

MAINE STATE LEGISLATURE

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HIGHER EDUCATION IN THE STATE OF MAINE

REPORT
OF THE
ADVISORY COMMISSION FOR THE
HIGHER EDUCATION STUDY

TO

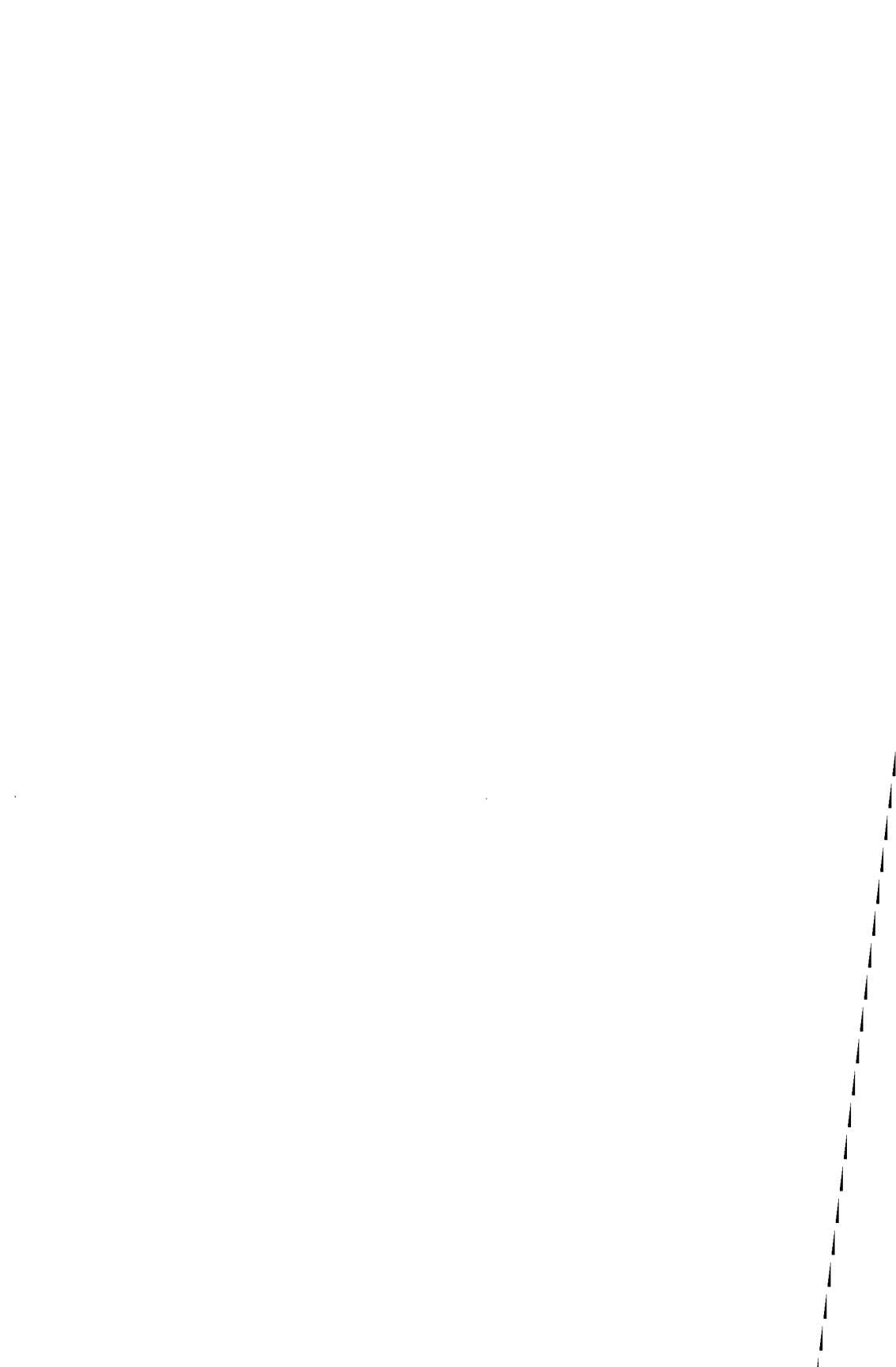
THE HONORABLE KENNETH M. CURTIS
GOVERNOR OF MAINE

AND

THE LEGISLATURE OF THE STATE OF MAINE

Prepared in accordance with
Chapter 29 Resolves
of the 102nd Legislature
State of Maine

JANUARY 14, 1967



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HIGHER EDUCATION STUDY

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January 14, 1967

To the Honorable Kenneth M. Curtis
Governor of Maine, and
to the Legislature of the State of Maine

Your Excellency, Ladies, and Gentlemen:

The Advisory Commission for the Higher Education Study for the State of Maine, appointed by the Governor in accordance with Chapter 29 Resolves, 102nd Legislature, herewith respectfully transmits its report, Higher Education in the State of Maine, as approved by unanimous vote of the Commission.

The Commission believes that the recommendations it makes in its Report deserve careful study, and that by their adoption and implementation, splendid programs and facilities for diversified higher educational opportunity can be brought to the youth of Maine during the next several decades.

