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AUTHOR	Kawakami, Alice J., Ed.
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ABSTRACT

A study of school financing and facilities was conducted in the 10 American-affiliated Pacific entities of the United States. Data were collected from public departments of education in 9 of 10 entities served by the Pacific Region Educational Laboratory (PREL): American Samoa, Commonwealth of the Northern Mariana Islands (CNMI), Federated States of Micronesia (Chuuk, Kosrae, Pohnpei, and Yap), Guam, Hawaii, Republic of the Marshall Islands, and Republic of Palau. School finance data was collected for the 1991 fiscal year, and school facilities data were collected from 1991 through 1992. The study found a wide range in the financing of schools in the region as well as in the availability and condition of school facilities. School financing varied with political status and economic infrastructure. Per pupil expenditures ranged from $580 to $4,300. The facilities study included 328 schools in American Samoa and Micronesia. Only 8.5 percent of 280 schools surveyed outside Hawaii met minimum standards for basic school safety, sanitation, and provisions for maintenance. The need for increased funding in Pacific schools will continue and more money will be needed as local resources are stretched further. Appendices A-F include school finance instrument, availability of school facilities instrument, condition of school facilities, Hawaii school finance information, CNMI school facilities information, and entity background information. (JPT)

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Pacific Region

ED 364 988

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School Finance and Facilities Study

by the
PREL R & D Cadre

Alice J. Kawakami
Editor

November 1993
Honolulu, Hawaii

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Pacific Region

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PACIFIC
REGION
EDUCATIONAL
LABORATORY

November 1993
Honolulu, Hawaii

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Acknowledgements

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PREL R & D Cadre members, December 1990 - November 1993

Mr. Manny Borja
Mrs. Bernadette Cruz
Mr. Burnis Danis
Mr. Joseph Felix
Mr. Rioichy Johnny
Mrs. Marilyn Kabua
Mr. Kalwin Kephas
Mr. Calistus Legdesog
Mr. Thomas Lokot
Mr. Mariano Marcus
Mrs. Sue Moses
Ms. Marcelina Ngiramolau
Mr. Edwel Ongrung
Mr. Tom Pangilinan
Mrs. Jacqueline Quitugua
Ms. Cathy Relang
Mr. Marcus Samo
Dr. Faauma Seui
Mr. Lazarus Tauwl
Mr. Masaharu Tmodrang
Mr. Mekiafa Vaifanua

Executive Summary

Purposes:

To provide a report on the status of school finance and facilities for the Pacific region as well to provide professional development opportunities by involving Pacific islanders in the process of conducting the study.

Method and Scope:

Representatives from each of the ten American-affiliated Pacific entities planned and conducted the study. Data was collected from public departments of education in nine of the ten entities served by PREL: American Samoa, Federated States of Micronesia (Chuuk, Kosrae, Pohnpei, and Yap), Guam, Hawaii, Republic of the Marshall Islands, and Republic of Palau. School finance data was collected for the 1991 fiscal year. School facilities data was collected from 1991 through 1992.

Results:

The study found a wide range of differences in the finance for education in the region as well as in the availability and condition of school facilities. Sources of finance for education varied with different political status and economic infrastructures of the islands. Per pupil expenditures also varied greatly with a range of $580 to $4,300.

The facilities study included 328 public schools in American Samoa and Micronesia. These schools provide 3,865 classrooms for 82,042 public school students. A criteria of minimum standards for basic school safety, sanitation, and provisions for maintenance was used to evaluate over 280 schools outside of Hawaii. A mere 8.5% of the schools evaluated achieved the minimum standard.

Conclusions:

In general, the need for increased finance for Pacific schools will continue. More monies will be needed as limited local resources are called upon more and more to support education without the aid of outside funding sources. The region's current economic development does not appear to be able to support this increasing demand for education. School facilities need to be upgraded and a general plan developed to include funding for all aspects of the school learning environment. Additional studies should include greater attention to mechanisms for developing regionally consistent data sources and should include an evaluation of technological infrastructure.

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School Finance and Facilities

Introduction

School finance and facilities are critical in supporting the delivery of educational services. At the present time, there is no comprehensive regional study of either school finance or facilities for the Pacific region. PREL's School Finance and Facilities Study was designed to provide the region with a status report on these aspects of education.

The ten entities of the Pacific region served by PREL — American Samoa, Commonwealth of the Northern Mariana Islands (CNMI), Federated States of Micronesia (Chuuk, Kosrae, Pohnpei, and Yap), Guam, Hawaii, Republic of the Marshall Islands, and Republic of Palau — are diverse in their political status and level of economic development. Schools in the region rely on a number of funding sources and operate under a number of organizational structures. In order to describe this variation in the region, the study focused on each entity's financing for education, the availability and condition of school facilities, and the issues that arise in examining per pupil expenditures in the entities.

This report will provide a brief review of existing literature on school finance and facilities in the Pacific, present research questions on regional issues, describe the methods used in conducting the study, present the data on school finance and facilities, include analyses to address the research questions, and discuss implications for school finance and facilities in the Pacific region and suggest uses of this document.

■ Literature on School Finance and Facilities in the Pacific

Much of the U.S. educational research on school finance focuses on studies of Mainland U.S. schools and is not particularly relevant to the Pacific. Hawaii's statewide school district, a novelty among the fifty states, is the most similar in structure to the other Pacific entities. Although Hawaii's single school system is analogous to the other Pacific entities, its economic conditions and political status are quite different as Hawaii operates within a relatively brisk economic climate and is the only U.S. state in the region.

Information on finance in the Pacific region is mostly limited to government contracted reports on economic development for individual entities, planning documents, and financial institutions' descriptions of the economy of various island groups. Occasionally, departments of education, such as the CNMI's Public School System have contracted independent consultants to assess the status of school facilities in efforts to document projected needs and to encourage pursuit of funding. CNMI also contracted Touche Ross to assess the current status of school facilities and to project school enrollment and classroom and facilities needs. An Asian Development Bank report interviewed state officers about the conditions of school facilities in the FSM. Other studies include the Ohio State Study contracted by the FSM National Government which provided thirteen recommendations for planning and restructuring the four state school systems in the FSM. The purpose of these documents was not to provide a regional perspective but rather to address specific entity issues. Therefore these types of reports do not provide information on school finance and facilities for the region as a whole.

■ Research Questions on Regional Issues

The School Finance and Facilities Study is a PREL activity within the work scope of the contract with the U.S. Department of Education's Office of Educational Research and Improvement. As a cost-shared activity, entity support in terms of human and financial resources in collaboration with PREL staff enabled the study to address a set of research questions across the entities in the PREL service region. These questions are:

1. What are the sources of school finance in the region?
2. What are the categories of allocation and expenditure for education in the region?
3. What are the per pupil expenditure ratios within the region?
4. What school facilities are available?
5. What is the condition of these facilities?
6. What provisions are made for supporting school facilities through the school finance systems?
7. What trends and issues are emerging for the Pacific region in school finance?

■ Methods Used in Conducting the Study

Conducting a regional study in ten entities separated by 3800 miles of ocean calls for some ingenuity in designing and carrying out the study. Two PREL staff were assigned to conduct the study in collaboration with a representative group of Pacific educators. This Research & Development Cadre consists of 14 members: one from each of the ten entities' departments of education, two from postsecondary institutions in the region, one private school representative, and a representative from the national government of the Federated States of Micronesia. Each cadre member also had assistance from their local support group at home.

The Cadre convened in seminars to design the study and the data collection instruments, and to analyze the data collected in each entity. Data collection was assisted by local R & D support groups in each entity; these groups had access to and expertise in finance and facilities information. On-site training and technical assistance in data collection was provided by PREL staff. Data was aggregated in the PREL office and analyses were completed according to agreements reached while the Cadre was in seminar.

In addition to the School Finance and Facilities Study, the R & D Cadre is charged with conducting three other studies. The concept behind the formation of the Cadre is not only to accomplish the tasks of conducting regional studies, but to also provide opportunities for educators throughout the Pacific to be trained in applied research processes as the studies are carried out.

A number of challenges were encountered during the data collection period. Data on school finance was collected for the 1991 school year. In many cases finance information was not housed within the department or ministry of education and it was difficult to obtain access to the information. School facilities data collection was sometimes impeded by natural disasters. Typhoons had recently damaged schools in Palau, outer islands of Yap, American Samoa, and Chuuk. By the time data was collected for the School Finance and Facilities Study in Palau, repairs for schools that were damaged during Typhoon Mike in 1990 had been completed. In Yap conditions during this time were bad, as most of the schools were down. The high school in the outer islands was just being rebuilt after the typhoon and most of the other islands had their schools destroyed by later typhoons. In Yap proper, however, schools were not hit by typhoons. In February of 1990, Hurricane Ofa hit American Samoa and then in December 1991 Hurricane Val passed over the same area. In November 1991, Typhoon Yuri passed over Guam. Although it was more than a tropical storm, it did not have destructive winds and there were no major damages to school buildings.

In addition to natural disasters, financial resources to support the study were often non-existent. Cadre members were unable to get to all of the schools to collect data. In theory, cost-shared activities for conducting research are designed to exemplify collaboration. In reality, in a region with scarce resources, the problems of multiple assignments for staff and limited funding had a sharp impact on the projects. Long-term research and planning efforts are handicapped because the work does not provide immediate visible impact within the current fiscal year. Institutional commitments were also a concern. When new chief state school officers assumed office, they raised questions about priorities given to regional collaborations.

Data for this study was collected in nine of the ten entities in PREL's service area. Because previous studies had been conducted in the CNMI, they decided to not participate in the data collection. Information on CNMI facilities is included in the appendix. Data was collected for the 1990-91 school year for school finance. Facilities data collection spanned 1990-1992. Planning and implementation of the study were primarily the responsibility of PREL staff and R & D Cadre members from each entity. Local assistance and support was provided from public education departments' chief state school officers, administrators, and staff.

■ The Context: Economic Indicators

The entities of the Pacific region vary greatly in their level of economic development. A brief description of the entities is provided in the appendix. A gross indication of this diversity is individual and or household income, as shown in the following table. Although the units of data on estimated income were not uniform across jurisdictions, they provide a general idea of ranges of cash available and relative spending power within each island group.

Entity	High Salary	Middle	Low
American Samoa	1988 - $17,000 median household income		
Chuuk	$15,000		$1,000
Guam	1990 - $11,000 per capita income		
Hawaii	1988 - $16,743 individual per capita 1990 - $23,278 statewide median household income		
Marshalls	$16,000	$9,560	$3,120
Kosrae	Average household income for a family of nine persons = $1,078		
Pohnpei	1989 - $1,593 Gross Domestic Product		
Palau	$23,913	$10,902	$4,681
Yap	$10,753	$5,054	$2,350
Regional Range	$23,000 household		$480 individual

Information on Guam and American Samoa was taken from the U.S. Department of the Interior 1992 Report on the State of the Islands. Hawaii information came from the Hawaii State Data Book - 1990.

Information on Chuuk was reported as follows: In 1985, annual compensation for most workers in the private sector ranged from $1,000 to $4,000. In contrast, the majority of government workers received annual salaries between $4,000 and $15,000. However, almost 45% of government workers earned annual wages below $4,000, comparable to private sector job wages. Teachers' salaries range from a low of $4,000 to a high of $9,872 with an average of $5,624.

Kosrae information was gathered onsite. According to a telephone conversation with the State Statistician, a survey conducted in 1990 of 900 households in Kosrae found the average household included 9 persons with an income of $1078 per annum ($20.73 per household per week). In this same year, 75% of Kosraeans were considered at a high income level of $25.40 per week. On the other end, 25% of Kosraeans were considered at a low income level of $5.56 per week. From this information, extrapolations indicate that 75% of households had incomes during that period of $1320.00 per annum and 24% of households had $289.12 per annum, with a median of $657.80 per annum.

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The average per capita or family income of Pohnpei state is about $1,593. This is the 1989 estimate of the Gross Domestic Product (GDP) from the Pohnpei State Statistics Yearbook 1992. The assumption is that GDP equals annual household income.

The Republic of Palau does not have a uniform minimum wage scale for both private and government workers. There is only one salary scale for government employees. All government employees who fall under the civil service system use this scale. Salaries for elected and appointed officials such as the president, legislators, justices, and ministers are set by law. Contract workers are exempt from civil service regulation and their salaries are negotiated based on the nature of the work and their qualifications. Based on the 1991 salary scale, the lowest annual salary for a government employee was $4,681 with the average salary at $10,902 and a high of $23,913. On April 4, 1993, a new government salary scale was implemented which set the lowest annual salary for a civil service employee at $4,915, the average at $11,447, and a high at $25,108 per annum. Teachers' salaries range from a low of $7,379 to a high of $19,782. According to the labor division, the wages for private sector jobs range from a low of $1.00 per hour to a high of $3.00, with the average at $1.50.

Information on Yap refers to teacher salaries and not to the population in general. If other government departments were included, the lowest salary would be lower and the high end would increase.

From the table above, one can see the variation in information sources as well as levels of cash available to the general public in each entity. Although within entities individuals and families are able to maintain an acceptable living standard by supplementing cash earnings with subsistence farming, fishing, and bartering of services as well as support from the extended family, public education is often not able to make up for its lack of spending power through those same systems. For example, the instructional materials for a public school in Kosrae cannot be paid for in local fruit and fish but must be paid for in U.S. dollars, drawn from a local island economy where the average household consists of nine people, with $1,078 in cash earnings each year. For this reason, school finance in terms of buying power in the "international market place" will be shown to fall short of the need for supporting public education in some of the entities of the region.

■ School Finance and Facilities Study Data Set

The data set is comprised of data from nine entities in the American affiliated Pacific: American Samoa, Hawaii, Republic of the Marshall Islands, Federated States of Micronesia (Kosrae, Pohnpei, Chuuk, and Yap), Guam, and Republic of Palau. School finance information was collected for the 1991 school year. In most entities, school facilities data was collected in the same year. Because of remote locations of schools and the expense of traveling to the remote schools in Chuuk, Palau, Pohnpei, and the Marshalls, some schools were not included in the data collection.

Data collection instruments are included in the appendix. School finance data collection focused on sources of income for education, education budget allocations and expenditures, budget development procedures, and per pupil allocation formulae. School facilities data focused on a survey of the facilities available and the condition of those schools.

The following display describes the extent of data collected for this study in both the school finance and facilities data sets.

Entity	School Finance Data				School Facilities	
	Sources of Income	Allocation	Expenditures	Budget Trends	Available Facilities	Condition of Facilities
American Samoa	Complete	Complete	Complete	Complete	Complete	-1 School
Chuuk	Complete	Complete	Complete	Complete	Complete	- 4 Remote Schools
Guam	Complete	Complete	Complete	Complete	Complete	Complete
Hawaii	Complete	Partial	Partial	Complete	Partial	Other format
Kosrae	Complete	Complete	Complete	Complete	Complete	Complete
Marshalls	Complete	Complete	Complete	Complete	No H.S. Data	-33 Schools
Palau	Complete	Complete	Complete	Complete	Complete	-2 Remote Schools
Pohnpei	Complete	Complete	Complete	Complete	Complete	-2 Schools
Yap	Complete	Complete	Complete	Complete	Complete	Complete

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Research Question 1 - What are the sources of school finance in the region?

■ Sources of Income for Education

In order to identify sources of income for education, data was collected in three general categories: general/local funds, U.S. federal programs, and other resources. General funds refer to entity monies from the U.S. Congress (often from the U.S. Department of Education or the Department of the Interior) as well as funds from the national government's congress, from state legislatures, and from local and municipal governments. U.S. federal programs are a second category. This includes Chapter I and II, vocational education, teacher training (TTTAP), special education, consolidated grants, bilingual education, drug free schools, Head Start, Job Training Partnership Act (JTPA), and other federally-funded education programs. Other resources consist of parent and community contributions, foundations, endowments, and foreign aid. In addition to funds primarily designated for the support of education, jurisdictions also draw from Capital Improvement Projects (CIP) funds for large projects such as construction and renovation of school facilities. Therefore, CIP was added as a fourth category for jurisdictions where education is supported through these funds.

The following table presents information on the sources of income for education as reported for the 1991 fiscal year by entity. Operations A (Op. A) refers to operations funding from U.S. federal funds and local funding. Operations B (Op. B) refers to money from local non-government contributions, foundation money, and foreign aid. CIP is listed as a separate category. A regional total is also provided. Pie charts show the proportion of funds from different sources when education funds are aggregated for the whole region as well as entity specific income sources.

