns. Those concerns that remain are entirely related to the dual nature of the position, i.e., the position serves as Chancellor of UH-Hilo and the UH-West Oahu. The tremendous growth and development that UH-Hilo is experiencing argues strongly for a chief administrator whose responsibilities lie entirely with UH-Hilo."

"There is, as far as I can tell, no perceived lack of leadership at UHH. In fact, faculty and staff seem to be much more pleased with the current Chancellor than they have any chancellor in the past 20 years."

"Yes, there have been changes to modify the perceived lack of leadership for UHH, but these, I believe are due entirely to the nature of the person currently serving as Chancellor of UHH. He has created an environment that is almost "ohana," has involved himself with the people populating UHH so that those people would probably answer affirmative if asked if he were 'fully committed to the University.'"

"Yes, those changes have been in the Chancellor's managerial style. He has broadened the decision-making

authority. More faculty and administrators are involved in planning and decision-making. His personalness [sic] has brought the University closer to the community. While his vision may not be different from previous Chancellors, his way of processing information and decision-making has made more faculty have a shared vision."

4. The Bureau also requires some observations regarding why a separation from the UH system would benefit UH-Hilo. Please provide answers to the following questions:

- (a) Does UH-Hilo have a mission that is distinctly different from the rest of the UH system which argues for a separate university?

UH-Hilo stresses undergraduate education more than research and graduate education. In this regard it is different from UH-Manoa but the difference is more a matter of degree than of distinct missions or goals. For example, a considerable amount of research (but largely directly involving undergraduates) occurs, and offering of a limited number of graduate (masters) programs is in the offing, but the emphasis is on undergraduates. Since UH-Hilo offers the baccalaureate degree it differs from the community colleges, but here again the first two years of the UH-Hilo program approximate to considerable extent the transfer degree program of those colleges.

Thus, the mission of UH-Hilo is both different by degree from and similar in large measure to those of the other system components. This then does not argue for being a separate entity but rather for an acknowledgement and appreciation of its overall mission.

- (b) What do you see as advantages of an autonomous UH-Hilo (for example in the form of a Hawaii State University) from the UH system?

IF a HSU were properly funded there would be a smaller, closer bureaucracy with which to contend, a distinct advantage - but there would still be bureaucracy! There would be more local/autonomous control of programs. In sum, an HSU would be more in control of its destiny.

The "IF" in the preceding paragraph is a big one. Given the resource pie larger or smaller than at present, the likelihood of an HSU, in the long haul, being differentially and more favorably funded to sustain itself (see 2(b)) than the present UHH seems poor indeed.

- (c) What do you see as disadvantages of an autonomous UHH (in the form of an HSU) from the UH system?

Succinctly, UH-Hilo would lose identification with a nationally recognized university and as an HSU would be regarded as "second rate." Further UH-Hilo would lose all the advantages identified in 3(b and c), namely, all that results from shared resources. Further, an HSU involving only the present UHH and confined programmatically to the Big Island could well lead to a very parochial outlook in its programs.

- (d) If an autonomous institution, what kinds of programs would UH-Hilo develop or begin that would be unique (within state-funded higher education in Hawaii) to its location, faculty, or student body? What additional costs would these programs incur?

It is doubtful that any program that might be conceptualized under an HSU could not also be conceptualized and developed in a UH-Hilo as part of the system. While new program approval is, appropriately, a somewhat tortuous process, it would be so under any hierarchical governance system.

Actually, the converse is more probably the case. Joint programs such as the Center for the Study of Active Volcanoes, Marine Options Program and such potential programs involving HITAH and the international astronomical observatories on Mauna Kea would certainly be inhibited, or at least less compelling, by not being part of the system.

- (e) Identify the core programs, academic units, support services, and additional physical facilities which would need to be expanded to operate HSU as a separate institution. Please provide cost figures to correspond to any expected expansion needs.

See 2(a and b).

5. Describe the anticipated impact, if any, on collective bargaining for faculty and staff if UH-Hilo were established as a separate Hawaii State University.

Since state law appears to require public employees to have employee representation, there would not be any change in relations with HGEA, UPW or ILWU (except as changes occur in the election of campus representatives to such bodies). The relationship with UHPA would doubtless change since that body represents the University of Hawaii faculty. Perhaps UHPA would expand its scope to include HSU, or the HSU faculty

might elect to establish its own union. A separate union representing a much smaller faculty than UHPA might be at a disadvantage unless the two unions negotiated matters such as salary jointly.

6. Describe anticipated changes and effects on retention and recruitment of faculty and staff if a new Hawaii State University is created.

As noted above, separation from UH would include separation from UH-Manoa, a nationally and internationally recognized institution of considerable credibility. An HSU would lose the prestige that comes from the current association and that would have a decided negative effect on recruitment of faculty and students (see comments above about state universities being regarded as "second class"). The loss of shared resources such as the Office or Research Administration travel and research grants would have a definite adverse effect on faculty retention.

7. UH-Manoa is a land grant college. Do you think UH-Hilo should be a land grant college?

By an Attorney General's interpretation (July 31, 1987), UH-Hilo is regarded as a land grant institution; that is, the designation of land grant was bestowed on the "University of Hawaii" and thus Hilo, West Oahu and the community colleges all fall under the land-grant umbrella. Although not asked, the same umbrella applies regarding the sea grant and space grant designations.

(a) What would be the advantages, if any, of its status as a land grant college?

The advantages include access to Morrill, Hatch and Smith-Lever Acts, these providing money for research, experimental and extension activities. Currently UH-Hilo does not receive funds from these sources but does benefit indirectly through joint activities with UH-Manoa.

It is important to note that if UH-Hilo were to be an HSU it is highly unlikely it would be designated a land grant (or sea grant or space grant) institution. Although there are one or two exceptions nationwide, only one university or one university system in each state is designated as a land grant institution (e.g., most University of California campuses enjoy land grant status, but none of the California State University campuses do).

(b) What would be the disadvantages, if any, of its status as a land grant college?

There are none in our judgment.

## UH System Response to Legislative Reference Bureau Survey Questions.

The Bureau also requires some observations from UH-Manoa regarding how UH-Hilo can remain part of the UH system and yet retain autonomy, independence, a positive identity, and a reduction of the current centralized decision-making which (it is said) creates bureaucratic interference detrimental to UH-Hilo.

**a. Does the existence of a single board of regents administering the entire UH system impede or hinder efforts to develop an autonomous UH-Hilo?**

Part of the answer to this question must be found in the historical development of UH-Hilo itself. Specifically, two questions must be asked: 1) Is there any evidence to suggest that UH-Hilo has been prevented from developing in accordance with the campus's academic development plan and mission statement; and 2) If there has been appropriate development, is there any evidence to suggest that the campus could have accomplished more had there been two boards of regents?

The feeling of the University of Hawaii at Manoa is that both UH-Hilo and the rest of the system benefit substantially from the organizational contact among the campuses. We do not believe that separation is in the best interests of Hilo or the rest of the system.

The UH-Hilo experience suggests that, contrary to being impeded, UH-Hilo has progressed well and has been supported in accomplishing its academic missions. New degree programs have been instituted, and approval has been granted from the campus to plan for selected graduate offerings. Special emphasis has been given to utilizing the Big Island's natural resources as a laboratory for the entire UH system, and UH-Hilo has received support for the creation of the Center for the Study of Active Volcanoes and for the Kalakaua Marine Center at Puako. The first of these initiatives is system-wide in scope and engages faculty from both Manoa and Hilo, sharing expertise to the benefit of students throughout the system; the second is of even broader scope, involving faculty not only from Hilo and Manoa but from the community colleges as well.

There are also tangible benefits for UH-Hilo students from being part of the system. These enhance the quality of education at UH-Hilo. The vast computing resources of the system, including the very substantial data bases on-line catalog of Hamilton library, as well as the other libraries within the system, are available to them. Prestigious and substantial scholarship programs are open also. The Regents Scholarship, Presidential Scholarship, and Fun Factory Scholarship programs have benefitted students at UH-Hilo. Another direct benefit is interchange and cooperation among students. For example, a Student Caucus initiated by the ASUH at Manoa resulted in a student from UH-Hilo being appointed to serve as a representative to the Board of Regents, thereby representing



and communicating the needs of UH-Hilo students.

Faculty benefit as well. System-wide funds have supported Hilo faculty traveling to present research results at conferences and for a variety of other professional reasons. UH-Hilo faculty are eligible for--and indeed have won--prestigious and substantial awards open competitively to faculty of the system. While these forms of support will not appear obviously on the Hilo budget sheets, they are, nevertheless, advantages of being part of the UH system.

Over the past five years, the State of Hawaii has made a number of delegations to the University of Hawaii and the Department of Education in fiscal and personnel areas. This has resulted in more rapid and more decentralized decision making throughout the system. By its very nature, higher education must comply with a challenging workload of federal audit and personnel reporting requirements, processing of applications for grants and loans, and other details and procedures necessary to save expensive litigation and grievance settlements. With all due respect to creativity and enterprise, any system will need checks and balances, regardless of the composition or number of the members of the board of regents. Further, the experience of mainland U.S. systems such as those of California, Colorado, and Washington indicates that multiple boards require the creation of coordinating agencies. Frequently, this coordination involves budget allocation, with the coordinating agency or commission receiving an allotment from the State, which is then allocated to the various higher education systems. Such boards have their own budgetary requirements for travel, personnel, and supplies. It is conceivable that in the interests of decreasing paperwork, a situation may be created that encourages it to multiply.