Respectfully submitted,

A handwritten signature in cursive script that reads "James S. Coles".
James S. Coles, Chairman

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HIGHER EDUCATION IN THE STATE OF MAINE

TABLE OF CONTENTS

	PAGE
Preface - - - - -	3
The Necessity of Higher Education in the Late Twentieth Century - - -	5
The Need for Change - - - - -	5
The Benefits of Change - - - - -	6
Summary of Study - - - - -	6
An Immediate Concern - - - - -	8
Recommendations	
GROUP A.	
FOR IMMEDIATE CONSIDERATION BY THE LEGISLATURE	8
1. General Statement of Policy - - -	8
2. Unified Statewide University System - -	10
GROUP B.	
FOR CONSIDERATION IN MASTER PLAN - - -	12
3. Program Assignment, University Community Centers, Associate Degrees - - -	12
4. Teacher Education - - - - -	13
5. Coordination and Contracts with Private Institutions - - - - -	13
6. Enrollment Projections - - - - -	13
7. Opportunity Information and Student Recruitment - - - - -	14
8. Two-year Technical, Remedial, and Adult Education Programs - - - - -	15
9. Preparation for Post-Secondary Technical Programs - - - - -	16
10. Post-Secondary Vocational and Technical Education - - - - -	16
11. Graduate and Professional Education - - -	17
12. Research and Development - - - - -	17
13. Effective Utilization of Facilities - - -	18
14. Consolidation of Facilities and Programs - -	18
15. Cooperation with Canadian Institutions -	19
GROUP C.	
FOR LEGISLATIVE ACTION NOW OR LATER - - -	19
16. Higher Education Development Authority -	19
17. State Support for Student Aid, and Federal Matching Funds - - - - -	20
18. Greater Support for Higher Education Required	21
GROUP D.	
NO LEGISLATIVE ACTION REQUIRED - - - - -	21
19. Maine Higher Education Association - - -	22
20. Economic Development - - - - -	22
Higher Education — An Expensive But Necessary Investment - - - - -	23

PREFACE

For any group of citizens to undertake a study “. . . with recommendations for a master plan for the development of all state public institutions of higher education . . .” is a large task. The Advisory Commission for the Higher Education Study has accepted the task, and by this Report sets forth a plan by which it believes the greatest quality, coordination, and efficiency can be obtained among all publicly supported institutions of higher education in Maine, while at the same time offering the fullest opportunity for their development. Such important factors as providing diversity of offerings for students of differing interests, abilities, and backgrounds, autonomy of institutional units within a coordinated overall framework, and as eliminating unnecessary duplication of expensive facilities and programs, have governed the Commission in its recommendations, and should govern whatever action and developments may be based upon them.

In fulfilling its charge, and by authority granted by the enabling legislation, the Commission employed the Academy for Educational Development, Inc., (AED) to carry out a comprehensive study of higher education in the State of Maine. This study was completed with the submission of its report by AED to the Commission on September 30, 1966.

Prior to and during the course of this study by AED, the Commission met with numerous experts and consultants on higher education and on surveys and planning, and discussed in depth the state of higher education in Maine. Members of the AED Consultant Panel and other consultants in specialized areas (such as teacher education and vocational-technical education) conferred with many constituencies, both lay and professional, concerned with higher education in the State of Maine. Opinion and comment was requested from all college faculty and from high school principals throughout Maine, by questionnaires returned directly to AED on a confidential basis. The AED report reflects those discussions and responses.

Subsequent to the presentation of its Tentative Report on October 31, 1966, the Commission has benefitted from discussions of its report and recommendations with the official groups and agencies primarily concerned, including the State Board of Education; the Trustees and the President of the University of Maine; the Presidents of the State Colleges; the Directors of the Vocational-Technical Institutes together with associated officers of the State Department of Education; the Trustees, Board of Visitors and the Superintendent of the Maine Maritime Academy; the Legislative Research Committee; the Executive Committee of the Maine Teachers Association; the Educational Conference Board; the Governor's Advisory Committee on Education; and the Presi-

dents of the private colleges and institutes. The Commission has also benefitted from communication with groups such as the Portland City Council and the Education Committee of the Greater Portland Chamber of Commerce, and with individuals who have studied the report. It is deeply indebted for the critical comments and queries it has received.

In making its report and recommendations, the Commission understandably relies heavily upon the thorough study by the Academy. The Commission's report draws its primary recommendations, and much of its phrasing, from the Academy's report. It does this without embarrassment, for in the Commission's own consideration and discussion, it finds difficulty in significantly improving either the substance or the style of the AED report. The report of the Commission is purposely limited in background data and discussion, and in exposition of its recommendations. The report of the Academy gives such data and discussion in full, and should be read where further detail is desired. In addition to the printed report of the Academy, the Commission has in its files nineteen volumes of consultants' reports, tabulated data, and other material, gathered by the Academy during the course of its study. These will prove useful in the development of the master plan recommended by the Commission.

This report supersedes the Tentative Report of the Commission presented in October. That earlier report was made to inform the people of Maine, and the governing bodies or agencies of those institutions covered by recommendations of the Commission, of the nature of recommendations being contemplated, so that there could be full opportunity for the Commission to receive suggestions and comments with respect to its report and recommendations. All such responses have been carefully considered. This report reflects this further consultation and study by the Commission.