In Kosrae and Palau in 1991 there was no funding for Operations B because no other funds from donations or foreign aid were available. During this same time period, the FSM was not provided with U.S. federal education funds. The FSM's funds from U.S. Federal sources were carried over from previous years.

Due to the different political statuses of entities in the region, additional pie charts show the proportions for U.S. Territories and for the four Federated States of Micronesia.

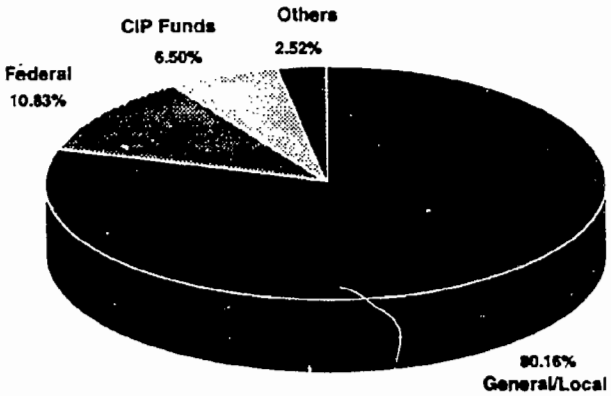
Sources of income for school finance in the Pacific Region - Fiscal Year 1991

	American Samoa	Chuuk	Guam	Hawaii	Kosrae	Marshalls	Palau	Pohnpei	Yap	TOTAL
General/ Local Funds	$21,631,207	$8,937,545	$98,563,350	$567,385,131	$2,047,429	$7,385,249	$3,520,169	$6,695,585	$2,732,321	$718,897,986
Federal Funds	$8,560,926	$0	$17,169,643	$64,324,319	** $45,570	$1,154,675	$4,452,398	** $1,359,419	** $45,500	$97,112,450
Total (Op. A)	$30,192,133	$8,937,545	$115,732,993	$631,709,450	$2,092,999	$8,539,924	$7,972,567	$8,054,984	$2,777,821	$816,010,416
Others (Op. B)	$8,694,194	$19,154	$0	$13,791,527	$0	$46,815	$0	$11,300	$15,402	$22,578,392
Total (Op. A & B)	$38,886,327	$8,956,699	$115,732,993	$640,500,977	$2,092,999	$8,586,739	$7,972,567	$8,066,284	$2,793,223	$833,588,808
CIP Funds	$3,362,446	$50,000	$0	* $50,464,700	$220,222	$338,000	$1,956,693	$1,729,000	$165,500	$58,286,561
TOTAL	$42,248,773	$9,006,699	$115,732,993	$690,965,677	$2,313,221	$8,924,739	$9,929,260	$9,795,284	$2,958,723	$891,875,369

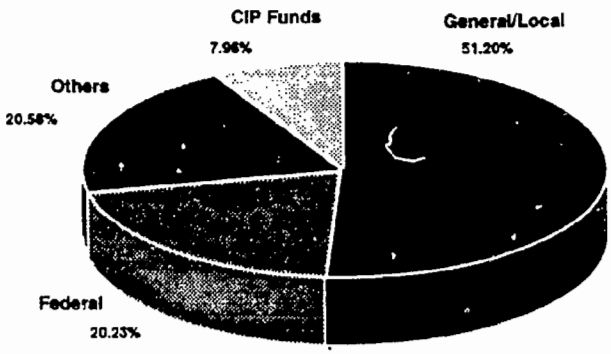
* actual CIP funds expended

** No new funds were provided to the FSM from the U.S. Federal Government in FY 1991. Federal funds listed on the table above refer to carry-over from previous years.

Region



American Samoa



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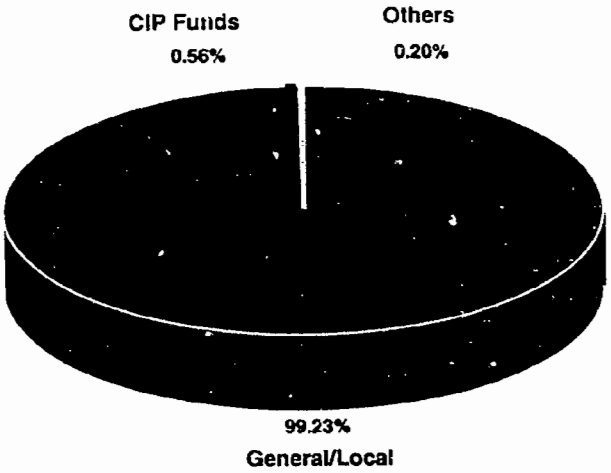
Chuuk



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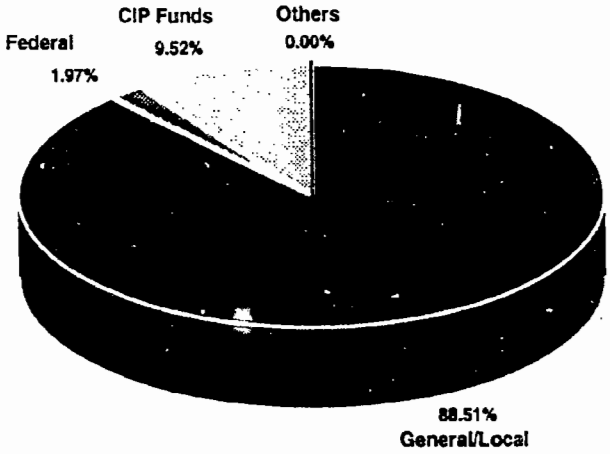
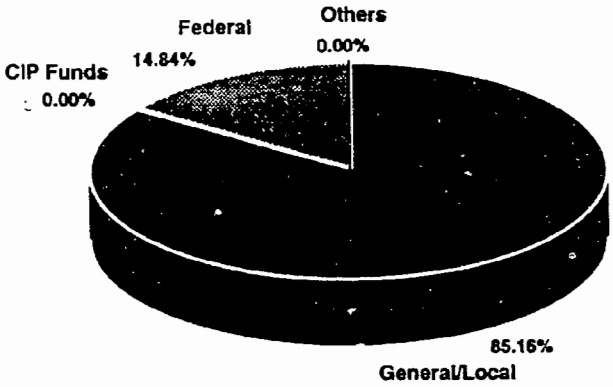
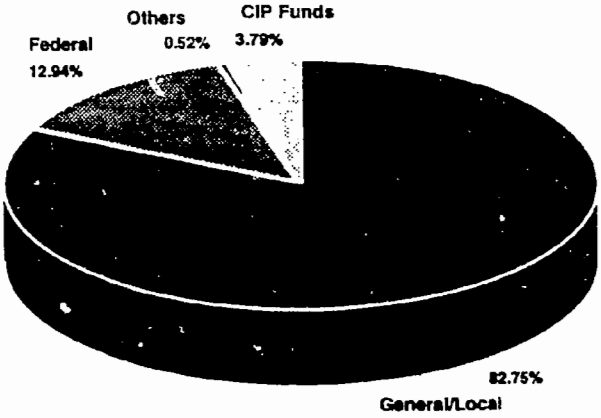


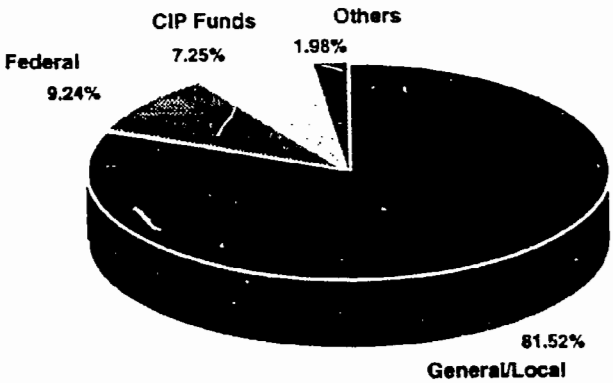
Guam



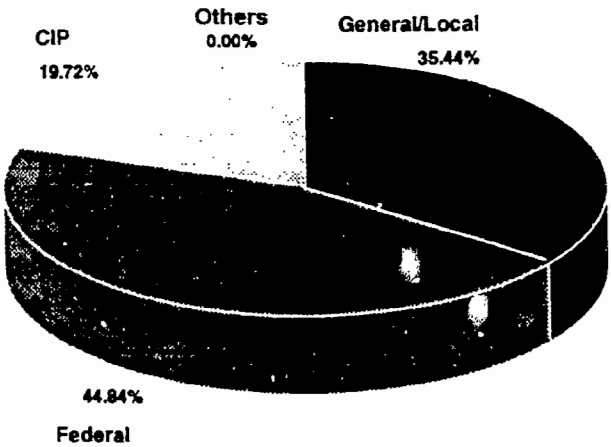
Marshalls



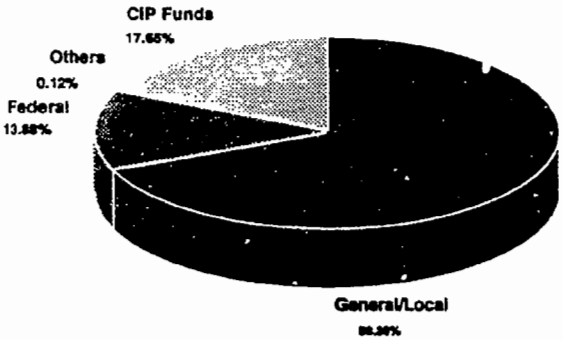
Hawaii



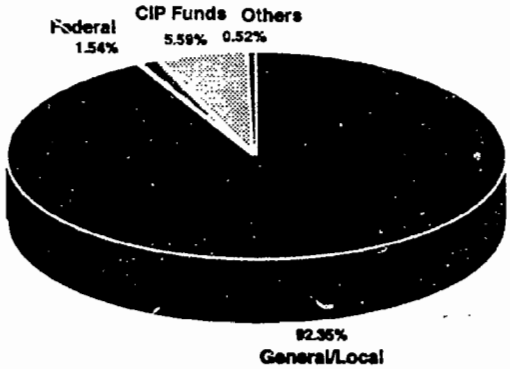
Palau



Pohnpei

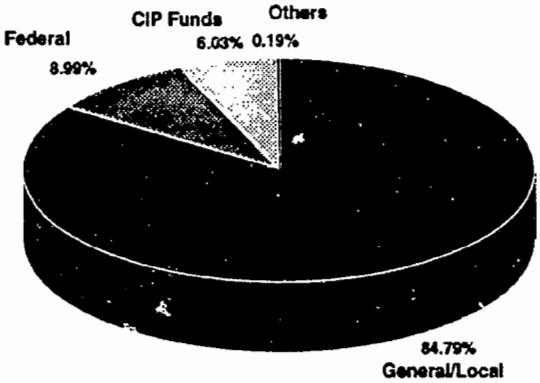


Yap



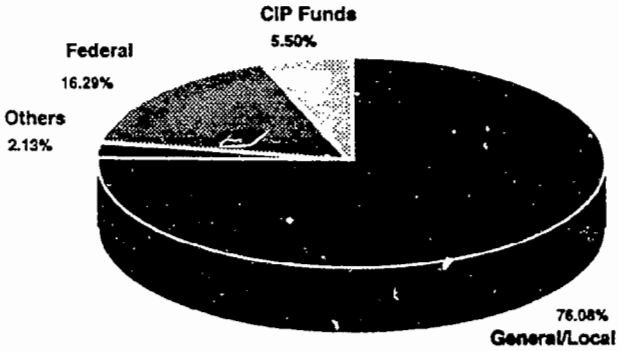
Federated States of Micronesia

(Chuuk, Kosrae, Pohnpei, Yap)



U.S. Territories

(American Samoa & Guam)



■ Proportion of Government Funds for Education

Within each entity, government funds are designated for education. Data on the total government budget, executive budget, and education budget are displayed in the following table. The government budget is the amount of money the government (state, territory, or nation) has for all its operations, including the legislative, executive, and judiciary branches. The executive budget is the amount of money that is used for operation of the state government executive branch only. In most cases, it is the government money allocated to the executive branch that funds the education department.

Proportion of Government Funds for Education - 1991

	Government Budget Total	Executive Budget Total	Education Budget Total	* % Gov't. Budget Allocated to Education	* % Executive Budget Allocated to Education
American Samoa	$111,082,545	$84,063,065	$42,248,773	38%	50%
Chuuk	$41,661,409	$29,454,209	$9,006,699	22%	31%
Kosrae	$11,669,060	$6,799,400	$2,313,221	20%	34%
Hawaii	$2,807,922,440	$2,807,922,440	$695,965,677	25%	25%
Guam	$518,552,122	$0	$115,732,993	22%	0%
Marshalls	$69,872,400	$47,611,700	$8,924,739	13%	19%
Palau	$35,562,862	$25,190,862	$9,929,260	28%	39%
Pohnpei	$40,737,037	$25,923,527	$9,795,284	24%	38%
Yap	$16,048,406	$14,257,606	$2,958,723	18%	21%
Regional Totals	$3,653,108,281	$3,041,222,809*	$896,875,369	24%	29%

* Does not include Guam

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Research Question 2 - What are the categories of allocation and expenditure for education in the region?

For the purposes of this study, categories for allocations and expenditures were set up to provide a means of comparing budget information across entities. In certain cases, exceptions or explanations of an entity's reported amounts are provided. Hawaii reports its budget categories in a way that could not be extracted into this format. A display of Hawaii expenditures is included in the appendix.

The categories for allocations and expenditures for education in the Pacific include the following:

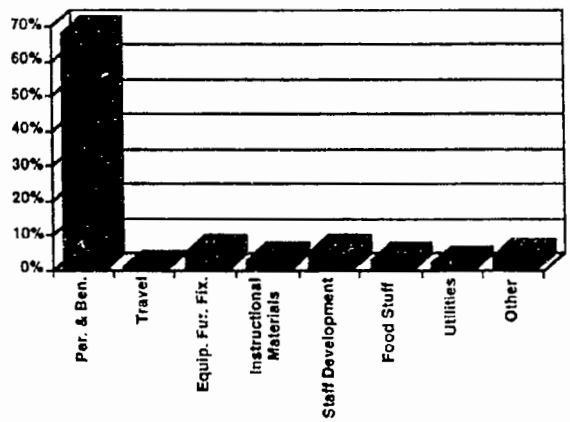
1. Personnel and Benefits. Funds to cover costs for employee salaries and benefits required by law for government employment.
2. Travel. Funds to cover costs of travel between islands and school sites for specialists to conduct school technical assistance or to travel abroad to attend seminars, meetings, or educational conferences.
3. Equipment, Furniture, and Fixtures. Funds for equipment such as duplicating machines, copiers, and micro-computers for both classroom and administrative use. Funds also used to upgrade classrooms to a minimum standard, including purchase of furniture and fixtures.
4. Instructional Materials. This fund category is for supplies and materials, textbooks, library materials, and printing costs for materials. Additionally, construction supplies and materials for classroom repair and maintenance are purchased out of this expenditure category.
5. Staff Development. Includes scholarship funds for preservice education, in-service education, seminars, funds for training abroad, and contractual service funds for consultants to provide in-service training for teachers and staff.
6. Food Stuff. Funds for food services or school lunch programs.
7. Utility. Funds for cost of utilities, electricity, water, and communications, as well as petroleum, oil, and lubricants for land and sea transportation used to commute from office to school sites or from school to school.
8. Other. Funds for miscellaneous budget items under education. In addition, the CIP funds, foundation funds, and program funds provided to the schools by communities also were listed in this category as allocations.

The following table shows expenditures in each category for the nine entities that provided data for this study. A bar graph shows the regional aggregated spending by categories. At the regional level, some 68% is spent on salaries and benefits.

*Palau, Chuuk, and Yap included CIP funds in the category of Other.

*** The Pohnpei Staff Development amount is exceptionally high because during the 1991 school year, more teachers and school principals were placed in training at the Community College of Micronesia and the University of Guam.