There is also the question of representation to be kept in mind. While there is some attraction in believing that a separate board of regents would permit UH-Hilo to concentrate even further on serving the Big Island, the actual outcome might be quite different. The board of regents for Hawaii State University, for example, would be mandated to serve the entire State of Hawaii and would in all likelihood be required to represent the population distribution of the State itself. There could, therefore, be a situation in which the Hawaii State University Board of Regents would have only two representatives from the Big Island. This situation would then be accompanied by the necessary oversight of a coordinating board that would have responsibility for presenting the budget at the legislature. The worse case scenario here would mean that UH-Hilo would lose the ability to argue its case directly to the Legislature, as the current system now not only permits but encourages.

Finally, it must be kept in mind that a separate board for Hawaii State University will require the rewriting of the Civil Service Laws, which currently include the University of Hawaii as a department; the revision of the Collective Bargaining Law, because

bargaining units 7 and 8 form one bargaining unit with the University of Hawaii as the employer; as well as the updating of numerous statutes and the union contract.

**b. Is educational quality (either perceived or actual) at UH-Hilo affected by the fact that UH-Hilo is part of the UH system? If it is affected, is the effect a positive or negative one?**

Educational quality throughout the system has been positively affected by the relationship in place. An articulation agreement is well progressed; among other things, a guidebook to admission and transfer for the system is targeted for issue by the fall semester. Student transfers between the community colleges, Hilo, and the Manoa campus are taking place regularly. Faculty exchanges and cooperative projects are under way, particularly in the areas of identified strength for the University of Hawaii system. International agreements have been developed cooperatively and supported financially through the coordination of the system-wide President's Committee on International Programs.

**c. Describe the advantages of UH-Hilo remaining as part of the UH system.**

Many of these advantages have already been described: ease of transfer within the system; access to considerable system-wide resources including competitively awarded scholarships and awards; shared programs, curricula, and faculty expertise; and the ability to present UH-Hilo's needs directly to the legislature (without the oversight of a coordinating board).

An additional advantage needs to be considered, however. The name University of Hawaii conveys a certain reputation that reaches throughout the system. As Land Grant, Sea Grant, and Space Grant, and with \$120 million of extramural funding, the University of Hawaii as an entity is known around the world. UH-Hilo has contributed in its own way to this collective prestige. Should Hilo become separate, it would, of course, no longer be able to draw upon this advantage, a factor that might influence applications for grants and scholarships as well as recruitment and retention of faculty and students.

**d. Describe the disadvantages, if any, of UH-Hilo remaining as part of the UH system.**

A number of the traditional complaints that have been made include the slowness of bureaucracy and the perception that Hilo's priorities sometimes get what appears to be less attention when placed into a general mix that includes seven community colleges as well as the largest campus in Manoa Valley.

To some extent, there are similar complaints made on every campus not only in Hawaii but also in other states. Higher education is a dynamic enterprise driven by highly creative people; it is continually seeking to improve itself and provide the best possible service to the State. It is perhaps a truism to say that there will never be enough funds to sustain all the good ideas that come forward. This fact calls for the setting of priorities and the obvious consequence that some people with very good ideas must wait to see their implementation. It is certainly true that UH-Hilo must compete with other parts of the system; yet, that competition for resources will occur regardless of the structure of the board of regents.

Improvement can always be made in speeding up paperwork. However, certain basic facts remain: the State of Hawaii has established specific requirements for purchase and personnel matters; the federal government has issued stringent directives on EEO/AA and audit procedures; state and federal courts have issued judicial opinions regarding everything from hiring procedures to workplace conditions to grievance settlements. These very real factors, quite outside of the higher education system, determine a large part of the level of formality and detail governing higher education processes.

e. Assuming no new moneys are forthcoming, what kind of administrative policies, educational curricula, and other financial (funding) sources, would improve the relationship between UH-Hilo and UH-Manoa?

While it may be doubtful that no new moneys will be needed for its implementation, the separation of the UH president from the UH-Manoa chancellorship will probably be the first and most significant action that can be taken here.

f. Assuming no change in the administrative structure of the UH system, describe what internal changes could be made to personnel, communication, etc. that would help to create a UH-Hilo campus with sufficient autonomy and independence to eliminate the necessity of creating a separate university.

The issues involved here are as much perceptual as real. There have been calls to end the dual responsibility of the UH-Hilo chancellor for both UH-West Oahu and Hilo. A full-time administrative head for UH-Hilo would undoubtedly give a strong message of the growing importance of UH-Hilo.

MARCH-APRIL 1992

Appendix E

Bulletin of the American Association  
of University Professors

# The Annual Report on the Economic Status of the Profession 1991-1992



Special Salary Issue

## EXPLANATION OF STATISTICAL DATA

**Instructional Faculty.** The instructional staff faculty is defined as those members of the instructional/research staff who are employed on a full-time basis and whose major regular assignment is instruction, including those with released time for research. Institutions are asked to exclude (1) instructional faculty who are employed to teach less than two semesters, three quarters, two trimesters, or two four-month sessions, (2) instructional faculty in preclinical and clinical medicine, (3) instructional faculty who are employed on a part-time basis, (4) administrative officers with titles such as dean of students, librarian, registrar, coach, etc., even though they may devote part of their time to classroom instruction and may have faculty status, (5) undergraduate or graduate students who assist in the instruction of courses, but have titles such as teaching assistant, teaching fellow, etc., (6) faculty on leave without pay, and (7) replacement of faculty on sabbatical leave.

**Salary.** This figure represents the contracted salary excluding summer teaching, stipends, extra load, or other form of remuneration. Where faculty members are given duties for eleven or twelve months, salary is converted to a standard academic-year basis by applying a factor of 9/11 or 81.8 percent or by the official factor used in a publicly announced formula which is reflected in a footnote in the Appendix Tables of this report.

**Major Fringe Benefits.** In general, the major fringe benefits include those where the institution (or state) makes a definite payment of a specified amount on behalf of and for the benefit of the individual faculty member. The major benefits include the institution's (or state's) contribution for: (1) Social Security (rate effective January 1, 1991, used), (2) retirement contributions (the employer's contributions are included regardless of the plan's vesting provision), (3) medical insurance, (4) dental insurance, (5) life insurance, (6) disability income protection, (7) unemployment compensation, (8) worker's compensation, (9) tuition for faculty children (both waivers and remissions are included), (10) other benefits in kind with cash alternatives (for the majority, these include benefits such as moving expenses, housing, cafeteria plans or cash options to certain benefits, bonuses, etc.). In the cases of Texas public four-year institutions, it also includes the portion of the employee's contribution to Social Security which is paid by the state or 5.85 percent of the first \$16,500 of salary. Since the objective of the study is the measurement of income available for personal consumption, as distinct from professional purposes, benefits of a professional nature (such as convention travel, membership fees, grading assistance, faculty clubs, etc.) are not included.

**Compensation.** Compensation represents salary plus the institution's (or state's) contribution to major fringe benefits.

**Rating of Average Salary and Average Compensation.** The rating is based on the actual distribution of average salaries and/or average compensations for comparable institutions. For definition of comparable institutions, see definition of categories and the explanation of ratings in Column (2) (below).

**Definition of Categories.** The definition of categories given here is that instituted by the Center for Education Statistics and

adopted by AAUP for its 1983-84 survey. The center subsequently abandoned this type of classification for a broader system. The roman numerals are used for the purpose of this report with the CES former identification given in parentheses. It should be noted that data on earned degrees were obtained from CES. Because these data have not been available in a timely manner, we ask institutions to assign their own category based on the most recent information available.

**Category I (Doctoral-Level Institutions).** These are institutions characterized by a significant level and breadth of activity in and commitment to doctoral-level education as measured by the number of doctorate recipients and the diversity in doctoral-level program offerings. Included in this category are those institutions which grant a minimum of thirty doctoral-level degrees annually. These degrees must be granted in three or more unrelated disciplines.

**Category IIA (Comprehensive Institutions).** These institutions are characterized by diverse post-baccalaureate programs (including first professional), but do not engage in significant doctoral-level education. Specifically, this category includes institutions not considered specialized schools in which the number of doctoral-level degrees granted is fewer than thirty or in which fewer than three unrelated disciplines are offered. In addition, these institutions must grant a minimum of thirty post-baccalaureate degrees and either grant degrees in three or more post-baccalaureate programs or, alternatively, have an interdisciplinary program at the post-baccalaureate level.

**Category IIB (General Baccalaureate).** These institutions are characterized by their primary emphasis on general undergraduate baccalaureate-level education. These institutions are not significantly engaged in post-baccalaureate education. Included in this category are institutions which are not considered as specialized and in which the number of post-baccalaureate degrees granted is fewer than thirty or in which fewer than three post-baccalaureate-level programs are offered and which either (a) grant baccalaureate degrees in three or more program areas, or (b) offer a baccalaureate program in interdisciplinary studies.

**Category III (Two-year Institutions with Academic Ranks).** These institutions confer at least 75 percent of their degrees and awards for work below the bachelor's degree.

**Category IV (Institutions without Academic Ranks).** The majority of these institutions are two-year colleges (see definition of Category III) but do not utilize academic ranks. This category also includes a few general baccalaureate institutions which do not use academic ranks. These institutions are listed in Appendix II of this report.