THE NECESSITY OF HIGHER EDUCATION IN THE LATE TWENTIETH CENTURY

The Commission believes that the people of the State of Maine desire the full range of benefits which a high quality, comprehensive system of higher education can offer. The Commission believes that there is no more urgent matter requiring the immediate attention of the citizens of the State of Maine and the immediate action by the State than the development and improvement of higher education.

No state which hopes to progress can remain aloof from the trend toward greater opportunity for higher education; nor can any state expect to isolate its citizens from the social and economic forces which every day are making higher education more a necessity and less a luxury for the majority of its citizens. The availability of effectively trained manpower will help to attract more industry, more educated manpower, and more families with educational aspirations for their children. In this way what may seem to be a circle of "train and lose" will become an ever-widening circle of opportunity, educationally for the youth of the state and economically for all the people of Maine.

If Maine is to realize these benefits, new higher educational opportunities must be developed, existing ones greatly strengthened, and duplicating or competing programs coordinated in the interest of effectiveness and economy.

The Commission recognizes that the changes it recommends cannot be made all at once and that some will require further scrutiny. A start must be made, however, and a program of re-organization and revision set in motion.

THE NEED FOR CHANGE

After considering the wide ranging recommendations of this report and contemplating the effort required to conceive and implement a continually developing master plan one can well ask, "Why bother to change at all?" This question suggests Maine should be satisfied with its higher education as it exists today. Yet, the Legislature, in response to demands from informed people in Maine, was sufficiently dissatisfied with the situation as it presently exists to authorize and fund this study.

Basically, Maine is faced with the situation in which too many of its men and women of college age do not continue their education beyond the high school, either through lack of opportunity, lack of knowledge of opportunities which do exist, lack of

funds, or lack of motivation. Any one of these reasons is equally costly to the deprived individual, and to the people of Maine as well. In our institutions of higher education we are faced also with a disparity of standards and of quality, of programs, faculty, and facilities. Simultaneously, we have costly duplication of facilities and programs — a luxury we can ill afford. And for the Legislature as well as the public, there is a confusion of voices speaking for higher education, and pleading for funds for both current and capital budgets.

THE BENEFITS OF CHANGE

Change for its own sake is not necessarily beneficial. Change well justified, and carried out according to a carefully conceived plan, flexible enough to respond to changing conditions and needs, can result in better, fuller, and wider ranging higher educational programs and more education for each tax dollar spent, than will uncoordinated, uncontrolled, unintegrated growth.

Maine's greatest need is the availability of more educational opportunity for its youth: a diversity of programs to provide for the interest and aptitude of the individual as well as the needs of the state, a variety of levels to match the abilities of the students, and the existence of institutions within reasonable commuting distance of a student's home to make education available at the lowest cost to the individual. Full transferability of credits from one institutional unit to another of similar type is required. Weaker institutions must be brought closer to the quality of the strong. Undesirable competition must be eliminated. Greater autonomy for individual campuses, divisions, and faculties than has existed in the past is necessary to a vigorous and viable program of comprehensive public higher education. Only thus can the faculties of the several campuses and divisions be encouraged in the development of diversity and individuality of programs within the overall statewide objectives. At the same time, existing obligations to present faculty and employees with respect to tenure, retirement, and other benefits must be honored.

SUMMARY OF STUDY

This study of the Commission has concerned itself primarily with where Maine stands today with respect to higher education, relative to what is being offered by other states to their college age youth, and relative to where Maine should go. It does not attempt to recapitulate the accomplishments of the past ten or

fifteen years, remarkable as many of them have been. The study is concerned with where Maine is going, and the program of higher education which it will have for its young people in the Twenty-first Century. Institutions of higher education have a habit of lasting for centuries, and, in their grand concepts, should be planned for the centuries.

Although we do not make detailed quantitative predictions or prognostications beyond 1985, our long range goals must carry us much further. Estimates in terms of dollar costs for the full implementation of the Commission's recommendations could be made, but for several reasons they would be unsatisfactory. If we recognize that there will be a doubling of the enrollment in publicly supported institutions by 1975, and a trebling by 1985, we recognize that there will be a multiplication of costs. Good education costs money, but it is money well spent. A unified, well integrated and well coordinated system of higher education will represent money even better spent. An uncoordinated, duplicating and internally competing system will be wasteful, and unnecessarily expensive.

In the study of the Academy, and in the Commission's own deliberations, several alternatives for the organizational structure of higher education on a statewide basis were carefully considered. All have been tried one place or another, and have been effective to a greater or smaller degree in differing situations. The plan for the statewide university structure recommended by the Commission is based upon our particular situation and needs here in Maine, in terms of our youth, population, existing institutions, geography, and resources.

