AUDIT REPORT
NO. 73-2
FEBRUARY 1973

AUDIT OF THE UNIVERSITY OF HAWAII'S FACULTY WORKLOAD

A REPORT TO THE GOVERNOR
AND THE LEGISLATURE
OF THE STATE OF HAWAII

SUBMITTED BY THE LEGISLATIVE AUDITOR OF THE STATE OF HAWAII

THE OFFICE OF THE LEGISLATIVE AUDITOR

The office of the legislative auditor is a public agency attached to the Hawaii State legislature. It is established by Article VI, Section 7, of the Constitution of the State of Hawaii. The expenses of the office are financed through appropriations made by the legislature.

The primary function of this office is to strengthen the legislature's capabilities in making rational decisions with respect to authorizing public programs, setting program levels, and establishing fiscal policies and in conducting an effective review and appraisal of the performance of public agencies.

The office of the legislative auditor endeavors to fulfill this responsibility by carrying on the following activities.

1. Conducting examinations and tests of state agencies' planning, programming, and budgeting processes to determine the quality of these processes and thus the pertinence of the actions requested of the legislature by these agencies.
2. Conducting examinations and tests of state agencies' implementation processes to determine whether the laws, policies, and programs of the State are being carried out in an effective, efficient and economical manner.
3. Conducting systematic and periodic examinations of all financial statements prepared by and for all state and county agencies to attest to their substantial accuracy and reliability.
4. Conducting tests of all internal control systems of state and local agencies to ensure that such systems are properly designed to safeguard the agencies' assets against loss from waste, fraud, error, etc.; to ensure the legality, accuracy and reliability of the agencies' financial transaction records and statements; to promote efficient operations; and to encourage adherence to prescribed management policies.
5. Conducting special studies and investigations as may be directed by the legislature.

Hawaii's laws provide the legislative auditor with broad powers to examine and inspect all books, records, statements, documents and all financial affairs of every state and local agency. However, the office exercises no control functions and is restricted to reviewing, evaluating, and reporting its findings and recommendations to the legislature and the governor. The independent, objective, and impartial manner in which the legislative auditor is required to conduct his examinations provides the basis for placing reliance on his findings and recommendations.

LEGISLATIVE AUDITOR

LEGISLATIVE AUDITOR
STATE CAPITOL
HONOLULU, HAWAII 96813

AUDIT OF THE UNIVERSITY OF HAWAII'S FACULTY WORK LOAD

A Report to the Governor and the Legislature of the
State of Hawaii

Submitted by the
Legislative Auditor of the
State of Hawaii

Audit Report No. 73–2
February 1973

FOREWORD

This audit report is the result of our examination of the university of Hawaii's faculty work load. The audit examined the policies and practices within the university system relating to faculty utilization. This report identifies the shortcomings of these policies and practices and recommends improvements in the utilization of faculty within the system.

The principal finding of the audit is that there is no systemwide policy governing the utilization of faculty resources. Without such a policy, there is no assurance that faculty resources are being utilized efficiently and effectively and that all members of the faculty are receiving fair and equal treatment.

As has always been our practice, we requested the university to submit in writing their comments on our findings and recommendations and to indicate what action they have taken or intend to take on our recommendations. The response of the university is appended in Part III, Response of Affected Agency.

I wish to acknowledge the fine cooperation and assistance extended to my staff by the university's personnel.

Clinton T. Tanimura
Legislative Auditor

TABLE OF CONTENTS

PART I. INTRODUCTION AND BACKGROUND

Chapter 1

INTRODUCTION

At the 1971 session, a special committee of the senate, appointed to investigate the need for additional campuses for the university of Hawaii, observed in its report to the senate (Senate Special Committee Report No. 5) that many factors enter into consideration when determining funding for the construction of facilities for higher education. It noted that instructional work loads assumed by the faculty in the university system and class scheduling significantly influence the requirements for personnel and the numbers and kinds of classes offered, which in turn affect space and facility requirements. The committee expressed the need to consider utilizing fully existing instructional resources as an alternative to further investment in capital facilities and personnel. It found, however, that there was virtually no data available upon which it could assess the fiscal implications of current faculty utilization practices within the university of Hawaii system.

The committee, therefore, recommended that the legislative auditor conduct an audit of the policies and practices of the university relating to the assignment of instructional work loads and the administration of overloads (that is, work by faculty members of the university which is considered as extra work or work beyond their normal work loads for which they receive additional compensation above their regular salaries). This report is a result of that examination.

Objectives of the Examination

The examination had the following purposes:

1. To determine the current policies and practices within the university of Hawaii system relating to faculty utilization, including policies and practices regarding faculty work loads and faculty overloads.

2. To identify the shortcomings, if any, of the current policies and practices.

3. To recommend improvements in the utilization of faculty within the university system.

Scope of the Examination

The examination focused on the utilization of those faculty members within the university system whose salaries or other compensation are paid from the instructional portions of the budget. Faculty members paid from the research, administration, and academic support portions of the budget were excluded from the audit. The data base is that which existed for the fall 1971 semester.

Organization of the Report

This report is divided into two parts. The first part consists of this introduction and some background information. The second part contains our findings and recommendations.

Chapter 2

BACKGROUND INFORMATION

This chapter presents some points of reference for the findings and discussion which follow.

Current Instructional Organization

The university of Hawaii system is comprised of two four-year colleges (Manoa and Hilo) and seven community colleges (four on Oahu and one each on Hawaii, Maui, and Kauai). These nine campuses offer course work in numerous disciplines. Manoa and Hilo are each headed by a chancellor who reports to the president of the university. Each of the community colleges is headed by a provost; the system-wide responsibility for the community colleges rests in the vice president for community colleges who reports to the president.

Instructional activities on each of the nine campuses are organized under and conducted through instructional departments which are generally set up along traditional, academic disciplines. Between the chancellors and

provosts and the instructional departments are such organizational levels as colleges and divisions with their deans, assistant deans, directors, and other administrative heads. Each instructional department is headed by a chairman or director (who is a member of the instructional faculty). Course offerings, class scheduling, curricula, selection of faculty personnel, and related matters are generally controlled by the instructional departments subject to varying degrees of review and approval by higher authorities.

Enrollment

The university of Hawaii is currently operating under a "controlled growth" policy adopted by the board of regents in September 1970.[1] Under this policy, enrollment limits have been established for the university system as shown in table 2.1. The limits are targeted to be reached by the fall semester, 1976.

In the fall of 1971 and in the fall of 1972, the enrollments were as noted in table 2.2.

[1]UH Board of Regents, *Controlled Growth for the University of Hawaii, Community Colleges, Policy Statements by the Board of Regents of the University of Hawaii, Fall 1970,* September 21, 1970.

Table 2.1

Enrollment Limits: UH Controlled Growth Policy

Campus*	Full-time credit enrollment fall, 1976
Manoa campus	23,000
Hilo campus	2,500
New four-year campus	3,500
Community colleges	21,000

*The controlled growth policy anticipates a new four-year campus and another community college (in addition to the present seven) in the east Honolulu area.

Table 2.2

Actual Enrollment, UH Fall, 1971 and Fall, 1972

Campus	Enrollment fall, 1971*		Enrollment fall, 1972**	
Manoa campus		22,061		22,371
Hilo campus		1,297		1,446
Community colleges				
Credit classes	13,010		14,689	
Other vocational programs (Apprenticeship, MDT, Hoomana School)	3,248	16,258	3,168	17,857

*UH, "Facts About the University of Hawaii, 1971–72," December 1971.

**UH, "Facts About the University of Hawaii, 1972–73," December 1972.

Instructional Faculty

Classes of instructional personnel. On the Manoa and Hilo campuses there are four classes or ranks of regular personnel: professor, associate professor, assistant professor, and instructor. In addition, some instructional work is performed by part-time personnel such as lecturers and graduate assistants. Some teaching is also performed on a part-time basis by other UH personnel such as administrators and specialists. For the academic year 1971–72, the two campuses combined had a total of approximately 1376 instructional faculty members, 1158 of whom had full-time appointments, and 218 part-time appointments.[2] There were over 130 lecturers on the two campuses and 700 graduate assistants on the Manoa campus. Hilo does not have any graduate assistants.

The regular instructional faculty at the community colleges are all called "instructors." There are five classes or ranks of instructors, beginning with I at the lower end and ending with V at the top. As in the case of Manoa and Hilo, some teaching is conducted by part-time lecturers. In fall. 1971, there were about 407 instructors and over 90 lecturers at the various community colleges.

Appointment period and duties. Instructional faculty at Manoa, Hilo, and the community colleges generally hold nine-month appointments and are required to be on duty from the week before fall registration through the date of the spring commencement. Based on this policy, full-time instructional faculty are required to be on duty a total of approximately 39 weeks during an academic year that lasts from September through early June. However, within the 39 weeks, there are about nine weeks in which no classes are held (including registration periods, examination periods, and semester breaks). Hence, during an academic year, the faculty actually conduct classes for about 30 weeks or approximately seven and a half months a year.

In certain situations, faculty members with academic classifications are expected to be on duty the full year instead of the normal nine months. These faculty members whose administrative responsibilities require them to be on campus during the summer (for example,

[2]American Association of University Professors, *Annual Report on Academic Salary Data and Compensation Indices for the Academic Year 1971–72;* university of Hawaii, *Position Count and Compensation by Account Code* (Report No. 1217), October 31, 1971. The American Association of University Professors' report defines "full time" instructional staff as faculty members whose major regular assignment is instruction, including those with released time for research, department chairmen without other administrative titles, and faculty members on sabbatical leave. Faculty members who are engaged in organized research or other functions for more than one-half of their time are not included.

departmental chairmen) are given 11-month appointments and their compensations are adjusted to take into account this additional duty. Their period of duty, therefore, is the full year, with one month (non-cumulative) understood to be for vacation each year.

Compensation of faculty. As of July 1, 1970, the Manoa and Hilo campuses have been ostensibly on the following salary schedule adopted by the board of regents:[3]

Rank	Minimum	Maximum
Professor	$16,608	$25,572
Associate Professor	12,624	19,428
Assistant Professor	9,600	14,772
Instructor	7,596	11,676

This schedule, however, has not precluded some instructional personnel from receiving compensation in excess of the limits noted in the schedule.

The instructional staff at the community colleges are paid on the basis of the following schedule, which has been in effect since July 1, 1970:[4]

Rank	Minimum	Maximum
V	$10,380	$17,964
IV	9,600	16,608
III	8,868	15,360
II	8,208	14,208
I	7,596	13,128

Faculty members may also earn additional pay within the university system by teaching or conducting research during the summer and by teaching in the evening instructional program of the college of continuing education. The university also permits members to earn additional compensation through outside employment. Faculty members who assume certain administrative duties such as a departmental chairmanship or directorship of a special program receive supplemental pay in the form of a monthly stipend. Such stipends vary with the nature and complexity of the assignment.

Fringe benefits. Full-time faculty members are not only employees of the university but are also employees of the State of Hawaii, and, as such, participate in most of the various employee benefits programs of the State.

In addition to the fringe benefits received by all State employees, instructional faculty members at the university also receive benefits unavailable to many State employees. These

[3]Minutes, board of regents, June 10, 1970.

[4]*Ibid.*

additional benefits include: (1) travel allowances, (2) sabbatical, (3) study leaves (not available to community college faculty), and (4) a limited amount of faculty housing at the Manoa campus (for Manoa faculty only).

Instructional Costs and Means of Financing

Means of financing. The university receives approximately 80 percent of its operating funds from the State's general fund. (Tuition and fees charged for the regular day instructional program are paid directly into the general fund.) The bulk of the remainder comes from federal receipts and from revenues generated by the university and placed into special funds controlled by the university. Included in the latter are tuition and fees for the summer and evening programs.

Faculty cost. The total number and cost of instructional faculty has increased significantly over the years. Table 2.3 below shows the change between 1967–68 and 1971–72 at the Manoa campus.

The table shows that at Manoa the number of professors and associate professors increased by about 55 percent between 1967–68 and 1971–72, and their compensation doubled from $5.5 million to $10.8 million. In comparison, the number of assistant professors and instructors increased by approximately 20 percent and the compensation has increased from $3.8 million to $6.0 million. While the overall number of faculty has increased between those years, the number of instructors has actually decreased from 182 in 1967–68 to 157 in 1971–72.

Faculty cost v. total cost for higher education. As might be expected, a large portion of the university's budget is devoted to the payment of salary costs of faculty members. In 1971–72, of the approximately $80.3 million of State funds appropriated to the university, 34.4 percent or $27.6 million was paid out of the university's instructional budget to pay faculty salaries (exclusive of fringe benefits).[5]

Definition of Terms

There are a few terms that are used in this report which require some explanation. As used in this report,

[5]Department of budget and finance, *Budget in Brief, Fiscal Biennium 1971–73,* June 1971, p. 33. Calculation of the $27.6 million based on UH, *Position Count and Compensation by Account Code* (Report No. 1217), October 31, 1971. Note that the instructional budget contains but a portion of the total university personnel cost.

Table 2.3

Summary of Number of Full-Time Faculty, by Rank and Cost (Manoa Campus)
For the Academic Years 1967–68 and 1971–72
And on Changes Between the Two Years*

Faculty by rank	1967–68		1971–72		Change from 1967–68 to 1971–72			
	No. of faculty	Total compensation	No. of faculty	Total compensation	No. of faculty	% of change	Total compensation	% of change
All ranks	798	$9,247,626	1,084	$16,774,272	286	36%	$7,526,646	81%
Professor	195	3,340,048	305	6,693,759	110	56	3,353,711	102
Associate	270	2,125,299	261	4,094,561	91	54	1,969,262	102
Assistant	251	2,465,775	361	4,513,711	110	44	2,047,936	92
Instructor	182	1,316,504	157	1,472,241	[25]	[14]	155,737	18

*American Association of University Professors, *Annual Report on Academic Salary Data and Computation Indices for the Academic Year 1967–68,* and similar report for academic year 1971–72.