### Definition of data presented in Appendixes I and II:

**Col. (1) Institution's category**—The definition of categories is given above.

**Col. (2) Ratings of Average Salary**—Each rating represents the percentile interval in which the institution's average salary in a given rank lies (1\* = 95th percentile or above, 1 = 80th percentile

to 94.9 percent, etc.). An average salary lower than the 20th percentile is rated 5. The ratings have been assigned using the actual average salary which is then rounded to the nearest hundred for publication in Col. (3).

*Col. (3) Average Salary by Rank and for All Ranks Combined*—This figure represents the average contracted salary (adjusted to a standard academic-year basis, when necessary) excluding summer teaching, extra load, etc., which has been rounded to the nearest hundred dollars; an entry of 43.3 would stand for an average salary between \$43,250 and \$43,349. The All Ranks (AR) figure includes the rank of lecturer and the category No Rank which are not displayed here.

*Col. (4) Rating of Average Compensation*—Same definition as that given for Col. (2) above, but for compensation which is salary plus fringe benefits.

*Col. (5) Average Compensation by Rank and for All Ranks Combined*—This figure represents the average salary plus average fringe benefits and, as for average salary, the figure has been rounded to the nearest hundred dollars.

*Col. (6) Benefits as a Percentage of Average Salary*—This percentage, which has been rounded to the nearest unit, represents the overall percentage of fringe benefits as a percentage of average salary for all ranks combined. Major fringe benefits are the institution's (or state's) contribution excluding employee's contribution.

*Col. (7) Percentage of Tenured Faculty*—This figure represents the percentage of tenured faculty in a given rank.

*Col. (8) Percentage Increase in Salary for Continuing Faculty*—The percentage increase in salary shown here is that for continuing faculty or faculty members remaining on staff in 1991-92. This figure represents an increase in salary for *individuals* as opposed to a percentage *change in salary levels* for a given rank from 1990-91 to 1991-92. For the purpose of reporting this information, the institution is asked to provide data by rank but to report, in the case of promotion, the individual in the rank held in 1990-91. Therefore, the increase shown is that of individuals in the rank held during the 1990-91 academic year. This figure reflects across-the-board, merit increase, promotion and/or other salary increments.

*Col. (9) Number of Faculty Members by Rank and by Gender*—This number represents the total number of full-time faculty in a given rank.

*Col. (10) Average Salary by Rank and by Gender*—These figures, like those in Col. (3), have been rounded to the nearest hundred dollars. The average is not shown and is replaced by dashes when the number of individuals in a given rank and/or gender is five or fewer.

#### Cautionary Notes

With the exception of the number of faculty members shown in Col. (9), other data are not given in any given rank and/or gender when the number of individuals is five or fewer. This policy was adopted to protect the confidentiality of individual salaries and because an average with so few individuals could be misleading when used for comparison purposes. In such cases, dashes appear in the affected columns.

Average Salary and Average Compensation are likely to be affected by a number of peripheral influences. For example, an institution may use a high proportion of part-time graduate assistants whose compensations are not included in the average figures for full-time faculty. Figures for these institutions, therefore, overstate the typical remuneration of those who carry the teaching burden. Average figures for small institutions may also be influenced by the fact that in a given year a relatively large number of their higher paid faculty may be on leave without pay or may have retired. In addition, actual improvements in the economic well-being of the faculty may be concealed in any given year by promotions, which can exercise a double-edged effect upon the average reported in both the higher and lower ranks. The differences between men's and women's salary levels may sometimes be attributed to the relatively large proportion of men in a given rank (see Table 16) and other factors affecting salary levels. Unfortunately, we have found no feasible way to make appropriate adjustments for these occurrences and can only warn the reader to keep these points in mind when using these data.

Institutional footnote numbers are given in the Appendix Tables between the name of the institution and its category. The footnotes for both Appendix I (institutions with academic ranks) and Appendix II (institutions without ranks) are listed at the end of Appendix II.

The following symbols shown under "notes" in the Appendix Tables stand for: PNA = Publication Not Authorized and LFO = Data are for Lay Faculty Only.

The data presented in this report are based on information provided by institutions responding to the annual survey conducted by Maryse Eymonerie Associates for the purpose of the AAUP Annual Report on the Economic Status of the Profession. We continue to be very grateful to those individuals who prepare the institutional responses and complete our questionnaire (Form MEA22). We deeply appreciate the assistance and cooperation given us over the years in connection with this important program.

Any inquiries concerning the data in this report may be directed to the AAUP Washington office or directly to me at BP 33, Louvigné 35420, France. FAX 011 33 99 98 09 98.

MARYSE EYMONERIE  
Consultant to AAUP



## APPENDIX 1

APPENDIX I			M O		(1)		(2)		(3)						(4)						(5)					
			T E		INST		RATING OF		AVERAGE SALARY BY RANK						RATING OF						AVERAGE COMP BY RANK					
NAME OF INSTITUTION			S		CATE		AVERAGE SALARY		(IN THOUSANDS)						AVERAGE COMP.						(IN THOUSANDS)					
			GORY		PR		AD AI IN		PR AD AI IN AR						PR AD AI IN						PR AD AI IN AR					
F L O R I D A (CONTD)																										
Barry University				11A	4	3	4	3	44.7	39.7	32.5	27.1	37.2	4	4	4	4	55.3	48.3	39.6	32.0	45.5				
Florida Atlantic University			35	11A	2	2	1	1	57.5	42.6	38.8	31.6	47.1	1	2	1	1	73.6	55.3	53.4	41.5	61.5				
Florida Internat'l Univ.			68	11A	2	2	1	2	56.0	42.7	38.2	29.9	43.1	1	2	1	2	73.1	56.2	49.7	39.0	56.4				
Florida Southern College				11B	3	3	3	3	40.5	34.2	30.1	25.9	33.9	3	3	3	3	50.9	43.2	37.3	30.7	42.4				
Florida State University			35	1	4	5	4	5	56.0	40.1	36.4	24.6	46.4	4	4	3	4	71.4	51.9	47.4	32.2	59.6				
Jacksonville University				11B	3	4	3		39.6	32.9	30.8		34.2	3	4	3		49.5	40.4	36.9		42.0				
Manatee Community College			97	111	4	4	5	5	40.2	33.0	27.2	22.2	29.3	3	4	4	5	51.8	42.8	35.6	29.4	38.2				
Miami-Dade Community College			101	111	3	3	4	4	42.6	35.2	29.4	25.5	35.6	2	3	3	3	57.1	48.0	40.4	35.5	48.4				
Pensacola Junior College				111	5	5	4	4	35.4	31.5	27.6	24.6	30.0	5	4	4	4	45.7	40.9	36.1	32.4	39.0				
Rollins College				11A	2	3	5	5	52.4	41.0	30.1	22.1	42.1	3	4	5	5	63.1	48.7	35.2	25.4	50.2				
St. John Vianney College Sem.				11B					-----	-----	-----	-----	-----					-----	-----	-----	-----	-----				
Saint Leo College				11B	5	4	4		35.0	30.5	27.7	-----	30.1	4	4	4		42.5	37.2	34.0	-----	36.8				
St. Thomas University				11B	3	1*	2		43.0	48.6	31.4	-----	37.9	3	1	3		50.6	57.7	37.4	-----	44.9				
Stetson Univ., John B.			136	11A	2	3	3		55.3	41.0	34.4	-----	43.8	2	3	3		71.1	52.1	43.4	-----	55.6				
University Central Florida			35	11A	2	3	2	4	54.7	41.8	36.2	25.9	42.8	2	3	2	4	67.4	52.2	45.5	33.0	53.3				
University of Florida			35	1	4	4	3	2	60.3	42.2	38.1	32.6	47.4	3	4	2	2	76.7	54.6	49.7	42.8	60.9				
University of Miami				1	3	3	3	3	62.4	45.6	35.2	27.7	46.9	2	3	3	3	81.2	58.4	49.1	34.8	60.4				
University of North Florida			35	11B	1	2	1	3	49.4	39.1	35.4	26.2	40.3	1	1	1	2	64.0	50.9	46.0	34.6	52.4				
University of South Florida			167	1	4	4	4	3	56.8	41.6	35.8	29.5	44.6	4	4	5	3	71.5	53.5	43.8	36.5	56.1				
University of Tampa				11B	3	3	1	4	42.8	35.3	33.5	23.2	35.8	3	3	2	4	51.5	43.0	40.4	27.7	43.2				
University of West Florida			171	11A	3	4	3	3	48.2	38.9	34.9	27.1	38.7	3	3	3	3	60.8	49.3	44.6	34.5	49.1				
Werner Southern College				11B		5			-----	26.8	-----	-----	26.2		5			-----	30.6	-----	-----	30.9				