	Per. & Ben.	Travel	Equipment Fur. Fix.	Instructional Materials	Staff Development	Food Stuff	Utilities	Other	Total
American Samoa	30,870,208	687,707	3,854,648	2,140,061	1,519,625	2,052,138	153,690	970,606	42,248,683
Chuuk	6,710,774	34,120	211,572	321,816	891,609	562,635	14,599	*259,570	9,006,699
Guam	81,113,140	226,518	4,147,612	20,835,559	3,395,391	2,743,659	2,901,100	3,700,141	119,063,120
Hawaii	Info is included in different catagories in appendix								
Kosrae	1,418,449	45,810	47,010	210,000	187,740	155,250	8,740	240,222	2,313,221
Marshall	4,1[illegible]0,032	57,722	166,879	610,221	878,020	12,403	520,144	2,489,318	8,924,739
Palau	4,408,131	584,472	528,040	940,713	538,746	466,086	98,017	*2,265,055	9,929,260
Pohnpei	4,956,284	137,316	165,559	417,142	*** 2,971,414	359,920	32,203	755,446	9,795,284
Yap	1,922,500	99,500	59,300	314,302	357,821	36,000	3,800	*165,500	2,958,723
TOTAL	135,589,518	1,873,165	9,180,620	25,825,815	10,840,366	6,352,092	3,752,293	7,515,822	200,929,692
	Per. & Ben. 68%	Travel 1%	Equip. Fur. Fix. 5%	Inst. Materials 3%	Staff Development 5%	Food Stuff 3%	Utilities 2%	Other 4%	Total 100%



Methods of Allocation for Entities:

Each entity follows different procedures to determine the amounts of their budget that which will be allocated to different categories. The following paragraphs describe the process used in six of the entities.

In Chuuk, the director of education and his key staff prepare the proposed budget and submit it to the Governor for inclusion in his budget to be submitted to the legislature. The Office of the Governor reviews and may revise the budget. When the budget is approved, the Department of Budget and Treasury prepares allotments on a quarterly basis, based on the approved budget categories.

In Kosrae, monies going into the state treasury are reapportioned by the Kosrae State Legislature with the Governor as the allottee. A Budget Review Committee comprised of the Department of Finance and top government officials reviews the total revenue available.

In Pohnpei, funds are earmarked by the Office of the Governor for each department, allocating funds to divisions within departments, such as Education. Division Chiefs then do a budget breakdown and submit this for the department director's review and submission to the governor's office. The Governor's Executive Budget Committee reviews and finalizes budgets and submits them to the governor. The overall budget is then submitted to the Pohnpei State Legislature for final review and consideration.

The process for preparation of the American Samoa DOE budget originates with the Division Heads who prepare and submit their budget proposals by division. The Deputy Director for Business Programs prepares the total budget package that reflects the total DOE budget proposal. This is submitted to the Director of Education for final approval. The Director of Education then submits it to the Governor for review and final approval before it is submitted to the legislature.

In Palau, two directors under the Ministry of Education prepare the budgets for their bureaus, then meet with the Minister to develop a Ministry budget. The Ministry budget is then submitted to the President of Palau for inclusion in the unified Palau budget which is then submitted to the National Congress. At each review point within the Executive Branch, the Budget may be amended, which is done with appropriate consultation with education leadership. Once at the Congress, public hearings are held before legislative action is taken. Upon passage in the Congress and signing by the President, the unified budget is transmitted to the Office of Territorial and International Affairs (OTIA), Department of the Interior for final approval. The undersecretary of OTIA has the power to suspend sections or the whole of the Unified Budget Act.

In Yap, the chief of each sector prepares a budget and submits it to the DOE Management Team. Budgets are reviewed and compiled for submission to the Governor's Review Committee. This committee attaches its recommendations and submits the budget to the State Legislature. After the Legislature, it goes to the two local councils of chiefs (traditional leaders) for review and then is given back to the Governor for his signature.

Research Question 3 - What are the per pupil expenditure ratios within the region?

Per Pupil Allocation and Expenditure During FY 1991

Formulae for calculating per pupil allocations and expenditures differ from entity to entity because of the various structures of government finance in the region. Some departments do not include CIP funds because they may vary from year to year depending on major projects for the schools; other entities use a simple formula that divides general/local funds by the number of pupils in the entity. Still others include the funds from U.S. education programs in the calculation. In addition to the differences in the categories of monies used in calculating the per pupil cost ratios, Hawaii differentiates between the number of students enrolled and the number of students attending school. With Hawaii's relatively large student population, as compared to the rest of the region, a 10% absentee rate makes a difference.

Chuuk includes operations funds in calculating per capita student expenditures. Kosrae's per pupil expenditures are calculated on operational monies only, not including CIP funds. There are no standards for calculating per pupil expenditures in Pohnpei State. Elementary and secondary education divisions are separate. Per pupil costs are computed after the amounts have already been appropriated. Normally high school per pupil cost is higher than elementary costs.

The Marshall Island's Ministry of Education per capita expenditure does not include CIP funds. The appropriation to the Ministry also includes scholarship funds which are also excluded from the total prior to calculating the expenditure.

Because of this lack of uniformity, we have presented information on per pupil cost ratios in two ways. First, per pupil allocations are shown using student enrollment figures and operations funds. Next, per pupil expenditures are presented using enrollment figures divided into the largest possible expenditure amount which in some cases includes Operations A, Operations B, and CIP.

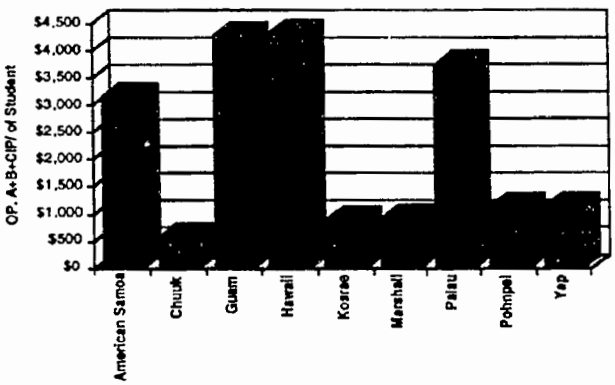
The tables show the per pupil allocations by entity and an aggregate ratio for the region and actual per pupil expenditures for each entity and the region. The graph shows the variation in per pupil expenditure ratios across the region.

Per Pupil Allocation - Fiscal Year 1991
Allocation Formula

Entity	No of Students	Amount	OP. A/s of Students
American Samoa	13,658	$30,192,133	$2,211
Chuuk	15,252	$11,158,766	$732
Guam	27,838	$115,732,993	$4,157
Hawaii	160,273	$631,709,450	$3,941
Kosrae	2,571	$2,092,999	$814
Marshall	9,805	$8,539,924	$871
Palau	2,657	$7,972,567	$3,001
Pohnpei	8,566	$8,054,984	$940
Yap	2,590	$2,777,821	$1,073
TOTAL/MEAN	243,210	$818,231,637	$3,364

Per Pupil Expenditure - Fiscal Year 1991
Expenditure Formula

Entity	No. of Students	Amount	OP. A + B + CIP/ of Students
American Samoa	13,360	$42,248,683	$3,162
Chuuk	15,426	$9,006,699	$584
Guam	27,838	$119,063,120	$4,277
Hawaii	160,273	$690,965,677	$4,311
Kosrae	2,571	$2,313,221	$900
Marshall	9,805	$8,924,739	$910
Palau	2,657	$9,929,260	$3,737
Pohnpei	8,566	$9,795,284	$1,144
Yap	2,590	$2,958,723	$1,142
TOTAL/MEAN	243,210	$895,205,406	$3,681



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Research Question 4 - What school facilities are available?

The following tables show the school facilities available in the region. Hawaii schools are listed separately on a second table to show the levels and district distribution of schools.

School Facilities and Number of Students Served

Entity	Level	# Schools	# Buildings	# Classrooms	# Students	Average # Students/ School	Average # Students/ Classroom
American Samoa	Elem.	19	168	326	10,399	547	32
	H.S.	6	49	149	3,259	543	22
Chuuk	Elem.	87	209	545	13,184	152	24
	H.S.	7	73	124	2,068	295	17
Guam	Elem.	23	134	822	14,233	619	17
	Mid.	6	51	290	6,095	1,016	21
	H.S.	5	30	363	7,510	1,502	21
Kosrae	Elem.	5	31	97	1,906	381	20
	H.S.	1	10	30	665	665	22
Marshalls	Elem.	76	93	341	8,910	117	26
	H.S.	2	Data Not Available				
Palau	Elem.	22	65	158	2,062	94	13
	H.S.	1	12	45	595	595	13
Pohnpei	Elem.	35	140	294	7,290	208	25
	H.S.	1	13	52	1,276	1,276	25
Yap	Elem.	31	52	182	1,951	63	11
	H.S.	3	30	47	639	213	14
Region w/out Hawaii	Elem.	**298**	**892**	**2,765**	**59,935**	**201.12**	**21.68**
	Mid.	**6**	**51**	**290**	**6,095**	**1,015.83**	**21.02**
	H.S.	**24**	**217**	**810**	**16,012**	**667.17**	**19.77**
	All Levels	**328**	**1,160**	**3,865**	**82,042**	**251**	**21**

On average, the number of students to a classroom does not show overcrowded conditions. In some of the entities, however, classes are grossly overcrowded with morning and afternoon sessions to accommodate up to forty students in a classroom so that all students can attend class on a daily basis.

Public school facilities in Chuuk also include a number of community, municipality, or privately owned facilities on loan to the DOE. These facilities are for temporary use to address the need for more classrooms. Out of a total of 209 buildings counted as elementary school buildings, 72 are privately owned. Of 545 classrooms, 139 or 26% are privately owned.

Hawaii's Public Schools by Level and District

Types	Central	Hawaii	Honolulu	Kauai	Leeward	Maui	Windward	TOTAL
9 to 12	6	2	6	1	5	3	3	**26**
7 to 12		1		2	1	1	1	**6**
K to 12		5				2		**7**
7 to 8	5	1			4	1	2	**13**
6 to 8		2	9			4		**15**
K to 8		7		2			1	**10**
K to 6	28	9	27	8	25	6	23	**126**
K to 5		4	11			11		**26**
K to 4			1	1	1			**3**
TOTAL	**39**	**31**	**54**	**14**	**36**	**28**	**30**	**232**

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In addition to classrooms available to schools in the region, school facilities such as school libraries, offices, and cafeterias were assessed.

The data shows that 80% of the schools have designated areas as their school office. About 60% of the schools have cafeterias. In some cases a cafeteria may consist of a small structure without walls made of six pieces of corrugated tin roof with an open fireplace, benches made of local materials, and banana leaf plates. At the other end of the spectrum, a school may have a fully equipped kitchen facility with modern-day cooking equipment and tables and chairs for students to use while eating their lunches. School libraries are present in only 60% of the schools. Any area designated as a school library was included. In some cases, the library may consist of four book shelves with hand-me-down books while in other schools, the library is a separate air-conditioned room with a full-time school librarian and a collection of hundreds of books.

School facilities were also assessed regarding basic utilities. Water, sanitary facilities, and electrical power are the basic utilities that were assessed for each school in the data set for the region without including Hawaii's public schools. Drinkable water refers to the availability of bottled water or fresh water catchment. Some 68% of the schools have drinking water. Running water was available in 37% of the schools. With regard to sanitary facilities, 28% of the schools had flush toilets, 52% benjos or outhouses, and 4% water-sealed, manual flush toilets. Only 36% of the schools have electrical power. Other schools go without electricity, using daylight for lighting in the classroom. In these cases instruction using audiovisual equipment such as overhead projectors, filmstrips, videotapes, or computer technology is not possible. The table below presents this information by entity as well as for the region as a whole.

School Facilities (Does not include Hawaii)

Entity	Level	# Schools	# Buildings	# Classrooms	Schools w/ Library	Schools w/ Office	Schools w/ Cafeteria
American Samoa	Elem.	19	168	326	16	19	17
	H.S.	6	49	149	5	6	6
Chuuk	Elem.	87	209	545	9	36	73
	H.S.	7	73	124	2	6	6
Guam	Elem.	23	134	822	23	23	23
	Mid.	6	51	290	6	6	6
	H.S.	5	30	363	5	5	5
Kosrae	Elem.	5	31	97	1	5	5
	H.S.	1	10	30	1	1	1
Marshalls	Elem.	76	93	341	76	76	34
	H.S.	2	Data Not Available				
Palau	Elem.	22	65	158	7	16	19
	H.S.	1	12	45	1	1	1
Pohnpei	Elem.	35	140	294	22	27	4
	H.S.	1	13	52	1	1	1
Yap	Elem.	31	52	182	18	31	1
	H.S.	3	30	47	3	3	2
Region w/o Hawaii	Elem.	298	892	2,765	172	233	176
	Mid.	6	51	290	6	6	6
	H.S.	24	217	810	18	24	22
	All Levels	328	1,160	3,865	196/60%	262/80%	204/62%

School Facilities & Utilities (Does not include Hawaii)

Entity	Level	# Schools	# w/ drinkable water		# w/ running water		# w/ flush toilets		# w/ benjo		# w/other water seal toilets		# w/ Elec. power	
			#	%	#	%	#	%	#	%	#	%	#	%
American Samoa	Elem.	19	19	100%	19	100%	19	100%	0	0%	0	0%	15	79%
	H.S.	6	6	100%	6	100%	6	100%	0	0%	0	0%	6	100%
Chuuk	Elem.	87	58	67%	6	7%	2	2%	73	84%	0	0%	6	7%
	H.S.	7	5	71%	4	57%	3	43%	6	86%	0	0%	6	86%
Guam	Elem.	23	23	100%	23	100%	23	100%	0	0%	0	0%	23	100%
	Mid.	6	6	100%	6	100%	6	100%	0	0%	0	0%	6	100%
	H.S.	5	5	100%	5	100%	5	100%	0	0%	0	0%	5	100%
Kosrae	Elem.	5	4	80%	4	80%	1	20%	0	0%	4	80%	5	100%
	H.S.	1	1	100%	1	100%	1	100%	0	0%	0	0%	1	100%
Marshalls	Elem.	76	72		11	14%	11	14%	43	57%	0	0%	14	18%
	H.S.	2	Data Not Available											
Palau	Elem.	22	15	68%	9	41%	5	23%	16	73%	0	0%	5	23%
	H.S.	1	0	0%	1	100%	1	100%	0	0%	0	0%	1	100%
Pohnpei	Elem.	35	0	0%	9	26%	5	14%	30	86%	9	26%	8	23%
	H.S.	1	0	0%	1	100%	1	100%	0	0%	0	0%	1	100%
Yap	Elem.	31	27	87%	13	42%	0	0%	0	0%	0	0%	13	42%
	H.S.	3	3	100%	2	67%	2	67%	2	67%	1	33%	3	100%
Region w/o Hawaii	Elem.	298	218	73%	94	32%	66	22%	162	54%	13	4%	89	30%
	Mid.	6	6	100%	6	100%	6	100%	0	0%	0	0%	6	100%
	H.S.	24	20	83%	20	83%	19	79%	8	33%	1	4%	23	96%
	All Levels	328	224	68%	120	37%	91	28%	170	52%	14	4%	118	36%

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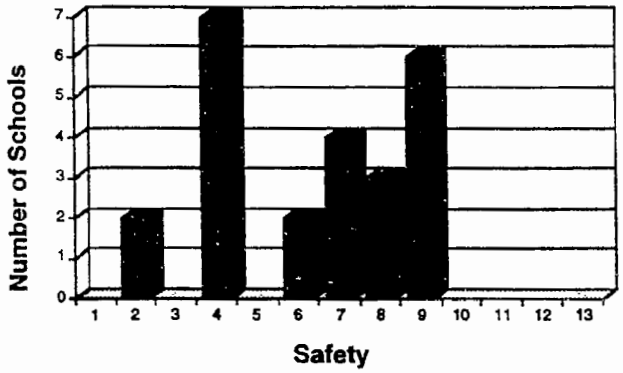
Research Question 5 - What is the condition of these facilities?