1. "Faculty full-time equivalent" (FTE) includes full-time faculty members who are budgeted by the university under its instructional budget. It also includes the fractional percentage of time of other faculty members who do not devote their full time to instruction and its related activities or who are employed only part time by the university. For example, a faculty member who holds a half-time (50 percent) appointment in an instructional department and another half-time appointment in an organized research unit which is funded or budgeted under the university's research budget, is counted as a half-time (.5) FTE instructional faculty. Faculty on sabbatical leave, leave without pay, and on extended sick leave are not counted as part of the "on duty" faculty FTE.

2. "Instructional budget" means that portion of the UH budget that is allocated for the support of instructional activities. The instructional budget is primarily utilized for instructional faculty salaries, with smaller

amounts for clerical support personnel, equipment, and supplies.

3. "Research budget" means that portion of the UH budget that is allocated for the support of organized research activities. These research activities are conducted under the auspices and direction of the various research institutes and laboratories of the UH rather than under the direction of the academic (instructional) units. Faculty salaries and fringe benefits for research, clerical and technical support personnel, and equipment and supplies comprise the bulk of their expenditures.

Work Load Measurements

There are various ways in which faculty work load is measured. We do not think it necessary to detail each of these various ways here. In this report we utilize primarily semester credit hours, although some data along classroom contact hours are also included. Semester credit hours are used in this report because the university policies on work load are couched in terms of semester credit hours. To those interested in other ways of measuring work load, reference is made to appendix A of this report.

PART II. FINDINGS AND RECOMMENDATIONS

Chapter 3

INTRODUCTION

Concerns about the university faculty work load stem from the fact that the faculty represents a major resource in the accomplishment of higher education objectives. The focus of these concerns is on effective and efficient utilization of this resource. To ensure effective and efficient use of resources, there is need for controls. These controls, however, can only be exercised within the framework of policies adopted to govern the use of the resources.

The formulation of policies is the responsibility of top management—in this case, the board of regents. Of course, in the discharge of this responsibility, the board of regents must rely heavily on the staff at the top administrative levels of the university system. The exercise of control, within the framework of these policies, is the responsibility of top and middle management people in the university's administrative hierarchy.

Policy Formulation

In the formulation of a policy to govern the use of faculty resource, the following, among other things, must be taken into account:

- The missions of the university. By "missions" we mean the end-result being sought by the university system. This includes consideration of such issues as graduate program v. undergraduate program, vocational program v. professional program, etc.

- In light of the missions, the relative priorities of and the relative emphases to be placed on the three traditional functions performed by the university faculty members: instruction (teaching), research, and service.

- The definition of the terms, "instruction," "research," and "service."

- Standards by which faculty work and output may be measured.

In any policy statement itself, the amount of work and the level of output expected of the faculty in each of the functional areas should be explicitly noted. Where discretion is given to management (upper, middle, or lower), the policy should clearly establish the guidelines within which such discretion may be exercised. The guidelines should be sufficiently clear to assure maximum uniformity in understanding of the intent, purpose, and meaning of the guidelines.

Summary of Findings

Our findings, in general, are as follows.

1. Neither clear nor specific policies currently exist to govern the use of the university faculty resource.

2. In the absence of clear policies, widely differing practices are being followed among the colleges and departments in the utilization of faculty among the various campuses and within each campus. Under such fragmented practices, there is no assurance that the faculty are being utilized efficiently and effectively in the accomplishment of the university's objectives.

We document these findings in the next three chapters. Chapter 4 is concerned with the practices on the Manoa and Hilo campuses. Chapter 5 covers the community colleges. In both chapters 4 and 5 we note the effects of the varying practices on equity in the treatment of faculty members. Chapter 6 is concerned with the implication of the varying practices on efficient utilization of faculty resource. We end this report with a series of recommendations in chapter 7.

Chapter 4

MANOA AND HILO CAMPUSES

Policy

Current policy. The board of regents has adopted no official policy governing the utilization of faculty resource on the Manoa and Hilo campuses. However, both Manoa and Hilo appear to be governed by the following statement contained in the *Handbook for Department Chairmen* issued by the dean for academic development in 1968:

> "The department chairman is responsible to the dean of the college for seeing that all department members undertake a proper amount of teaching and of research. Twelve credit hours or its equivalent is considered to be a maximum full semester load. Because of associated responsibilities of research, university or community service, student advising, or other activities expected of most faculty members, many departments assign six to nine credits per semester as a typical full-time load."[1]

Clearly, the policy is not sufficiently explicit to permit proper controls to be exercised by managers and administrators. It is deficient in at least three respects.

1. ***Lack of specification of a minimum load.*** The policy establishes 12 credit hours as the *maximum* teaching load per semester. But what is the *minimum* is not stated. The last sentence in the policy merely states what the practices of some departments are in assigning teaching load to their faculty.

2. ***Lack of a definition of "teaching."*** The policy provides for a maximum full work load of 12 semester credit hours *or its equivalent.* How one is to determine "equivalency" is not stated in the policy. Presumably, courses differ in teaching requirements (e.g., preparation periods, student contact)[2] and this "equivalency" provision is to permit these differences to be taken into account. What these differences are and how each is to be equated to semester credit hours are not specified. Thus, there is no common standard by which the various colleges and departments may apply this "equivalency" provision.

3. ***Lack of definitions of "research" and "service."*** The policy recognizes that teaching is but one of the responsibilities of the faculty. It provides that an individual faculty member's teaching load may be reduced for the purpose of enabling the faculty member to perform two other functions: research and service. However, the policy is silent as to what is meant by "research" and "service" and how work in these two areas are to be measured or equated to semester credit hours. Such definitions are particularly important for at least two reasons. *First,* since work in research and service are to be deducted from the full teaching load, the

[1]UH, Office of the Dean for Academic Development, *Handbook for Department Chairmen, University of Hawaii,* October 15, 1968, section 2.131.

[2]See Appendix A.

resulting teaching load is a function of the efforts to be devoted to research and service. Unless the definitions and measures are clear, an uneven application of the policy is bound to occur with inequities in teaching loads.

Second, in practice, there are differing meanings attached to "research" and "service." In November 1971, the university conducted a survey of its faculty members. The survey asked each faculty member participating in the survey to indicate the hours he spent during the week of the survey for teaching, research, and service.[3] The survey further requested that each faculty member indicate the activities in which he engaged as a part of teaching, research, and service. The various faculty's listings of their activities in each of these three functional areas are quite revealing about the differing notions each has about what research and service are all about. Included in the lists of various faculty members were activities which appeared to depart widely from what one would normally consider as being a part of a faculty's obligation to the university. Among such activities that were listed for research and service were the following:

[3]See appendix B for the survey results. The results mean very little in the absence of standards and definition as discussed in the text.

. ***Research***

.. Writing a book for publication.

.. Working on a Ph.D. dissertation.

.. Taking course work for credit.

. ***Service***

.. Participating as a parent in school and PTA activities.

.. Participating as a member in church activities.

.. Assisting in raising money for a Pop Warner football team.

.. Attending a high school band parents' meeting.

.. Being a witness in a traffic court case.

.. Participating in the activities of such organizations as the Life of the Land and Zero Population Growth.

It appears that these activities are not the kinds of things to be expected to be included as being a part of a person's regular job. For example, for research, such activities as working on a Ph.D. dissertation and taking course work for credit are activities related to the advancement of one's own professional standing, and not of direct benefit to the university. Then, for service, such activities as raising funds for a Pop Warner football team, participating in PTA activities as a parent, and attending a high school band parents' meeting appear to be those activities which any ordinary citizen is expected to engage in. What the survey points out is the fact that unless research and service are clearly defined there is no way of assuring that such extraneous activities are excluded in considering the amount by which a full teaching load should be reduced to accommodate a faculty member's need to engage in research and service.

Fragmented policies and practices. In the absence of explicit policies, the deans of the colleges and chairmen of the departments at the Manoa and Hilo campuses have formulated their own policies or instituted practices which differ widely. The rationale for these differences is not readily apparent. We note these differing policies and practices in the sections which follow.

1. ***Full teaching load measurement.*** Most of the colleges and schools at the Manoa and Hilo campuses have established a certain specified number of semester credit hours as being a full work load of a faculty member. But, that number is not uniform throughout. Most colleges and schools at the Manoa and Hilo campuses have adopted 12 semester credit hours as the full work load. However, the school of social work has established nine semester credit hours as the full work load. Such differences occur because the policy indicates 12 semester credit hours as the *maximum* and *not the minimum* full semester load.

Not all colleges and schools utilize semester credit hours to measure work load. The school of medicine, for example, has established a formula to guide its faculty in determining how much *time* should be spent in teaching, research, and service. The formula provides that 40 percent of the faculty's time should be spent in teaching, 40 percent in research, and 20 percent in service. Evidently the college of medicine is able to do this because the policy provides that 12 semester credit hours *or its equivalent* is to be considered as the maximum full semester load.

Some colleges and schools at Manoa have absolutely no standard or guidelines by which to determine full work load for the college or the

school as a whole. The most notable of these colleges and schools is the college of arts and sciences which is by far the largest college on the Manoa campus. Neither the number of semester credit hours to be taught nor the amount of time to be spent in teaching, research, and service is delineated. The establishment of the full work load is apparently left to the departments to determine. The work load policies and practices of these departments in the college of arts and sciences vary considerably. Some departments specify six semester credit hours; others specify two, 3-credit courses; still others specify eight or nine semester credit hours; some require nine to ten contact hours; one department specifies differing amounts of semester credit hours depending upon whether the courses require little, moderate, or considerable amounts of student supervision; and some simply have no standards at all.

2. ***Adjustments for research and service.*** In those cases where semester credit hours have been used to determine the full work load, the specified number of semester credit hours in effect represents the teaching load, if the faculty were to engage solely in teaching activities. However, each college and department requires that not only teaching but research and service also constitute a part of the faculty's total work effort. Thus, each of the colleges and departments which have established a certain number of semester credit hours as the full work load allow deductions to be made from the specified number for research and service. The number of credit hours permitted to be deducted, however, differs from college to college and from department to department.

The college of education and the college of business and travel industry management at the Manoa and Hilo campuses allow three semester credit hours for research and service. In these colleges and at Hilo, *all* non-teaching activities are equated to three semester credit hours, regardless of the differences between faculty members in the intensity and volume of these non-teaching activities. Under this practice, every faculty member is expected to carry a minimum teaching load of nine semester credit hours.

Other colleges do not specify a definite number of semester credit hours to be deducted from the total established as the full work load, but rather provide a range of credit hours that may be deducted. The college of engineering, for example, has established a range of three to six semester credit hours. In this college, it may be said that the minimum teaching load expectation is six semester credit hours.

Still other colleges and schools have neither a definite number nor a range of semester credit hours that may be deducted from the total number of semester credit hours established as

the full load. An example is the school of social work where the full load is stated to be nine semester credit hours, but neither the minimum nor the maximum number of semester credit hours that may be deducted is specified. Conceivably, in these cases, the minimum teaching load may be zero.

In all cases where a definite number of semester credit hours for research and service is not specified, it appears that the colleges and departments exercise *judgment* on a case-by-case basis in determining the amount of deduction to be made from the full work load for research and service. Such judgment is highly subjective, and the determination is made on the basis of the college dean's or the department chairman's perception of the nature, intensity, and volume of research and service activities of individual faculty members, and also of what legitimately constitutes "research" and "service." Variations not only from college to college or department to department but also within colleges and within departments are possible in these cases.

3. ***Adjustments for research under split appointments.*** At Manoa, some faculty members serve two or more organizational units concurrently. They are said to hold "split appointments." In each case of split appointments, the payment of the faculty member's total salary is split between or among the various organizational units which the faculty member concurrently serves. The split is in proportion to the amount of time the faculty member is supposed to devote to each organizational unit. Here we are concerned with those faculty members who hold split appointments between an instructional unit and an organized research unit, the payment of their salaries being shared by the university's instructional budget and the organized research budget.

The instructional departments differ in their treatment of faculty on such split appointments. Note that the faculty members on such split appointments are already committed to do research with the organized research unit. However, some departments (e.g., department of oceanography) allow or require the faculty members to undertake additional research responsibilities as a part of their *instructional* appointments with a resultant decrease in their teaching responsibilities with the instructional departments. Other departments (e.g., department of geology and geophysics) consider that the faculty members are already doing research in the organized research department and thus do not permit or require the faculty members to do any further research as a part of their instructional responsibilities. In the case of the latter, faculty members are expected to devote their entire

efforts to teaching and to service under their appointments with the instructional departments.

4. ***Adjustments for rank.*** In addition to adjustments for research and service, a few departments (approximately six) make adjustments for faculty rank. The effect of these adjustments is to require a higher teaching load of those at the lower ranks and a lower teaching load of those at the higher ranks.

The department of history, for example, assigns a teaching load of six credit hours per semester to professors, nine credit hours in one semester and six credit hours in the other to associate professors, and nine credit hours each semester to assistant professors. Similarly, the department of European languages (where the teaching load standard is based on an academic year rather than on a semester), assigns teaching loads as follows:

	Credit Hours Per Academic Year Per FTE
Professors	12
Associate Professors	15
Assistant Professors	18
Instructors	24

In effect, this practice results in the highest ranking (and highest paid) faculty teaching about one-half as much as the lowest ranking (and lowest paid) faculty.

Inequality in the Work Load of Faculty Members

One of the effects of the lack of a system-wide policy and the presence of widely differing college and departmental policies and practices is that there is no way to assure that all faculty members are treated equally with respect to their respective work loads. Here, we illustrate some apparent inequities which seemingly have arisen from the application of the varying college and departmental policies and practices. In illustrating the apparent inequities, we focus on *teaching* load. This is necessarily so, since (1) the college and departmental work load policies and practices are built around teaching load, and (2) the debates on faculty work load revolve around teaching rather than research or service.[4]

The data. The fall 1971 average teaching load of the faculty at the Manoa and Hilo campuses is shown in table 4.1. The teaching load data are expressed in terms of (1) semester credit hours of classroom instruction per FTE faculty member, (2) classroom contact hours per week per FTE faculty member, (3) the number of students receiving individualized instruction

[4]Indeed, from the tenor of the debates surrounding faculty work load, teaching appears to be directly equated to "work," whereas research and service are not. Thus, it is the call for more "teaching" that triggers discussion, not the call for more "research" or "service."

per FTE faculty member, and (4) the estimated average number of students per FTE.[5]

A word of explanation of the last column is in order. Each figure in this column was derived by first multiplying the number of students enrolled in a course taught by an FTE faculty by the semester credit hours assigned to the course, then by summing the products of all courses taught by FTE faculty members, and finally by dividing the sum by the number of FTE faculty. Then the quotient was divided by three. This quick calculation assumes that each course taught carried three semester credit hours, an assumption which is not entirely true but sufficiently correct as to provide some rough approximation of the average number of students taught per FTE.