## G E O R G I A

Agnes Scott College			11B	2	2	2		48.3	39.0	32.4	-----	39.3	2	2	2		59.8	48.8	39.9	-----	48.8
Albany State College	5		11B	3	2	3	4	41.0	38.3	30.5	24.3	34.3	3	2	2	3	52.7	48.3	39.4	31.4	44.1
Armstrong State College	5		11B	2	3	3	3	44.3	36.3	30.1	25.8	34.5	2	2	3	3	56.3	46.1	38.4	32.3	43.8
Augusta College			11B	2	2	1	3	48.7	37.9	33.8	25.0	37.7	2	2	1	3	61.6	48.4	42.6	31.6	47.8
Berry College	9		11B	2	2	2		49.0	37.4	32.0	-----	37.8	2	2	2		61.0	47.4	40.2	-----	47.4
Brunswick College	5		111	3	4	3	3	41.9	34.2	30.3	26.6	31.1	3	4	3	2	53.8	45.2	39.7	36.2	41.2
Columbia Theological Sem.			11A	5				41.1	-----	-----	-----	39.2		3			61.7	-----	-----	-----	58.8
Columbus College	5		11A	5	4	4	4	43.4	36.8	32.9	26.2	38.1	4	4	3	3	56.1	47.6	42.5	33.7	49.2
Covenant College			11B	4	3			38.8	34.3	-----	-----	35.8	4	3			47.5	45.8	-----	-----	45.1
Dekalb College	5		111	3	3	4	4	42.4	37.4	30.0	25.6	30.8	3	3	4	4	53.0	47.2	38.1	32.8	39.1
East Georgia College	3		111		4	3		-----	34.6	30.5	-----	32.3		3	3		-----	46.2	40.1	-----	42.5
Emory University			1	2	2	3	1	70.6	49.0	39.6	38.6	54.8	1	2	2	1	87.2	61.3	50.0	47.9	68.2
Floyd College	5		111	3	4	4	4	42.5	32.3	29.8	24.2	31.9	3	4	4	4	54.1	42.1	37.8	31.0	40.8
Gainesville College	5		111	3	4	4	4	42.5	34.9	29.1	25.0	31.4	3	4	4	4	54.5	43.7	36.6	31.4	39.6
Georgia College			11A	5	5	4	4	43.2	35.6	32.7	24.8	35.6	4	4	3	4	54.4	45.5	41.9	31.2	45.3
Georgia Institute of Tech.	3		1	3	2	1	4	64.6	48.0	43.5	24.9	52.7	2	2	1	4	81.4	61.6	55.9	32.7	67.1
Georgia Southern University	5		11A	4	4	4	4	46.1	38.1	31.0	24.6	34.1	4	4	4	4	58.4	48.0	39.2	30.9	43.1
Georgia Southwestern College	3		11B	3	2	2		42.8	37.1	31.4	-----	37.1	2	2	2		54.7	47.8	41.0	-----	47.8
Georgia State University			1	3	4	4	4	60.7	44.1	37.1	27.1	46.8	3	3	4	3	74.3	54.9	46.6	34.7	58.0
Interdenominat'l Theol. Ctr.			11A	5	5			39.8	33.6	-----	-----	35.6		5	5		50.0	43.4	-----	-----	45.4
Kennesaw State College			11A	3	3	4	4	50.2	39.9	32.8	25.3	37.4	3	3	4	4	62.5	50.0	41.1	32.0	46.8
Macon College	5		111	4	4	4	4	39.8	33.8	29.1	25.1	31.0	4	4	4	4	50.4	43.3	37.8	32.8	40.0
Mercer University-Entire	99		11A	2	4	3	4	53.0	38.6	33.5	26.2	40.8	3	4	4	4	63.2	46.8	40.9	32.4	49.2
Middle Georgia College	5		111	4	4	4	4	37.4	34.2	28.5	24.4	31.5	4	4	4	4	48.7	44.8	37.9	32.8	41.5
Oglethorpe University			11B	2	1	2		47.5	42.7	33.0		41.7	2	2	2		58.5	50.8	40.7		51.0
Paine College			11B	5	5	5	5	28.7	25.9	22.3	19.4	23.9	5	5	5	5	33.8	29.9	26.1	23.4	28.0
Piedmont College			11B	4	4	4		39.2	31.4	28.2		31.6	4	5	4		45.3	36.5	32.7		36.4
Reinhardt College			111	5	5		5	30.2	29.5	-----	21.7	25.7	5	5		5	34.9	34.1	-----	25.4	29.9
Savannah State College	5		11B	2	3	3	2	44.9	35.4	31.2	28.2	36.5	2	3	2	2	57.1	45.2	39.9	35.8	46.6
Shorter College			11B	4	5	4	5	35.9	29.9	28.7	22.2	29.7	4	5	4	5	43.1	35.7	34.2	26.8	35.6
Southern Coll. of Technology	3		11B	3	3	2		42.6	35.8	33.3	-----	37.0	2	3	1		54.6	45.9	42.9	-----	47.6
Thomas College			11B					-----	-----	-----	-----	19.7					-----	-----	-----	-----	22.2
University of Georgia			1	4	4	4	5	58.7	41.6	35.8	24.3	45.7	4	4	4	5	72.4	52.3	45.1	30.7	56.9
Valdosta State College	13		11A	4	4	4	3	46.0	37.5	32.1	27.8	37.1	4	4	4	3	57.9	47.8	41.3	36.2	47.4
West Georgia College			11A	4	4	3	4	45.3	36.8	34.0	25.1	38.0	4	4	3	4	56.9	47.0	43.2	32.2	48.1

## H A W A I I

Univ. of Hawaii at Manoa	16		1	2	2	1	1	67.7	50.6	42.5	33.5	53.7	3	2	2	2	79.4	60.5	51.2	40.9	63.8
Univ. of Hawaii at Hilo	16		11B	1	1	1*		53.7	43.3	37.5	-----	44.6	1	1	1		64.1	52.2	45.5	-----	53.7
Univ. of Hawaii-West Oahu	16		11B			1		-----	-----	36.7	-----	41.5			1		-----	-----	44.6	-----	50.1

## I D A H O

Albertson Coll. of Idaho			11B	3	4	5		40.8	30.6	24.9	-----	32.3	3	4	4		49.2	38.3	32.2	-----	40.1
Boise State University			11A	5	4	3	3	43.3	37.3	33.6	27.7	37.6	5	4	3	3	53.7	46.5	42.0	35.1	46.8
Idaho State University	82		11A	4	4	4	3	44.0	37.9	32.1	28.0	35.4	4	4	4	3	54.5	47.3	40.3	35.5	44.3

