MAINE STATE LEGISLATURE

The following document is provided by the

LAW AND LEGISLATIVE DIGITAL LIBRARY

at the Maine State Law and Legislative Reference Library

http://legislature.maine.gov/lawlib



Reproduced from scanned originals with text recognition applied (searchable text may contain some errors and/or omissions)



122nd MAINE LEGISLATURE

FIRST SPECIAL SESSION-2005

Legislative Document

No. 1661

S.P. 615

In Senate, May 5, 2005

An Act To Streamline Higher Education in Maine

Reference to the Committee on Education and Cultural Affairs suggested and ordered printed.

JOY J. O'BRIEN Secretary of the Senate

Presented by Senator MITCHELL of Kennebec.

Cosponsored by Representative NORTON of Bangor and

Senators: MARTIN of Aroostook, RAYE of Washington, TURNER of Cumberland,

Representatives: DAVIS of Falmouth, FINCH of Fairfield.

	Be it enacted by the People of the State of Maine as follows:
2	PART A
4	Sec. A-1. 20-A MRSA c. 408 is enacted to read:
6	CHAPTER 408
8	STATE SYSTEM OF PUBLIC HIGHER EDUCATION
10	DIAID DIDING OF FUNDIC HIGHEN EDUCATION
	§10601. State system of public higher education
12	
14	1. Establishment. There is established a state system of public higher education, referred to in this chapter as "the state system," that consists of:
16	
18	A. The University of Maine System and each of its universities;
20	B. The Maine Community College System and each of its colleges:
22	
24	C. The Maine Maritime Academy; and
	D. The Board of Regents of Higher Education and its related
26	units as established pursuant to this chapter.
28	As used in this chapter, "constituent units" means those units described in paragraphs A to C.
30	
	§10602. Board of Regents of Higher Education established
32	The Decod of Decode of Wishes The set in the
34	The Board of Regents of Higher Education, referred to in this chapter as "the board of regents," is established as the
J-2	central policy-making authority for the state system and to
36	provide a permanent voice in support of public higher education,
-	to create a statewide vision for public higher education and to
38	develop, maintain and evaluate implementation of a long-term plan for public higher education in the State.
40	
42	1. Membership; appointments. The board of regents is organized as set out in this section and consists of 16 members.
44	A. Ten members are appointed by the Governor, subject to
46	review by the joint standing committee of the Legislature having jurisdiction over education matters and to
48	confirmation by the Legislature, with 5 from the First Congressional District and 5 from the Second Congressional District.
50	<u> </u>

B. Three members are appointed by the President of the Senate and 3 members are appointed by the Speaker of the House.

4

6

8

10

12

2

In appointing members to the board of regents, the appointing authorities shall give proper consideration to achieving statewide geographical representation and gender equity. The members of the board of regents may not be employed by or be members of a board of trustees for any higher education institution in the State, public or private, nor may they be employed as classified or unclassified employees of the State or hold elected state office.

- 2. Terms. Members appointed to the board of regents serve
 5-year terms, except the terms of the initially appointed members
 must be staggered: Six of the initial appointees serve for one
 year, 5 serve for 2 years and 5 serve for 3 years. Members may
 serve a maximum of 2 terms, except that an individual appointed
 to fill an unexpired term of 3 years or less is eligible for
 appointment to 2 full terms.
- 22 3. Vacancies. Vacancies on the board of regents are filled for the unexpired term only. A member serves until a successor has been appointed and qualified.
- 4. Chair: officers. The Governor shall appoint the initial chair of the board of regents, who serves for a term of 2 years.

 Thereafter, the board of regents shall elect from its membership a chair, who serves for a term to be designated by the board of regents. A chair may not serve more than 2 consecutive terms. The board of regents shall elect from its members a vice-chair and such other officers it considers necessary. A vacancy among the officers must be filled within 30 days following the occurrence of the vacancy in the same manner as the original selection.

36

38

40

42

- 5. Public meetings and records. The board of regents is deemed to be a public agency within the meaning of Title 1, chapter 13, subchapter 1. The financial books and other records of the board of regents are public records and the meetings of the board of regents are public proceedings within the meaning of Title 1, chapter 13, subchapter 1.
- 6. Bylaws. The board of regents shall establish bylaws to govern its procedures and shall appoint such committees and advisory boards as may be convenient or necessary in the transaction of its business.