The comparisons. 1. ***Manoa campus v. Hilo campus.*** The table shows that in the fall semester of 1971, each faculty member at Manoa averaged 6.4 semester credit hours, requiring 7.7 hours per week of classroom contact with 75 students. In comparison, each faculty member at the Hilo campus taught, on the average, 9.3 semester credit hours, requiring 11.5 classroom hours per week of contact with 83 students. On these averages alone, clearly, the faculty at Hilo had a greater teaching load than did the faculty at Manoa in the fall of 1971. However, these averages themselves do not indicate whether the difference between Manoa and Hilo is equitable. The course offerings at Manoa and at Hilo are not entirely comparable. Manoa offers many more programs than does Hilo. Thus, a closer examination is necessary.

The Hilo campus offers programs in the social sciences, natural sciences, and humanities. The Manoa campus also offers these programs. A comparison of the two campuses on these programs is shown in table 4.2.

In table 4.2, the Hilo campus still shows a higher teaching load in terms of semester credit hours and classroom contact hours than does Manoa, although the average number of students per FTE is slightly lower than at Manoa. The figures for Manoa in the table below include graduate classes and graduate students. Thirty-two percent of the classes in social sciences, 13 percent of the classes in humanities, and 29 percent of the classes in natural sciences were graduate classes. The Hilo campus has no graduate classes. Thus, we attempted a comparison of the teaching loads of those faculty members in the same disciplines at Manoa and at Hilo teaching undergraduate courses exclusively. Table 4.3 shows the results. The comparison is limited to average semester credit hours per FTE.

[5]See appendix A for definitions and a discussion of the various ways of measuring teaching load.

Table 4.1

Average Teaching Loads by Organizational Units and Departments

Group and Department	On Duty* Faculty (FTE) 12–15	Average Teaching Load (Sem.) Credits/FTE	Average Teaching Load (Sem.) Class Contact Hours/Week /FTE	Individualized Instruction No. of Students /FTE	Est. Av. No. of Students Taught /FTE
MANOA CAMPUS	1,066.97	6.41	7.69	1.56	75.2
ARTS & SCIENCES	679.45	6.56	7.54	1.40	84.3
Arts	65.50	6.99	10.18	2.79	85.2
Art	31.00	7.74	13.61	1.48	117.5
Drama & Theatre	12.00	7.67	7.67	1.17	66.7
Music	22.50	5.60	6.77	5.47†	50.5
Social Sciences	120.88	5.88	5.92	2.06	110.1
Anthropology	13.68	5.26	5.63	1.68	136.0
Economics	20.27	5.48	5.13	1.43	100.9
Geography	15.00	5.53	6.00	1.40	103.6
Pacific Urban Studies	4.50	4.00	4.00	1.78	21.8
Political Science	21.50	5.30	4.93	2.46	51.3
Psychology	23.50	6.13	6.55	2.94	138.5
Sociology	22.43	7.53	7.40	2.05	151.12
Humanities	207.74	7.32	7.46	0.65	82.7
American Studies	10.50	5.71	6.76	0.76	105.0
Asian Studies	3.64	2.47	1.92	0.28	15.4
English	90.84	8.11	8.20	0.28	65.9
East Asian Literature	10.00	5.40	5.20	0.10	19.0
European Language	34.50	8.52	8.59	0.06	35.2
History	30.01	7.03	7.19	1.63	167.2
Philosophy	14.50	5.38	5.10	0.76	117.9
Religion	6.25	6.72	6.56	1.12	277.0
Architecture	7.50	4.80	6.27	4.00	21.5

*Faculty members on sabbatical leave, leave without pay, and on extended sick leaves were not included. Excluded also are faculty of departments or programs whose instructional activities were not amenable to the measures used in this table. For example, the activities of the faculty of the office of field services of the college of education are primarily related to the supervision of student teachers placed in the public school system.

†Includes both directed research and applied music courses.

Average Teaching Loads by Organizational Units and Departments (continued)

Group and Department	On Duty* Faculty (FTE) 12–15	Average Teaching Load (Sem.) Credits/FTE	Average Teaching Load (Sem.) Class Contact Hours/Week /FTE	Individualized Instruction No. of Students /FTE	Est. Av.. No. of Students Taught /FTE
Language & Linguistics	110.53	8.18	9.63	0.47	36.9
East Asian Language	46.00	8.80	11.37	0.47	35.8
Indo-Pacific Language	14.25	10.04	12.00	0.28	24.3
English as a Second Language .	15.67	6.06	6.70	0.13	25.5
Linguistics	14.61	7.19	7.19	0.55	38.3
Speech	20.00	7.80	8.00	0.80	56.0
Natural Sciences	106.13	4.20	6.41	2.32	90.9
Botany	7.75	2.92	4.90	3.48	90.1
Chemistry	19.75	4.46	6.69	2.68	115.9
Geology–Geophysics	6.88	9.45	12.50	3.63	63.5
Meteorology	3.75	4.53	4.53	1.33	29.1
Microbiology	10.00	3.57	6.70	0.90	91.9
Oceanography	10.75	3.44	3.81	2.14	87.0
Physics & Astronomy	18.75	5.39	5.49	3.73	74.5
General Science	12.50	1.12	9.12	–	138.2
Zoology	16.00	4.10	5.12	2.00	71.3
Math & Information Science . . .	48.08	6.28	6.07	0.42	111.3
Mathematics	41.50	6.29	6.12	0.02	114.3
Information Sciences	6.58	6.23	5.78	2.89	92.4
Special Programs	20.59	5.63	7.48	3.25	104.5
Ethnic Studies	4.00	4.00	6.00	6.00	117.7
New College	7.34	5.45	8.72	5.18	145.3
College of Survival	2.75	9.46	9.09	–	71.4
Honors & Selected Studies .	5.00	4.40	6.40	–	77.1
Overseas Operation	1.50	8.00	6.00	3.33	22.0
GRADUATE SCHOOL OF LIBRARY STUDIES	10.72	5.60	5.60	–	47.5

Average Teaching Loads by Organizational Units and Departments (continued)

Group and Department	On Duty* Faculty (FTE) 12–15	Average Teaching Load (Sem.) Credits/FTE	Average Teaching Load (Sem.) Class Contact Hours/Week /FTE	Individualized Instruction No. of Students /FTE	Est. Av. No. of Students Taught /FTE
COLLEGE OF TROPICAL AGRICULTURE					
Agriculture	23.06	6.46	9.00	4.42	39.4
Agricultural Bio-Chemistry	1.40	6.43	10.71	–	71.4
Agricultural Economics	3.85	7.79	7.40	5.19	34.3
Agricultural Engineering	1.50	8.00	10.67	–	24.7
Agronomy & Soil Sciences	4.70	4.89	5.75	7.23	38.2
Animal Science	1.25	13.60	16.80	1.60	91.7
Entomology	3.16	5.70	12.34	6.96	23.4
Food Science & Technology	1.10	8.18	8.18	5.45	45.8
Horticulture	4.20	4.76	6.90	2.86	36.7
Plant Pathology	1.90	5.79	12.11	3.16	35.4
Human Resource Development	18.40	7.72	10.21	5.21	79.9
Fashion/Textiles	5.75	7.65	9.04	4.35	87.2
Foods & Nutritional Science	6.05	6.45	12.23	1.16	46.9
Human Development	6.10	8.69	9.18	10.16	104.7
Home Economics	0.50	12.00	12.00	4.00	90.0
COLLEGE OF EDUCATION	79.50	8.03	9.21	3.26	70.5
Educational Communications	5.00	9.40	9.40	0.60	52.8
Educational Foundations	10.75	8.65	9.30	4.47	90.7
Health & Physical Education	15.00	9.00	11.73	0.27	71.2
Educational Psychology	13.25	6.79	7.02	7.93	69.4
Special Education	6.00	7.83	7.83	3.33	53.7
Curriculum & Instruction	29.50	7.66	9.12	2.68	69.7
COLLEGE OF ENGINEERING	56.25	6.67	7.76	1.10	53.1
Electrical	16.00	7.06	7.00	1.06	59.9
Ocean	4.25	4.47	4.12	1.65	11.8
Civil	17.50	7.71	9.26	1.26	56.8
General	6.50	2.92	8.31	–	68.9
Mechanical	12.00	7.42	7.58	1.33	44.8

Average Teaching Loads by Organizational Units and Departments (continued)

Group and Department	On Duty* Faculty (FTE) 12–15	Average Teaching Load (Sem.) Credits/FTE	Average Teaching Load (Sem.) Class Contact Hours/Week /FTE	Individualized Instruction No. of Students /FTE	Est. Av. No. of Students Taught /FTE
BUSINESS COLLEGE & TIM	64.66	8.43	8.46	0.06	123.8
Accounting & Financing	18.00	8.67	8.67	–	148.3
Business Economics & QM	22.00	8.46	8.46	0.14	113.2
Management, Marketing & Industrial Relations	15.83	8.72	8.72	–	135.6
School of Travel Industry Mgmt.	8.83	7.36	7.59	0.11	78.9
SCHOOL OF NURSING	39.17	1.76	10.37	0.05	24.4
Professional Nursing	19.25	1.77	11.17	0.10	27.7
Technical Nursing	15.25	1.12	9.25	–	19.4
Dental Hygiene	4.67	3.85	10.76	–	26.9
SCHOOL OF PUBLIC HEALTH	17.40	6.79	8.14	1.78	24.1
SCHOOL OF SOCIAL WORK	23.00	6.70	8.06	0.87	28.5
SCHOOL OF MEDICINE	55.36	2.38	3.27	2.42	26.5
Anatomy	7.00	0.93	1.20	0.71	22.0
Medical Technology	3.50	7.14	7.43	–	50.2
Speech Pathology & Audiology	4.00	8.75	8.63	18.75	55.8
Bio-Chemistry & Bio-Physics	7.50	2.13	3.73	1.47	11.1
Genetics	5.00	1.20	2.40	1.00	19.9
Medicine	6.41	0.94	3.12	3.28	10.4
Tropical Med./Med. Micro	3.00	2.00	4.00	–	31.3
Psychiatry	2.00	1.00	2.00	1.00	17.3
Pathology	5.45	1.10	1.47	0.55	16.0
Pharmacology	8.00	0.50	0.50	0.63	0.9
Physiology	3.50	5.54	6.80	2.00	127.2

Average Teaching Loads by Organizational Units and Departments (continued)

Group and Department	On Duty* Faculty (FTE) 12–15	Average Teaching Load (Sem.) Credits/FTE	Average Teaching Load (Sem.) Class Contact Hours/Week /FTE	Individualized Instruction No. of Students /FTE	Est. Av. No. of Students Taught /FTE
HILO CAMPUS	72.14	9.27	11.52	1.39	83.2
Social Sciences	23.21	8.79	9.73	2.41	106.2
Natural Sciences	17.75	8.34	13.30	0.96	66.1
Humanities	27.18	9.90	11.92	0.85	72.8
Innovative Programs	4.00	12.00	11.25	1.00	97.0

Table 4.2

Teaching Load Comparison
Manoa v. Hilo

Discipline	On duty faculty FTE 12–15		Av teaching load (sem) credits/FTE		Av teaching load (sem) class contact hrs/FTE		Estimated av no. of students /FTE	
	Manoa	Hilo	Manoa	Hilo	Manoa	Hilo	Manoa	Hilo
Total	434.75	68.14	6.16	9.12	6.78	11.53	92.31	82.41
Social science	120.88	23.21	5.88	8.79	5.92	9.73	110.07	106.16
Natural science	106.13	17.75	4.20	8.34	6.41	13.30	90.94	66.08
Humanities	207.74	27.18	7.32	9.90	7.46	11.92	82.68	72.80

Table 4.3

Comparison of Teaching Loads (As Measured by Average Semester Credit Hours) Of Faculty Teaching Exclusively Undergraduate Courses Hilo and Manoa, Fall 1971

	Hilo av sem		Manoa av sem		Hilo as % of Manoa teaching load
	FTE	Cr hrs	FTE	Cr hrs	
Natural science					
Math	6.	10.2	33.5	6.0	170%
Physics	3.	10.	11.3	5.1	196
Chemistry	4.	6.5	14.5	3.9	167
Geo science	.25	16.0	3.1	9.9	162
Total	13.3		62.4		
Average		9.2		5.5	166%
Social science					
Political science	2.0	7.5	7.5	5.2	144%
Sociology	2.0	9.0	12.5	7.5	120
Economics	2.0	9.0	10.6	5.4	167
Anthropology	3.2	8.4	10.7	4.8	175
Psychology	2.0	9.0	4.5	4.0	225
Geography	2.0	9.0	8.3	5.3	170
Total	13.2		54.1		
Average		8.6		5.6	154%
Humanities					
English	10.0	9.0	78.75	8.4	107%
European lang.	2.0	10.0	20.5	8.7	115
Philosophy	1.5	8.0	9.0	4.7	170
Religion	1.5	8.0	3.3	7.4	108
History*	3.0	9.3	14.5	7.0	133
Total	18.0		126.0		
Average		9.0		8.0	113%
Grand total	44.5	397	242.5	1657.4	
Average		8.9		6.8	131%

*Considered a social science at Hilo.

Again, the data show a higher teaching load at Hilo.

To determine whether the difference in teaching load may be accounted for by non-teaching activities, a review was made of the Faculty Activities Survey conducted by the university of Hawaii during the week of November 7 to 13, 1971.[6] The survey reveals that, in terms of time spent as reported by individual faculty members at both the Manoa campus and the Hilo campus, there is only a minimal difference in the time spent on teaching activities at both campuses.