(6)				(7)				(8)				(9)								(10)								
BEN. AS % OF SALARY				PERCENTAGE OF TENURED FACULTY				PERCENTAGE INCREASE IN SALARY (CONTINUING FAC)				NUMBER OF FULL-TIME FACULTY								AVERAGE SALARY BY RANK AND BY SEX								
				PR	AO	AI	IN	PR	AO	AI	IN	MEN				WOMEN				MEN				WOMEN				
												PR	AO	AI	IN	PR	AO	AI	IN	PR	AO	AI	IN	PR	AO	AI	IN	
28.	88.	69.	14.					2.7	3.0	4.4	2.0	74	73	80	16	19	37	58	14	50.2	42.1	36.3	30.6	45.8	39.8	33.6	26.4	
31.	93.	77.	9.					3.8	2.8	2.1	1.8	147	98	69	4	14	34	41	7	57.4	43.3	40.1	----	58.5	40.6	36.5	----	
31.	93.	90.	6.					3.7	3.6	2.7	2.5	146	179	126	26	23	71	78	43	56.2	43.3	39.7	30.8	54.5	41.0	35.7	29.4	
25.	23.	15.										27	14	26	2	4	6	16	4	----	35.0	30.9	----	----	32.3	28.8	----	
28.	97.	88.	1.					3.3	3.6	3.4	5.1	439	209	141	9	56	98	87	14	56.6	41.3	37.3	25.5	51.3	37.6	34.9	24.0	
23.	ALL	76.	31.					2.4	3.1	7.4		28	22	24		8	7	15		39.4	32.2	29.4		40.0	35.4	33.1		
30.	ALL	ALL	67.	13.								20	15	21	22	13	12	18	24	40.5	33.3	27.4	22.1	39.9	32.5	26.9	22.3	
36.	99.	95.	51.	8.								215	127	71	41	93	130	63	75	43.2	36.1	30.0	25.4	41.0	34.3	28.7	25.6	
30.	ALL	ALL	72.	87.								36	26	32	20	27	27	25	32	36.2	32.0	28.3	25.3	34.3	31.0	26.6	24.2	
19.	90.	77.	65.					4.9	7.7	7.1	6.6	55	42	15	5	14	15	19	7	54.4	41.2	30.2	----	44.4	40.5	30.0	----	
---																				----	----	----	----	----	----	----	----	
22.	92.	ALL	29.					0.0	0.0	0.0	----	11	9	12		2	6	5	3	----	30.2	----	----	----	31.0	----	----	----
19.	67.	6.	3.					4.0	4.0	4.0	----	12	13	26		6	3	13	1	45.9	----	32.2		37.2	----	29.8	----	
27.	99.	82.	10.					3.1	3.3	4.4	----	56	26	36	1	12	12	22	3	56.8	43.2	35.2	----	48.5	36.1	33.0	----	
24.	95.	84.	14.									165	158	127	14	16	44	49	32	55.4	42.7	37.0	24.5	47.5	38.6	34.1	26.6	
29.	96.	86.	5.					4.6	6.9	7.0	5.4	860	525	355	30	75	121	156	73	61.0	42.4	39.4	36.8	52.3	41.1	35.3	30.9	
29.	96.	77.	9.					6.5	7.6	8.6	8.3	262	146	104	7	35	38	33	12	62.6	46.1	40.1	26.9	61.5	43.4	36.3	28.2	
30.	97.	86.	14.					3.0	2.5	1.8	3.6	60	60	30	5	8	28	27	12	50.1	39.8	36.8	----	44.8	37.6	33.8	----	
26.	92.	80.	7.					5.2	3.5	4.9	5.6	343	243	149	26	44	91	102	36	57.3	42.3	36.6	31.1	53.1	39.5	34.6	28.3	
21.	85.	88.						4.8	6.4	8.4	----	31	26	21	4	9	6	12	7	43.5	36.2	37.1	----	40.2	31.0	27.2	----	
27.	ALL	99.	90.	24.				3.5	2.9	3.7	2.1	56	56	39	14	5	16	29	15	----	39.5	36.0	27.5	----	36.7	33.3	26.7	
18.	50.							----	8.6	----	----	3	5	5						----	----	----	----	----	----	----	----	
24.	ALL	92.	11.					5.2	5.5	9.1	----	10	10	5		8	14	14	2	48.9	39.2	----	----	47.5	38.8	----	----	
28.	95.	71.	56.					1.5	1.5	1.5	1.1	29	15	37	2	10	9	27	9	40.3	38.1	29.8	----	43.0	38.6	31.4	----	
27.	93.	68.	38.									37	10	42	4	4	15	45	4	----	35.2	30.4	----	----	37.0	29.9	----	
27.	90.	80.	19.					1.6	2.9	2.1	3.0	34	30	34	6	7	20	34	9	49.4	38.4	33.1	25.7	45.5	37.1	34.5	24.5	
26.	89.	68.	10.					5.9	7.2	7.1	----	25	20	22	1	2	2	17	3	----	----	32.5	----	----	----	31.3	----	
32.	ALL	88.	24.					1.2	2.1	3.1	2.2	4	5	9	6	3	3	8	13	----	----	30.7	27.5	----	----	29.9	26.2	
50.	ALL							4.0	----			12	2		1	2	1			----	----	----	----	----	----	----	----	
29.	95.	80.	12.					1.7	1.3	1.9	----	58	37	19	3	15	19	23	6	44.1	36.7	34.4	----	41.0	37.2	31.8	----	
26.	50.	27.						6.0	6.8	----		20	11	5						----	----	----	----	----	----	----	----	
27.	86.	78.	17.									10	30	39	35	12	35	47	83	42.4	38.5	31.4	25.8	42.3	36.5	28.8	25.6	
32.	ALL	22.						----	1.6	2.0	----		6	8	1	1	1	1	1	----	----	----	----	----	----	----	----	
24.	98.	83.						5.4	5.7	7.6	4.5	166	108	64	9	28	45	66	4	72.1	49.9	41.4	----	61.7	46.8	37.9	----	
28.	ALL	77.	10.					1.4	2.4	1.5	1.9	9	7	10	3	4	6	10	10	----	33.6	30.2	----	----	30.7	29.3	----	
26.	91.	85.	21.					1.1	2.3	1.5	3.9	7	9	12	8	4	11	21	10	----	35.9	31.3	24.8	----	34.1	27.8	25.1	
27.	88.	64.	19.	17.				1.3	1.6	1.8	3.0	31	23	31	4	10	16	32	8	44.2	35.0	33.3	----	40.3	36.5	32.2	----	
27.	92.	79.	4.					1.0	2.1	2.3	0.3	231	169	133	8	6	28	23	8	64.9	49.0	44.2	29.0	52.6	42.0	39.7	20.9	
26.	88.	69.	26.					8.3	7.6	8.7	9.2	87	86	130	33	14	33	108	66	46.6	38.9	31.8	24.1	42.8	36.0	29.9	24.8	
29.	ALL	86.	34.									37	16	21	3	8	5	20	1	43.4	----	31.8	----	40.4	----	31.0	----	
24.	96.	86.	10.					1.6	1.7	2.1	3.0	218	174	109	12	32	86	103	25	61.3	44.9	38.7	24.4	56.2	42.3	35.4	28.4	
28.	86.	67.						4.0	8.9	----		6	9			1	2			----	----	----	----	----	----	----	----	
25.	90.	48.	11.									34	59	37	22	24	42	54	26	52.3	40.5	34.7	26.0	47.3	39.0	31.4	24.7	
29.	92.	71.	24.					1.3	1.5	1.6	2.7	19	8	23	6	7	9	31	23	40.8	35.3	28.4	26.9	37.0	32.5	29.6	24.6	
21.	93.	66.	9.									67	57	38	6	7	14	36	9	53.2	39.0	34.4	26.0	50.8	37.1	32.6	26.4	
32.	88.	96.	41.					3.0	7.1	7.7	----	7	18	8	3	1	5	9	5	----	----	29.8	----	----	----	27.4	----	
22.	ALL	33.	9.					9.1	11.0	12.0		16	5	7		4	1	4		----	----	----	----	----	----	----	----	
17.	71.	27.	19.					3.9	5.6	4.3	4.0	6	12	8	3	1	3	8	6	----	----	23.3	----	----	----	21.3	----	
15.	83.	83.						----	14.1	7.0		6	11	7			1	6		----	----	29.5	----	----	----	26.7	----	
16.	ALL	86.						5.1	6.2	----	5.6	4	3	1	5	2	4	4	5	----	----	----	----	----	----	----	----	
28.	94.	60.	19.					2.2	0.8	1.1	----	29	26	27	4	6	17	10	2	45.6	36.3	32.2	----	41.2	34.1	28.7	----	
20.	ALL	75.	11.					6.0	5.5	3.5	5.0	9	9	19	4	5	3	8	4	----	----	29.1	----	----	----	27.8	----	
28.	95.	78.	15.					1.2	2.0	2.2	----	37	45	30	1	5	9	9	1	----	36.6	33.1	----	----	31.7	33.9	----	
13.								----	----	----		4	4	2						----	----	----	----	----	----	----	----	
25.	95.	91.	6.					1.6	2.5	2.9	4.7	591	438	298	30	50	105	167	44	59.0	41.7	36.7	23.8	56.0	41.4	34.2	24.7	
28.	86.	65.	29.									61	63	66	6	19	16	39	16	47.3	37.9	33.8	26.3	41.6	36.0	29.2	28.3	
27.	85.	85.	20.					1.5	2.8	2.5	3.1	77	39	40	11	15	16	34	14	45.7	37.4	34.8	24.8	43.2	35.3	33.0	25.3	
19.	95.	81.	11.	8.				10.0	9.3	9.0	10.6	369	220	146	17	50	77	119	82	68.5	50.9	43.9	33.3	62.0	49.8	40.8		



## Appendix F

### UHPA Ad Hoc Committee on UHH Governance Separation...The Establishment of Hawaii State University

#### Final Results of Faculty Opinion Survey

May 13, 1992

1. Have you received enough information to be able to evaluate whether UHH should separate from the University of Hawaii?  

38—Yes	20—No
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2. It has been proposed that UHH be separated from the University of Hawaii to form a new institution called Hawaii State University.  

6—Favored separation	39—Opposed separation
8—Unsure	5—No opinion
3. Do you believe UHH will fare better in terms of budget allocations from the State, both in the General Fund and Capital Improvement, if it separates from the UH?  

7—Yes	36—No
15—Uncertain	
4. Are your friends and neighbors, other than those associated with the University, in support of separating UHH from UH?  

7—Yes	3—both yes & no
15—No	29—Undecided/Unknown
5. Do you see any alternatives to a separate Board that would address the concerns expressed by the community?  

31—Yes	12—No
15—Undecided/Unknown	
6. Demographics  
Counted 59 responses (not everyone answered demographics)  

22—Professors (I-5) [from 2 through 29 years w/UHH]
14—Associate Professors [from 4 through 28 years w/UHH]
9—Assistant Professors [from 1 through 8 years w/UHH]
1—Adjunct Professor
1—Emeriti Professor/Lecturer for 1 year w/UHH
1—S/3 w/18 years @ UHH
1—S/4 with 10 years at UHH
2—Librarians [from 5 to 25 years w/UHH]
3—Lecturers [from 1 to 2 years w/UHH]
2—don't know [from 1 to 2 years w/UHH]

UHPA Ad Hoc Committee on UHH Governance Separation...The Establishment of Hawaii State University

Comments from April 1992 Faculty Opinion Survey

May 28, 1992

1. Have you received enough information to be able to evaluate whether UHH should separate from the University of Hawaii?

*(If answer is no, list three critical areas where you lack information.)*

I have not thought about this issue. Impact on collective bargaining.

Costs/funding.

Impact of separation on UHH programs, pull on students and overall university pace of development.

Computer information; library services; ability to offer upper division courses.

I have not heard any details of the concerns of the Hilo community about UHH.

Administrative design; funding; articulation.

Since no significant reasons were supplied in any of the forums on the campus, there is no reason to favor separation. The only vocal support came from Buildings Trades Unions and Chamber of Commerce. None of which are qualified to speak to the issue of "improving" UH-Hilo academically.

"Real" intent of promoters. Realistic assessment of B & F legislative clout! Impact on ORA & URC access & other support!!

Financial resources; governing structure proposed; good reasons to split.

How budgeting is done under current system. What services UHH now gets from Manoa--i.e., library, computer support, ORA, etc.

What benefits are absolutely assured if the separation occurs?

Cost of the split. Amount of service (disservice?) currently provided to UHH by Manoa. Feasibility of obtaining funds for the split (look at HCC/UHH debacle).

Funding; accreditation; duplication of administrative functions.

Support services, e.g., What will relationship be with UHH & UHM's main frame computer/computer services and UHM's library/library services? How large an administrative layer will this require? How will it affect status (union pay, etc.) of faculty?