The Commission's recommendations are presented in four groups. Group A contains two recommendations for immediate consideration by the Legislature: first, to adopt a broad statement of public policy with respect to higher education, and second, to establish the state university system to encompass all publicly supported higher education in Maine. Group B contains thirteen recommendations to be considered as the detailed master plan for higher education in Maine is developed. While these recommendations do not require immediate legislative action, they do indicate the kind of coordination which might be expected under the master plan to be developed, and further, provide the best advice the Commission can give for the state as a whole on the basis of the intensive study it has made to date. Group C contains three recommendations which will require legislative action, either now or at some future time, whether or not any other recommendations are adopted. Group D includes two recommendations to all institutions, private as well as public, which require no legislative action.

AN IMMEDIATE CONCERN

Regardless of the discussion and debate engendered by the recommendations of the Commission contained in this report, public higher education in Maine is a present and ongoing enterprise. It has immediate and current responsibilities to students and to state. These must be met. Therefore, for the next bienium, appropriations for both capital and current expenditures must be made. The projection of a better future for higher education in Maine must not be used as an excuse for not meeting the needs of the present. It is obvious also, that for the continuing concern of the University, the State Colleges, the Maritime Academy, and the Vocational-Technical Institutes, operation must continue under present control and responsibility until such time as transfer of control to the newly established board can be accomplished in an orderly fashion.

RECOMMENDATIONS - (Group A)

FOR IMMEDIATE CONSIDERATION BY THE LEGISLATURE

Statement of Public Policy on Higher Education

1. The Commission RECOMMENDS that the Legislature adopt a comprehensive statement of public policy which assigns high priority in the allocation of funds and in the passage of laws to the expansion and strengthening of public and private higher education programs and institutions within the State of Maine. The Commission recommends the adoption of the following as the public policy of the State of Maine in respect to higher education, urging that Maine:
 - a. Recognize higher education as an organized program of instruction or research, primarily concerned with the field of organized knowledge, related theory, and associated practice, which is administered by a collegiate institution (not necessarily a four-year institution) authorized to award academic degrees, and systematically pursued on a full-time or part-time basis by persons who have completed secondary school or who demonstrate equivalent competence through appropriate means.
 - b. Support the principles that each higher education institution in the State of Maine — public and private — shall have control over its education program and related activities within its board of control, and that its faculty shall enjoy the freedom traditionally accorded higher education institutions in teaching, research, and expression of opinions.

- c. Develop, maintain, and support a structure of public higher education in the State of Maine which will assure the most cohesive system possible for planning, action, and service in providing higher education opportunities, to which the highest priority for fiscal support is assigned.
- d. Provide in its public higher education institutions, or through cooperative arrangements with private institutions or institutions outside the state, the programs of study, research, or experimentation that its citizens may require.
- e. Encourage the growth and development of existing or new private higher education institutions within its borders where studies justify their continuation or establishment.
- f. Recognize that all citizens of Maine shall be considered eligible for the benefits of higher education whether they are high school graduates or the equivalent, or those seeking retraining or training for new careers.
- g. Assign continually a high priority in the allocation of public funds to the development of services, programs, and institutions designed to provide opportunities for those who do not now share equitably in the advantages of higher education, because of limiting economic, social, educational, and cultural factors.
- h. Support financially the programs of its public higher education institutions through appropriations, grants, and loans, based on comprehensive plans and budgets, both short-term and long-term; and expect appropriate public accountability for such support.
- i. Encourage all its institutions — public and private — to make maximum use of Federal funds available for the support of higher education programs and activities. In support of this policy, the State of Maine should provide matching funds, where necessary, initially and on a continuing basis.
- j. Expect and request cooperative undertakings among the higher education institutions — public and private — and between them and the business, industrial, and labor interests of the State in order to further the development of quality and quantity in educational programs and services and the advancement of the State's economy.
- k. Encourage through financial support and the expectation of annual reporting a continuing program of evaluation and research with respect to higher education opportunities in the State of Maine.

1. Give through legislative actions and appropriate publicity a high priority to the provisions of the master plan for higher education as these are stated and revised from time to time by responsible educational and governmental authorities.

The Commission believes that the higher education needs of the State of Maine can be met most effectively and rapidly and at the most reasonable cost to the taxpayers of the State of Maine and to the maximum benefit of the State's educationally deprived if a single unified university system of public higher education is established.

The University of the State of Maine

2. The Commission RECOMMENDS that the Legislature should take such steps and actions as are necessary to incorporate all existing public higher education institutions in the State of Maine, including the University, the five State Colleges, the four Vocational-Technical Institutes, the Maritime Academy, and any branches, campuses, or schools maintained by these institutions and any future public higher education institutions which might be established, into a statewide university system under the name and authority of THE UNIVERSITY OF THE STATE OF MAINE. Legal and full control of the aforementioned institutions shall be transferred to the Trustees of The University of the State of Maine on July 1, 1968.
 - a. The Board of Trustees of The University of the State of Maine should constitute the public body responsible for the development of policy with respect to the planning and coordination of all public higher education in the State of Maine. The board should comprise fifteen members in recognition of the broader statewide responsibilities which must be undertaken by The University of the State of Maine. Fourteen of the trustees should be appointed by the Governor to serve seven-year overlapping terms. The Commissioner of Education should serve *ex officio*.
 - b. The Board of Trustees of The University of the State of Maine should have sole authority to appoint the President of the University, who should serve at the pleasure of the Board and be the chief administrative and education officer for The University of the State of Maine. The President, with the approval of the Board of Trustees, should appoint persons to head the various campuses, centers, branches, and major divisions established as part of The University of the State of Maine.