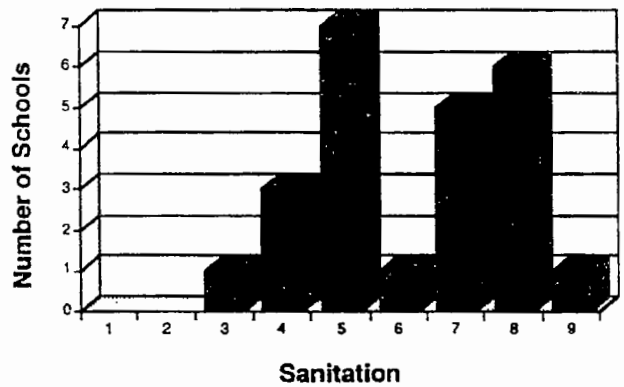
The condition of school facilities was surveyed along three dimensions: safety, sanitation, and provisions for maintenance. The data collection instruments and directions for collecting the data are included in the appendix. School safety includes procedures or provisions for safety in terms of threats to health and security, and from fire and natural disasters. Sanitation includes ventilation, water, bathroom facilities, trash disposal, and food preparation on campus. Maintenance relates to provisions for housekeeping and maintenance of the school facilities. Although these categories appear to address issues regarding the condition of school facilities, in many cases the survey indicated that provisions or procedures for maintenance were in place but in reality did not effect the conditions of safe or sanitary school conditions. The diversity of levels of school facilities and divergence in minimum standards made the development of the survey and data very difficult. A perfect total score of 25 on the survey indicates achievement of a minimum standard condition.

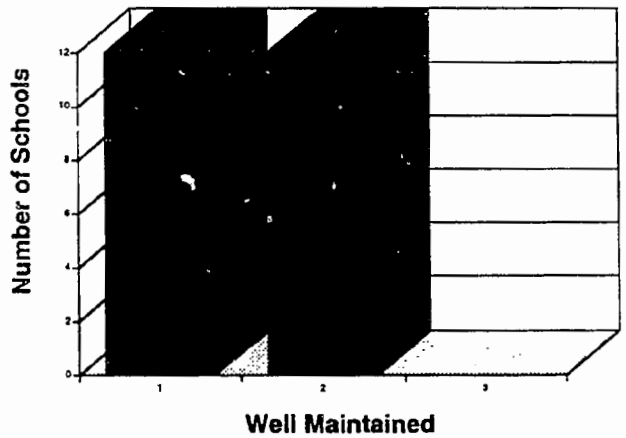
Hawaii's 232 schools were not included in this data collection; however, information from the State of Hawaii Annual and Financial Report, Department of Education (p.18) provides information on the School Inspection Program. The 1991-92 School Inspection Team rated 45 schools as very good or satisfactory and 21 as unacceptable. The DOE and the Department of Accounting and General Services staff met with each Oahu school to determine how to address current and future needs. Similar actions were carried out on the neighbor islands. The DOE's Office of Business Services reported that 98% of fire code violations cited by the Honolulu Fire Department inspections made during the months of November 1991 to January 1992 had been corrected or were undergoing remedial action. Since October 1990 (when the first fire code corrections were made) through April 1992, $4.09 million was spent to bring schools up to code. No major fire has ever broken out in a Hawaii school during school hours.

Graphs present the subscale scores for the condition of school facilities in eight Pacific entities. The table presents the number and percentage of schools obtaining various total scores on the condition of school facilities instrument for the entities and the region.

Condition of 24 American Samoa Public School Facilities







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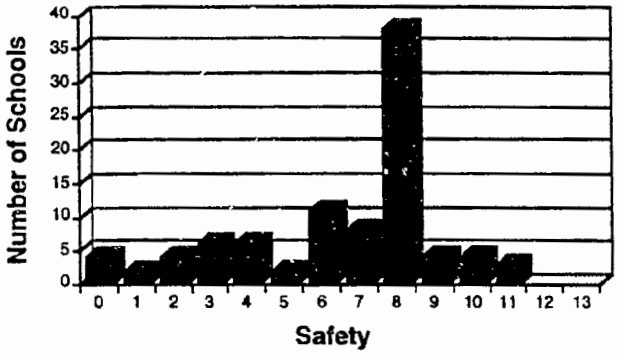
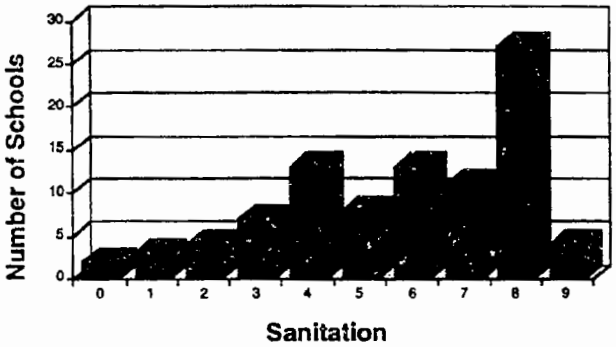
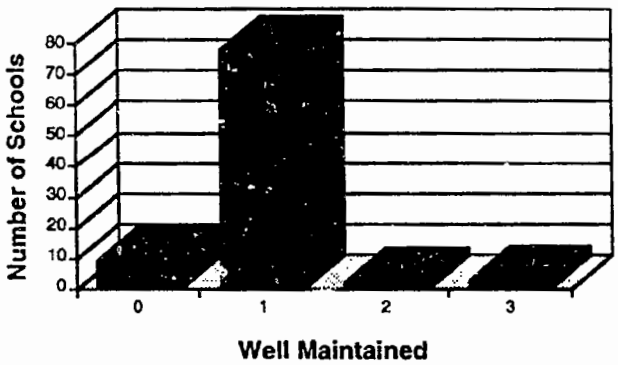
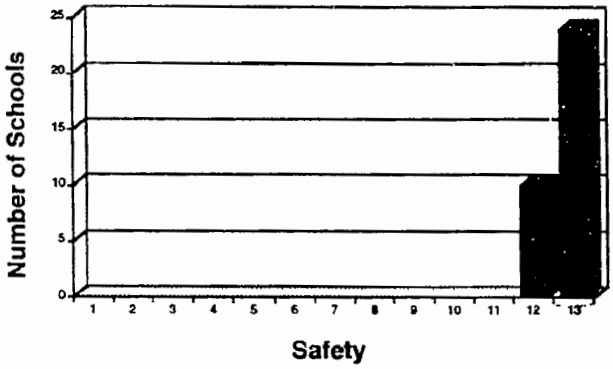
Condition of 90 Chuuk Public School Facilities

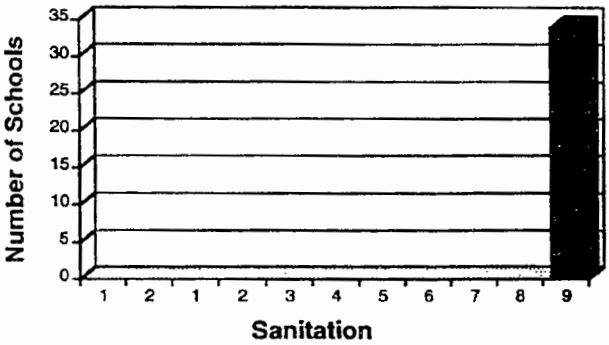


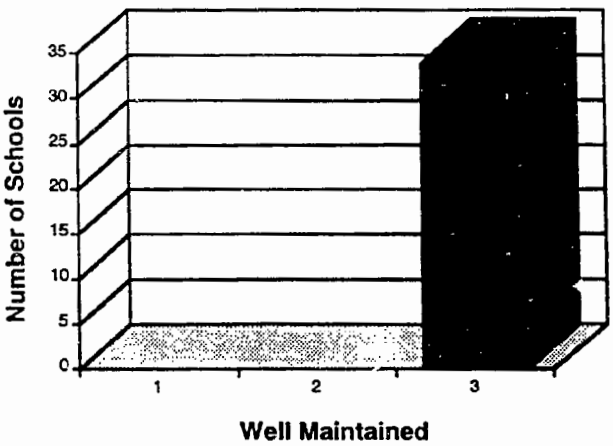




Condition of 34 Guam Public School Facilities







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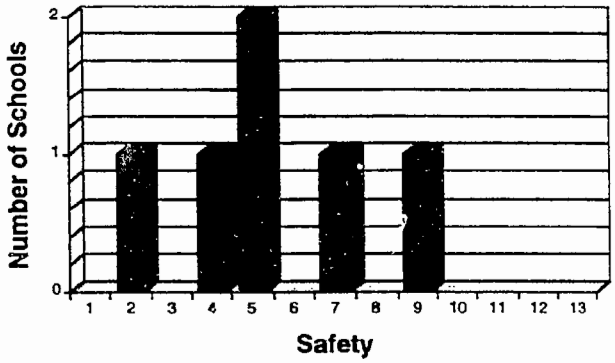
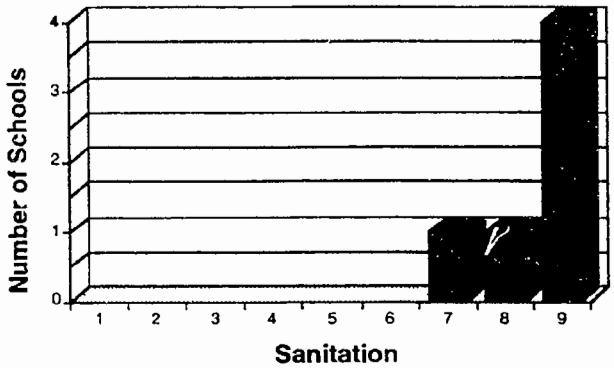
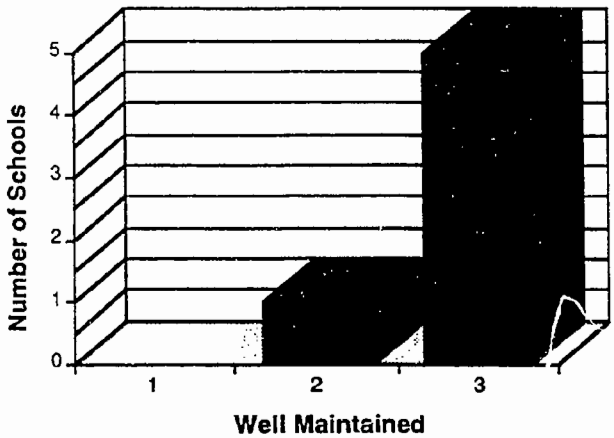
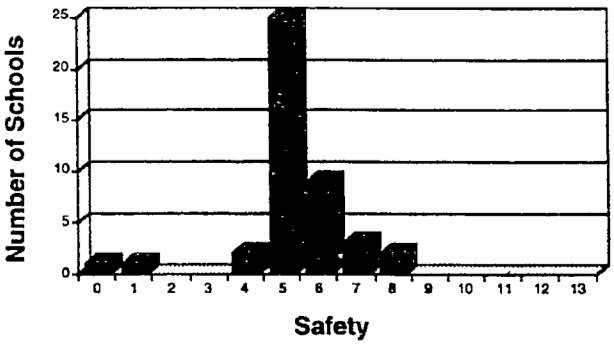
Condition of 6 Kosrae Public School Facilities

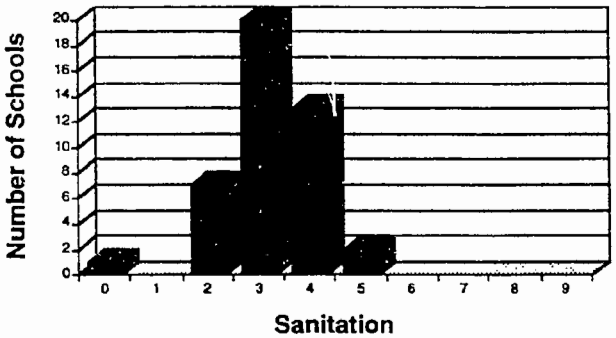


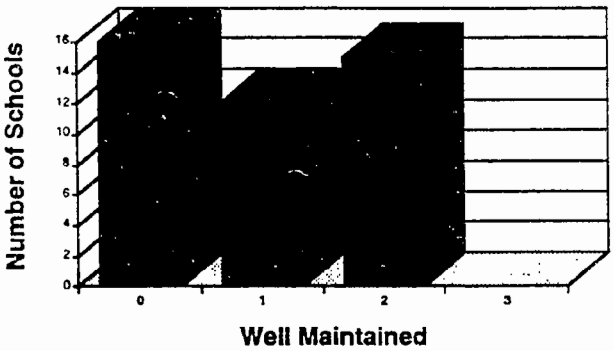




Condition of 43 of 76 Marshalls Public Elementary School Facilities







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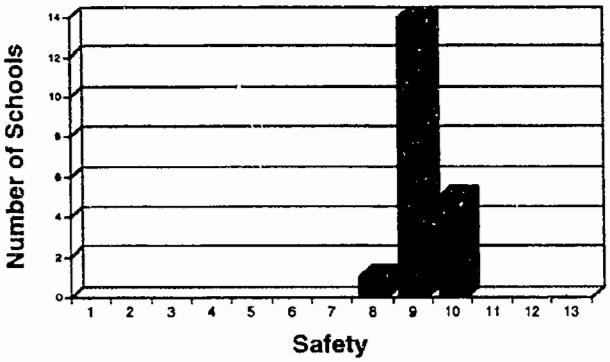
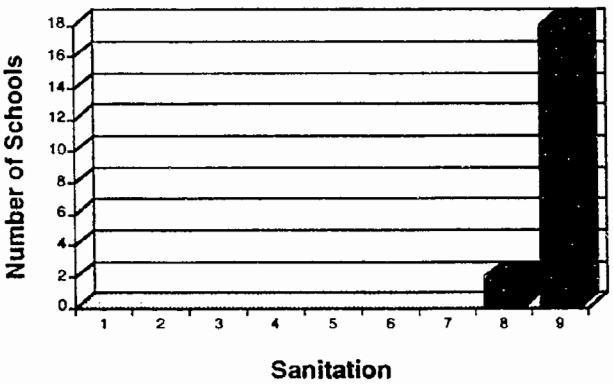
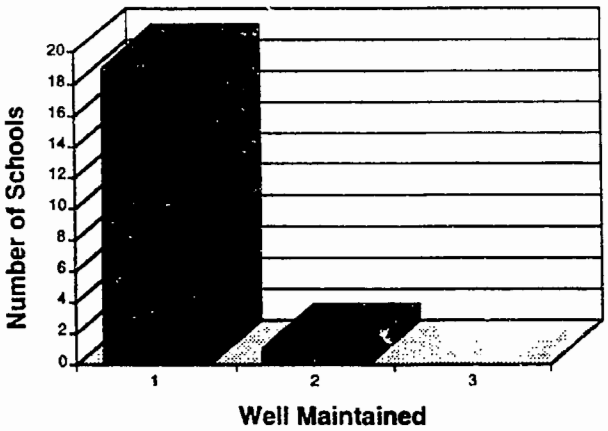
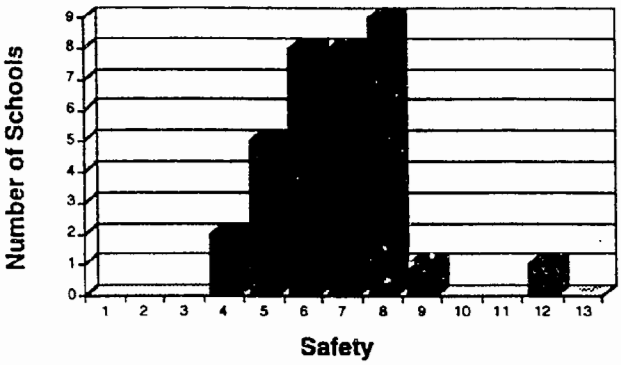
Condition of 20 Palau Public School Facilities