Funding, course articulation, faculty recruitment, retention, transfer to a UH or from a UH campus.

Budget; quality strategic plan; legislative intentions.

Budget impact. Impact on research--linked to current inadequate UHH library and technical assistance, etc.

What are the specific disadvantages of how things are now? What other things can be done/improved before making such a drastic move, i.e. separation (the "structural changes" cited in H.B. #1715, p.1., line 13)? Will training opportunities & workshops still be available to UHH (HSU) faculty members?

Budget implication; academic resource implication; graduate program implication.

2. **It has been proposed that UHH be separated from the University of Hawaii to form a new institution called Hawaii State University.**

a. *If you answer (a), please state three important reasons why you favor this separation.*

Better control of budget. Better chance for expanded academic programs. Regents would have more clout.

I favor separation provided (1) Hilo receives the necessary capital improvement budget for more classrooms and office space, (2) Hilo can grant graduate degrees at the MA level, (3) literary and computer resources are upgraded, (4) a collegial atmosphere exist with Manoa, (5) a minimum of two more dormitories are constructed, (6) work continues on the tech park, (7) Hilo receives adequate faculty, (8) faculty salaries equal those at Manoa, (9) Hawaii CC is removed from the Hilo campus.

Having one strangling bureaucracy to deal with instead of two. More difficult for Manoa to monopolize funds, positions, etc. Allow UHH/HSU to develop in its own right instead of being the poor stepchild of Manoa.

lack of funding provided to UHH in the past. Lack of identity for UHH as a "meaningful" institution. Inequity of all resources. Need for grant coordination to be on-site.

b. *If you answer (b), please state three important reasons why you oppose this separation.*

It would be an administrative nightmare. It would lower the stature of UHH. It would place UHH at the whim of the Legislature.

No information yet presented supplies any reason at all for the separation, nor any evidence that such a separation would meet the vague aim of "improving UH-Hilo."

State U's are "second rate." Cut off from ORA & URC funds. Probable reduction in actual funding. Less of the developing collegiality & exchange! Change in President/Chancellorship at Manoa reduces problem claimed to push this idea.

Resources available through UH, e.g. the library, intramural grants, travel funds, which would not be immediately accessible if we separated.

Name recognition (at least UHH has the word Hilo in it!) Library facilities now shared. Computer facilities now shared.

If items in question improve, in time, separation might make sense. No critical mass of students. External funding and endowments too low. Removes us from our graduate, research I sister institution and library.

No guarantee of adequate funding. UH President/UHM Chancellor about to be separated. Many benefits gained from association.

Duplication of administrative services. Inefficiency due to small size. Reduced access to UHM resources.

Adverse effect on dealings with mainland colleges and universities. Adverse effect on current excellent relations with our counterparts at UH-Manoa. Creates additional unneeded bureaucracy.

It will be a backward step. The past 20 years of name recognition will be erased, as we start from ground zero to position ourselves. Let us know give up the presence we have established in national academic communities. We are a handful of islands, not a massive geographical area. We do not need to stand at odds against UH-Manoa. Let us remain joined together, and span the island chain. We do not benefit by splitting off, asserting self-sufficiency. Preserve the University of Hawaii System, retain harmonious and cooperative identification. This benefits more than harms us here at UH-Hilo. My students have discussed this issue in class and the vast majority say they'd rather get their diploma from "UH-Hilo" than from "Hawaii State U." In most states, the "State U" is clearly in the less esteemed position (e.g., Indiana vs. Indiana State, Illinois vs. Illinois State, California vs. Cal State, etc.) though there are a minority of exceptions.

UHH is doing quite well within the system. If separated, we will lose the cooperative network we have established with Manoa's units (a working relationship which has intangible benefits for Hilo—not measurable by dollars). UHH can best serve Hilo and the rest of the state by working within the system to provide top quality education in a small setting, giving students the choice for opting from the large-campus setting at Manoa.

See remarks in 3b, 4b, & 5. Easier alternatives to report. Also, the money spent on a study would be better spent in the form of a direct allocation to UHH for instructional uses.

Funding will decrease fro programs to pay for facilities. As a separate institution our priority may drop.

(1) Those who advocate the creation of Hawaii State University (HSU) argue that the creation of such an institution would improve the quality of education on the island of Hawaii. However, they have not offered one shred of data to support this contention, and they have not because there is no such evidence. The only thing which Mr. Tajiri and other proponents of HSU have offered is pie in the sky. If HSU is created, we will instantly be perceived as second class citizens. Would you rather go to the University of Oregon or Oregon State University? Such and such "State University" is deeply etched in the American mind as the cow college. (2) The very fact that HSU is being pushed primarily by politicians, plus various and assorted political hacks, is reason enough to oppose its creation. Their agenda has nothing to do with improving education. They want to establish their own sandbox in Hilo, so that they will have a place to play. (3) The creation of HSU would result in the needless creation of another bureaucracy and the needless duplication of a wide range of services, all at a staggering cost to the taxpayer.

This is a very financially risky time for such a move. The answer is for a fairer distribution of resources between UHH & UHM, not separation. It would totally marginalize UHH politically.

Duplication of Regents & administrations (waste of money). Increased competition for state monies. UHH too small to stand alone as HSU.

The name U.H. gives Hilo more feasibility at universities in the U.S. mainland. Different layer of bureaucracy. Cost/benefit (too costly)!!

Increased cost to the state. Greater articulation problems for students.

It is too early in our development to move in this direction—not well enough thought through. This is not the time for such a change: socially economically.

Administrative services & costs would be duplicated. Separation of HCC already has cost in terms of people, facilities, and funding.

Economic; new bureaucracy; new working conditions.

The move for separation comes entirely from outside the University and appears to be based on ignorance of the nature and functions of a university. Contrary to the assertions of the advocates of separation, separate status would, without question, cost us financial support. (See attached statement for amplification.) Separation would increase the isolation of UHH, making it more difficult for faculty to obtain research materials and travel funds, and more difficult for students to transfer. Separation would impair the interface with HCC, which shares the library, classroom, and office space of UHH.

Greater possibility of local (Hilo) political influence on UHH and separate Board of Regents. Creation of more layers of bureaucracy. Possible loss of standing in academic world.

The proposed separation is a political act with no regard given to what a university is. Practical matters of duplication of administrative functions and resultant loss of established relations with Manoa services not addressed seriously. Makes no sense organizationally—not disintegration. (We may end up as a model to be emulated by Arizona, CA, Oregon, WA, etc.)

Overall responsibility for public higher education in the state is best vested in one organization that can assess and address overall state needs. UH-Hilo is actually faring well in the competition for resources within the system. The community is unaware of the extent of support received from UH-Manoa, especially in the area of library automation and inter-library loan.

Creating more Regents and more administrators will waste money that should be spent on directly educating students. It is unnecessary. I want to keep my faculty affiliation with UH.

Compete for limited resources. (We will likely get short end of the stick.) The mission of UHH is similar in most respects to UHM. Cannot see how student enrollment, as small as it is, warrants the development of a new university system.

It would be costly to do so. UHH will get smashed on real budget fights with Manoa.

Cost; political patronage; lower academic standards.

Makes UHH a secondary institution to UH. Unnecessary duplication. Unnecessary administration.

I believe we should work together as a system for the benefit of students.

This institution does not have the personnel or academic support (library) resources to stand alone.

If it ain't broke, don't fix it. Will add more non-productive types (admin.). Will cut us off from UHM library, grants, etc.

Danger of control by Big Island politicians. Danger of reduced funding in competition with UHM. Loss of "University of" status, research funding.

Lack of constituency to allow competition with UH. Separation entails yet more administrative positions. Collegiality/shared resources within system. Leave us alone already—we have work to do!

3. Do you believe UHH will fare better in terms of budget allocations from the State, both in the General Fund and Capital Improvement, if it separates from the UH?

a. Yes (*comments*)

How could it be worse?

If the Legislature will finally acknowledge the impossibility of continued expansion at Manoa.

It couldn't do worse—all money has been coming from pork barrels.

b. No (*comments*)

West Oahu will have more population and legislative votes. Our "real" needs not supported by personalized legislative end runs plus add ons! No real planning.

Without some consistent general funding formula, we would be unlikely to even maintain current levels of funding.

State support for UH with UH allocations to UHH is better than UHH fighting UH for funds at Legislature.

Obviously we get the short end of the stick in terms of budgetary priority within the combined UH budget; the reality, however, is that we do very well with legislative add ons because of Big Island legislator's efforts. Changing our name does not change the reality of battling the Legislature.

Wishful thinking.

In fact, it will create more need for overhead in terms of duplication of services units. The state never has enough for everything we need even in prosperity: What makes the backers of Hawaii State University think there is going to be enough or mere money with a new entity? Especially one that is smaller than Oahu's two major community colleges!!! Competition for CIP money for the DOE's very pressing needs on this island is going to make it very tough to get money, too.

The answer is not separate relations with the state Legislature, but equal status and a clear voice within the UH system.

(1) The proponents of HSU claim that HSU would get a bigger share of the higher education budget by separating from Manoa. This is nonsense. Anyone who is more than a moron knows that Oahu is the center of political gravity in this state, because there are more legislators from Oahu than the other islands. And everybody knows that decisions about education in this state are made on the basis of political considerations first and only secondarily on the basis educational ones. Oahu legislators would make sure that Manoa was taken care of first: HSU would receive the crumbs which were left over. The creation of HSU is a blueprint for financial suicide. (2) With respect to CIP, see (1) above. (3) The proponents of HSU have not told us how we would be better off in terms of the budget than we are. Promises, speculation and assumptions don't amount to anything. What hard evidence is there to indicate that HSU would be given a healthy budget. If there is any, Mr. Tajiri and his cronies have yet to reveal it.