48

50

7. Quorum. Nine members of the board of regents constitutes a quorum.

2	8. Compensation. Members of the board of regents are not
	entitled to compensation for their services, but may be
4	reimbursed for travel and other expenses incurred in the
	performance of their official duties.
6	
	§10603. Duties of board of regents; statewide policies
8	
	1. Establishment of statewide policies for higher
10	education. The board of regents shall establish statewide
-0	policies and guidelines for the state system, including
12	establishing statewide policies and guidelines to:
	cocapitaning ocace nide policies and gardelines co-
14	A. Develop a master plan for higher education and
14	postsecondary education consistent with the goals in
16	
16	subsection 2:
18	B. Review and approve mission statements for the
	constituent units and mission statements for the individual
20	institutions and branches of the constituent units;
22	C. Prepare and present to the Governor and the Legislature
	consolidated operating and capital expenditure budgets for
24	the state system;
26	D. Establish statewide tuition and student fee policies and
	guidelines;
28	
	E. Establish statewide student financial aid policies and
30	guidelines;
30	3 ~~ ~~ ~~ ~~ ~~ ~~ ~~ ~~ ~~ ~~ ~~ ~~ ~~
32	F. Monitor and evaluate institutional effectiveness and
34	viability in accordance with criteria established by the
34	board of regents;
34	board of regence;
36	G. Merge or close institutions in accordance with criteria
30	established by the board of regents except that:
• •	established by the board of regents except that:
38	(2) 2 2.3 2.3 2.3 2.3 2.4
	(1) A recommended merger or closing requires a 2/3 vote
40	of the board of regents; and
42	(2) Notice of the recommended merger or closing must be
	sent to the joint standing committee of the Legislature
44	having jurisdiction over education matters;
46	H. Review and approve any recommendations for the
	establishment of new academic programs submitted to the
48	board of regents by the constituent unit boards of trustees,
	and, in consultation with the affected constituent units,
F-0	receids for the initiation consolidation or termination of

academic programs. The board of regents shall notify the 2 board of trustees affected by the proposed termination of an academic program. Within 90 days of receipt of such notice, the trustees shall accept or reject the termination proposal 4 and shall notify the board of regents of its action. If the termination proposal is rejected by the trustees, the board 6 of regents may override the rejection by a 2/3 vote; 8 Develop criteria to ensure acceptable quality in programs and institutions and enforce standards through 10 licensing and accreditation; 12 J. Review and make recommendations on plans received from 14 the constituent unit boards of trustees for the continuing development and maximum utilization of the State's public 16 higher education resources; 18 K. Appoint advisory committees to assist in defining and suggesting solutions for the problems and needs of higher 20 education; L. Establish an advisory council for higher education with 22 representatives from public and private institutions to study methods and proposals for coordinating efforts of all 24 such institutions in providing a stimulating and enriched educational environment for the citizens of the State, 26 including measures to improve educational opportunities through alternative and nontraditional approaches such as 28 external degrees and credit by examination; 30 M. Coordinate programs and services throughout public higher education and between public and independent 32 institutions, including procedures to evaluate the impact on 34 independent institutions of higher education of proposals affecting public institutions of higher education; 36 N. Make or enter into contracts, leases or other agreements 38 in connection with its responsibilities under this chapter, except that all acquisitions of real estate by lease or 40 otherwise are subject to the provisions of Title 5, Part 4; 42 O. Prepare and present to the Governor and the Legislature legislative proposals affecting public higher education, 44 including proposals that use programs and facilities of independent institutions of higher education; 46 P. Develop and maintain a central higher education information system and establish definitions and data 48

requirements for the state system;