	Teaching Time Spent	Percent of Total Time
Manoa	36.85 hours/week	63.92%
Hilo	38.79 hours/week	72.24%

If only the social sciences, natural sciences, and humanities programs are compared, the total time spent on teaching activities at Manoa and Hilo are as follows:

Social Sciences		
Manoa	35.87 hours/week	55.61%
Hilo	39.80 hours/week	68.01%
Natural Sciences		
Manoa	34.15 hours/week	61.00%
Hilo	37.40 hours/week	68.41%
Humanities		
Manoa	44.13 hours/week	71.82%
Hilo	40.20 hours/week	76.86%

[6] See appendix B for survey results.

From the foregoing, the higher teaching load at Hilo cannot be explained on the basis of non-teaching activities on the Manoa campus. Indeed, if the survey report is correct, it may well be that the faculty at Hilo are utilizing their teaching time more efficiently than the faculty at Manoa. The faculty at Manoa teach fewer number of courses (measured in terms of semester credit hours) and spend less hours in the classroom than do the faculty at Hilo, although the faculty at both campuses report spending about the same amount of time in teaching.

The only reasonable explanation for the difference is that Hilo requires a minimum teaching load of nine semester credit hours, allowing only the equivalent of three semester credit hours for research and service, whereas the social sciences, natural sciences, and humanities departments at Manoa allow an unlimited number of credit hours for research and service. Thus, the differing policies and practices with respect to the amount by which the full work load may be deducted for research and service produce inequitable results.

2. ***At Manoa: between colleges.*** On the Manoa campus itself, there are wide variations in teaching loads between the colleges. For example, the faculty of the school of medicine averaged 2.4 semester credit hours and 3.3 classroom contact hours, while the faculty of the college of business administration averaged 8.43 semester credit hours and 8.5 classroom contact hours. The following is a summary of the ranges in teaching loads among the Manoa colleges.

Colleges	Semester Credit Hrs./FTE		Classroom Contact Hrs./FTE		Est. Av. No. of Students/ FTE	
Arts and Sciences	6.56		7.54		84.3	
Graduate School Library Studies	5.60		5.60		47.5	
Tropical Agriculture	(6.46) (7.72)	7.09	(9.00) (10. 21)	9.6	(39.40) (79.90)	59.6
Education	8.03		9.21		70.5	
Engineering	6.67		7.76		53.1	
Business & TIM	8.43		8.46		123.8	
Nursing	1.76		10.37		24.4	
Public Health	6.79		8.14		24.1	
Social Work	6.70		8.06		28.5	
Medicine	2.38		3.27		26.5	

As between departments of different colleges, the department of pharmacology of the school of medicine averaged .5 semester credit hours and the same number of classroom contact hours, while the department of animal science of the college of tropical agriculture averaged 13.6 semester credit hours and 16.8 classroom contact hours.

We acknowledge that the programs of the various colleges are not the same in all respects, and thus the teaching load, expressed in terms of student credit hours or even student classroom

contact hours, need not (and perhaps should not) be exactly alike. However, the differences appear to be far greater than justified by the differences in programs. Note that the teaching load averages are highest in those colleges where nine semester credit hours are specified as the minimum teaching load (the colleges of education and business and travel industry management), and they are the lowest in those colleges where the minimum teaching load is unspecified (school of medicine and graduate school of library studies).

3. ***At Manoa: between departments within the same college.*** Not only are there disparities in teaching load between colleges but there are also wide disparities between departments within the same college. The college of arts and sciences is an example.

The college of arts and sciences is the largest college on the Manoa campus. It employs about 65 percent of the total faculty. As mentioned earlier, this college has no teaching load policy applicable to all departments within it. Thus, the teaching load averages for the college as a whole are the result of about 40 different departmental decisions regarding the proper amount of teaching to be undertaken.

There are about 40 departments in the college of arts and sciences, ranging from art to zoology, and there are program differences among the departments. For comparison purposes, we grouped the various departments into study disciplines on the assumption that the programs of the departments within a discipline area are roughly similar in form, teaching requirements, and instructional methodology, and thus the departments' teaching loads should be somewhat equivalent. As table 4.1 shows, however, there are wide variations in teaching load among the departments in a single discipline area. For example, in the social sciences group, the department of political science has one of the lowest teaching loads among the departments included in this group, thus:

	Semester Credit Hrs./FTE	Classroom Contact Hrs./FTE	Individ-ualized Instruc.	Est. Avg. No. of Students/ FTE
Anthropology	5.3	5.6	1.7	136.0
Economics	5.5	5.1	1.4	100.9
Geography	5.5	6.0	1.4	103.6
Pacific Urban Studies*	4.0	4.0	1.8	21.8
Political Science	5.3	4.9	2.5	51.3
Psychology	6.1	6.6	2.9	138.5
Sociology	7.5	7.4	2.1	151.1

*Primarily a graduate level program.

For another example, compare the department of American studies and the department of Asian studies, both in the humanities group. Each faculty member in the American studies department averaged 5.7 semester credit hours and 6.8 classroom contact

hours; whereas, each faculty member in the Asian studies department averaged 2.5 semester credit hours and 1.9 classroom contact hours. In addition, each American studies faculty member taught on the average about seven times as many students (105 students) than did an Asian studies faculty member (15 students).

For another example, consider the data for the following natural science departments:

	Semester Credit Hrs./FTE	Classroom Contact Hrs./FTE	Individualized Instruc.	Est. Avg. No. of Students/FTE
Geology-Geophysics	9.5	12.5	3.6	63.5
Meteorology	4.5	4.5	1.3	29.1
Oceanography	3.4	3.8	2.1	87.0
Physics and Astronomy	5.4	5.5	3.7	74.5

The disparities in teaching load between departments in a discipline area cannot be adequately explained except by the variations in policies and practices. Note in particular the difference between the geology-geophysics department and the oceanography department. These departments include faculty members who hold split appointments—appointments in these departments and also concurrently in organized research units. The geology and geophysics department considers the split appointment faculty members' responsibility to do research as being adequately met through their activities with the research units and hence limits the faculty to teaching and service while serving the geology and geophysics department. On the other hand, the department of oceanography permits faculty members with split appointments to carry on research activities under their instructional appointments in addition to their research activities under their organized research appointment. The three times as much teaching load per FTE in the geology and geophysics department, as compared to that of the oceanography department, is primarily attributable to this difference in the treatment of faculty members holding split appointments.

Other than the college of arts and sciences, there are other colleges whose departments vary in teaching loads of the departments' faculty members. See, for example, the college of tropical agriculture, the college of engineering, and the college of medicine.

4. ***At Manoa: within departments.*** Not only are there variances in teaching loads between colleges and departments, but there are also wide disparities in the teaching loads of individual faculty members within a department.

While some variations in individual teaching loads within a department may be necessary and indeed desirable, extremely wide variations are hardly to be expected. However, such wide disparities have occurred. For example, in the

department of anthropology, the teaching loads in terms of semester credit hours ranged from zero to six for full-time faculty. A more striking example is that of the department of East Asian languages where the teaching load ranged from zero to 18 semester credit hours.

A part of the reason for such wide disparities is the practice of permitting an unlimited number or a range of credit hours to be deducted from the full work load for research and service, without meaningful standards for measuring research and service efforts. Each individual faculty member's research and service activities are determined subjectively. Such subjective means of equating research and service activities to teaching can lead to favoritism and unfairness.

Chapter 5

COMMUNITY COLLEGES

Policy

Current policy. The system-wide policy governing the work load of community college faculty states as follows:

> "The normal teaching load is 15 semester units or its equivalent per semester. (Because of the difficulties in scheduling, a load between 14 and 16 semester units or equivalent will be considered a full load for any given semester.)"[1]

This policy seems to set the outer limits (minimum 14 and maximum 16 semester units) for teaching load. However, the term, "or its equivalent," obscures what otherwise is a clear statement of policy. This term is not defined in the policy, and no guidelines are established to assist the community colleges in determining "equivalency." The absence of such definition and guidelines has resulted in differing practices among the various community colleges in establishing faculty teaching load.

Fragmented policies and practices. The diverse ways in which the community colleges have applied the statewide policy of "15 semester units or its equivalent per semester" are as follows.

1. ***Full load measurement.*** The community colleges classify the different kinds of courses

[1]UH, *Salary Schedule, Community College System, University of Hawaii,* "Instructional Responsibilities, Overload and Other Compensation," February 1967 (Approved March 16, 1967) pp. 3 and 4.

they offer as follows: lecture, lecture-discussion, lecture-laboratory, and laboratory. In determining full work load, the Hawaii, Kauai, and leeward community colleges specify 15 semester credit hours, regardless of the kinds of courses. However, the Kapiolani, Honolulu, and Maui community colleges differentiate the kinds of courses and utilize contact hour equivalents to credit hours in establishing full work load; but the equivalency differs from one community college to another, to-wit:

Method of Instruction	Unit of Measurement	Units Required
Honolulu Community College		
Lecture	credit hours	15 credit hours
Lecture–laboratory	contact hours	18 contact hours
Laboratory	contact hours	20–25 contact hours
Kapiolani Community College		
Lecture	credit hours	15 credit hours
Lecture–discussion	contact hours	16–20 contact hours
Laboratory	contact hours	20–24 contact hours
Maui Community College		
Lecture: English composition	contact hours	12 contact hours
Lecture: algebra, psychology	contact hours	15 contact hours
Lecture–discussion: reading, languages, shorthand, typing	contact hours	20 contact hours
Lecture–laboratory: chemistry, biology	contact hours	18 contact hours
Laboratory: shop labs, clinical supervision, PE	contact hours	26 contact hours

2. ***Adjustments for service.*** As in the case of Manoa and Hilo, the community college's full work load represents the teaching load for instructors devoting their full time to teaching. In the community colleges, faculty members are not expected to engage in research activities. However, certain faculty members are assigned administrative and other responsibilities. The faculty handbook of most of the community colleges provides that "additional compensation or release time may be provided for administrative service or other responsibilities assigned in addition to regular duties." However, none of the handbooks provides any guidelines or standards by which to determine (among other things):

- What services and responsibilities are covered by this provision.

- How release time is to be measured—that is, how administrative services and other responsibilities are to be "equated" to semester credit hours or other units used in determining full teaching (or full work) load.

In the absence of any clear standards, the various community colleges have pursued widely differing paths. The Kapiolani community college, by a written policy, ostensibly limits the

applicability of the above handbook provision to division chairmen only. However, in practice, the Kapiolani community college and other community colleges as well grant release time for services to a variety of persons and for a variety of reasons.

In terms of equating administrative and other services to semester credit hour or other units used in calculating full load, the Kapiolani community college's written policy on division chairmen allows deductions from the total teaching load based on the number of instructors included in the chairman's division:

No. of Instructors in Division	Semester Credit Hours Allowed to be Deducted
1 – 5	6 semester credit hours
6 – 14	9 semester credit hours
15 – 30	12 semester credit hours

Under this policy, the minimum teaching load is one class a semester (or three semester credit hours). Kapiolani's written policy, however, is not followed in all cases, and it is not applicable to services other than to those performed by division chairmen. For other kinds of services, adjustments apparently are made on a case-by-case basis.

In all other community colleges, there are no set standards of any kind. Reduction in teaching load by six to twelve credit hours is common, but how such a reduction is determined is obscure.

Inequality in Work Load of Faculty Members

These varying modes of determining full work load and the imprecise method of determining reductions in the full work load for administrative and other activities have resulted in inequities in the treatment of faculty members between and among the colleges and even within a college. We note some of these inequities.

Between colleges. Table 5.1 summarizes the average teaching loads of the faculty at the various community colleges during the fall 1971 semester. In terms of comparisons, the following deserves note.

1. ***Teaching load.*** The average teaching loads of the leeward, Hawaii, and Kauai community colleges appeared to be higher than the average teaching loads of the Honolulu, Kapiolani, and Maui community colleges:

	Average (Sem) Credits/FTE	Average (Sem) Class Contact Hrs/FTE
Leeward	13.57	14.89
Hawaii	13.19	19.63
Kauai	13.91	20.26
Honolulu	12.62	19.27
Kapiolani	12.67	17.56
Maui	11.20	17.37

Apart from college averages, departmental averages between colleges were also wide and disparate. For example, the English instructors at the Maui community college averaged 12 semester credit hours, while the English instructors at the leeward community college averaged 14 semester credit hours.

In terms of the percentage of faculty members teaching 15 semester credit hours or its equivalent (as defined by the individual colleges), the results of the fall 1971 semester show that a greater percentage of the faculty members at leeward, Hawaii, and Kauai community colleges as a group carried a full teaching load. (See table 5.2.)

As a group, 81.7 percent of the faculty at leeward, Hawaii, and Kauai taught the full load, while 71.4 percent of the faculty at Honolulu, Kapiolani, and Maui carried a full teaching load.

It is instructive to note that the leeward, Hawaii, and Kauai community colleges utilize 15 credit hours as the measure of a full teaching load. The other community colleges rely heavily upon contact hours ranging from 12 to 26, depending upon the method of instruction. While some variations between and among colleges may be understandable and tolerable, the differences between those colleges utilizing 15 semester credit hours as the measure of a full teaching load and those colleges utilizing contact hours as the measure have been sufficiently wide as to raise questions of equity in the treatment of faculty members.

In addition to the policies and practices relating to full teaching load, one other factor should be noted that may be contributing to inequities in work load. This factor is the number of semester credits assigned to courses. Some courses with the same catalogue titles and numbers (thus presumably containing the same course content) are assigned different semester credits by the various colleges. For example, "Accounting 20" is accorded four semester credits at Kapiolani, two semester credits at Maui, and three semester credits at leeward. If these courses are indeed different in content, then efforts should be made to eliminate the confusion generated by similarity in titles and numbers in the catalogues. On the other hand, if the course content is the same at the various colleges, then the inequities in semester credits allowed should be corrected.