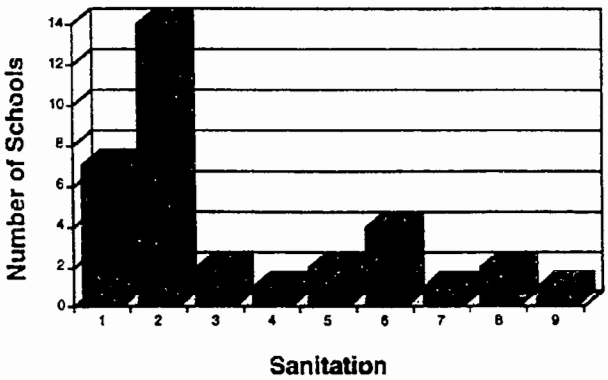


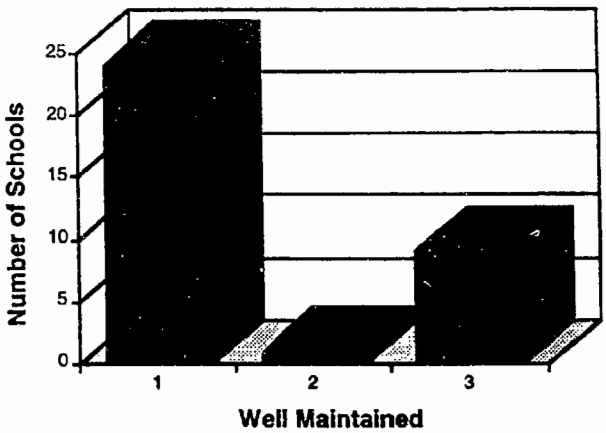




Condition of 34 Pohnpei Public School Facilities







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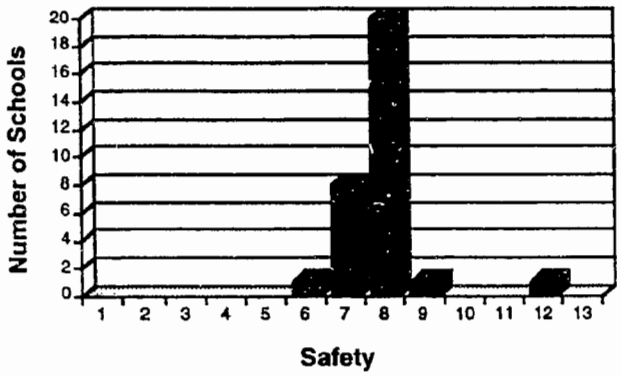
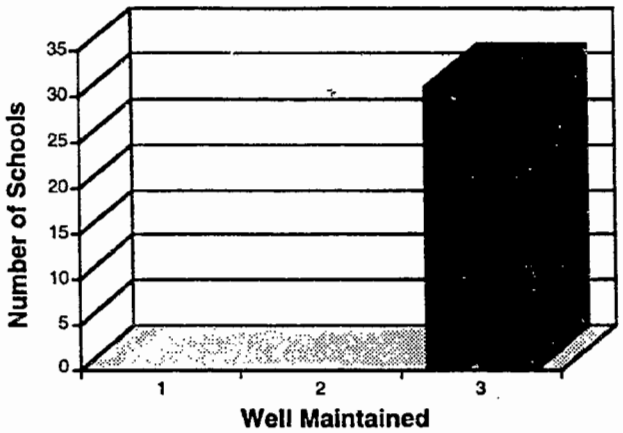
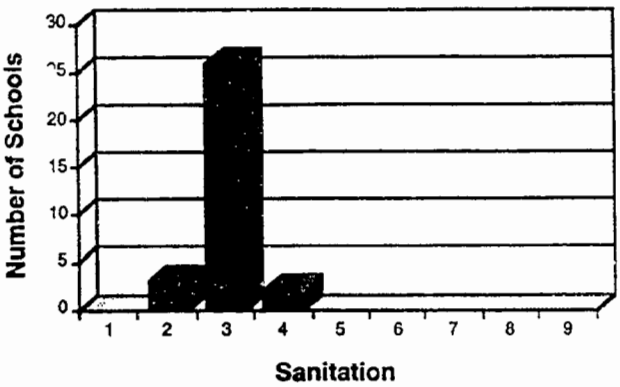
Condition of 31 Yap Public School Facilities







Total School Facilities Condition

Entity	No. of Schools	RATINGS 0	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
A. Samoa	24									2 8%	1 4%	4 17%	3 13%		1 4%		1 4%	4 17%	2 8%	5 21%		1 4%					
Chuuk	90			1 1%	1 1%	2 2%	4 4%	2 2%	1 1%	1 1%	3 3%	4 4%	5 6%	6 7%	8 9%	7 8%	9 10%	9 10%	18 20%	4 4%	1 1%		2 2%	1 1%	1 1%		
Guam	34																									10 29%	24 71%
Kosrae	6														1 17%	1 17%		1 17%	1 17%		1 17%		1 17%				
Marshall	43	1 2%		1 2%		1 2%	4 9%	10 23%	7 16%	6 14%	2 5%	6 14%	3 7%		2 5%												
Palau	20																			2 10%		3 15%	1 5%	14 70%			
Pohnpei	34								2 6%	5 15%	3 9%	10 29%	2 6%	1 3%	2 6%	1 3%	1 3%	2 6%	3 9%	1 3%					1 3%		
Yap	31													2 6%	9 29%	17 55%	2 6%		1 3%								
TOTALS	282	1 0.35%	0 0.00%	2 0.71%	1 0.35%	3 1.06%	8 2.84%	12 4.26%	10 3.55%	14 4.96%	9 3.19%	24 8.51%	13 4.61%	9 3.19%	23 8.16%	26 9.22%	13 4.61%	16 5.67%	25 8.87%	12 4.26%	2 0.71%	4 1.42%	4 1.42%	15 5.32%	2 0.71%	10 3.55%	24 8.51%

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Research Question 6 - What provisions are made for supporting school facilities through the school finance systems?

In American Samoa, construction of new school buildings is usually included with the CIP budget. Each educational division budgets for maintenance and minor repairs in their own budget division. Major repairs require formal requests to the legislature for funding.

Hawaii's Department of Education Annual and Financial Report for 1991-1992 (p.17) provides the following information: The Board of Education's Foundation Program Objective and the Hawaii Goals for Education call for nurturing environments conducive to student learning and well-planned facilities sufficient in number to meet standards of health and safety. Enrollment growth continues to escalate at the rate of 2500 students per year. Financial resources have not kept pace with that growth, hampering efforts to achieve facilities goals.

Hawaii's Capital Improvements Program (CIP) budget is not adjusted annually to reflect rising construction costs. Annually since 1989, $90 million has been deposited in the DOE CIP special fund and used to finance the CIP budget. This amount might have been sufficient four years ago when the special fund was originally established, but it is no longer adequate due to rising construction costs. Seven years ago, the median cost of a single family dwelling on Oahu was about $150,000. Today, it is about $350,000. This rising cost is a reality of the real estate and construction industry. To catch up and keep abreast of CIP needs, the State would have to allocate $210 million a year for the next ten years. At the current rate of $90 million per year, the facilities problem, which is already critical, will get progressively worst.

The Repair and Maintenance (R&M) function in Hawaii is currently assigned to the Department of Accounting and General Services (DAGS). Having the function so far removed from the schools creates multiple problems. The R & M budget for contractual services has leveled off at about $25 to $30 million a year for the past eight years. However, during this same period, construction costs for repairs have increased significantly. The result is that there is a current backlog of R & M projects in excess of $200 million.

The Hawaii Legislature addressed part of the facilities problem by providing each public school with $8,000 for minor repair and maintenance accounts. The funds were released to schools during the 1992-93 school year. Funds in each account are to be expended at the direction of the school principal. The Legislature requires each principal, through the Superintendent, to report annually to DAGS.

In Chuuk, Yap, Pohnpei, and Kosrae the repairs, maintenance, and construction of facilities are funded by sources such as the Compact of Free Association - Capital Account, allotment from the Congress of the FSM, and the Operation and Maintenance Improvement Program (OMIP) of the U.S. Department of Interior matched by local governments (State Legislature).

In Chuuk, CIP funds could be used to improve school facilities in the area of repair, maintenance, reconstruction, and construction of new facilities. However, education has been given a low priority in allocating funds from CIP sources to improve school facilities. Maintenance of elementary and secondary school classrooms and facilities has been severely neglected since the initial construction of the majority of the facilities in the late 1960s and early 1970s. A recent study conducted to determine the state's annual maintenance needs arrived at an annual cost of $339,000 to maintain the five senior and junior high schools and 63 elementary schools. In 1991 there were seven senior and junior high schools and 87 elementary schools. The annual maintenance need does not include construction costs to build any additional school facilities that would serve as replacements for the private buildings currently being used. According to a school facilities report concluded in school year 1990-91 by the Department of Education, there are 67 private buildings with 131 classrooms in use because of inadequate school facilities. If these generally poor conditions of school facilities persist, they will become a threat to the safety of both students and teachers in the future. The Chuuk State Department of Education provides resources for minor repairs and maintenance of the community, municipal, or privately owned facilities which are used as classrooms in Chuuk State.

Kosrae DOE has been given maintenance and school construction monies from the U.S. Department of Interior as well as the Congress of the Federated States of Micronesia and state government matching.

In Pohnpei, funds for repair and maintenance are provided by the elementary or secondary division of education. Normally funds are taken out of the school instructional supplies and materials category to do repairs and maintenance. In some instances, new school construction is initiated by the community based on the demand from student over-crowding in each school. In 1991 there were no funds allocated for new classroom construction and/or repair and maintenance.

In the Republic of the Marshall Islands, each Ministry submits a priority listing of capital improvement projects during the budget preparation period. All of the government projects are prioritized, with some funding allotted to each Ministry. Beginning this fiscal year, Operation and Maintenance Improvement Program (OMIP) funds will be made available for maintenance of school facilities. Some monies have been made available through external sources for construction and renovation.

The Yap DOE budgets for minor repairs. For new construction or major repairs, it receives money from the U.S. Department of Interior and the Congress of the Federated States of Micronesia, although some of these funds require matching by Yap state.

In Palau, the Public Works Department is responsible for the maintenance of public facilities which include government office buildings, schools, hospitals and other government buildings. The department is also responsible for the maintenance of roads and public grounds. Although there is capital improvement money available, work for school repair or renovation may not be accomplished due to technical delays and lack of manpower from the Public Works Department. Consequently, some repairs to Koror Elementary and Palau

High School were completed, but not for all other schools. Minor school repairs are done through the Public Works Maintenance sections. However, when materials are not available from Public Works, education can use some of its money for supplies to buy the necessary supplies for school repairs. Palau schools renovation mostly comes from CIP funds. CIP funds are used to fund construction of new school buildings and other major renovations as identified by the local Education leaders and Department of Interior.

Research Question 7 - What trends and issues are emerging for the Pacific Region in school finance?

The following table displays information on education budgets for entities based on the Profile of Pacific Schools (1988), data collected during the School Finance and Facilities Study data collection in 1991, and the education budgets for 1993. The 1991 and 1993 budgets do not include CIP funds.

Education Budget Trends

Entity	FY'88	FY'91	FY'93
American Samoa	$17,162,000	$38,886,327	$29,043,913
Chuuk	$4,747,252	$9,006,699	$9,921,400
Guam	$66,668,938	$115,732,993	$160,415,084
Hawaii	$384,700,000	$640,500,977	$763,386,378
Kosrae	$1,985,394	$2,092,999	$1,148,202
Marshalls	$4,667,600	$8,586,739	$9,623,733
Palau	$1,366,000	$7,972,567	$8,564,899
Pohnpei	$7,218,319	$8,066,284	$6,291,573
Yap	$2,559,000	$2,793,223	$2,457,780
TOTAL	$491,074,503	$833,638,808	$990,852,962

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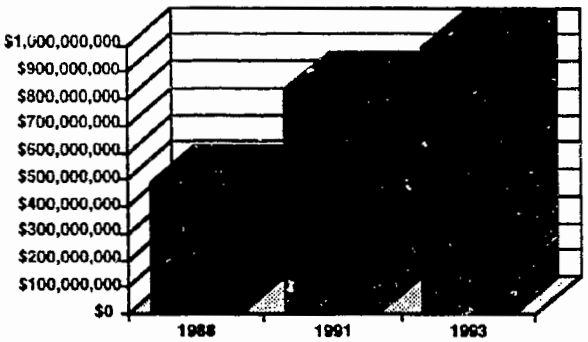
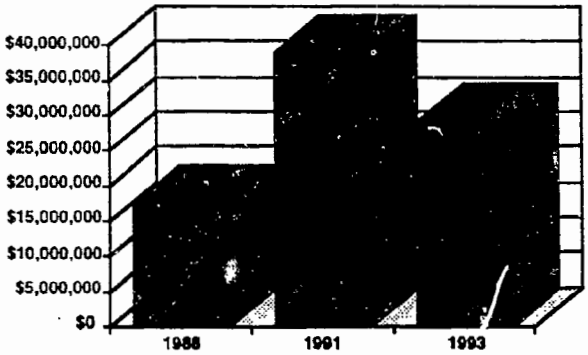
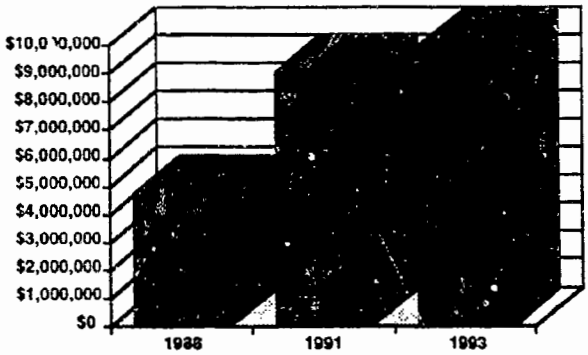
Region



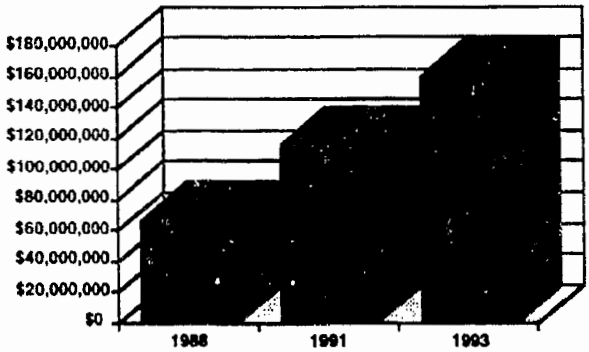
American Samoa



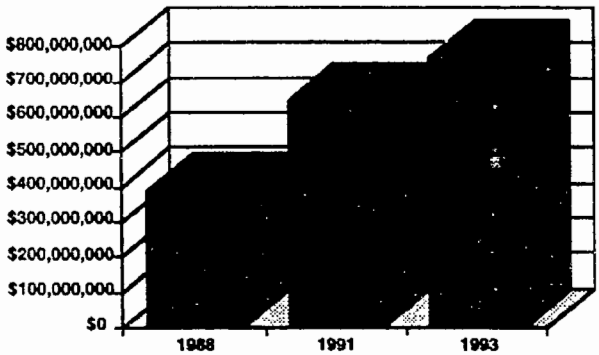
Chuuk



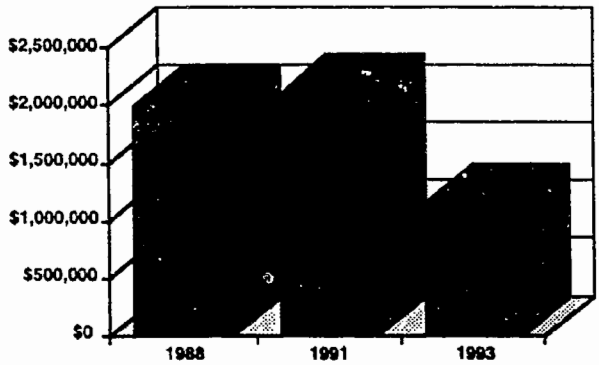
Guam



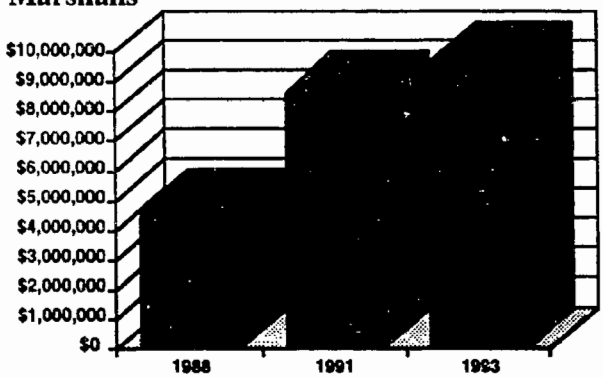
Hawaii



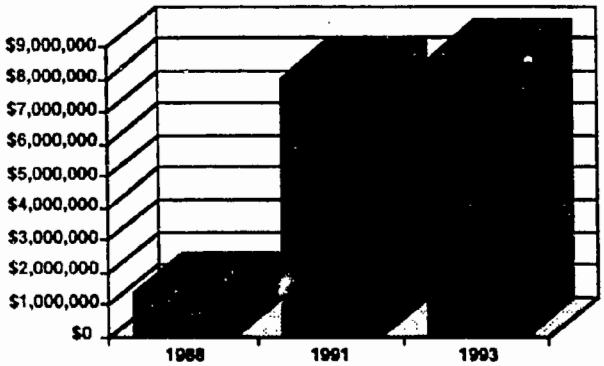
Kosrae



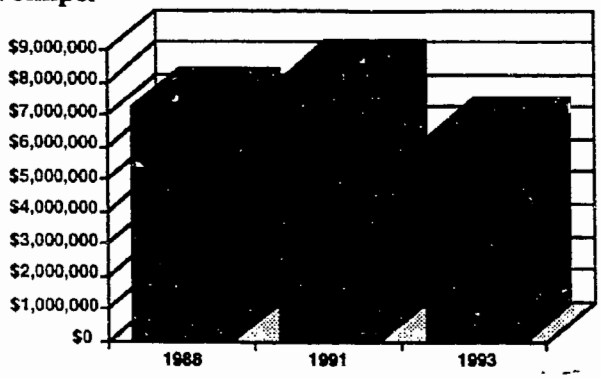
Marshalls



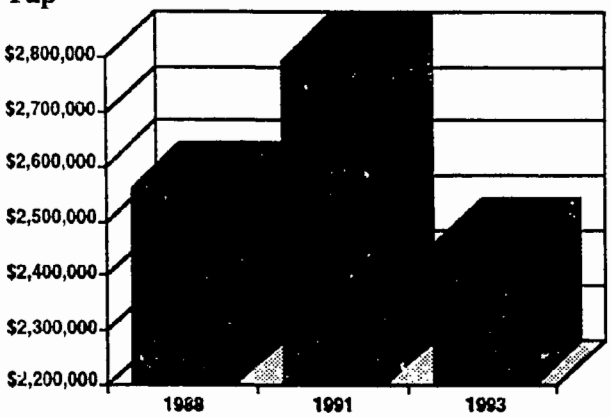
Palau



Pohnpei



Yap



Although in a regional analysis funds for public education appear to be on the increase, a look at individual entities shows different trends. Three of the four Federated States of Micronesia (Kosrae, Pohnpei, and Yap) show a clear decrease in funds in 1993. American Samoa also shows the same pattern. Entities showing increased funding from 1991 to 1993 are Guam, Hawaii, the Marshalls, and Palau. Guam's increase was 39% of the 1991 budget, Hawaii's increase was 19%, the Marshalls increased by 12%, and Palau by 7% of the 1991 budget.