2	O. Undertake such studies and other activities as will best serve the higher educational interests of the State; and
4	R. Establish criteria for priority higher education
6	facilities projects.2. Establishment of goals for higher education. Within the
8	limits of authorized appropriations and authorized expenditures of other funds, the board of regents shall establish policies of
10	the state system that are consistent with the following goals:
12	A. Ensuring that no qualified person be denied the opportunity for higher education on the basis of age, sex,
14	ethnic background or social, physical or economic condition;
16	B. Protecting academic freedom:
18	C. Providing opportunities for education and training related to the economic, cultural and educational
20	development of the State;
22	D. Ensuring the fullest possible use of available resources in public and private institutions of higher education;
24	E. Maintaining standards of quality ensuring a position of
26	national leadership for state institutions of higher education;
28	F. Applying the resources of higher education to the
30	problems of society; and
32	G. Fostering flexibility in the policies and institutions of higher education to enable the state system to respond to
3 4 36	changes in the economy, society, technology and student interests. The board of regents shall review recent studies of the need for higher education services, with special
	attention to those completed pursuant to legislative action, and shall initiate additional programs or services through
38 40	one or more of the constituent units to meet such needs.
	3. Reports. The board of regents shall request and receive, or be provided electronic access to, data, reports and
42	other information from the constituent units of the state system
44	necessary for the board to carry out its responsibilities pursuant to this chapter.
46	\$10604. Higher Education Coordinating Council established:

chair; public meetings and records

The Higher Education Coordinating Council, referred to in this chapter as "the coordinating council," is established as an 2 advisory council to the board of regents to assist the board of regents in performing its statutory duties. The coordinating 4 council is composed of the chairs of the boards of trustees and 6 the chief executive officers of each constituent unit of the state system and the chair of the board and the chief executive 8 officer of the Finance Authority of Maine. The coordinating council shall elect from its membership a chair who serves for a term to be designated by the coordinating council. A chair may 10 not serve more than 2 consecutive terms. The coordinating council 12 is a board or commission of a public agency within the meaning of Title 1, chapter 13, subchapter 1, the records of the coordinating council are public records and the meetings of 14 coordinating council are public proceedings. 16 1. Duties. The coordinating council shall: 18 A. Identify, examine and implement savings in administrative functions carried out by the state system, 20 including, but not limited to, methods to simplify procedures and reduce duplication in the administrative 22 functions of each constituent unit; and 24 B. Develop accountability measures for each constituent 26 unit and each public institution of higher education in accordance with the provisions of subsection 2, 28 2. Accountability measures; reports. The accountability 30 measures developed by the coordinating council pursuant to subsection 1, paragraph B must be used by the board of regents 32 and the board of trustees of each constituent unit in assessing the progress of each constituent unit of the state system as follows. 34

- A. Accountability measures developed for each constituent unit include the goals of:
- (1) Ensuring access to and affordability of higher education;
- 42 (2) Enhancing student learning and promoting academic excellence;

36

38

40

44

- (3) Promoting the economic development of the State to
 46 help business and industry sustain strong economic growth;
- (4) Joining with elementary and secondary schools to improve teaching and learning at all education levels;

2	(5) Responding to the needs and problems of the State
	and society; and
4	
	(6) Ensuring the efficient use of resources.
6	
U	
	The coordinating council shall develop an implementation
8	plan for use of the accountability measures.
10	B. In developing the accountability measures pursuant to
	subsection 1, the coordinating council shall also consider
12	•
12	graduation rates, student retention rates, tuition and fees,
	student financial need and available aid, trends in
14	enrollment and the percentage of incoming students who are
	state residents, data on graduates by academic program,
16	faculty productivity and any other factor that it considers
10	
	relevant in providing the board of regents with a greater
18	degree of accountability in the state system. In
	considering faculty productivity measures, the council shall
20	consult with the advisory committee established under
	section 10605.
22	500 CION 100001
22	
	C. The coordinating council shall submit the accountability
24	measures developed pursuant to subsection 1 and the
	implementation plan as provided in paragraph A for use of
26	the accountability measures to the board of regents for the
	board's review and approval. Once the measures and
2.0	
28	implementation plan are approved, each constituent unit
	shall provide the data to the board of regents that is
30	necessary for purposes of applying the measures.
32	D. The chair of the coordinating council, on behalf of the
-	board of regents, shall report to the joint standing
2.4	
34	committee of the Legislature having jurisdiction over
	education matters on the accountability measures and the
36	implementation plan developed pursuant to this section by
	February 1, 2008. The report must include recommendations:
38	
50	(1) For any statutory changes needed for purposes of
4.0	(1) For any Statutory Changes needed for purposes of
40	assessing the constituent units based on the
	accountability measures;
42	
	(2) To clarify and streamline planning and
44	accountability reporting requirements of the
**	
	constituent units;
46	
	(3) Concerning goals, actions to achieve such goals and
48	analysis of performance; and
	The state of the s

(4) For options to revise budgeting policies and programs to meet accountability goals and measures as outlined in paragraphs A and B.