Table 5.1

Average Teaching Loads of the Community Colleges
By Organizational Units and Departments

Group and Department	On Duty* Faculty (FTE) 12–15	Average Teaching Load (Sem) Credits/FTE	Av Teaching Load (Sem) Class Contact Hours/FTE
COMMUNITY COLLEGES . . .	366.98	12.90	17.46
LEEWARD COMMUNITY COLLEGE . . .	113.63	13.57	14.89
Math–Science	22.63	12.20	15.29
Social Sciences	17.00	14.47	14.47
Arts and Humanities	20.50	13.80	15.12
Language Arts	33.00	14.00	14.03
Vocational Education Occupational . . .	10.00	12.90	17.40
Vocational Education Business	10.50	13.90	14.57
HONOLULU COMMUNITY COLLEGE . . .	75.00	12.62	19.27
Division A	32.00	12.84	19.57
Division B	23.00	12.65	18.74
Division C	20.00	12.25	19.40
KAPIOLANI COMMUNITY COLLEGE . . .	71.40	12.67	17.56
Arts & Sciences (General Education) . . .	27.00	13.67	15.59
Vocational Education Hotel & Food Services	7.40	11.89	16.49
Vocational Education Business	25.20	13.21	18.29
Vocational Education Health Services .	10.00	10.30	16.50
Vocational Education Cooperative Education	1.80	6.67	47.14
MAUI COMMUNITY COLLEGE	42.95	11.20	17.37
Math–Science	9.00	10.11	14.78
Social Sciences	8.50	10.71	14.59
Language Arts	7.45	11.95	17.32
Vocational Education Occupational .	7.25	13.66	24.14
Vocational Education Business	7.75	12.65	18.84
Vocational Education Health Services .	3.00	4.33	13.00
HAWAII COMMUNITY COLLEGE	41.00	13.19	19.63
Business Education	13.00	14.23	19.38
Related Education	12.00	14.75	17.16
Trade and Industry	16.00	11.18	21.68
KAUAI COMMUNITY COLLEGE	23.00	13.91	20.26
Liberal Arts and General Education . . .	9.00	13.78	16.22
Vocational Education Occupational . . .	9.00	14.22	25.33
Vocational Education Business	5.00	13.60	18.40

*The figures in this column include only those faculty FTE who were on duty during fall 1971 and who were paid from the instructional budget. Excluded are faculty members who were on leave (4); had unverified teaching loads (2); and were apparently inappropriately placed in the instructional budget (9). Those inappropriately placed in the instructional budget included: associate deans (2), graphic artist (1), those engaged in extension and public service activities (5), and a counselor (1).

Table 5.2

Teaching Loads Equal to or Less than The Instructional Load Criteria, by Colleges Fall Semester, 1971

Colleges	Total no. of instructors*	Teaching loads by no. of instructors: Full or normal	%	Below normal	%
System total	392	299	76.3	93	23.7
Leeward	122	100	82.0	22	18.0
Hawaii	41	35	85.4	6	14.6
Kauai	23	17	73.9	6	26.1
Honolulu	80	59	73.8	21	26.2
Kapiolani	78	59	75.6	19	24.4
Maui	48	29	60.4	19	39.6

*Head count of those faculty paid from the instructional budget. Teaching loads for those with less than full-time instructional budget appointments are based on full-time equivalence. For example, a .5 FTE instructor teaching six semester credit hours would be included in the calculations as one instructor teaching 12 semester credit hours.

2. ***Reductions in teaching load for administrative services.*** As table 5.2 notes, 93 instructors throughout the community college system had teaching loads below the criteria set by their respective colleges. Of this number, 71 had administrative assignments and their below-standard teaching load was the result of reductions granted in recognition of these administrative duties. The amount of reductions allowed these instructors, however, differed from campus to campus.

The types of administrative duties for which teaching load reductions were allowed included services as a division or department chairman, a project coordinator, a faculty senate chairman, and a member of a curriculum development team. It is recognized that faculty members with such administrative responsibilities should have release time to handle their administrative duties. It is further recognized that the amount of time allowed to perform these responsibilities may depend upon such things as the volume of work, the number of people supervised, etc. However, on the whole, there appears to be little reason why persons performing similar duties should have widely varying amounts of reduction in teaching load as was the case among the community colleges in the fall of 1971. Table 5.3 illustrates the differences in the treatment from college to college of instructors holding similar administrative positions.

We take particular note of division chairmen. Of the 93 instructors granted teaching load reductions for administrative work in the fall of 1971, 21 of them were division chairmen. Two other division chairmen who received no reduction in their teaching loads are not included in table 5.3. Table 5.4 summarizes the teaching loads of all 23 division chairmen. As can be seen from this table, there were wide variations in teaching loads of division chairmen

Table 5.3

Average Teaching Load (Semester Credit Hours) and Number of Faculty With Reduced Teaching Loads Below the Requirement Established by Each College

Title	Total	Community colleges					
		Hawaii	Leeward	Honolulu	Kapiolani	Kauai	Maui
System total	7.95 (93)	4.5 (6)	7.28 (22)	8.67 (21)	6.95 (19)	11.17 (6)	9.00 (19)
Division chairmen[1]	5.67 (21)	4.5 (2)	5.67 (6)	– *	1.50 (6)	9.00 (2)	9.80 (5)
Department chairmen	10.00 (7)	–	–	10.00 (7)*	–	–	–
Coordinators[2]	5.72 (18)	6.0 (1)	4.20 (5)	4.71 (7)	9.50 (4)	–	5.00 (1)
Faculty senate chairman	10.67 (3)	–	8.00 (1)	12.00 (1)	12.00 (1)	–	–
Curriculum development	8.85 (13)	6.0 (1)	10.17 (6)	–	3.50 (2)	12.00 (3)	5.00 (1)
Others[3]	10.67 (9)	6.0 (1)	7.00 (1)	12.00 (2)	13.00 (1)	–	11.50 (4)
Instructors	9.27 (22)	0 (1)	9.67 (3)	10.75 (4)	10.60 (5)	13.00 (1)	8.25 (8)

( ) Figures in parentheses represent number of positions.

* Honolulu community college has department chairmen instead of division chairmen.

[1]Division chairmen include vocational business, vocational occupational, social sciences, etc.

[2]Coordinators include cooperative education, nursing, etc.

[3]Others include advisor newspaper, national teacher, fellowship, etc.

between the colleges. The teaching loads of division chairmen ranged all the way from a minimal teaching load at Kapiolani to nearly a full teaching load at Kauai.

These results occur because there are no system-wide standards to guide the community colleges in determining the "equivalency" of administrative services to teaching load and

Table 5.4

Teaching Loads of Division Chairmen by Colleges
Fall Semester, 1971

Colleges*	Total no. of chair-men	Teaching loads in sem crs					Av teach-ing load
		0–2	3–5	6–8	9–13	Full	
System total	23	3	6	5	7	2	6.43
Leeward	6	–	2	3	1	–	5.67
Kapiolani	6	3	3	–	–	–	1.50
Maui	5	–	–	1	4	–	9.80
Hawaii	3	–	1	1	–	1	8.00
Kauai	3	–	–	–	2	1	10.67

*Honolulu community college is excluded because there is no division chairman; instead it has 22 department chairmen. Fifteen of the department chairmen have full teaching loads and the remaining seven have reduced teaching loads ranging from 5 to 12 semester credits.

because the individual community colleges themselves have no such standards. The amount of release time granted is left to the discretion of the individual deans of instruction at the various colleges, a discretion which is exercised on a case-by-case basis. Only at the Kapiolani community college is there an explicit guide in calculating release time for division chairmen (a scale based on the number of instructors included in the division chairman's division). But even there, in actual practice, the amount of reduction is left to the discretion of the dean of instruction. Thus, as noted on table 5.4, of the six Kapiolani division chairmen, five did not teach the minimum number of semester credit hours required by Kapiolani's scale.

In the other community colleges, it appears that the informal policy has been to grant a reduction of from six to twelve credit hours in teaching load to division chairmen. However, as indicated in table 5.4, two division chairmen, one at the Hawaii and another at the Kauai community colleges were carrying full teaching loads with no reductions.

Between departments in a college. Not only are there apparent inequities in work load of faculty between colleges, but there are also apparent inequities in the work load of faculty between departments in the same college. The inequities between colleges are the function of the differing policies and practices of the various colleges. The inequities between departments in a college are the result of the vagueness and unstandardized application of the college's policy and practices.

The area in which inequities between departments of the same college are most significant is the reductions allowed from full teaching load for activities related to administrative service. Note table 5.4. As shown on that table, six instructors at the Kapiolani community college were granted a reduction in

teaching load for services connected with heading divisions in the college. Four of the six served as division chairmen; two served as assistant division chairmen. The two assistant division chairmen presumably should have taught more credit hours than the division chairmen. However, in fact, neither assistant chairmen taught any courses at all, while two division chairmen taught at least three credit hours.

Other disparities in the amount of reduction allowed instructors for service in each of the community colleges are shown on table 5.3. As noted there, the teaching load, after deduction for services, ranged from 4.7 to 12 semester credit hours at the Honolulu community college, from 3.5 to 13 semester credit hours at Kapiolani, from 4.2 to 10.2 semester credit hours at leeward, and from 5 to 11.5 semester credit hours at the Maui community college.

The rationale for such differences is, of course, difficult to discern. This is because there is no standard or guideline by which reductions may be effectuated. They are in essence made in the subjective judgment of the individual instructional deans. However, without standards, equality in the treatment of faculty members cannot be assured.

Chapter 6

EFFICIENT UTILIZATION OF FACULTY

The need for clear and explicit standards by which to measure the work load of the faculty of the university system should be evident by now. This is so, even if equity in the treatment of individual faculty members is the sole purpose of establishing such standards. We think, however, that there is another important reason why such standards should be established. Such standards are vital if the State is to be assured of *efficiency* in the utilization of our faculty resource.

By "efficiency" we mean the optimum relationship between input (specifically, the faculty resource) and output (the results being sought). The more units of output obtained from a given input, the more efficient is the process.

State Expenditures for Higher Education

During fiscal year 1971–72, the total State funds (exclusive of federal funds) committed to higher education amounted to approximately

$80.3 million.[1] Of this amount, about 34.4 percent or $27.6 million constituted the salary costs of those faculty members paid out of the instructional budget of the university, exclusive of fringe benefits.[2]

It appears that Hawaii is spending significantly more for higher education than are other states. A recent study noted that Hawaii ranked number 2 in the nation in fiscal year 1969–70 with respect to state expenditures for higher education on a per capita and per person of college age bases and number 3 on a per $1000 per personal income basis:[3]

	Hawaii average	Rank in U.S.	U.S. average
Per capita expenditures	$ 87.64	2	$ 35.99
Per person of college age	617.83	2	308.99
Per $1000 of personal income	22.05	3	9.84

The study also noted that Hawaii spends more per student. Thus, in fiscal year 1969–70, expenditures per full-time equivalent student amounted to $2591, fifth highest among the states and 62.3 percent more than the U.S. average of $1606.

For all that Hawaii spends on higher education, the number of persons to whom it provides higher education appears relatively low in comparison to its potential clientele group. The study referred to above noted that in fiscal year 1969–70 the university's full-time equivalent enrollment was 25 percent of Hawaii's college age population, ranking it 18th among the states, a relatively low ranking when viewed against its high level of expenditures.

In short, Hawaii spends significantly more for higher education than do other states, but provides for a relatively low level of participation in higher education. The major policy implication of this situation is that Hawaii could probably spend less than what it is now spending to educate the same number of persons currently receiving higher education, spend the same as now to provide higher education to more persons, or pursue a mixture of the two alternatives. With each alternative, there is no certainty as to what might be the effects on the quality of higher education, but that uncertainty exists even with the current high level of expenditures.

[1] Department of Budget and Finance, *Budget in Brief, Fiscal Biennium 1971–73,* June 1971, p. 33.

[2] Based on UH *Position Count and Compensation by Account Code* (Report No. 1217), October 31, 1971. Note that the instructional budget contains but a portion of the entire university personnel cost.

[3] Edric A. Weld, Jr., "Expenditures for Public Institutions of Higher Education, 1969–70," 40 *Journal of Higher Education,* June 1972, p. 417.

In the sections which follow, we note those indicators which suggest that efficiency in the utilization of our university faculty could probably be improved. These indicators imply that increasing the faculty's teaching load would probably result in more students being accommodated or in the same number of students being taught at less cost. None of the indicators standing alone is conclusive, but they nevertheless prompt serious consideration about the manner in which we utilize our faculty.

Closed Courses and Sections

Semester after semester, there are a number of students who find that they are unable to register for courses of their choosing because courses and sections are closed early during the period of registration. During the fall semester of 1971, there were approximately 219 courses, 718 lecture sections, and 342 laboratory sections on the Manoa campus which became filled and thus closed to further registration:

Courses		Lecture sections		Lab sections	
offered	closed	offered	closed	offered	closed
1639	219(13.4%)	2855	718(25.2%)	1194	342(28.6%)

Table 6.1 contains for some selected departments a comparison of the closed courses and sections with the average teaching load per FTE. At least two observations are pertinent.

First, not only departments with high teaching loads but even those with low teaching loads had closed courses and sections. Note, in particular, the departments of anthropology, economics, geography, philosophy, botany, zoology, and general engineering. Conceivably, with a higher teaching load in these departments, less courses and sections need to be closed.

Second, there are departments with low teaching loads per FTE which probably can provide the same level of instruction as now with a fewer number of instructors. Note, in this regard, the following departments which had low teaching loads, low students per FTE, and either a low number of or no closed courses and sections: Pacific urban studies, political science, East Asian literature, English as a second language, physics and astronomy, oceanography, ocean engineering, and general engineering. Pertinent to this discussion is that where there are both departments with low teaching loads and low student demand and departments with high teaching loads and high student demand, a reallocation of the faculty resource is probably in order.