In 1982, the Palau education budget was $1,510,000. This amount did not include the federal grant, because the federal grants were still administered by Trust Territory Headquarters in Saipan. The amount did increase in 1985 to $2,466,000 and for the next five years it remained almost the same amount as indicated in FY 1990 which was $2,620,000, an increase of $154,000. In 1991, the period for this study, the total budget for education in Palau was $3,520,169. If the federal grant is included, the amount would be $7,972,567. This amount excludes CIP funds.

These figures do not reflect increases in student populations or the rising cost of salaries, school construction and maintenance, or instructional materials. These factors should also be taken into consideration when viewing trends in school finance levels. In the face of increasing costs, the Pacific's already inadequate funding levels continue to lose buying power in the global economy for purchasing educational services and support.

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Findings for the Research Questions

1. **What are the sources of school finance in the region?**
   - Except for Palau, 68% or more of education funds are from local funds.
   - Roughly 30% of local funds are designated for education budgets.
   - The FSM and Marshalls receive foreign aid from nations other than the U.S.
   - In some of the entities, CIP funds are available for financing education.

2. **What are the categories of allocation and expenditure for education in the region?**
   - For the region as a whole, 68% of expenditures go to salaries and benefits.
   - The remaining percentage goes to all other expenses. The highest proportion of spending is about 5% for equipment, furniture and fixtures and for staff development, and the low is about 1% for travel to support school sites.

3. **What are the per pupil expenditure ratios within the region?**
   - The range of per pupil expenditures across the region shows a high of about $4,300 and a low of about $580.
   - This is a high end estimate which includes CIP as part of the actual expenditure per pupil.

4. **What school facilities are available?**
   - This study included 328 public schools in American Samoa and Micronesia, excluding the CNMI and high schools in the Marshall Islands.
   - These schools contain 3,865 classrooms and serve 82,042 students.
   - About 80% of these schools have designated school offices, 60% include cafeterias, and 60% have school libraries.
   - Less than 40% of these schools include sanitary facilities with running water.
   - More than 30% of these schools do not have drinkable water.
   - Less than 40% of these schools have electrical power.
   - Hawaii provided information on 232 public schools.

5. **What is the condition of these facilities?**
   - The condition of 282 schools in American Samoa and Micronesia (excluding Hawaii and the CNMI) was evaluated against the minimum standard of 25 points.
   - Twenty-four schools (all located in Guam) or 8.5 % of the schools evaluated received ratings of 25 points.
   - One school received a score of zero.
   - Most of the schools received scores between 7 and 18 on this scale. The regional average is a score of 14.39. The median score (most central) was 13.5 and mode (most frequently obtained) was 14.

Issues and Trends

The following trends and issues were identified from examining the results of the aggregated data.

School Finance

- **Need for support for school finance and facilities will increase over time.**

In terms of resources for Pacific education, Capital Improvement Projects (CIP) primarily from the U.S. Department of Interior (limited to construction or major improvement to facilities) have helped the region in the delivery of educational services. As a result of the past funding resource, smaller island nations have not relied on local funding for major repair, maintenance, and new school construction. With changes in political status which bring a downturn in the amount of outside resources for major repair and maintenance and new construction, these departments of education face increasing needs for maintaining their existing facilities and will greater needs emerge as time passes and enrollments increase while school facilities deteriorate.

- **Monies for education in the region continue to fall short of the need.**

Although regionally aggregated statistics show 26% of executive budgets go to education, there is still a shortfall. Within entity governments, education departments employ a larger share of the workforce and provide service to a larger proportion of the population on a daily basis. Education includes transportation, instructional materials, classroom facilities, staff development, feeding programs, and other services at multiple sites. The task of education is complex as compared to the more limited scope of services and service locations for other public service agencies.

With the limited number of dollars available for education, expenditures show nearly 70% of monies are spent on salaries and benefits. This leaves the remaining 30% of the budget to cover the costs of all other expenses including instructional materials and staff development, and is inadequate.

- **Per pupil expenditure within the Pacific region varies greatly.**

In certain entities per pupil expenditures are defined in units of hundreds of dollars and in other entities units of thousands of dollars are calculated. Although entities differ in the local cost of living, basic financing of education requires a minimal level of per pupil expenditures; $900 per pupil for expenses of salaries and necessary instructional materials is not sufficient even where living costs are low.

- **Education is constrained by limitations of an entity's economic development.**

Lack of a brisk economy and development takes its toll on funding available for goods and services in each entity. The actual needs for operating and providing services to students are not the primary consideration in creating the level of funding for education budgets. Taking the money available for funding all government services — and dividing that amount to fulfill the needs of all agencies — continues the under funded condition of Pacific schools. An example of this decrease is seen in the FSM states and American Samoa in the recent past.

School Facilities

- **Pacific schools are overcrowded and insufficient in some entities.**

Although aggregated regional data on available school facilities show no statistical overcrowding, in reality, many schools in some of the entities are overcrowded. Double sessions each day and students leaning in through screened windows is the norm in some of the less funded entities. In addition to classrooms, other basic facilities such as school offices, cafeterias, libraries, and gymnasiums, and basic utilities of electricity and running water are not routinely found in the region. Technological infrastructure with phones and modem capability for computers and networking is not a feasible expectation for schools without electrical power.

- **Standards regarding the condition of school facilities do not exist regionwide.**

There are no regional standards for the condition of school facilities in terms of safety, sanitation, and provisions for maintenance. In conducting this study, minimum standards were defined in these areas. Data collected found the region as a whole, as well as a majority, of the entities fell below those minimum standards.

In summary, the combination of dismally limited facilities in poor repair — and poor prospects for future resources to fund repairs, maintenance, renovations, and new school construction — lead to the conclusion that the Pacific school finance and facilities are in a state of crisis and there is a great need to develop strategies to address those needs.

■ Recommendations

In light of the issues and trends identified above, the following recommendations are presented as means to address these issues.

- **Identify education as a top priority.**

Pacific entities and politically-affiliated nations must identify education as a top priority. Expenses for education are not a single expenditure for a product or service but must be viewed as an investment in the future of each entity's society as a whole. If education and the future of our region is a priority, governments must demonstrate their concern by committing resources to support education and address the future needs of the Pacific community.

- **Develop a comprehensive, implementable education plan.**

Each and every entity needs to develop a comprehensive plan, including all aspects that contribute to the learning environment — buildings, infrastructure, teachers, curriculum, and community involvement. The plan should include provisions to construct buildings in line with current and future systemic reform and basic infrastructure to utilize the opportunities afforded to remote and distant locations through technology of the 21st century. These plans also need to set and enforce standards for building and improving facilities for safety and sanitation and conducive to learning, and include repair and maintenance as projected expenses in a maintenance plan. Further study is needed to assess the specific technology-related infrastructure needs for the region (e.g. phone, radio, fax, personal computer communications).

Although a plan is essential, implementation of a plan requires both financial resources and human resources to carry it out. A need exists to educate people about the impact of finance and facilities on learning. Community leaders, parents, politicians, business people, and the community at large must come to realize that education is everybody's business because education provides the human resource capabilities for the community of the future. Deficits in one area of the region will eventually affect the population of other entities through migration and competition for regional resources.

- **Develop strategies to maximize current funding and secure future funding.**

For current funding, a clarification of eligible expenditures and clear standards in the use of Department of the Interior funds for major repairs and construction to meet minimum standards must be provided. Existing funding has been insufficient to support school facilities; therefore, strategies need to be developed to increase CIP funding to the region.

Entities and the region as a whole need to develop strategies to request and secure funding. Sources to investigate may include grants, local revenues to increase appropriations for education, the U.S. Congress, foreign aid from UNESCO, the United Nations, and other countries such as Australia and Japan. Plans and requests for future funding should include proportional projected increases to reflect the growth of student populations to be served.

Efforts should also be made to investigate the possibility of extending U.S. Federal funding at the end of the compact period of free association for the Marshalls and FSM.

At the local level, entities need to increase collaboration among agencies, both on and off island, by promoting economic development, parental involvement, business partnerships, and inter-agency collaboration. Other initiatives based on tax increases and local fund raising may be explored.

The Pacific region and entities individually should develop programs for orientation and developing awareness of actual conditions of working and living in the region for officers of funding sources to enhance realistic expectations and understanding of the context of Pacific education.

Limitations of the Study

This study was conducted with assistance from R & D Cadre members and local R & D support groups in each entity. During the three year duration of the study, the Cadre met as a group a total of seven times to design the study, develop data collection instruments, pilot the instruments, plan data collection, aggregate data, analyze the data, and complete the report. Between these meetings Cadre members carried on local efforts with teleconferences, on-site technical assistance, and training in addition to their full time job assignments and with a scarcity of resources to support the work. It is within this context that the following limitations of the study are presented.

- School finance information from different entities was reported in different formats. Therefore, decisions were made by the Cadre to collapse categories of information for regional analysis, thereby bringing the data to a more general level.

- Minimum standards for school facilities condition are not available for some entities in the region; therefore, we created standards for data collection and used our own criteria for rating school facilities according to safety, sanitation, and provisions for maintenance. We may have excluded some items included in legislation in some of the entities.

- Definition of terms for data collectors and consistency in use of the data collection instruments was difficult. In some cases clarification of terms and verification of data was achieved at the local level by Cadre members; in other instances tasks were delegated without adequate training and resulted in numerous requests for clarifications during the aggregation and analysis phases of the study.

- Lack of continuity in Cadre membership and local support groups was an added concern. Because this task was cost-shared, often times entities could not raise the funds to support the matching share of the travel of Cadre members to seminars. This resulted in lack of entity participation in planning, implementation, and training of the core group of researchers. Lack of financial ability to carry out tasks on site presented challenges to data collection with local R & D support group members having little time and few rewards for time spent working on the project beyond the normal work day. Trained data collectors were lost during the process and the project stalled during transition from one person being assigned the tasks and the new person being oriented to the work at hand.

- The issue of technological infrastructure was not addressed by this study. When the study began, computer networks were not a common issue for these schools. Now, it would be an essential component to other studies of this nature.

Suggested Uses for This Report

- **Use the study for planning purposes.**
  The study describes the status of Pacific school finance and facilities for the region and by entity. It could be used in planning budgets on the local, national, and regional level. Plans relating to requests for funding, decision making, priorities, needs, direction, special reports and long- and short-term plans could use the data presented in the study as supplementary and supporting documentation.

- **Use the study to justify requests for funding.**
  The study could be used in requesting funds on the local, national, and regional level.
  The information presented here would likely support the need for added funds.

- **Use the study for making recommendations and evaluating present school finance and facilities systems.**
  The study could be used for making recommendations for local, national, and regional initiatives and action plans to increase the support for education based on demonstrated needs.

- **Use the study to develop a greater awareness of issues.**
  Information and knowledge of the Pacific schools' status and conditions needs to be disseminated to support informed policy development, funding decisions, and plans for education. This study could be used to provide information to elicit support from business and private sectors as well as from the community at large. It may be used as a catalyst to increase collaboration with local, national, and regional agencies.

- **Use the study as a call to action.**
  The study could be used to rally support for actions to improve the region and the entities individually in terms of developing infrastructure, implementing legislation to support education, and creating school policies, and to highlight the need for change and the challenges facing the region.

DATA COLLECTION PROCEDURE FOR SCHOOL FINANCE

Jurisdiction

Refers to the name of the jurisdiction as republic, state, territory, or commonwealth level.

Date/Fiscal Year

Date refers to the date data is collected and the fiscal year the data set is based upon.

I. Total Government Jurisdiction Budget

Write the total amount of money your state government has for all it's government operations.

II. Sources of Funds/Revenue/Income for Education

Write total amount of money that your state has received for education from the following sources:

A. General Funds:

1. U.S. Congress including Department of Education and/or Department of Interior
2. National Congress
3. State Legislature
4. Local Municipal/Government

B. Federally Funded Programs

How much money does your state receive from the U.S. federal government for each of the following federally funded programs:

1. Chapter 1 & 2
2. Vocational Education
3. Territorial Teacher Training (I I I AP)
4. Special Education
5. Consolidated Grants
6. Bilingual Education
7. Drug Free
8. Headstart
9. Job Training Partnership (JTPA)
10. Others

C. Local Resources

How much does your state government collect from the following resources? If non-cash contributions are made, please list the kinds of contributions under other.

1. Parent Contributions
2. Community Organizations
3. Others

D. Foundations & Endowments

How much money does your state government receive from foundations endowments?

1. Foundations Write name of foundation and amount)
2. Endowments (Write name of endowment and amount)

E. Foreign Aid

How much money does your state government receive for education from foreign governments or agencies? Please specify the country or agency and the amount of money provided. If the money is earmarked for specific purposes, please indicate the specific uses and criteria.

Total sources of fund/revenue/income

What is the total amount of money from all the above funding sources?

III. Education Budget Divisions

What is the budget amount for each division listed on the form? List the total budget amount for each division which receives money in your jurisdiction. If necessary, add other divisions and amounts of money in the space provided.

Total Education Budget

What is the total education budget?

IV. Budget Categories

There is an amount allocated at the beginning of the budget year/fiscal year in each of the following budget categories. By the end of the budget year, not all of the amount allocated at the beginning of the fiscal year is used. Write under column A the amount allocated at the beginning of the budget year. Write under column B the amount actually used for each of the budget categories at the end of the budget year. If known, write the per pupil cost on column C.

Personnel and Benefit refer to salaries, medical/life/dental insurance, retirement, housing, and others fringe benefits that are part of education employees' routine compensation packet.

Travel refers to all travel expenses including stipends, air travel, mileage/car rental, ground transportation and per diem expenses while traveling to conduct education business.

Equipment; refers to school busses, vehicles, instructional/office equipment, photo copier, computers.

Furniture & Fixtures refers to appliances, office and other classroom furniture.

Supplies & Materials refer to office supplies, toilet papers etc.

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Textbook refer to books provided for classroom and office use.

Library Materials refer to books, periodicals, reference materials and other materials used in the library.