At first it may do better—but in the long run, it will be the last at the trough. State energy will go to West Oahu not Hilo.

I believe the impetus of our growth and development would falter. We would initially lose more than we would gain.

Many costs now borne by the system will be duplicated. I see no reason why legislators from the other islands would agree to put more money into UHM than they now do.

Pie would be sliced smaller.

Will not fare better.

UHH will almost certainly lose money in every category.

We would be spending more and more of our limited time fighting for funding.

Makes the whole business of support highly political.

It will obviously fare worse in a wide variety of ways.

Separation will only create opportunities for more needless duplication of administration, resources, and services.

The pie is only so big.

UHM will swamp us with its legislative clout.

It is hard to see how UHH could compete in the long run. If UHH was the land grant institution in state, there would be more sense to a possible separation.

c. *Uncertain (comments)*

I am aware that basic levels can be tied to that of UH-Manoa. However, I am uncertain if there is a collective will (statewide) to see HSU succeed. Perhaps this move will only trigger competition and resistance from other locations in the state where people want "their own HSU."

Allocate separation money to improve existing UHH.

In any case, I don't believe what we will gain will offset what we will have lost (and what the cause of higher education will have lost).

I could possibly but I wouldn't know.

Who knows? More money will be needed to duplicate present administration.

(1) My biggest concern and question right now is--how are things being handled right now? Are monies appropriated by student population? How much money is allotted at each campus per student capita? (2) Just a few months ago, the UH Board of Regents came out for the separation of HCC and UHH despite faculty and student opposition. Was this so that HCC could get a bigger piece of the money pie? Is this movement for a separate Hawaii State University in reaction to the separation of UH and HCC? Perhaps these "people in the community" foresee that UHH will be getting less now that we're a smaller entity without HCC. (3) Is money the sole motivating factor in this move for separation or is it an "identity thing" as some have said for HCC? Faculty and students opposed the separation of HCC and UHH because student and administrative services would be duplicated--well how about with the HSU movement? (4) Just a few questions I feel need to be answered before I can form any opinion on this issue.

There is no reason to believe this other than the statements of our local representative. "The pie ain't getting larger" and there are added expense.

Probably, but depends on what the budgeting process is now and will be if separated.

Size may limit funding; administrative costs.

4. Are your friends and neighbors, other than those associated with the University, in support of separating UHH from UH?

a. Yes (*comments*)

One friend in support. Not a university employee.

It is strongly felt that Manoa "forgets" Hilo in planning and budget.

Several, but I am not.

I hear some excitement about it--mostly shallow local chauvinism.

Some are because they have been convinced by the promoters that it will bring more money to the Big Island--that is as far as they see.

Most.

b. No (*comments*)

They too recognize the danger of separation.

Too expensive; unnecessary.

Need some revisions & changes, but not this drastic.

Not that I know of.

To my friends, it looks like a venal attempt to draw state funds to the institution in the hope that the money will flow into the local economy.

Those that understand universities and the way the UH system works are generally opposed to the idea.

Why should they be?

My friends and neighbors in the community think that UHH has had a long-standing image problem, and that the creation of HSU would further complicate that image problem. They are quick to point out that last year the politicians and the Regents dealt a damaging blow to UHH by cutting HCC loose. They ask me whether it makes any sense to compound the damage by creating HSU, and they answer their own question with a resounding "no."

I personally don't know anyone who supports this movement. The only supporters I know of are the ones I read about in the newspapers, most of whom I have rarely seen set foot on the UH-Hilo campus.

They see the HCC students suffering from the unwise separation from UHH and wonder about the rationale behind this new bid to separate from the system. It also seems strange that some HSU committee members did not send son/daughters to UH-Hilo and themselves do not step foot on campus or participate in UHH activities. My friends wonder why these people think they know what's best for UHH.



Ton of power/prestige which comes of being part of a large system. Duplication of services. Poor articulation of course.

What really matters is the good of the students.

All the faculty with whom I have spoken are opposed.\

c. *Undecided/Unknown (comments)*

Not much discussion.

This issue has not caught on even within the University community much less in the wider setting off campus!

Those I've talked to (only 3 or 4) think it's a stupid idea.

Nor do I care about unaffiliated members of the public think on this issue.

Most are uninformed; those who do have some information are mostly against the idea of separation.

5. Do you see any alternatives to a separate Board that would address the concerns expressed by the community?

a. *Yes (comments)*

Separate President from Manoa Chancellorship. Trim system office markedly and give much more power to Chancellors. The system office is a graveyard for old political hacks. Prevent UH from accomplishing mission.

Have a committee of the BOR on developing BA institutions.

Have an independent group study the problems and find direct solutions within the existing UH system.

Get a board and system that knows what it is supposed to be doing.

Development of a true system-wide administration to allocate resources equitably to all components of UH.

In place—Chancellor's office.

Separate board but the name remain with separate president.

Advisory board. (Regents are mostly such anyway.)

The public first of all needs to be better informed about UHM. There's a lot more to UHM than its impact on the local economy. Ways need to be found to have greater community participation in an advisory capacity. I think Chancellor Kormondy is already doing a lot in this direction.

Divide current President's job into two jobs: 1) head of system and 2) head of UH-Manoa. Divide current Chancellor's job so that it is responsible for UHH (being done). Implement the recent Strategic Academic Development plans and communicate UHH's mission, plans, and strengths to the community.

The UH President should not also be Manoa's chief hench. UH-Hilo can do a better job selling itself to Hilo. Student who have gone away and returned tell us how good UHH is but many DOE officials, teachers, and others in the local population have stereotypes of UHH back in the '60s & '70s. The various campuses should have more input into who gets selected to the Board for their island. The selection process at present is strictly political and not in the best interest of the system.

Separate UH President from UHM & Chancellor posts.

Separation of UHM Chancellor from UH President. Support to UHH same as to UHM based on per faculty formula.

UH-Manoa needs its own Chancellor other than the UH President.

A restructuring of the whole of the state system. UH-Hilo isn't the only campus with these concerns. We need a con-con for UH system.

The alternative is to continue with the current BOR structure. One BOR is bad enough. Why create another BOR? We don't need yet another state agency to accommodate political appointees.

A truly independent system office, separate from Manoa. A legislative mandate regarding funding allocations. A true plan for system development reflecting the potentials of the outer islands instead of the mass of paper full of platitudes and nonsense which "directs" us now.

The community, faculty, and administration can begin defining the role of this University to faculty input to no faculty participation in the separation process to ease the birth pains and guarantee the dreams of the community are realized and the fears of the University are attenuated.

Our own graduate council and program approval process (this is in the discussion stages).

Do a feasibility study of establishing HSU and a feasibility study on the kinds of "structural changes" can and should be done within the UH System. Weight the pros and cons of both and then decide.

A plan similar to SCBM (school-community based management).

A more responsive UH board.

Current Board of Regents holds separate issues to deal with UHH thus focusing more on our individual needs.

A University President who'd serve all campuses, not only Manoa. Decentralizing many administrative offices, reducing the staff in Honolulu to a skeleton crew, as in the Cal State System.

Revisions of existing system.

Separate budget lines for UHH within UH budget that can be tracked by the state Legislature.

The present Board and the community should have more and better communication.

Follow up on Master Plan recommendations with modifications as needed. Make Board appointees be more knowledgeable!!

I haven't heard a viable concern.

b. *No (comments)*

I believe the state would set up something above the two boards, like a higher educational commission, so they would not have to negotiate with two, or more groups.

I think I understand their concerns, but I am not sure that separation is a guarantee to solutions. We are still in transition from separation from HiCC.

As one who listened to all of the several hours of testimony at the February 8 hearing on HB 1715 (original version), I did not hear a single community concern that reflected any real knowledge of how a university operates. Obviously, there is room for improvement in the functioning of any institution. But practicable suggestions for improvement can only come from those who are fully informed and who are not pushing some shortsighted hidden agenda.

Some people will never be happy. You can't please everyone.

Appoint more intelligent people to existing Board.

c. *Undecided/Unknown (comments)*

Beyond my present awareness to speculate.

6. Demographics

Position Paper  
on  
The Separation of UH-Hilo  
From the University of Hawaii

Diane Ferreira and David Miller  
for the  
UHPA Ad Hoc Committee on UH-Hilo Governance Separation

A. BACKGROUND

The 1985 Hawaii State Legislature, via House Resolution 119, HD 1, requested that the Legislative Reference Bureau study the feasibility of establishing the University of Hawaii at Hilo as an independent institution, apart from the University of Hawaii System. The findings of that study were that while it would be legally possible for such a change to be made, both the benefits and the consequences were significant and complex. Two imminent changes were seen as having a positive impact on the widespread perception of UH-Hilo as a "stepchild" of the University System: The nearly completed search for a permanent Chancellor and a system-wide reorganization under President Simone which was seen as leading to "more authority . . . delegated to the Chancellor."

In the intervening period, UH-Hilo has gone through a "divorce" from the Hawaii Community College being shifted from UHH to the UH-Community College System. It is this somewhat smaller UHH which is the subject of the 1992 Hawaii State Legislature's House Resolution 1715.