4

б

8

10

12

2

E. The coordinating council shall develop an accountability report prototype. Upon review and approval by the board of regents, the chair of the board of regents shall submit the report prototype to the joint standing committee of the Legislature having jurisdiction over education matters by October 1, 2007. The report prototype must include accountability measures developed and approved under this subsection for which data collection mechanisms exist as determined by the chair of the board of regents.

14

16

18

20

22

24

26

28

30

32

F. Each constituent unit of the state system shall submit to the chair of the board of regents its first accountability report by January 1, 2008. The chair of the coordinating council shall compile and consolidate the reports on behalf of the chair of the board of regents. The chair of the board of regents shall submit an accountability report that covers the state system of higher education and each constituent unit and public institution of higher education to the joint standing committee of the Legislature having jurisdiction over education by February 1, 2008. The report must include baseline data for the accountability measures developed under this section for which data collection mechanisms exist and comparable peer data, as determined by the chair of the board of regents, after consultation with the coordinating council and upon review and approval by the board of regents. The report must also include a timeline for the collection of data and reporting of the remaining accountability measures and for the identification of performance improvement targets.

34

36

38

40

42

44

46

G. Each constituent unit of the state system shall submit an accountability report to the chair of the board of regents by January 1st. The chair of the board of regents shall compile the reports and shall submit a consolidated accountability report for the state system to the joint standing committee of the Legislature having jurisdiction over education matters by February 1st. The report must contain accountability measures for each constituent unit and public institution of higher education pursuant to subsection 1. The report must include updated baseline and peer comparison data, performance improvement targets for each measure and other information as determined by the chair of the board of regents.

48

50

§10605. Advisory committee to board of regents established; membership; duties

2 The advisory committee to the board of regents, referred to in this chapter as "the advisory committee," is established as an advisory body to the board of regents to assist the board of regents in performing its statutory duties.

6

8

- 1. Membership. The advisory committee is organized as set out in this section and consists of 12 members as follows:
- 10 A. One member from each of the boards of trustees of the constituent units of the state system;

12

14

- B. One member from the administrative staff of each of the constituent units;
- 16 C. One member from the faculty representing each of the constituent units; and
 - D. One student from each of the constituent units.

20

22

24

26

18

- 2. Appointments. The members of the advisory committee and alternates for those members must be appointed by the constituent units they are to represent, in accordance with procedures established by the respective boards of trustees. The alternate members of the advisory committee may serve in the absence of the regularly appointed member.
- 28 3. Chair; officers; public meetings and records. The advisory committee shall, on a rotating basis among its members, 30 elect its own chair and secretary and such other officers as it considers necessary, to serve for a term of 2 years. The advisory committee is a board or commission of a public agency 32 within the meaning of Title 1, chapter 13, subchapter 1, the records of the advisory committee are public records and the 34 meetings of the advisory committee are public proceedings within 36 the meaning of Title 1, chapter 13.
- 38 4. Meetings. The advisory committee shall meet at least twice annually with the board of regents. Agendas must be prepared for such meetings and must be distributed by the board 40 of regents prior to the meetings and consist of matters recommended for inclusion by the chair of the board of regents 42 and the advisory committee. The meetings must be chaired by the chair of the board of regents and the advisory committee members 44 have the right to participate in all discussions and 46 deliberations, but do not have the right to vote at such meetings.
 - \$10606. Priority higher education facility project review committee established; membership; duties

50

A committee to review priority higher education facility projects, referred to in this chapter as "the facility project review committee," is established as an advisory body to the board of regents to assist the board of regents in performing its statutory duties.

6

8

10

12

2

4

1. Membership. The facility project review committee is organized as set out in this section and includes the Treasurer of State, the Director of the Bureau of General Services within the Department of Administrative and Financial Services and the Chief Executive Officer of the Finance Authority of Maine, or their designees. The Director of the Bureau of General Services or the director's designee shall serve as chair.

14

16

18

20

2.2

24

26

28

2. Prioritization of higher education facility projects. On or before October 1, 2008, and annually thereafter, each constituent unit may submit to the facility project review committee a list of proposed priority higher education facility projects ranked in order of priority. Within 60 days following the submission, the facility project review committee shall review all such lists and approve the proposed projects as priority higher education facility projects unless a project description is not substantially complete or a project fails to conform to the criteria for a priority higher education facility project established by the board of regents. On or before January 15th and July 15th, annually, the facility project review committee shall report to the joint standing committee of the Legislature having jurisdiction over education matters and the joint standing committee of the Legislature having jurisdiction over appropriations and financial affairs on the status of priority higher education facility projects.