Printing refers to cost of duplicating materials and printing of forms for use in offices and for instructional purposes.

Contractual Services refer to services contracted for maintenance of office equipment, ground maintenance, rentals and consulting fees

Training refers to inservice and pre-service training and other training and technical assistance.

Scholarship refers to scholarships available to students.

Food stuff refers to workshops snacks/coffee, entertainment funds and others.

Petroleum. Oil. Lubricants refer to vehicle and machinery uses of these products.

Communication refers to telephone, fax, postal expense, radio, telex, and others.

Staff Development refers to cost of improving/upgrading job related skills of DOE staff

Utilities refer to electricity, water and gas expenses.

Others refer to other categories not mentioned above that has budget allocation.

Total

Column A

What is the total amount allocated at the beginning of the budget year for all the above budget categories?

Column B

What is the total amount used or expended at the end of the budget year for all the above budget categories?

Column C

If known, what is the total per pupil cost for your state?

V. Supporting Information:

A. Who are the decision makers regarding educational finance? Check the titles listed If they are involved in decisions regarding education finance. Add others if appropriate.

1. Director/Superintendent of Education
2. Governor
3. Legislature

4. U.S. Congress
5. National Congress
6. President
7. Congressional Representative
8. Board of Education
9. Others

B. Provide an organizational chart which placed the ministry or department of education within the governance structure of your jurisdiction.

C. Explain the standard procedures for determining financing for education. How is money to support education requested and distributed in your jurisdiction?

D. Is there a standard formula for computing per pupil costs in your jurisdiction? If so, provide the formula that is used and specify the origin of the numbers used in the formula.

SCHOOL FINANCE DATA COLLECTION

Jurisdiction _____ Date _____

Fiscal Year _____

I. Total Government Jurisdiction Budget $ _____

II. Sources of Funds/Revenue/Income for Education

A. General funds
1. U.S. Congress _____
   (D.O.E.)
   (D.O.I.)
2. National Congress _____
3. State Legislature _____
4. Local/Municipal government _____

B. Federally funded programs
1. Chapter 1 and 2 _____
2. Vocational Education _____
3. Teacher Training (TTTAP) _____
4. Special Education _____
5. Consolidated Grants _____
6. Bilingual Education _____
7. Drug Free _____
8. Head start _____
9. Job Training Partnership (JTPA) _____
10. Others (list) _____
_____

C. Local Resources
1. Parent Contributions _____
2. Community organizations _____
3. Others (list) _____
_____

D. Foundations
1. Foundations _____ _____
2. Endowments _____ _____
3. Other _____ _____
_____

E. Foreign Aid
1. _____ _____
2. _____ _____
3. _____ _____

Total Sources of Funding/
Revenue/Income for
Education Budget _____

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Appendix A

S.Fin. - 2

Jurisdiction _____ Date _____

Fiscal Year _____

III. Education Budget Divisions

A. General Administration _____

B. Curriculum and Instruction _____

C. Secondary Division _____

D. Middle School Division _____

E. Elementary Division _____

F. Kindergarten _____

G. Pre-school Division _____

H. Head start _____

I. Special Education _____

J. School Meal Program _____

K. Support Services _____

L. Special Programs _____

M. National Standards _____

N. Testing _____

O. Teacher Training _____

P. Planning, Research, and Development _____

Q. Other _____

Total Education Budget _____

S. Fm. - 3

IV. Budget Categories for Education in _____ Date _____
or Fiscal Year _____
Budget Categories for _____ Division

	Budgeted Allocation	Actual Expenditure	Per Pupil Cost
A. Personnel and Benefit			
B. Travel			
C. Equipment			
D. Furniture and Fixtures			
E. Supplies and Materials			
F. Text Books			
G. Library Materials			
H. Printing			
I. Contractual Services			
J. Training			
K. Scholarship			
L. Food Stuff			
M. Petroleum, Oil, Lubricants			
N. Communication			
0. Staff Development			
P. Utilities			
Q. Other			
Total			

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S.Fin. - 4

Jurisdiction _____ Date _____

Fiscal Year _____

V. Supporting Information:

A. Who are the decision-makers regarding school financing?
1. ☐ Directors of Education/Superintendent
2. ☐ Governor
3. ☐ Legislature
4. ☐ U.S. Congress
5. ☐ National Congress
6. ☐ President
7. ☐ Congressional Representative
8. ☐ Board of Education
9. ☐ Other _____

B. Provide an organization chart which places the ministry, or Department of Education within the government of your jurisdiction.

C. Explain the standard procedures for determining financing for education.

D. If there is a standard formula for computing the per pupil cost, provide that formula.

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Appendix B: Availability of School Facilities

SCHOOL FACILITIES STUDY

Please provide the necessary information to identify the school site and location.

- Write the name of the school.
- Write the jurisdiction.
- Write the name of the island where the school is located.
- If the island is part of a larger atoll or region, write the name of the atoll or region.

Inspection date:

- Write the date of the visit to the school site for this inspection.

1. Classroom Facility Composition table has nine columns.

   Provide information in the following categories:

- Number of classroom refers to the number of classroom(s) used by each grade level but not room number.

- Year refers to the year the facility was built.

- Size refers to the size of the classrooms in length and width.

- Types of floor column refers to the types of materials used in the construction of the facility being evaluated; ie: cement, wood, gravel, etc.

- Types of wall refers to the materials used in the construction of the walls, ie: cement, wood, tin etc.

- Number of windows refers to the number of windows in a classroom or facility being evaluated.

- Types of roof refers to the types of materials used in a classroom or facility being evaluated, ie. cement, tin, or thatch, etc.

- Ceiling: Indicate whether the facility being evaluated has a ceiling or no ceiling.

- Maintained/repair date refers to the date of the last time the facility was renovated, remodeled or maintained, etc.

II. Number of buildings is the total count of separate buildings in the school.

III. Item 111 refers to the availability of facilities such as library, office, and cafeteria. Indicate availability by marking the columns indicating yes or no.

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IV. Item IV refers to the utilities available at your school. Answer by checking Yes or No.

V. School Facility Condition has a set of codes for identifying building/rooms or other school facilities being evaluated on site. The diagram has four major columns; The ID Code refers to the code being used to identify types of school facility being evaluated. Safety, Sanitary and Maintained columns are used to indicate conditions of the facility being evaluated. For example:

a. Are the walls in the identified facility safe, sanitary, and well maintained for school use? Answer by checking Yes or No.

The same question applies to windows, roofs and all other items listed in column number one of the school facility conditions.

Please use the following Identification Codes and complete one form for each facility evaluated:

CLA = Classroom, OFF = Office, LIB = Library, CAF = Cafeteria,
RES = Restroom, PGR = Playground, OTH = Others

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SCHOOL FACILITIES STUDY

School: _____
Island: _____

Jurisdiction: _____
Atoll/Region: _____
Inspection Date: _____

I. Classroom Facilities Composition

GRADE	NO. OF CLASS-ROOMS	YEAR BUILT	SIZE	TYPES OF FLOOR	TYPES OF WALL	NO. OF WINDOWS	TYPES OF ROOF	CEILING	MAINTAINED/ REPAIR DATE
K									
1									
2									
3									
4									
5									
6									
7									
8									
9									
10									
11									
12									
Total									

II. Number of buildings: _____

III. Does your school have the following facilities:

	YES	NO
Library		
Office		
Cafeteria		

IV. Does your school have the following utilities:

	YES	NO
- Potable water		
- Running water (in pipes)		
- Flush toilet		
- Benjos (Outhouse)		
- Electrical power		
- Water Tank (Catchment system)		

SCHOOL FACILITIES STUDY

Name of School _____

Inspection Date _____

V. School Facility Condition

IDENTIFICATION CODE: CLA = Classroom, OFF = Office, LIB = Library, CAF=Cafeteria, RES = Restroom, PGR = Playground, OTH = Others

	SAFETY		SANITARY		MAINTAINED	
ID. CODE _____	YES	NO	YES	NO	YES	NO
Walls						
Windows						
Roof						
Floor						
Lights						
Ceiling						
Desks						
Chairs						
Cabinets						
Bookshelves						
Blackboard						
Ditto Machine						
Typewriter						
Others (Specify)						

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Appendix B

Procedures for Secondary School Facilities Study

2/12/92

1. Survey each building on the school site.
   For each building indicate:

   Building name or number (Example: Building A)
   The year of construction (Example: 1979)
   Type of floor (Example: Tile, wood or concrete)
   Type of Wall (Example: Wood or concrete)
   Type of roof (Example: Tin roof, shake, concrete)
   Type of ceiling if there is a ceiling (Example: Plaster)

   For each room in the building indicate:

   Room number (Example: A 101)
   Size of room (Example: 20 x 20 feet)
   Usage (Example: Classroom, storage, restroom, office)

2. On the facility summary sheet answer the following questions:

   - "How many buildings are in your school" By counting the number of buildings you have surveyed on the school site. Write the number of buildings.

   - "How many classrooms are in your school?" By counting the number of classrooms surveyed on the school site.

   - "Does your school have the following facilities?" By indicating yes or no.

   - "Does your school have the following utilities?"' By indicating yes or no.

SECONDARY SCHOOLS FACILITY SUMMARY

School _____ Jurisdiction _____
Island _____ Atoll/Island _____
Inspection Date _____

How many buildings are in your school?

How many classrooms are in your school?

Does your school have the following facilities?

	Yes	No
Library		
Office		
Cafeteria		
Gymnasium		
Auditorium		
Dormitory		

Other _____

Does your school have the following utilities?

	Yes	No
Potable Water		
Running Water		
Water Tank Catchment System		
Flush Toilet		
Benjo		
Electrical Power		

Comments: _____

_____

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SECONDARY SCHOOLS FACILITY SUMMARY
(Continued)

School _____ Jurisdiction _____
Island _____ Atoll/Region _____
Inspection Date _____

	Room	Size	Usage	Room	Size	Usage
Building						
Year Built						
Type of Floor						
Type of Wall						
Type of Roof						
Type of Ceiling						
Number of Rooms						

Comments: _____

_____

	Room	Size	Usage	Room	Size	Usage
Building						
Year Built						
Type of Floor						
Type of Wall						
Type of Roof						
Type of Ceiling						
Number of Rooms						

Comments: _____

_____

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Condition of School Facilities

2/12/92

1. After surveying the school, indicate presence by writing "1" or absence by writing "O" next to the procedures, provisions, supply, or availability of conditions described on the school facilities condition form. If the condition is present but appears to be inadequate, describe the condition under comments.

   Examples of features to look for are given on the attached page.

2. Compute the points for:
   - safe conditions
   - sanitary conditions
   - well maintained

   (Compute as sub-scale scores)

3. Compute a total score from sub-scale scores.

Appendix C

CONDITION OF SCHOOL FACILITIES

1. IS THE SCHOOL SAFE?

A. Fire
- procedures to extinguish fires; operational fire extinguisher, fire hydrant, sand bucket.
- provisions for sounding fire alarms; bells, fire alarm.
- provisions for escape from fire; fire escape plan, comment on 1 or 2 exits.

B. Health
- provisions for health care in the school; health room or person on campus, who is designated to provide health care or first aid.
- provisions for matching classroom specifications to number of students; ask the principal for the student/class ratio.
- provisions for safe accessibility of all students; ramps, safe access.
- use of approved construction materials; ask principal, no asbestos, no lead paint.
- provisions for use, storage, and disposal of toxic substances; ask principal.
- provisions for maintaining hazard-free physical conditions of school grounds; no broken glass, defective play ground equipment, holes in playing field.

C. Security
- procedures for monitoring student attendance and whereabouts on campus; sign in/out procedures, rules for attendance and visitors - comment if not well implemented.
- provisions to prevent break-ins and theft; locks, fences, security alarm and/or guards.
- provisions for keeping students within the school compound; fencing.

D. Natural Disasters
- provision for early warning of natural disasters; ask principal, radio contact.
- provisions for safe dismissal of students; emergency plans.

2. IS THE SCHOOL SANITARY?

A. Ventilation
- provisions for climate control (i.e. air circulation, ventilation, temperature); fans, air condition, open windows.

B. Water
- a supply of clean water; catchment, city water.
- provisions for a supply of drinking water; bottled water, coolers, health department inspected drinkable water.

C. Bathrooms
- provisions for bathroom facilities; toilets, benjos, whatever designated - describe in comments.
- provisions for maintaining bathroom facilities; custodians, maintenance people.

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CONDITION OF SCHOOL FACILITIES
(Continued)

D. Trash Disposal
- provisions for disposal of trash; dumpster or designated area, comment if provisions are not adequate to dispose of trash generated by the school.

E. Food Preparation on Campus
- provisions for certified food preparation personnel; Department Of Health certification.
- provisions for certified, approved food preparation facility; Department Of Health certification.
- provision to provide a sanitary setting for students to eat; cafeteria, classroom, picnic area.

3. IS THE SCHOOL WELL-MAINTAINED?

A. Housekeeping
- provisions for routine clean-up; custodians, teachers, parent volunteers, students.

B. Buildings
- procedure for routine repair and maintenance; ask principal how assistance is requested, 0 = no set procedure to request help, 1 - procedures are specified to request help.
- availability of resources to implement repair, maintenance, and renovation; 0 = no resources available to respond to request, 1 = resources are available.

Appendix C

SCHOOL FACILITIES CONDITION

School _____ Jurisdiction _____
Date _____

Condition/Criteria	Present or Absent	Comments	Score
1. Safety **A. Fire**			
● Procedures to extinguish fire			
● Provisions for sounding fire alarms			
● Provision for escape from fire			
B. Health			
● Provision for health care in the school			
● Provisions for matching classroom specifications to number of students			
● Provisions for safe accessibility of all students			
● Use of approved construction materials			
● Provisions for maintaining hazard-free physical conditions of school grounds			
C. Security			
● Procedures for monitoring student attendance and wheelabouts on campus			
● Provisions to prevent break-ins and theft			
● Provisions for keeping students within the school compound			
D. Natural Disasters			
● Provision for early warning of natural disasters			
● Provisions for safe dismissal of students			

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Condition/Criteria	Present or Absent	Comments	Score
2. Sanitary **A. Ventilation**			
● Provisions for climate control (I.e. air circulation, ventilation, temperature)			
B. Water			
● A supply of clean water			
● Provisions for a supply of drinking water			
C. Bathrooms			
● Provision for bathroom facilities			
● Provisions for maintaining bathroom facilities			
D. Trash Disposal			
● Provisions for disposal of trash			
E. Food Preparation on Campus			
● Provisions for certified food preparation personnel			
● Provisions for certified, approved food preparation facility			
● Provision to provide a sanitary setting for students to eat			
3. Well-Maintained **A. Housekeeping**			
● Provisions for the routine clean-up			
B. Buildings			
● Procedure for routine repair and maintenance			
● Availability of resources to implement repair, maintenance, and renovation			
TOTAL			

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Hawaii Department of Education
CONSOLIDATED ANNUAL FINANCIAL REPORT
Fiscal Year 1991