Small Classes

The university has a policy which provides that, at both Manoa and Hilo, any

Table 6. 1

Average Teaching Load – Courses and Sections Closed Selected Departments, Fall 1971 Semester

	On duty faculty (FTE)	Av teaching load (sem) crs/FTE	Av teaching load (sem) class contact hrs/FTE	Av no. of students /FTE	Courses offered	Courses closed	Lecture sections offered	Lecture sections closed
Arts and Sciences								
Anthropology	13.68	5.26	5.63	136.0	20	9	33	12
Economics	20.27	5.48	5.13	100.9	34	3	40	9
Geography	15.00	5.53	6.00	103.6	24	6	32	8
Pacific Urban Studies	4.50	4.00	4.00	21.8	3	0	3	0
Political Science	21.50	5.30	4.93	51.3	27	0	52	0
Psychology	23.50	6.13	6.55	138.5	36	18	65	29
English	90.84	8.11	8.20	65.9	73	31	275	225
East Asian Languages	46.00	8.80	11.37	35.8	61	3	136	45
Philosophy	14.50	5.38	5.10	117.9	23	4	28	4
English as a Second Language	15.67	6.06	6.70	25.5	24	0	55	2
Botany	7.75	2.92	4.90	90.1	8	2	11	4
Geology-Geophysics	6.88	9.45	12.50	63.5	19	5	19	5
Oceanography	10.75	3.44	3.81	87.0	15	1	16	2
Physics & Astronomy	18.75	5.39	5.49	74.5	26	0	33	0
General Science	12.50	1.12	9.12	138.2	3	0	4	0
Zoology	16.00	4.10	5.12	71.3	20	6	28	7
Mathematics	41.50	6.29	6.12	114.3	31	2	96	31
College of Engineering								
Electrical	16.00	7.06	7.00	59.9	34	0	33	0
Ocean	4.25	4.47	4.12	11.8	6	1	6	2
Civil	17.50	7.71	9.26	56.8	34	1	57	5
General	6.50	2.92	8.31	68.9	7	1	13	1
Business College & TIM								
Accounting and Finance	18.00	8.67	8.67	148.3	31	10	68	41
Business Economics & QM	22.00	8.46	8.46	113.2	32	5	68	19
Management, Marketing & IR	15.83	8.72	8.72	135.6	26	8	44	24

undergraduate course which enrolled fewer than ten students the last time it was given will be withdrawn from the catalogue or limited to alternate years and that, where classes with small enrollments are given, they will be scheduled in classrooms seating 25 or more during prime time

(before 3:30 p.m. on weekdays) only after larger classes have been accommodated. Despite this policy, during the fall 1971 semester, at Manoa, there were 222 undergraduate classes (or about 9 percent of all undergraduate classes) with fewer than ten students. One hundred and eighty-two (or 83 percent) of these small enrollment classes were held during prime time. Although no policy exists with respect to small graduate level classes, there were also 327 graduate classes (or 42 percent of some 772 graduate level classes) with enrollments of less than ten students. Of the 327 small enrollment classes, about 241 had enrollments of six or less students.

The effect of small enrollment classes on efficiency in the utilization of the faculty resource should be obvious. With a fewer number of small enrollment classes, the faculty resource may be conserved and devoted to those areas which are in greater student demand. Our examination revealed that many small classes conducted in the fall 1971 semester represented courses in which student interest has been lacking over the years. For example, of the 43 undergraduate classes offered in the Indo-Pacific languages department, 31 had enrollments of less than ten students. It is reported that these classes represented programs and courses to which only a very small number of students have been attracted since their inception. Faculty resource may be conserved by eliminating low student demand courses or, if there is a need to meet even low demands, by offering them in alternate semesters or in alternate years. Offering small demand courses only in alternate semesters or in alternate years would have only a minimal impact on the programs or on instructional effectiveness. Many other classes with small enrollments in the fall semester of 1971 represented sections in a course which could have been combined to create a larger section. That faculty resource can be conserved by such a combination is clear.

The university itself recognized the effect of small classes on efficiency in faculty utilization when it established its policy on undergraduate small enrollment classes in 1967. The then dean for academic development noted as follows:[4]

> "... as long as the University is tightly pressed for classroom space ... the use of regular classrooms for small classes becomes a matter of general concern. Each room so used becomes unavailable for the instruction of larger groups .... [M]ore than the efficient use of classroom space is involved. An

[4]Dean, Academic Affairs, "Policy Concerning Small Undergraduate Classes," January 18, 1967.

even more valuable resource of the University is the services of faculty members."

Of course, the effect on efficiency is compounded when small enrollment classes are conducted during prime time. Although it is possible that not every single small enrollment class utilized classroom space that could have been utilized by larger classes during prime time, it is quite likely that at least some of them caused the displacement of larger classes which were in high demand.

A chief cause for the proliferation of small enrollment classes, notwithstanding the university policy, is that the policy vests full authority in the deans of the various colleges to waive the restrictions of the policy, without providing necessary guidelines to assist the deans in exercising this discretion. Apparently, the deans consider little the question of efficiency in the utilization of faculty resource (or of facility resource) in deciding whether a small enrollment class should be authorized. Note, for example, the basis upon which one college dean decided whether to authorize a small enrollment class. This dean justified a prolonged continuance of several small enrollment courses on the possibility that sometime in the future these courses would be required to be taken by students.

Overload

Under its policies, the university of Hawaii permits its faculty members to engage in overload work (and also outside employment). During the 1970–71 school year, more than 1700 members of the faculty were engaged in overload work at a cost to the university exceeding $3 million. Overload employment refers to services rendered within the university system by faculty members which are above and beyond their regular work load assignments and for which additional compensation is paid. This work may be in the form of extra teaching during the evenings of the regular academic year or during the school's summer session or it may be in the form of research or service activities performed during periods outside the normal work week or work year.

The university's policy covering overload (and outside employment) imposes the following, among other, restrictions: the additional employment must not be either so extensive or so demanding as to interfere with the ability of the faculty member to meet his normal responsibilities of teaching, research, and public service.[5] Our examination has revealed that, notwithstanding this restriction, the

[5]UH, *Handbook for Faculty and Staff, University of Hawaii,* September 1964, p. 36.

university is permitting faculty members to engage in overload practices which detract from the full discharge of their normal responsibilities, particularly their responsibility to teach. In these cases, the time spent on overload could well be spent in regular teaching, thus maximizing the use of the faculty resource. A description of these practices follows.

Overload during the regular work day. The university policy assumes that overload is an activity which occurs outside a faculty member's normal work day. It thus speaks about teaching evening and summer sessions and not about overload teaching during the regular work day.[6] However, in the fall 1971 semester, a number of faculty members were granted overload payments for teaching during their regular work day. For example, an assistant professor on the Manoa campus whose departmental teaching load consisted of six semester credit hours of class teaching and one individualized instruction course was also paid an overload compensation for teaching another three-semester credit hour course in another department.

This practice of paying overload compensation for teaching during the regular work day was particularly prevalent in the community colleges. During the 1971 fall semester, about 53 instructors (14 percent of the total number of instructors) in the community college system taught 95 semester credit hours of credit courses and 1907 class contact hours of non-credit courses on an overload basis. Under the policy established by the board of regents, "a teaching load of 14 or 16 credits is considered a full load" for community college faculty.[7] Under this policy, it may perhaps be reasonable to pay additional compensation to those faculty members who teach *more* than 16 credit hours during a semester. However, the community colleges have granted overload compensation even to those teaching just 16 credits per semester. This has been especially true of the leeward Oahu community college which has interpreted the system-wide policy as limiting full teaching load to 15 credit hours and any load beyond this as overload. The community colleges have also paid overload compensation to instructors whose teaching loads were less than 14 semester credit hours. For example, an instructor who was an assistant division chairman and who had *no* regular teaching assignment was paid on an overload basis for teaching a three-semester credit hour course. This instance is especially disturbing in light of the fact that the college's

[6] *Ibid.*, p. 46.

[7] UH, *Salary Schedule, Community College System, University of Hawaii*, "Instructional Responsibilities, Overload and Compensation," February 1967 (Approved March 16, 1967), p. 3.

own policy requires even division chairmen to teach a minimum of three semester credit hours per semester.

The above are examples of overload payments for assignments performed during the regular work day which unnecessarily increase the cost of instruction.

Teaching load reductions and overload teaching. Another portion of the university policy on overload states that "generally, teaching load reductions for research will not be authorized during a semester in which a faculty member receives extra compensation to teach evening classes . . . ."[8] The implication of this policy statement is that if a faculty member has the time to teach, that time should be devoted first to teaching during regular hours. Maximization of the faculty resource again lies behind this policy statement. However, in the fall 1971 semester, a number of faculty members received teaching load reductions for research and received overload compensation for teaching in the evenings. An example of this practice is an associate professor in the college of education who had a daytime teaching load of only two semester credit hours and yet also taught three semester credit hours for the college of continuing education (evening school) on an overload basis.

Excessive overload. The limits set by the board of regents on the amount of overload teaching are expressed as follows:[9]

> "Faculty members and staff may receive extra compensation to teach night classes or summer session classes . . . . [T]he total number of credit hours of evening and summer session teaching for which a faculty member may receive compensation is limited to nine semester hours for those on academic year schedules or five semester hours for those on calendar year schedules. These totals may not be exceeded in any one year commencing with the beginning of the fall semester."

Despite this policy, numerous faculty members have engaged in overload employment clearly exceeding the limits prescribed. For example, an assistant professor at Manoa on an academic year appointment was teaching a total of 16 semester credit hours of overload, or seven more credit hours than allowed by the policy. Another example, an instructor in one of the

[8]UH, *Handbook for Faculty and Staff, University of Hawaii*, September 1964, p. 47.

[9]*Ibid.*, p. 46.

community colleges employed on a calendar year basis was compensated for 15 credit hours of overload teaching. Still another example, a division chairman on a calendar year schedule was assigned as a part of his normal work load only two semester credit hours of teaching, but also taught an additional eight hours on overload during the academic year and four more hours on overload during the summer session. Not only is the yearly limit exceeded, but often the yearly limit is compressed into one semester. Thus, during the fall 1971 semester, a number of faculty members taught from four to seven semester credit hours on an overload basis.

It should be noted that the limits set forth in the policy quoted above are considered maxima and not a normal load to be borne by faculty members. For example, the university emphasizes in its *Faculty Handbook* that "... these maxima were devised for any one year and in most cases they cannot be maintained year after year without deleterious effects to the faculty member."[10] Yet, numerous instances were found where faculty members exceeded the maxima in successive years without apparent regard to the guideline cautioning against continuously undertaking teaching on an overload basis.

[10] *Ibid.*, p. 36.

Such excessive overload is bound to have an adverse effect upon the efficiency with which faculty members may discharge their normal responsibilities.

Other overload practices. There are other overload practices which are not directly related to the question of efficient utilization of faculty in teaching but which nonetheless are of some import. We mention two of them here. The first is with respect to overload payment for normal work and the other for summer research and teaching overload.

1. ***Overload payment for normal work.*** The guideline set by the board of regents on research overload states: "Research is one of the normal functions of a member of the faculty and grants, contracts, or university-sponsored research funds may *not* be used to augment the total salary of a faculty member except during summer months or during authorized leave periods."[11] Despite this clear statement of policy, additional compensation has been paid on an overload basis for research during periods other than summers or during authorized leaves of absence. For example, at the Manoa campus, a professor received over $450 per month for departmental research on an overload basis during the spring semester of 1971. The total

[11] *Ibid.*, p. 46.

overload earned by this individual, including summer overload, amounted to more than $8,000. These payments in effect amounted to double payment for regular work.

At the community colleges, research, as such, is not an expected requirement of the faculty. However, curriculum development is considered a normal part of the regular workload of faculty members in the community colleges in much the same way that research is a part of the regular workload elsewhere in the university system. Thus, it would be reasonable to assume that curriculum development would be handled as a part of the normal work load during the academic year and would not require overload payments. A number of faculty members in the community colleges, including division chairmen, have received overload compensation for curriculum development. For example, four division chairmen at the Kapiolani community college were given overload compensation for the purposes of: (1) developing educational development plans for their divisions, and (2) evaluating this particular project. To enable these division chairmen to participate in these activities, their teaching loads had been reduced to zero to three credits per semester. Again, what in effect has happened is double payment for regular work.

2. ***Summer research and teaching overloads.*** A part of the university's policy on overload states: "... extra compensation for summer session instruction will not be allowed simultaneously with extra compensation for summer research."[12] Despite this precise policy statement, numerous faculty members received compensation for both summer session teaching and summer research. For example, an assistant professor received $2046 for a research appointment and $3150 for summer teaching.

Chapter 7

RECOMMENDATIONS

In our examination of the faculty work load policies and practices of the university system, we sought to determine *first,* whether there are clear and explicit policies governing the utilization of faculty resources, and *second,* whether in practice, faculty resources are being

[12] *Ibid.*, p. 47.

utilized efficiently. Our findings are "no" on both issues. In the absence of clear and explicit policies, what has developed is a *nonsystem* with respect to the utilization of faculty resources--that is, a melange of practices which serve neither to improve efficiency and conserye public resources nor to assure fair and equal treatment to all members of the faculty.

Principal recommendation. Our principal recommendation is that policies to govern faculty work load must be developed at once. The State of Hawaii can ill-afford to permit its university system to operate without those kinds of policies which assure that public dollars, translated into faculty resources, are utilized efficiently. Clearly, policy making with respect to the utilization of faculty resources should have been accomplished by the board of regents, which is charged by the State Constitution "... in accordance with law, to formulate policy, and to exercise control over the university through its executive officer, the president of the university...."[1] Our recommendation, then, is addressed to the board. However, this does not mean that the legislature could not, if it wished, assume the responsibility of setting policy. The qualifying phrase, "in accordance with law," means that the legislature has the prerogative of legislating on any matter relating to the university of Hawaii, including in this case, faculty work load policies.

Whether faculty work load policies are ultimately established by the board of regents or the legislature, we recommend that the following factors be taken into consideration:

- Clear definitions as to what constitutes instruction (or teaching), research, and service.

- Assignment of relative priorities to the functions of teaching, research, and service.

- Specification of the amount of work and output expected of the faculty with respect to each of the functions. Included in the specification should be a minimum teaching load, the measures by which non-teaching work may be equated to teaching and the limits to which and the specific circumstances under which the minimum load may be reduced.

Additional recommendation. In addition to the principal recommendation of establishing policies, we recommend that the board of

[1]Article IX, Section 5.

regents require the university administration to establish a management control and reporting system to enable the board to accomplish the following:

- Utilize the faculty more efficiently to cope with the problem of closed courses and sections.
- Conserve faculty resources with respect to small enrollment classes.
- Assure adherence to overload policies.
- Monitor faculty utilization practices to assure conformance to such policies as will be forthcoming.