- c. All separate campuses, centers, or branches should be appropriately designated as being part of The University of the State of Maine; the chief administrators should report to the President and should have the title of Chancellor, Provost, or Dean, depending on the type and size of institution over which each presides. All faculty and staff in branches, campuses, divisions, programs, and centers should be considered members of the Faculty of The University of the State of Maine.
- d. A council, with the President as chairman, should be formed of the administrative heads of the branches and campuses for the purpose of insuring regular and close coordination of programs, activities, and planning. In formulating its various policies, the council may be expected to make extensive use of *ad hoc* statewide University committees of faculty and administrators, as well as representatives of the general public.
- e. The Board of Trustees of The University of the State of Maine, on the recommendation of and in consultation with the President of the University should also be responsible for:
 - (1) developing and putting into effect a master plan for The University of the State of Maine, incorporating from this report such appropriate recommendations as pertain to public higher education and providing for the regular revision of this plan as may be required by changing conditions;
 - (2) approving the operating and capital budgets of The University of the State of Maine and transmitting them directly to the Governor and the Legislature for their consideration and action;
 - (3) representing all branches, campuses, and divisions of the University before the Governor and the State in explaining and justifying all appropriation requests;
 - (4) evaluating and approving proposals for new or expanded educational research, and public service programs for the University, and encouraging programs and activities to further the conduct of research and the introduction of modern technology;
 - (5) evaluating and approving proposals for new campuses, centers, and branches, and making recommendations to the Governor and the Legislature with respect to these needs;

- (6) developing arrangements for a division of the responsibility among the University's various campuses, branches, and centers, for specialized graduate and professional programs and University-based research;
- (7) developing arrangements within the University and with other institutions for the sharing of facilities — libraries, laboratories, and other resources — where feasible as an alternative to duplicating various types of facilities;
- (8) providing for the establishment of standards and overall coordination on a statewide basis of off-campus programs of extension and continuing education;
- (9) establishing the priorities for the physical plant development of the University and seeking directly from the Governor and the Legislature appropriations for planning, building, and land acquisitions, and overseeing all construction at the various branches, campuses, and centers of the University; and
- (10) reporting annually to the Governor, the Legislature, and to the people of Maine on its plans and accomplishments including a complete fiscal accounting of its operations where both public and private funds are involved.

RECOMMENDATIONS - (Group B)

FOR DEVELOPING WITHIN MASTER PLAN

Program Assignments, University Community Centers, Associate Degrees

3. The Commission RECOMMENDS that the various campuses and branches under the proposed University of the State of Maine should be assigned program and service responsibilities as recommended in the report of the Academy for Educational Development, including the identification of certain campuses as University Community Centers. These Centers should be established in Portland, Auburn, Augusta, Bangor (Dow campus), Fort Kent, and Machias, and they should provide a variety of terminal and transfer opportunities offering certificates and associate degrees in vocational, technical, and general education for commuting students.

Teacher Education

4. The Commission RECOMMENDS that The University of the State of Maine in carrying out its enlarged responsibilities for all public higher education should oversee all public programs of teacher education under a statewide plan to be developed in cooperation with the Maine Teachers Association, the State School Boards Association, the State Board of Education, and the private colleges following the detailed recommendations contained in the report of the Academy for Educational Development.

Coordination and Contracts With Private Institutions

5. The Commission RECOMMENDS that the University of the State of Maine in its much expanded role should maintain close communication with the private institutions and seek advice from them on how best to meet the State's needs. In fact, the University should contract with the private institutions to undertake programs in certain areas of the State where University resources are either limited, not presently available or likely to be non-existent for some time.

Enrollment Projections

6. The Commission RECOMMENDS that the proposed University of the State of Maine should adopt the higher education enrollment figures projected by AED as its goals for the expansion of higher education opportunities in the State of Maine. These call for total enrollment in institutions of higher education to grow from 24,500 full- and part-time students in 1965 to 55,400 in 1975 and to 75,000 in 1985. With more than 50% of this growth projected in enrollment in two-year terminal and transfer and continuing education programs, it is to be expected that the bulk of the burden for the recommended enrollment growth must fall upon the public higher education system because the private institutions are not equipped to handle it on the scale which will be required. At the present time 68% of the full- and part-time students in higher education in Maine are in public institutions; by 1975 it is predicted that 80% will be.

High priorities should therefore be assigned to the development of the recommended University Community Centers at Portland, Auburn, Augusta, Bangor, Fort Kent, and Machias, at which almost phenomenal growth in two-year terminal and transfer programs must be accomplished if the goals pro-

posed are to be attained. Projected growth in this program area is to 8 times present size by 1975 and 13 times present size by 1985.