Average Daily Enrollment - 171,337
Average Daily Attendance - 160,273

	General Fund	Federal Fund	Special Fund	Other Funds	Total All Funds	Percent of Total	Per Pupil Cost Based on Average Enrollment	Per Pupil Cost Based on Average Attendance
ADMINISTRATION								
Personal Services	$41,377,909	$878,285		$103,599	$42,359,793			
Supplies and Equipment	$13,549,343	$1,215,421		$157,595	$14,922,359			
Other Government Agencies				$11,011,164	$11,011,164			
TOTAL ADMINISTRATION	$54,927,252	$2,093,706		$11,272,358	$68,293,316	7.50%	$398.59	$426.10
INSTRUCTION								
Personal Services	$379,388,105	$40,036,767	$2,524,943	$776,590	$422,726,405			
Textbooks	$3,549,931	$117,340	$142,077	$796	$3,810,144			
Library Books	$1,203,265	$106,607	$25,442	$2,998	$1,338,312			
Instructional Equipment	$12,706,608	$1,816,318	$541,429	$146,297	$15,210,652			
Audio Visual Supplies & Equipment	$1,233,755	$88,015	$75,767	$5,205	$1,402,762			
Classroom Supplies	$15,605,293	$2,740,961	$273,992	$471,938	$19,092,204			
Other Instructional Expenses	$16,554,201	$4,189,494	$330,066	$509,320	$21,583,081			
TOTAL INSTRUCTION	$430,241,158	$49,095,522	$3,913,736	$1,913,144	$485,163,560	53.30%	$2,831.63	$3,027.11
SUPPORT SERVICE								
Counseling	$14,468,028				$14,468,028			
Safety and Security Services	$3,379,742				$3,379,742			
Health Services				$14,929,864	$14,929,864			
Pupil Transportation Services				$23,335,886	$23,335,886			
Operation of School Plants	$39,325,320				$39,325,320			
Maintenance of School Plants				$44,443,629	$44,443,629			
TOTAL SUPPORT SERVICE	$57,173,090			$82,709,379	$139,882,469	15.30%	$816.42	$872.78
EMPLOYEE BENEFITS								
Government Contribution to S.S. Retirement Funds, Insurance, Medical Plan				$115,125,367	$115,125,367			
Workers' Compensation and Unemployment Compensation Payments				$5,058,003	$5,058,003			
TOTAL EMPLOYMENT BENEFITS				$120,183,370	$120,183,370	13.20%	$701.45	$749.87
FOOD SERVICES BENEFITS								
Personal Services	$15,142,763	$5,335,379	$1,169,150		$21,647,292			
Supplies and Equipment	$3,354,707	$10,594,505	$10,332,761		$24,281,973			
TOTAL FOOD SERVICES	$18,497,470	$15,929,884	$11,501,911		$45,929,265	5.10%	$268.06	$286.57
Sub-Total	$560,838,970	$67,119,112	$15,415,647	$216,078,251	$859,451,980	94.40%	$5,016.15	$5,362.43
CAPITAL OUTLAY								
Building-Addition				$44,408,936	$44,408,936			
Land-Grading and Improvement				$5,046,470	$5,046,470			
Furniture and Equipment				$1,009,294	$1,009,294			
TOTAL CAPITAL OUTLAY				$50,464,700	$50,464,700	5.60%	$294.53	$314.87
DEBT SERVICE								
Interest Payment				$7,619	$7,619			
Debt Retirement				$317,177	$317,177			
TOTAL DEBT SERVICES				$324,796	$324,796		$1.90	$2.02
TOTAL	$560,838,970	$67,119,112	$15,415,647	$266,867,747	$910,241,476	100.00%	$5,312.58	$5,679.32
PUBLIC SERVICES								
Adult Education								
Personal Services	$5,739,906	$451,183	$225,768		$6,416,857			
Supplies and Equipment	$605,358	$278,103	$112,463		$995,924			
TOTAL PUBLIC SERVICES	$6,345,264	$729,286	$338,231		$7,412,781			
GRAND TOTAL	$567,184,234	$67,848,398	$15,753,878	$266,867,747	$917,654,257			

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Table 4
(Classrooms Loaded at 25 Students)
Saipan

SCHOOL	CR'S	CAP	SPEC. * CR'S	CR'S TO BE DEMOLISHED	ADJUSTED CAPACITY	ENROLLMENT 92/93	UNDER CAPACITY
Tanapag Elem. K-6	14	350	2 Host 1 Computer 1PE 1 Billingual 1 Library	0	350	279	[71]
GTC Elem. K-6	13	325	1 Computer 1 PE 1 Billingual 1 computer(subsid.)	3	250	239	[11]
GES Elem. K-6	31**	775	1 Computer 1 Library-Billing	0	775	788	13
Oleai Elem. K-6	15	375	2 Headstart 1 Computer 1 SPED	3	300	429	129
SV Elem. K-6	26**	650	1 Rdng. 1 SPED 1 Computer	2	600	737	137
WSR Elem. K-6	30	750	2 SPED 1 Related Serv. 1 Science 4 Billingual 1 Computer 1 Drama/Sp. 1 Language 3 Headstart 1 Library	5 plus cafet./Aud.	625	723	98
San Antonio Elem. K-6	14**	350	1 Library 1 Computer	3	275	245	[30]
Koblerville Elem. K-6	17**	425	1 SPED SUB. STD. 1 Library SUB. STD. 1 Computer	0	425	373	[52]
HUH School 7th-8th	41	1,025	Departmentalized All Specialized CR's Loaded	0	1,025	962	-63
MHS 9th-12th	55	1,375	Departmentalized All Specialized CR's Loaded	0	1,375	1,536	161
SUBTOTAL	**256**	**6,400**		**16**	**6,000**	**6,311**	**311**

* Not loaded (some specialized CR's could be loaded at expense of curricular program)
** Included New CR's in construction phase

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Table 4

CNMI PSS School Capacity/Study for SY 92-93

(Classrooms Loaded at 25 Students)

Tinan and Rota

SCHOOL	CR'S	CAP	SPEC.* CR'S	CR'S TO BE DEMOLISHED	ADJUSTED CAPACITY	ENROLLMENT 92/93	EXCESS CAPACITY
Tinan Elem./JH K-8	27	675	1 Library 3 Headstart Others unknown	0	675	410 111 (Elem. & Sec.)	154
Tinian H.S. (Proposed) 9th - 12th	18	450	Departmentalized All Specialized CR's Loaded	0	450	0	450
Rota Elem./JH K-8	32		1 Library 3 Headstart Others unknown	0	800	411	389
Rota H.S. 9th-12th	13*	325	Departmentalized All Specialized CR's Loaded	0	325	135	190
SUBTOTAL	90	1,450		0	2,250	1,067	1,183

** Includes new CR's in or near CONSTRUCTION PHASE.

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American Samoa

Political Status:

Since 1900, American Samoa, consisting of seven islands, has been an unincorporated territory of the United States of America. This political status has continued over the years until the present time, with dynamic political changes implemented along the way to meet the political needs of the territory. Under this political relationship with the United States, American Samoa was granted by act of the U.S.Congress the right and privilege to organize its own territorial government very much similar in organization to the states and national government, with three branches of government and a local constitution as the foundation.

Economy:

The local economy of the territory is developing at a slow pace with very strict control over the introduction of new off-island investments due to limited land area to accommodate them and competition with local investments. The canneries, Samoa Packing and Starkist Samoa, have become the major source of local revenues through taxation. The government relies heavily on Department of the Interior funding appropriations in order to meet the financial needs of the government as a whole and the Department of Education in particular.

Education:

The local Department of Education is the largest agency of the Executive Branch with a workforce of more than 1,000 personnel and a budget averaging about 50% of the total executive budget annually. The relationship with the United States, with representation of American Samoa in the U.S. Congress, enables the American Samoa government to qualify for many of the grants that have contributed to financing needs of the government as a whole. Furthermore the Department of Interior, as overseer of government affairs, has been able to approve CIP funds for improvement of the government infrastructure and for the DOE. It provides funding for constructing school facilities, improving school transportation systems, and so forth.

Chuuk

Political Status:

Chuuk State is one of the states in the Federated States of Micronesia. On November 3, 1986, the FSM Compact of Free Association went into effect, and Chuuk's political status was aligned with its three sister states, Pohnpei, Kosrae, and Yap. The FSM Compact of Free Association is a 15-year agreement, from 1986 to 2001, between the governments of the Federated States of Micronesia and the United States. Under the Compact of Free Association agreement, the Federated States of Micronesia controls nearly all its own domestic and foreign affairs, but the United States government provides for defense and security against foreign threats.

The government of Chuuk State is guaranteed under the 1989 Chuuk State Constitution. It provides for three branches: legislative, executive, and judicial. The three branches are mandated certain powers, making all three equal. The Chuuk State Constitution also guarantees the existence of municipal governments, thereby sharing responsibilities with the state government and guaranteeing additional powers to the municipal governments which are elaborated in municipal constitutions.

Education:

In 1989, the Chuuk State Constitution mandated the Department of Education, through an autonomous Board of Education, to provide quality and relevant education for Chuukese children. The Board of Education has the power, in accordance with the Chuuk State Constitution, to formulate policy and to exercise control over the educational system in Chuuk State.

The Executive Officer is the State Director of Education who is recommended by the Board of Education to the Governor for approval with the advice and consent of the House of Senate, Chuuk State Legislature. Assisting the State Director are the Deputy Director of Education, Chief of Curriculum and Instruction, Chief of Elementary Education, Chief of Secondary Education, Chief of Special Programs, and Program Managers and Coordinators. During the past two years, the Department of Education began formulating a master plan to reform public education. This public education reform "School/Community-Based Management," is known as site-basing in most parts of the United States and as "community-based governance" in the Marshall Islands. School/Community-Based Management (SCBM) in Chuuk is a democratic system of school management that gradually shifts a significant degree of decision making authority and accountability from the central office of the Department (DOE) to the schools and their communities. Implementation of SCBM has been targeted for school year 1993-1994 in selected pilot schools.

The instructional program for the school system is organized into three divisions:

a. Free and Compulsory Public Elementary Education - Grades 1-8
b. Free and Voluntary Public Secondary Education - Grades 9-12
c. Special, Categorically Funded Programs

The school system operates under the Federated States of Micronesia compulsory education attendance law for children 6-14 years old.

Pohnpei

Political Status:

Pohnpei is one of the four states defined under the Federated States of Micronesia constitution. The term of the Compact of Free Association with the United States of America will expire in the year 2001. The government of Pohnpei State is guaranteed under its own constitution to provide three branches of government; legislative, executive, and judicial. Additionally, municipal governments share governmental responsibilities which are guaranteed and are founded on their own municipal constitutions.

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Economy:

The economic status of Pohnpei is developing slowly at the present time. Pohnpei is currently undertaking development of a state economic development plan. This plan has yet to be completed as it is integrating factors of the FSM National Development Plans for the period 1992-96.

The general population of Pohnpei is mostly dependent on subsistence farming, fishing, and/or earning a low cash income from working in government or private business or from sales of farm produce at local market places. As the buying power of a cash economy becomes increasingly important, government salary income becomes highly attractive and plays a major role in moving toward increasing the role of the cash economy. This has led to a dramatically high rate of outmigration from Pohnpei. As the funding under the Compact of Free Association reduces gradually, it creates more jobless people while the mentality and demand for cash income increases.

■ Kosrae

Political Status:

Kosrae State is one of the four Federated States of Micronesia, a union protected under the Compact of Free Association affiliated with the United States of America economically and politically. As a new member in the United Nations, the Federated States of Micronesia handle their own external affairs and sign political and economical treaties with other countries.

Economy:

Kosrae has a low per capita income with most of its people depending on subsistence farming and fishing. These same people also may earn a low cash income from working in the government or selling the surplus of their goods in the local market places.

■ Yap

Political Status:

Yap is one of the four sister states in the Federated States of Micronesia, under the Compact of Free Association with the United States of America. Yap, however, is distinguished from the other three states in that it has the three branches of government — executive, legislative, and judicial — and, in addition, the traditional branch (the two councils of traditional chiefs) as mandated under its constitution.

Education:

Yap Department of Education is headed by a Director who is appointed by the Governor and approved by the Legislature. Assisting the Director is the Management and Support Administrator, Neighboring Islands Schools Administrator, and Yap Proper Schools Administrator. These four administrators comprise the core Yap Department of Education management team. In support of this team are the chiefs of the different support divisions, two neighboring island elementary school supervisors, a Yap Proper elementary school supervisor, and the two senior high school principals.

Yap, somewhat like its sister state Chuuk, has an active state Board of Education. However, it has only two divisions:

1. Free and Compulsory Public Elementary Education - Grades 1-8
2. Free and Voluntary Public Secondary Education - Grades 9-12

It has also adopted the FSM compulsory attendance law for children 6 to 14 years of age.

■ Republic of Palau

Political Status:

Since seven referenda have failed to bring Palau into to a "Free Association" relationship with the United States, Palau continues to be a Trust Territory of the United Nations administered by the United States through the Department of Interior. Internally, Palau operates under its own Constitution that specifies a form of government and guides policies and procedures which in turn are reviewed and can be suspended by the Undersecretary of the Office of Territory and International Affairs of the U.S. Department of Interior. Major efforts are in place to bring about another referendum on the Compact of the Free Association. The political choice of a "Free Association Relationship" is the choice of the majority of the Palauan people. Other political status options were mentioned but officially the government pushed for the Compact of Free Association and in a sense the country is waiting for the next action towards passage of the agreement.

Economy:

Funding for government operations and capital improvement programs in Palau is derived from several sources, with the major portion being an annual grant provided from funds appropriated by the U. S. Congress to the Secretary of the Interior for the Palau Trust Territory.

The second largest source of funding comes from U.S. Federal categorical grants, totaling $12,102,000 provided on a matching or outright grant basis. In effect, Palau is treated as a state of the United States for participation in those federal programs where specific authorization to do so is included in the respective program legislation.

The third largest source of funding to support the government is derived from tax revenues levied by the Palau government. These revenues are controlled by the legislature and appropriated to provide both for its own support and for such legislative projects as may be authorized by law. Minimal funding is also generated in the form of reimbursements earned by the government for services provided, such as utilities, ship charges, and sale of various permits and licenses.

Local revenues collected by the treasury for fiscal year 1991, ending September 30, 1991, exceeded $12.5 million. The U.S. Department of the Interior grant for the same year totaled $16,651 million for government operations. Included in this figure are allotments for the College of Micronesia, satellite communication, special prosecutor, public auditor, and the anti-drug abuse program. Funding for capital improvement

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programs continues to be appropriated directly by the United States Congress.

Business and Industry:

Private entrepreneurs continue to grow as the Republic's economic base develops. A total of 315 new business establishments were issued business permits in 1991. This brings the total of private business establishments operating in Palau to 1,004 compared to nearly 700 in 1990.

The number of alien workers rose this year to 4,010. This is nearly double the 2,242 reported last year. The increase is attributed to the large number of fishermen being employed by the two long-line fishing operations based in Palau. Significant increases also occurred in the area of skilled construction workers, resulting from an increase in small construction activities within Palau.

Republic of the Marshall Islands

Political Status:

As a new republic, the Marshall Islands has the opportunity for the first time in modern history to shape its own destiny. Until 1986, the Marshall Islands for many decades was governed largely by others, most recently by the United States (1944-86) under a UN trust agreement, and before that by Japan (1914-1944).

In 1986, the RMI entered into a political, economic, and military relationship with the United States under the Compact of Free Association which made the RMI a Freely Associated State of the United States. The Compact provides financial assistance to the RMI for a 15 year period up to the year 2001.

Economy:

The RMI's natural resources consist of fisheries (including mariculture), agriculture, and marine resources minerals. The country's natural beauty, an asset for tourism, is also a resource that has development potential.

Agriculture continues to be a major sector of the mixed subsistence economy in the outer islands. Copra production is still a major cash generator in the outer islands. Small farms are increasing with assistance to farmers provided by agriculture extension agents.

Export consists almost exclusively of coconut products (coconut oil and copra cake). Other exports consist of handicraft products, tropical fish, tuna fish, and trochus shells. The RMI depends heavily on imported consumer goods, almost all raw materials, and capital goods.

Public sector workers dominate the labor force accounting for just over 50 percent of the workforce. More than half of the public sector workers are employed by the national government, statutory agencies/authorities, and local governments. Private sector employment has doubled in the past ten years.

Unemployment, however, is very high—especially among the young in the urban areas. The growth in job opportunities has been increasing over the past several years, but has not kept pace with the growth in the working-age population.

Education:

The education system of the Marshall Islands is based on the American model. It consists of elementary schools (grades 1-8), one pilot middle school (grade 8), and secondary schools (grades 9-12). The school year is from mid-August through the end of May each year. The system includes both public and private schools. In fact private schools, which also receive support from the government, play a prominent role in the Marshall's education system.

The responsibility for public education is vested in the Cabinet and is administered by the Minister of Education. The administration of the Ministry of Education is under the direction of the Secretary of Education who reports to the minister. With the implementation of the Community Based Governance system as proposed by the Ten Year Education Master Plan (AED, 1989) the Ministry has begun to turn over responsibility for the day-to-day operation of the schools to the respective communities of the Marshall Islands. The Ministry is shifting its focus from directly supervising schools to providing national direction, standards, financing, and school improvement assistance. To carry out these functions, the Ministry is organized into four bureaus: National Standards, School Improvement, Vocational Secondary Education, and Administration.

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PACIFIC
REGION
EDUCATIONAL
LABORATORY

828 Fort Street Mall
Suite 500
Honolulu, Hawaii 96813

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