PART III
RESPONSE OF AFFECTED AGENCY

A preliminary draft of this audit report was transmitted to the university in February 1973 for its comments. A copy of the transmittal letter is attached as attachment no. 1. The university was requested to submit its comments on our findings and recommendations. The response of the board of regents of the university is attached as attachment no. 2.

We are pleased to note that the board is in agreement, except for a few minor items, with our findings. The university reports that "progress is being made." We conclude from this that the university is in agreement not only with our findings but with our recommendations as well.

A discussion of the university's exceptions follows.

1. **Questionable activities.** The university states that, in places, the audit report cites "extreme examples" of questionable practices. This is not so. The examples used in the report were selected from among several uncovered during our audit.

2. **Research.** Our audit report questions the inclusion, as a part of faculty work load, of such activities as "writing a book for publication" and "working on a Ph.D. dissertation." The university has replied that "such activities [hold] important [direct] benefits to the institution." We acknowledge that there may be some spillover benefits to the university, but certainly not *direct* benefits. Indeed, in our audit we noted instances where such activities were deliberately excluded by the university itself in determining a faculty member's work load.

3. **Cost of higher education.** We noted in the audit report that Hawaii is spending significantly more for higher education than are other states. We made reference to a study which showed Hawaii as ranking number 2 in the nation in fiscal year 1969–70 with respect

to state expenditures for higher education on a per capita and per person of college age bases and number 3 on a per $1,000 per personal income basis.

The university states that "the cost of public higher education in Hawaii is not notably higher than in other states." The university contends that Hawaii's university budget includes costs of programs, such as the community colleges, which are not a part of the budget of most other states. Without specific information about the budgets of the other states, there is no certainty that Hawaii's budget for the university covers a wider base of programs than do the budgets of other states. In any case, substantial adjustments to the costs would be required for Hawaii to drop significantly from its number 2 or 3 ranking in the nation.

ATTACHMENT NO. 1

THE OFFICE OF THE AUDITOR
STATE OF HAWAII
STATE CAPITOL
HONOLULU, HAWAII 96813

CLINTON T. TANIMURA
AUDITOR

YUKIO NAITO
DEPUTY AUDITOR

February 22, 1973

C O P Y

Mr. Stuart T. K. Ho
Chairman, Board of Regents
University of Hawaii
Honolulu, Hawaii

Dear Mr. Ho:

Enclosed is a copy of our preliminary report on the *Audit of the University of Hawaii's Faculty Work Load.*

The term "preliminary" indicates that the report has not been released for general distribution. However, copies of this report have been forwarded to the Governor and the presiding officers of both houses of the Seventh State Legislature. In addition, we have forwarded a copy of the report to President Harlan Cleveland.

The report contains a number of findings and recommendations. I would appreciate receiving the Board's written comments on them by March 6, 1973, including information as to the specific actions that have been taken or will be taken with respect to the recommendations. The Board's comments will be incorporated into the report and the report will be finalized and released shortly thereafter.

Sincerely,

Clinton T. Tanimura
Legislative Auditor
Enclosure

UNIVERSITY OF HAWAII

ATTACHMENT NO. 2

Board of Regents

March 6, 1973*

The Honorable Clinton T. Tanimura
Legislative Auditor
State of Hawaii
Honolulu, Hawaii 96813

Dear Mr. Tanimura:

With some few and minor exceptions to be noted briefly later, the University has no quarrel either with the factual findings in your Audit of the University of Hawaii's Faculty Work Load or with your principal recommendation. In our view, the report is balanced and fair.

As I understand it, your report does not charge the faculty as a whole with working less than it should. It finds very different, and inherently inequitable, distributions of work load (as between instruction, research, and public service) among colleges, among departments and divisions, and among individual faculty members within academic units. Recognizing that many differences in work load are functionally necessary in a large and complex University, the Audit discerns an absence of evident rationale or policy to explain the differences which do exist. You recommend that clear and explicit policies governing these matters be developed, put into practice, and the practice monitored.

Your Audit, which was made primarily during 1971-72, coincided with the University's own effort to focus on the development of a more systematic approach

**The response refers to the pagination contained in the preliminary report which was distributed to agencies concerned. Page numbering in the final report differs from that of the preliminary report. For the convenience of the readers, all page references contained in the agency's response have been altered to conform to the numbering in the final report.*

to faculty work load. Indeed, much of the data used in your report was jointly developed by your staff and the University's faculty and administration. Out of these efforts has come a number of changes in the administration of work load, as well as the commencement of a thoroughgoing review of the subject by the University faculty itself.

During the months of 1971-72, when you made your study of faculty work load, the University lacked an essential management tool. Data on work load had to be collected manually, utilizing questionnaires, and then had to be edited and verified by checking back with department and division chairmen. At that time, therefore, the University had no means of regularly ascertaining what the actual work load practices were and no means of comparing practice with policy even in those areas where policy was clearly defined.

We have since developed a computer report which provides us with this needed information four times each year. For each faculty member in every department or division of the University, this report provides the name, social security number, rank, annual salary, any additional compensation and the date paid, and the courses taught with the number of semester credit hours and students enrolled in each. This is the key ingredient in the management control and reporting system, concern for the development of which was expressed under the "Additional Recommendation" section of your report [pp. 45–46]. We are now in compliance with overload policies, another of your concerns [pp. 40–44], and this computer report will enable us to monitor these policies even more closely. As another example, this new management tool enables us to look more systematically at small enrollment classes [pp. 37–40].

We are therefore in a position to specify and monitor policies to govern faculty work load. Your report clearly explains how complicated and various are the factors which must be taken into account. The required system can therefore only be developed in full consultation with the campuses, colleges, departments, and divisions – which is to say with the several faculties of the University of Hawaii. The University administration has already been mandated by the Board of Regents to develop the required system, building on the considerable progress made to date.

There are, however, minor points on which the University would like to raise questions about your report:

1. In places, the report cites extreme examples of questionable practices without making clear how extremely atypical they are. Examples of questionable practice unquestionably exist, and they illustrate deficiencies of policy in the areas studied. We have ourselves identified and corrected a good many of these cases. But these cases are not typical; it would be unfair to the faculty as a whole to imply that they are.

2. On page [12]the report suggests that "writing a book for publication", or "working on a Ph.D. dissertation" is "not the kinds of things to be expected to be included as being a part of a person's regular job . . ." because they are "not of direct benefit to the university."

In a good modern university, such activities are important benefits to the institution. It is certainly of "direct benefit to the university" for its younger scholars to complete their first major research project and qualify for the role of scholar-teacher. Moreover, the university's mission to seek new knowledge – not just to pass along the accumulated wisdom of the past – requires its more mature scholars to engage in research and scholarship; and books and published papers are an important index of faculty productivity in this regard.

The report mentioned the high cost of higher education in the State of Hawaii. During 1971-72 the university budget accounted for 14.5 per cent of the State's total revenues. But it must be remembered that included in this bill for higher education are items not included in most other states. The Community Colleges in Hawaii are part of the State University, as in few other states, and almost the total cost of education in the Community Colleges is paid by the State. The university manages and carries in its budget support for many activities which are at best peripheral to the central tasks of higher education. For all of these reasons, the cost of public higher education in Hawaii is not notably higher than in other states.

Sincerely,

/s/ Stuart T. K. Ho
Stuart T. K. Ho
Chairman, Board of Regents

STKH:ji
cc: Members of Board of Regents
President Cleveland
Vice President Brown

APPENDIX A

A Description of the Components of Faculty Work Load And of the Various Means of Measuring Faculty Work Load

To provide some understanding of what generally constitutes the work load of the university faculty, this appendix describes the components and related activities of faculty work load and the various ways of measuring faculty work load.

Components of Faculty Work Load

There are three basic components of work load—they are (1) instruction, (2) research, and (3) service.

Instruction. The instructional function of the faculty includes, in addition to actual classroom teaching, such activities as preparing for classes, evaluating students' performance, advising students on matters relating to the courses taught, and supervising student research efforts. While much of the instructional activities occur outside of the classroom, the various standards used to measure teaching load are fundamentally based on or related to the classroom situation. Some of the commonly used standards to measure teaching load are the semester credit hours, classroom contact hours, and student credit hours. These measures are discussed in the following section.

Research. Research covers a wide range of activities intended to support, supplement, and develop knowledge in a field of study. While research can serve several purposes, there is generally a primary purpose or end for which research is undertaken. To illustrate, the purpose may be to maintain competence in a field of study such as keeping up with current developments through the reading of professional journals and the like. Another purpose may be to develop new knowledge through such means as experiments. The effort required in research can vary widely depending upon such things as the type and nature of research and the urgency of completing research assignments within specific time constraints.

Service. The service function encompasses a broad range of non-teaching activities including such things as performing university-related committee assignments, advising student groups, and providing public services requiring the professional competence of the faculty. The public service activities may also include such things as service to other public agencies and service and participation in professional committees.

Factors Affecting Work Load Activities

There are many factors which have a direct bearing on the amount of time and the quality of effort required to perform each of the three functions or components of work load. Assessment of these factors is necessary to determine on a more accurate basis the time and effort required to complete an activity successfully so that equitable faculty work load assignments can be made. Table A.1 provides a listing of some of the factors which may have a significant influence on the various work load activities.

A discussion of several of the factors identified in the table should illustrate the need for taking fully into account the factors affecting work load activities.

Number of course preparations. The number of different course preparations per week is an important consideration in assigning teaching loads. For example, an instructor whose teaching load consists of multiple sections of the same course would require only one preparation for all sections while another instructor who is teaching all different courses would require separate preparations for each. Adjustments in work load to remove inequities of this sort should be provided for in any policy governing teaching loads.

Size of class. The sizes of the classes taught should be another consideration in equating loads. Although it is not necessarily true that larger classes are more demanding than smaller classes, there is some correlation between class size and work load—e.g., the volume of papers to read, tests to score. The establishment of an enrollment figure beyond which adjustments would be made, such as the assignment of graduate assistants or the giving of additional work load credits, may be considered as a means of compensating for the heavier burden in the paperwork involved.

Type and level of course. Extreme differences in scope and difficulty between courses should not be overlooked in the assignment of teaching loads. For example, the nature of the demands imposed on an instructor

Table A.1. Examples of Factors to Be Considered in Assigning Faculty Workloads

Function	*Activity*	*Factors to Be Considered*
Instruction	Preparation	Number of course preparations/week Level of courses (upper, lower, graduate) Method of instruction (ETV, individualized) Number of teaching assistants Type of discipline (subject matter) New courses, previously taught, or newly revised Type of class (lecture, lab., seminar)
	Teaching	Type of class Method of instruction Number of students/class Number of teaching assistants Type of course Scheduling of courses Number of classes/day Level of courses
	Evaluation	Number of assistants Number of students Student requirements (theses, reports)
	Academic advising	Number of students Characteristics of students Number of assistants
	Supervision	Number of teaching assistants
Research	Data gathering	Amount of time
	Experimentation	Number of projects
	Writing and publication	Research discipline
Service	Consulting	Amount of time
	Lecturing (speeches)	Type of clientele
	Advising (not course related)	Number of and type
	Committee work	Type of assignment (chairman, member) Frequency of activity
Administration	Program planning	Amount of time Number of programs
	Resource allocation	Number of personnel
	Budgeting	Frequency of activity
	Program review and reporting	Number of programs
	Personnel evaluation	Number of personnel
Special Assignments		Amount of time Type of assignments

teaching an activity class, such as bowling or social dancing, differs quite markedly from those of an instructor of biochemistry. Such imbalances in work load requirements may occur not only between courses in different disciplines but also between courses in the same discipline. In some subjects, one course may entail a very heavy demand for student consultation outside of the classroom while another may require student contact only during the classroom period. Provisions should be made for adjusting work loads to compensate for such differences.

Commonly Used Methods of Measuring Instructional Load

As noted previously, the three commonly used methods of measuring instructional load are the semester credit hours, class contact hours, and student credit hours. A description and the purposes and usefulness of these measures and their shortcomings are discussed below.

Semester credit hours. Semester credit hours is probably the most commonly used measure of faculty instructional load in institutions of higher education. The university of Hawaii currently utilizes this criterion to measure instructional load, indicating 12 semester credit hours as being a maximum full-time teaching load at the Manoa and Hilo campuses. The policy of the community college system requires a teaching load of 15 semester units (hours) or their equivalent.

Semester credit hours refer to the hours of credit toward a degree which students receive for taking a course. The total of the semester credit hours assigned to the classes taught by a faculty member, therefore, becomes his teaching load for that semester. As such, the semester credit hours is really intended to measure student input or effort and not to measure faculty input. Consequently, it may or may not be a meaningful indicator of effort by the faculty.

The great advantage of the semester credit hours is that it is the one measurement that is fairly universally used and has wide acceptance and understanding. It presumes that there is some sort of constant ratio between the credit hour load of a faculty member and the instructional activities required to carry this load (preparation, evaluation, class time, etc.). Accepting this premise, it can provide an index to total teaching load. The assignment of semester credits can also provide a readily convenient measure or indicator of the tasks or work expected to be performed. Its disadvantages, however, are: (1) it is not a true faculty input measure and thus may not

accurately reflect effort expended by a faculty member (for example, time spent in non-credit laboratory or discussion sections of a course), (2) it fails to measure such things as preparation requirements or the instructional methods used, and (3) it does not measure output, that is, the quality of instruction provided, the number of students served, etc.

Class contact hours. Class contact hours measures the number of hours an instructor meets with a class during a week, regardless of the number of semester credits assigned to that class. The advantage of this measure, in contrast to semester credit hours, is that it measures faculty input into both the lecture and laboratory portions of a course. Its disadvantages include: (1) it does not measure instructional related activities outside of the class, such as preparation, evaluation, and advising; (2) it is not an output measure—i.e., the quality of education or the quantity of students is not measured; (3) it does not differentiate the nature of the contact with the students—whether the class involves laboratory, lecture, clinical, or studio teaching, whether the class is undergraduate or graduate, or whether the class is being taught for the first time.