Similarly, much of the growth in four-year degree programs should be expected at Farmington, Greater Portland (Gorham), and Presque Isle, with the growth emphasis at Orono in the areas of graduate study, research, and acceptance in the junior year of students transferring from the University Community Centers. It is in large part upon this geographical diversification of opportunities for higher education, at the Community Centers, and at the Farmington, Greater Portland, and Presque Isle campuses, that both students and taxpayers must depend to keep educational costs within the limits of ability to pay. The need for greatly expanded facilities in the Greater Portland area cannot be over-emphasized. The proposed development of Maine's public higher education system will ultimately make it possible for at least 90% of Maine students to obtain two years of post-secondary education within 40 miles of their homes, with a considerable saving to them in away-from-home living costs.

Opportunity Information and Student Recruitment

7. The Commission RECOMMENDS that the proposed University of the State of Maine, in order to increase more rapidly the number of young people in Maine who are to continue their education beyond high school, undertake a program of intensive recruitment. This program should be designed to inform both students and parents regarding the desirability of education beyond the secondary school level, the availability and accessibility of post-secondary programs of interest and value, and the availability of financing for participation in them. Clearly motivation of students, as well as facilities and programs, must be supplied if Maine is to progress at an acceptable pace in the field of higher education.

At the present time only 24% of Maine youths seek education beyond the secondary school level, and Maine ranks 42nd in the nation in the percentage of employed persons considered to have the skills required by science-based industries and service occupations. The American Association of Junior Colleges notes that, while in 1930 high school graduates qualified for 90% of available jobs, by 1970 they will qualify for only 32%. At least two years of college will be necessary to prepare for 50% of available positions. Nothing less than the enrollment goals herein proposed can come close to adequately preparing our young people for the complex world which they as adults will face.

The proposed University of the State of Maine in accepting responsibility for providing all public post-secondary education should recognize that Maine needs certain "basics" of higher education to which all of its citizens may expect ease of access, regardless of where they live or what financial resources they have.

Two-Year Technical, remedial, and Adult Education Programs

8. The Commission RECOMMENDS, therefore, that in developing its campuses and branches throughout the State, The University of the State of Maine should plan to give special attention to providing high quality programs in the following listed areas of basic needs, and provide financial aid programs adequate for one- and two-year students, as well as for four-year students:
 - a. general academic programs which enable students to complete the first two years of college with associate degrees and transfer, if they desire, to a four-year program as a junior;
 - b. two-year technical programs offering associate degrees and one- and two-year vocational programs designed for employment in a great variety of areas — these should be quality programs which may lead to immediate employment or possibly carry some transfer credit to four-year programs;
 - c. remedial programs planned for "late bloomers," for under-achievers, and for those who are ill-prepared (because of cultural, financial, or psychological reasons) which permit such students another opportunity to make up deficiencies and thus to qualify for admission to a transfer, technical, or vocational curriculum;
 - d. continuing or adult education programs which will enable adults to upgrade themselves culturally as well as occupationally; and

Counseling Programs: Guidance Centers

- e. Closely articulated counseling programs in the schools and colleges, and the early establishment by the University of well-manned Guidance Centers offering field services as well as those at the Center, aimed at assisting students to match their study and occupational interests with their abilities to pursue education to the limits which these may set, in public or private institutions.

Preparation for Post-Secondary Technical Programs

9. The Commission RECOMMENDS that in order to assure the highest quality of offerings in the future in vocational and technical education, the State of Maine should plan to develop in the secondary schools preparatory programs leading to admission to post-secondary vocational and technical programs, public or private.

For so long as vocational education programs at the high school level remain, every effort should be made to insure that students attending area vocational centers or participating in vocational education programs will have adequate opportunity to prepare themselves for post-secondary education. Careful consideration should be given to the balance between vocational education at the secondary and at the post-secondary level.

Post-Secondary Vocational and Technical Education

10. The Commission RECOMMENDS that the University of the State of Maine should be responsible for all public post-secondary programs in vocational and technical education. To this end:
 - a. the University should create a division responsible for the development and administration of one- and two-year vocational-technical education programs to carry on the necessary planning, the training of teachers for these programs, the essential research and development, and the program-liaison with the secondary schools; a separate body reporting to the Trustees of The University of the State of Maine should be established to advise and recommend with respect to policy; program of technical and vocational education should have a distinct budget within the University's total budget; and
 - b. the centers, branches, and campuses of the University should develop curriculums balancing vocational, technical, and general education, leading either to the associate degree or to one- or two-year certificates of proficiency in specialized fields; the program should be responsive to the needs of students and should be sensitive to the State's economy, both traditional and developing, and to both general and special accreditation requirements; if it is the considered judgment of the advisory body responsible for technical-vocational education which reports to the Trustees of the University, advisory committees of persons drawn from labor, industry, business, and education,

and the University in the region being served, might assist with recommendations for given campuses, centers, or branch curriculums.