In response to this action, the University of Hawaii Professional Assembly established an Ad Hoc Committee on UHH Governance Separation. The Committee conducted a survey of UHH faculty on this question. (See attached "Final Results of Faculty Opinion Survey.")

B. THE SURVEY

1. PURPOSE.

The purpose of the survey was to determine whether the faculty felt that they had been presented with sufficient information to decide whether UHH should be a separate institution, whether they favored such a change, whether they believed that a separated UHH would fare better in legislative allocations, whether they perceived their neighbors as being in favor of such a separation, and what alternatives to separation they felt would be likely to address the concerns over the status quo by the community.

## 2. INFORMATION

By a margin of almost 2/1 the respondents felt that they had adequate information to decide for or against separation. Nevertheless, many respondents felt a lack of information, primarily in three areas: Administrative design and System Articulation, Impact on Programs and Budget.

### a. Administrative Design and System Articulation.

Respondents felt under-informed on how the proposed change would affect the organization of UHH and its relationship to the UH System. A variety of fears were expressed, including an unjustified increase in Administration, decreased articulations of courses and loss of library and computer services. (These factors are, of course, interrelated with those noted below, as well as with the concerns, expressed in the next section, of those who felt that they did have sufficient information and were therefore concerned about many of the same issues.)

### b. Impact on Programs

Respondents expressed concern in general for the academic quality (real and perceived) of the programs of a separated UHH and, in particular, over the impact on the anticipated development of selected graduate programs.

### c. Budget

By far the greatest lack of information, respondents felt, was in the area of Budget, i.e. funding for UHH. Respondents questioned how UHH would fare in competition with the remaining UH System.

## 3. FAVOR OR OPPOSE SEPARATION

The vast majority, by a margin of over 6/1, opposed separation. The reasons were very much the same as the concerns cited by those who felt that they had insufficient information:

### a. Administrative Design and System Articulation

Respondents felt that the major problem in the System,

the combination of the Chancellorship of UH-Manoa and the System Presidency is about to be solved. They were concerned about duplication of administrative services and, in particular, about the money and other resources that that would waste. They were concerned about the articulation of courses and the impact on development of graduate programs at UHH.

b. Impact on Programs

Respondents expressed concern for the quality (real and perceived) of academic programs at UHH. They expressed particular concern for the loss of library, computer, and research grant resources.

c. Budget

The most widespread and oft-cited concern for respondents was financial. They simply do not believe that UHH would get a greater share of state resources as a separate university.

4. COMMUNITY OPINION OF THE PROPOSED SEPARATION

Respondents to this survey reported little community support for the separation of UHH from the University of Hawaii. On the contrary, they reported that the community views this proposal very much as does the faculty: the few individuals or groups which do support it do so only because they believe that UHH will receive a greater share of State resources. In common with the faculty, the community feels that UHH has suffered from a lack of respect and a lack of its fair share of state resources, particularly in the area of capital improvements.

5. ALTERNATIVES TO SEPARATION

It would be a great disservice to UHH and the Hilo Community to conclude that because they oppose the separation of UHH from the University of Hawaii they are content with the working of the UH System with regard to UHH. Virtually every respondent cited one or more ways in which UHH and its mission are ill served by the UH System.

The most frequently cited criticisms had to do with the fact that the System President is also the Chancellor of UH-Manoa. This had led to both actual and perceived abuses and inequities.

The second most frequently cited problem concerns the UH Board of Regents. The Board is seen as being less

sensitive to the needs of UHH than it is to those of the two other, larger, Oahu-based elements of the UH System. A third widespread concern is the lack of equity in salaries between UH-Manoa on the one hand and UH-Hilo and UH-West Oahu on the other. The UH System once had a common salary schedule for Baccalaureate faculty.

### C. CONCLUSION

The UHH faculty and Hilo Community do not want a separation of UHH from the University System. It would not be in the best interests of Higher Education in the state of Hawaii, nor would it serve the interests of the students, faculty or Hilo Community. For academic and financial reasons, the separation of UHH is not the solution to the problems UHH faces in its relationship with the UH System.

On the other hand, the University and Local Communities are united in their belief that several changes would greatly enhance the role of the University at Hawaii at Hilo in the University of Hawaii System:

1. The President of the UH System must not also be the Chancellor of one of the Units.
2. The Office of the President of the University of Hawaii must be moved away from the UHH-Manoa Campus.
3. The Board of Regents must establish a Committee on Developing Baccalaureate Institutions, (similar to the Committee on Community Colleges.) to deal with UHH and UH-WO issues.
4. Salary parity for UH-Manoa, UH-Hilo and UH-West Oahu must be restored.

## Appendix G

# COUNTY OF HAWAII STATE OF HAWAII

### RESOLUTION No. 416 92

WHEREAS, the Hilo Branch, or Hilo Campus, was created under the University of Hawaii at Manoa in the late 1940's to provide higher education to the residents of the Big Island and the State of Hawaii; and

WHEREAS, the University of Hawaii at Hilo was created in 1970 as a separate and individual university under the State of Hawaii's university system; and

WHEREAS, initially, in 1969, the Board of Regents of the University of Hawaii opposed the creation of a separate University of Hawaii for Hilo; and

WHEREAS, the Board of Regents reversed their position after an overwhelming display of support by the community residents of the Big Island; and

WHEREAS, recently, the athletic program, the four year nursing program, the College of Agriculture and the University Park for Research and Technology, were established, once again, thru the direction and efforts of the community amidst the lack of support of the university administration and the Board of Regents; and

WHEREAS, the Board of Regents, whose headquarters is on Oahu, only meets once a year in Hilo and focuses the majority of its attention around the Manoa campus of the University of Hawaii; and

WHEREAS, the University of Hawaii at Hilo has played a vital role in the economic development of the Big Island, surpassing the contributions of the papaya, sugar and other agricultural industries; and

WHEREAS, the community feels that it would be more economically beneficial for the state to establish a separate and autonomous university system, with its own board of regents, to serve the higher education needs for the state; and

WHEREAS, "The Supporters of the Hawaii State University", was formed as a community organization to support and develop this separate university system; and

WHEREAS, there is existing legislation in both chambers of the House of Representatives and the Senate, to provide for the establishment of the Hawaii State University in Hilo. Now, therefore,

BE IT RESOLVED BY THE COUNCIL OF THE COUNTY OF HAWAII that it supports the efforts of the community in creating a separate University to continue the economic development of Hawaii and further provide higher education for the state.



BE IT FURTHER RESOLVED that the Clerk of the County of Hawaii transmit copies of this resolution to Senator Mike McCartney, Chairman, Senate Committee on Education; Representative David Y. See, Chairman, House Committee on Higher Education and the Arts; Senator Andrew Levin; Senator Richard M. Matsuura; Senator Malama Solomon; Representative Jerry L. Chang; Representative Harvey S. Tajiri; Representative Wayne C. Metcalf; Representative Dwight Y. Takamine; Representative Virginia Isbell; Representative Mike O'Kieffe; the Board of Regents of the University of Hawaii; Al Simone, President, University of Hawaii; Edward Kormondy, Chancellor, University of Hawaii Hilo; the Big Island Business Council; and Roy Tai See, Chairman, Supporters of the Hawaii State University.

dated at Hilo, Hawaii, this 5<sup>th</sup> day of MARCH, 1992.

INTRODUCED BY:

*James A. ...*  
*Robert J. ...*  
*Takeshi ...*  
*Heather ...*  
 COUNCILMEMBERS, COUNTY OF HAWAII

COUNTY COUNCIL  
 County of Hawaii  
 Hilo, Hawaii

ROLL CALL VOTE

I hereby certify that the foregoing RESOLUTION was by the vote indicated to the right hereof adopted by the COUNCIL of the County of Hawaii on \_\_\_\_\_.

ATTEST:

	AYES	NOES	ABS	EX
ARAKAKI			✓	
DE LIMA	✓			
DOMINGO	✓			
HALE	✓			
KOKUBUN	✓			
LAI			✓	
MAKUAKANE	✓			
RUDDLE			✓	
SCHUTTE	✓			

Reference IGRC

COUNTY CLERK CHAIRMAN & PRESIDING OFFICER

RESOLUTION NO. 416 52

Approved: Mar 5 1992

**Appendix H**

**SHOULD UH-HILO**

**BE A**

**SEPARATE UNIVERSITY?**

**YOUR OPPORTUNITY FOR INPUT**

The state legislature has asked the Legislative Reference Bureau to study the twin issues of (a) separating UH Hilo from the university system (with its own board of regents); or (b) retaining the present administrative structure, with suggestions for improving the relationship between UH Hilo and the UH system.

A representative of the Bureau will be on the Hilo campus to meet personally with faculty, staff, and students who wish to present their views on these issues. **UNLESS SPECIFICALLY REQUESTED, NO PERSON WILL BE INDIVIDUALLY IDENTIFIED IN REPORTING OUR FINDINGS TO THE LEGISLATURE.**

**Dates**

August 31, 1992 (Monday)  
September 1, 1992 (Tuesday)  
September 9, 1992 (Wednesday)  
September 10, 1992 (Thursday)

If you would like to meet with the researcher, please call our toll free number.

**Jean K. Mardfin, Legislative Researcher**

**Direct line: 587-0664**

**Toll free number: 1-800-468-4644**

**FAX: 587-0720**

**Mailing Address:**

**Legislative Reference Bureau  
State Capitol  
Honolulu, Hawaii 96813**