Student credit hours. Accepting the assumption that under equal conditions faculty effort will vary with both class size and the frequency of class meetings, then this method is felt to be a good indicator of faculty work load. Under this concept, the semester credit value of a course is considered to be generally proportional to the number of meetings of the class per week (that is, a three-credit course will meet three times a week). Thus, when this is multiplied by the number of students taking the course, the result is some measure of the effort required by the faculty member to teach the course. This measure is felt to offer the advantage of providing a fairly good indication of the output of a program as well as measuring to some extent teaching load and teaching effort. Its disadvantages are: (1) it does not measure other instructional related activities, such as preparation, evaluation, etc.; (2) it does not measure some real differences in the effort required (for example, differences in course levels and instructional methods and whether a course is being taught for the first time); and (3) it does not measure differences in the quality of output.

Individualized Instruction

In addition to normal classroom instruction, universities offer individualized instruction (usually at the graduate level), which is designed to serve student needs that cannot be met in a typical classroom situation. As the term

implies, the instruction is of an individualized nature; that is, the subject matter, scope of study, frequency of consultation or discussion, etc., along with the semester credit hours, are determined and agreed upon by the student and the instructor. There is no formal classroom setting. Instead, the student generally makes arrangements with the faculty member to meet periodically to report on his progress and to receive advice and direction.

The faculty effort required for individualized instruction varies widely. In some instances, two or three meetings per semester with the student may suffice; in others much more frequent meetings may be necessary. Because individualized instruction differs so greatly from the ordinary classroom instruction, it is normally accounted for separately in ascertaining a faculty member's work load.

Efforts to measure this aspect of instructional work load have generally resorted to the use of semester credit hours as the basis of measurement. The university of Hawaii does not have a policy on the equivalency of individualized instruction credits with regular classroom instruction. Other institutions have established measures of equivalency. For example, the university of Washington uses eight semester credit hours of individualized instruction at the undergraduate level as the basis for crediting faculty with one contact hour of regular classroom instruction.

APPENDIX B

Faculty Activity Survey

A survey was conducted by the university of its faculty to ascertain the faculty members' activities for a one-week period from November 7 to 13, 1971. The results of the survey are summarized in table B.1. The table shows the number of hours and relative percentage of the total time spent by faculty members, on the average, on instruction, research, and service. The information in the table is categorized and grouped by departments, colleges, and campuses (this includes the Manoa, Hilo, and community college campuses).

The table shows an overall average of 56.83 hours of time spent by each faculty member, of which 38.45 hours or 67.7 percent was spent in instruction, 7.41 hours (13 percent) in research, and 10.98 hours (19.3 percent) in service activities. There is, however, a wide range in the time spent in instruction, research, and service functions between and among campuses, colleges, and departments. For example, on the Manoa campus, the number of hours spent in instruction and the related percentage ranged from 23 hours (44 percent) in the school of medicine to 43.7 hours (82.8 percent) in the college of tropical agriculture. Similar variances exist in the research and service categories.

Limitations and Deficiencies of the Survey

The survey has provided data which have not otherwise been gathered and made available as a matter of course. The last survey of a similar nature was conducted over eight years ago in 1964. While the survey provides data relating to faculty activities outside of the classroom as well as the generally available data on course assignments, there are significant limitations to the survey results.

Survey results not related to expectations from faculty. The time reported in the survey indicates only the number of hours the faculty have reported that they spent in various activities during the survey week. The hours reported, however, are not related to specified expectations of the faculty since the

Table B.1

Summary Results of the Faculty Activities Survey
At the University of Hawaii for the Week, November 7 to 13, 1971

Campus, Colleges, and Organizational Units	No. of F.T.E. Faculty	Instruction		Research		Service		Total Hours
		Hours	%	Hours	%	Hours	%	
Manoa	1181.0	36.85	63.92	9.166	15.9	11.63	20.18	57.65
Arts and Sciences	652.0	38.0	63.61	11.33	18.97	10.41	17.42	59.74
Arts Division	71.5	37.28	64.22	8.683	14.96	12.09	20.83	58.06
Biological Sciences Division	35.25	34.04	55.12	18.29	29.62	9.426	15.28	61.75
Humanities Division	185.0	44.13	71.82	8.207	13.36	9.109	14.83	61.44
Language Division	116.3	37.7	66.44	8.876	15.65	10.16	17.91	56.74
Mathematics Division	53.5	31.07	61.36	14.8	29.22	4.771	9.423	50.64
Physical Sciences Division	80.5	34.27	56.8	16.27	26.96	9.804	16.25	60.34
Social Sciences Division	110.0	35.87	55.61	13.38	20.75	15.24	23.63	64.49
Special Programs	15.5	42.3	64.96	1.805	2.772	21.01	32.27	65.11
Business	15.5	40.12	68.61	8.64	14.77	9.715	16.61	58.48
Education	106.8	38.23	70.25	3.639	6.688	12.55	23.08	54.41
Engineering	58.75	38.65	66.65	8.811	15.2	10.53	18.16	57.98
Library Studies	58.75	43.3	75.83	2.16	3.783	11.64	20.39	57.1
Medical	95.5	23.12	43.87	15.5	29.42	14.07	26.71	52.69
Nursing	44.0	32.77	68.91	0.8355	1.757	13.95	29.34	47.56
Public Health	35.75	32.21	56.5	8.29	14.54	16.51	28.96	57.01
Social Work	26.5	42.22	70.54	0.67	1.119	16.96	28.34	59.85
Tropical Agriculture	56.0	43.74	82.85	0.6768	1.282	8.377	15.87	52.3
Hilo	59.0	38.79	72.24	3.994	7.438	10.92	20.33	53.7
Humanities	29.25	40.2	76.86	2.56	4.895	9.54	18.24	52.3
Natural Sciences	15.25	37.4	68.41	3.01	5.506	14.26	26.08	54.67
Social Sciences and Education	13.0	39.8	68.01	8.22	14.05	10.5	17.94	58.52
Continuing Education	0.5	10.0	100.0	0.0	0.0	0.0	0.0	10.0
Other	1.0	20.0	51.28	8.0	20.51	11.0	28.21	39.0
Community Colleges	282.3	45.1	83.38	0.7795	1.441	8.256	15.26	54.09
Transfer/Liberal Arts	84.25	46.2	80.88	1.84	3.221	9.08	15.9	57.12
Business Education	58.5	48.31	88.19	0.27	0.4929	6.2	11.32	54.78
Trade/Technical/Vocational	14.0	37.55	79.39	0.85	1.797	8.9	18.82	47.3
Health Service Education	13.25	41.11	78.16	0.0	0.0	12.41	23.59	52.6
Food Service + Hospitality	89.0	46.02	87.47	0.24	0.4562	6.35	12.07	52.61
Police Science	2.0	38.5	85.56	0.0	0.0	6.5	14.44	45.0
Other	21.25	36.15	68.62	0.75	1.424	15.78	29.95	52.68
TOTAL	1522.0	38.45	67.66	7.411	13.04	10.98	19.31	56.83

Data obtained from the University of Hawaii Survey Research Office.

expectations and work load standards have not yet been delineated by the university. Thus, the survey results reflect time spent in activities which were largely the self-designs of the individual faculty members and may have included activities which are not expectations or requirements of the faculty.

Time reported not verified. The time reported by the faculty was not verified. Thus, complete reliance had to be placed on the faculty in reporting their time accurately and in including only appropriate activities as a part of their work load. A review of the data, however, revealed some inaccuracies, some of which are discussed below.

Evidence of inflation in hours reported. A review of the data contained in the survey questionnaires revealed evidences of inflation in the hours reported by certain faculty members. To illustrate an extreme example, a faculty member reported that he spent 132 hours on faculty activities during the week of the survey (of which he reported that 12 of those hours were not normal weekly activities). This means that on a seven-day workweek, he spent an average of approximately 19 hours per day. A review of his activities shows that he reported to have spent 101 hours in instructional activities. He taught two sections of one course and a section of another course, or a total of nine credit hours. His time spent in instructional activities was more than two and one-half times the overall average number of hours (38.45 hours) reported to have been spent by all faculty members. Another faculty member reported to have spent 133 hours during that week.

Personal activities included in survey. The activities included in faculty members' work differed widely between academic departments and among individual faculty members with the result that some faculty members reported activities which are not relevant to work load expectations. For example, activities of a personal nature were included as a part of the service activities by many of the faculty members. This included such activities as participation in PTA or school activities (as a parent), church activities (as a member of the church), money-making activities for a Pop Warner football team, being a witness in a traffic court case, and activities in organizations such as Life of the Land and Zero Population Growth.

Other limitations of the survey. Many other errors were noted in the reporting or tabulation of the data. Included among these were (1) the double counting of faculty time for some faculty members who were teaching in more than one department, (2) the inconsistent classification of similar activities, and (3) mathematical errors in tabulating the data.

PUBLISHED REPORTS OF THE LEGISLATIVE AUDITOR

Special Reports

1965
1. Long and Short Range Programs of the Office of the Auditor, 48 pp. (out of print).
2. A Preliminary Survey of the Problem of Hospital Care in Low Popoulation Areas in the State of Hawaii, 17 pp.

1966
1. Procedural Changes for Expediting Implementation of Capital Improvement Projects, 9 pp.

1967
1. The Large School: A Preliminary Survey of Its Educational Feasibility for Hawaii, 15 pp.
2. State-City Relationships in Highway Maintenance, and Traffic Control Functions, 28 pp.
3. Manual of Guides of the Office of the Legislative Auditor, v.p.

1969
1. Transcript of Seminar in Planning-Programming-Budgeting for the State of Hawaii, 256 pp.
2. Airports System Financing Through Revenue Bonds, 9 pp (out of print)
3. Second Annual Status Report on the Implementation of Act 203, Session Laws of Hawaii 1967 (Relating to State-County Relationships), 13 pp. (out of print).
4. An Overview of the Governor's 1969-70 Capital Improvements Budget, 61 pp. (out of print)
5. A Supplementary Report on the Audit of the Hawaii Visitors Bureau, 2 pp. (out of print)

1970
1. A Study of the Compensation of Coaches of Interscholastic Athletics of the State Department of Education, 31 pp.

1971
1. A Study of the State Highway Special Fund, 14 pp.

1972
1. A Study of Hawaii's Motor Vehicle Insurance Program, 226 pp.

SEE REVERSE SIDE FOR AUDIT REPORTS

PUBLISHED REPORTS OF THE LEGISLATIVE AUDITOR

Audit Reports

1966
1. Examination of the Office of the Revisor of Statutes, 66 pp. (out of print).

1967
1. Overtime in the State Government, 107 pp.
2. Management Audit of Kula Sanatorium, 136 pp.

1968
1. Financial Audit of the Department of Health for the Fiscal Year Ended June 30, 1967, v.p. (out of print).
2. Financial Audit of the Department of Planning and Economic Development for the Fiscal Year Ended June 30, 1967, v.p. (out of print).
3. Financial Audit of the Department of Regulatory Agencies for the Fiscal Year Ended June 30, 1967, v.p. (out of print).
4. Financial Audit of the Department of Hawaiian Home Lands for the Fiscal Year Ended June 30, 1967, 54 pp.
5. Financial Audit of the Oahu Transportation Study for the Period July 1, 1962 to August 31, 1967, 68 pp.
6. Financial Audit of the Hawaii Visitors Bureau for the Period July 1, 1966 to January 31, 1968, 69 pp. (out of print).
7. State Capital Improvements Planning Process, 55 pp. (out of print).
8. Financial Audit of the Hilo Hospital for the Fiscal Year Ended June 30, 1967, 43 pp. (out of print).
9. Financial Audit of the Hawaii Visitors Bureau for the Period July 1, 1967 to June 30, 1968, 42 pp.

1969
1. Financial Audit of the General Fund, State of Hawaii, for the Fiscal Year Ended June 30, 1968, v.p. (out of print).
2. Financial Audit of the Judicial Branch, State of Hawaii, for the Fiscal Year Ended June 30, 1968, v.p. (out of print).
3. Financial Audit of the State Department of Budget and Finance for the Fiscal Year Ended June 30, 1968, v.p.
4. General Audit of the Department of Personnel Services, State of Hawaii, 129 pp. (out of print).
4. A Summary of the General Audit of the Department of Personnel Services, 53 pp.
5. Financial Audit of the Samuel Mahelona Memorial Hospital for the Fiscal Year Ended June 30, 1968, 34 pp.
6. Financial Audit of the Honokaa Hospital for the Fiscal Year Ended June 30, 1968, 41 pp.
7. Financial Audit of the Kohala Hospital for the Fiscal Year Ended June 30, 1968, 34 pp.
8. Financial Audit of the Kona Hospital for the Fiscal Year Ended June 30, 1968, 44 pp.
9. Financial Audit of the Kauai Veterans Memorial Hospital for the Fiscal Year Ended June 30, 1968, 30 pp.
10. An Overview of the Audits of the Act 97 Hospitals, 18 pp.

1970
1. Management Audit of the Department of Water County of Kauai, 65 pp.
2. Audit of the Kamehameha Day Celebration Commission, 47 pp.
3. Audit of the Medical Assistance Program of the State of Hawaii, 392 pp.

1971
1. Financial Audit of the State School Lunch Services Program, Department of Education, for the Fiscal Year Ended June 30, 1970, v.p. (out of print).
2. Audit of the County/State Hospital Program, 124 pp.
3. Audit of the State Vendor Payment Process, 63 pp.
4. Audit of the Hawaii Educational Television System, 153 pp.

1972
1. Audit of the Office of the Public Defender, 39 pp.
2. Financial Audit of the Department of Agriculture for the Fiscal Year Ended June 30, 1971, v.p.
3. Financial Audit of the Department of Labor and Industrial Relations for the Fiscal Year Ended June 30, 1971, v.p.
4. Audit of Utility Facility Relocation in Street Widening Projects, 73 pp.
5. Audit of the School Construction Program of the State of Hawaii, 297 pp.

1973
1. Management Audit of the Department of Education, 410 pp.

SEE REVERSE SIDE FOR SPECIAL REPORTS

LEGISLATIVE AUDITOR
STATE CAPITOL
HONOLULU, HAWAII 96813