Graduate and Professional Education

11. The Commission RECOMMENDS that The University of the State of Maine should give special attention to expanding and strengthening program offerings at the graduate and professional level, planning to increase full- and part-time enrollment approximately threefold or fourfold during the next ten years. In achieving the much needed improvements in graduate and professional education the University should:
 - a. build on existing strengths in business, law, nursing, chemistry, forestry, physics, zoology, engineering, marine sciences, and education, bringing their support up to the levels now enjoyed by agriculture and the pulp and paper field;
 - b. add some additional graduate or professional programs in the humanities and the social and behavioral sciences including the fields of social work and United States - Canadian relations;
 - c. recognize in designing graduate programs that faculty in the public and many of the private higher education institutions as well as business and industrial employees require and want graduate education opportunities;
 - d. attempt to arrange cooperative programs and activities at the graduate and professional level with other higher education institutions in Maine and throughout New England;
 - e. add new faculty who have recognized ability for teaching at the graduate level and for scholarly work, providing special financial arrangements where necessary;
 - f. provide higher compensation for professors and associate professors generally, as low salaries competitively at these two levels are a fundamental weakness at this time; and
 - g. establish a program of fellowships and assistantships which in number and amount will be competitive with those offered by the best universities in the country.

Research and Development

12. With respect to the need for increasing the amount, diversity, and quality of research in the State of Maine, the Commission RECOMMENDS that:

- a. The University of the State of Maine should establish a University Development Center for the purpose of coordinating existing and future research and service activities in its various departments, divisions, and schools (including administering Federal funds received by the University for development purposes) which are aimed primarily at serving the research and information needs of agriculture, fisheries, forestry, commerce, industry, and the professions in Maine;
- b. a technoeconomic survey should be undertaken of the feasibility of establishing a research and development center in the Portland area, which would include an investigation of industrial needs and available faculty resources; and
- c. because The University of the State of Maine will have resources and know-how in a number of fields useful in international development work, it should seek a modest number of overseas development assignments with every expectation that through such experiences the University's ability to serve the State's development needs will be enhanced.

Effective Utilization of Facilities

13. The Commission RECOMMENDS that The University of The State of Maine should undertake at once a comprehensive study of the effectiveness and efficiency of the utilization of its existing facilities, directed toward a determination of the means by which such utilization may be maximized both for present and for future facilities. Considerable savings to the taxpayers of Maine in future construction costs can be realized, if use of existing facilities and planning of future ones is based upon knowledge which could develop from such a study. Full use of Federal loan and grant funds for construction purposes should be made in all future construction projects.

Consolidation of Facilities and Programs

14. The Commission RECOMMENDS the consolidation of facilities and programs as suggested in the report of the Academy for Educational Development. While the Commission recognizes that further in-depth consideration of location and coordination as the master plan is developed may result in some deviation from the patterns suggested by the Academy, it believes that consolidation is essential in several instances and must have highest priority.

Cooperation with Canadian Institutions

15. In its juxtaposition to the Canadian border, the State of Maine has an unusual opportunity to establish cooperative programs in higher education whereby Canadian youth beyond commuting distance from higher education facilities in Canada, could commute to one of three units of The University of the State of Maine. The Commission RECOMMENDS that The University of the State of Maine investigate this possibility further with neighboring Canadian institutions, looking towards coordination of programs and full transferability of academic credit, and the joining in a proposal for foundation support to inaugurate such programs.

RECOMMENDATIONS - (Group C)

REQUIRING LEGISLATIVE ACTION, NOW OR LATER.
UNRELATED TO OTHER RECOMMENDATIONS.

In designing a structure and form of organization for the future of higher education, Maine must recognize the importance of the present and future role of the Federal government. About \$5 million comes annually from Federal sources for the support of higher education. The Commission believes with the Academy for Educational Development that when:

- a. sums of this magnitude are involved;*
- b. the purposes of these Federal programs are often supplementary to the purposes of the State;*
- c. Federal regulations require coordination, planning, and reporting by the State;*
- d. initiative, planning, and the matching of funds play significant roles in getting and using these funds; and*
- e. a state has a limited economic base from which to build a modern system of higher education;*

a state must define its role with respect to Federal programs and develop an appropriate structure to play its role effectively, rapidly, and precisely in this new Federal-State partnership.

Higher Education Development Authority

16. The Commission RECOMMENDS, therefore, that the State of Maine establish a Higher Education Development Authority for the purpose of coordinating all Federal higher

education programs and funds in Maine for which state coordination is required. In general, the Authority would perform the higher education functions required by State or Federal statute which could not properly be assigned to the Board of Trustees of The University of the State of Maine because of possible conflict of interest and lack of authority or concern for private higher education. Specifically, such an agency should:

- a. Be established by state law but not as a department of the state government.
- b. See as its major responsibility the marshalling of all higher education resources in Maine — public and private — to the utilization of Federal funds for the purposes intended to meet Maine's higher education needs.
- c. Be designated as the agency within Maine for the administration of state-sponsored programs to which all students or all institutions — public and private — should have access (i.e., state scholarship and loan programs).
- d. Provide continual advice and assistance to the higher education institutions in the use of funds and the preparation of proposals for them.
- e. Identify appropriate institutions, organizations, or agencies in the State, including the Authority itself, to administer Federal higher education programs where this is a state responsibility.
- f. Advise the Governor and Legislature on the need for matching and supplemental funds and on the other legislative actions or administrative actions necessary to assure that full advantage can be taken of Federal funds in the State of Maine.
- g. Be appropriately staffed and financially supported by state funds to cover the wide range of services needed by the higher education institutions if better use is to be made of Federal funds.
- h. Maintain an up-to-date accounting of all Federal funds in Maine being used in the support of higher education activities and services.
- i. Report annually to the Legislature and the people of the State of Maine on its activities and services.

State Support for Student Aid, and Federal Matching Funds

17. The Commission RECOMMENDS immediate and adequate public support by the State of Maine for scholarships, fellowships, and student loans; for the operation of the proposed

Higher Education Development Authority; and for the matching of Federal funds for research, for education programs, for student aid, and for other service activities.

Greater Support for Higher Education Required

18. The Commission RECOMMENDS that the Legislature should anticipate making a substantially higher commitment of state revenues in the future to the support of public higher education programs and related activities than has ever been the case in the past. This additional support will be required to meet adequately the future need of The University of the State of Maine for:
- a. higher faculty salaries, especially for professors and associate professors;
 - b. the improvement of libraries;
 - c. strengthening and expanding graduate and professional educational opportunities and related research;
 - d. increased funds for research and other services in support of Maine's economic development;
 - e. strengthening and increasing the opportunities for post-secondary technical and vocational education;
 - f. improved administrative arrangements and increased planning activities; and
 - g. additional faculty, equipment, and other resources to accommodate the projected increase in enrollment in public higher education during the next ten years.

RECOMMENDATIONS - (Group D)

NO LEGISLATIVE ACTION REQUIRED.
INDEPENDENT OF OTHER RECOMMENDATIONS.

An existing shortcoming (from which duplications often result) is the absence of cooperative efforts among the public institutions and between them and the various private ones as well. There are no regulations or other reasons preventing higher education institutions in the State of Maine from doing things together. Unfortunately, there has been no voluntary association to foster such an arrangement nor sufficient coordination to achieve it nor funds to support significant cooperative arrangements.

Maine Higher Education Association

19. The Commission RECOMMENDS that the higher education institutions in the State of Maine immediately form an association (which might be known as the Maine Higher Education Association) for the purpose of promoting a variety of cooperative activities, services and programs among the private institutions and between them and the proposed University of the State of Maine. Included among its activities should be advising the Legislature on the granting of new charters for private colleges.

Economic Development

20. The Commission RECOMMENDS that if higher education institutions are to make an appropriate contribution to the economic development of the State of Maine, efforts should be made to:
 - a. increase graduate and professional offerings especially in the southern part of the State (which might be the joint responsibility of the University and the private colleges) in fields indispensable to the science-based industries for which there is considerable potential in the region;
 - b. make greater use of local business, labor, and industrial leaders in the development of needed new programs in vocational and technical education for which there are many program possibilities;
 - c. bring the higher education institutions into the activities of the Department of Economic Development and other agencies, public and private, which are concerned with economic development in the State of Maine, by means of greater cooperation and coordination such as the use of professional services of faculty members by DED in acquiring research data, and the use by the University of DED'S knowledge of the needs of the Maine business community in establishing additional graduate courses; and
 - d. greatly increase the amount, diversity, and quality of research done in the State of Maine, especially research which will aid in strengthening programs in graduate education, and research related to the economic conditions in Maine which should be aimed at strengthening those industries of the State with growth potential.

Industry will need encouragement to expand in Maine, but as studies of Maine's economy have pointed out, the absence of strong technical programs related to science-based industries is a hindrance to economic growth. While the projected

expansion of engineering education is adequate for present needs, a decision to use education as a force for economic growth will require more trained manpower especially in engineering and business administration. Educational opportunities in these fields must be provided on a full- and part-time basis close to the population centers.

Education also has a lot to do with the environmental setting in which economic growth takes place. In simplest terms, the quality and quantity of education determine whether there will be an environment conducive to economic and cultural development.

HIGHER EDUCATION — AN EXPENSIVE BUT NECESSARY INVESTMENT

The Commission wholly concurs with the statement of the Academy for Educational Development that “a decision to broaden and improve public higher education opportunities in the State of Maine and to develop and use the resources of higher education to further the cultural and economic growth of the state must be matched by a willingness at the highest levels in the state to provide the financial resources required. Only if the support is adequate can quality in these activities be assured.”

For several generations Maine’s level of support of public higher education has been low, compared with other states, both on a per capita and on a personal income basis. In 1965, only nine states spent less per capita for post-secondary education than Maine, while twenty-one states spent more than twice the \$20 per capita spent by the State of Maine. In 1965, thirty-seven states, including New Hampshire and Vermont, spent more per \$1,000 of income than did the State of Maine; of the 15 states having lower per capita personal incomes than Maine, all spent a higher per cent of personal income for public higher education than did Maine. Clearly, Maine can, and Maine should, increase its effort. The Legislature of the State of Maine must be prepared to make larger appropriations for the support of public higher education, both for operating expenses and for capital improvements, than have been made heretofore, if Maine is to reach the goals embodied in these recommendations of the Commission.

Increased support for higher education is imperative. The abilities of the young people of Maine to compete with those from sister states, in the difficult world of tomorrow, depend upon it. The future development of the State of Maine is irreconcilably attached to it. Truly, it is . . . “The First Business of Our Times.”