32

34

36

38

40

42

30

3. Review of implementation of priority higher education facility project procedures. On or before December 31, 2010, the joint standing committee of the Legislature having jurisdiction over education matters, in consultation with the joint standing committee of the Legislature having jurisdiction over appropriations and financial affairs, shall review the implementation of priority higher education facility project procedures and the status of such projects and recommend whether to continue, expand or discontinue and repeal the procedures for priority higher education facility projects established pursuant to this section.

44

46

Sec. A-2. Effective date. This Part takes effect July 1, 2007.

PART B

Sec. B-1. Transition. Notwithstanding the Maine Revised Statutes, Title 20-A, chapter 411, Title 20-A, chapter 431 and Private and Special Law 1941, chapter 37, as amended, the following provisions apply to the realignment of the duties and responsibilities of the Chancellor and the Board of Trustees of the University of Maine System, the President and the Board of Trustees of the Maine Community College System and the President and the Board of Trustees of the Maine Maritime Academy with the provisions of Title 20-A, chapter 408, which establishes the authority of the Board of Regents of Higher Education as the central policy-making authority for the state system of public higher education.

2

4

б

8

10

12

14

16

18

20

22

24

26

28

30

40

42

44

46

48

50

1. The University of Maine System, the Maine Community College System and the Maine Maritime Academy as created and established by law are incorporated into the state system of public higher education. Upon the effective date of Part A of this Act, all references to, responsibilities of and authority conferred upon the governing boards and policy-making authorities of the University of Maine System, the Maine Community College System and the Maine Maritime Academy, and those entities' predecessors, throughout the Maine Revised Statutes and Private and Special Laws are deemed to refer to and vest in the Board of Regents of Higher Education created by this Act, as the successor entity. The Board of Regents of Higher Education is the successor in every way to the powers, duties and functions as assigned in the Maine Revised Statutes, Title 20-A, chapter 408 as they pertain to the governance and coordination of the state system of public higher education established under this Act.

2. All policies and procedures established by the Chancellor
32 and the Board of Trustees of the University of Maine System, the
President and the Board of Trustees of the Maine Community
34 College System and the President and the Board of Trustees of the
Maine Maritime Academy, as they pertain to the duties of the
36 Board of Regents of Higher Education and its related units as set

forth in this Act, in effect on the effective date of this Act

38 remain in effect until rescinded, revised or amended.

3. The Chancellor of the University of Maine System, the President of the Maine Community College System and the President of the Maine Maritime Academy, together with the chairs of their respective governing boards, shall collaborate and develop a plan coordination align and consolidate the governance and functions of their respective governing boards with provisions set forth in Part A of this Act. By January 31, 2006, the Chancellor of the University of Maine System shall submit a report, including recommendations and any necessary legislation, to the Governor and the Joint Standing Committee on Education and Cultural Affairs regarding the plan required under this section.

Following receipt and review of the report, the Joint Standing Committee on Education and Cultural Affairs may report out legislation to the 122nd Legislature.

4

б

8

10

12

14

16

18

20

22

24

26

28

30

32

34

36

38

40

2

Sec. B-2. Legislation; schedule. Under the direction of the joint standing committee of the Legislature having jurisdiction over education matters, staff from the Office of Policy and Legal Analysis and the Office of the Revisor of Statutes shall review those parts of the Maine Revised Statutes and relevant Private and Special Laws governing the University of Maine System, the Maine Community College System, the Maine Maritime Academy and the State Board of Education. The purpose of the review is to develop legislation to align and consolidate existing law in the Maine Revised Statutes and relevant Private and Special Laws necessary to update the provisions proposed in Part A and to correct any errors and inconsistencies in law that result from this Act. By November 30, 2006, the joint standing committee of the Legislature having jurisdiction over education matters shall agree on the format and organization of the relevant provision of the Maine Revised Statutes and relevant Private and Special By November 30, 2007, the joint standing committee of the Legislature having jurisdiction over education matters shall submit the legislation developed pursuant to this section to the First Regular Session of the 123rd Legislature.

Sec. B-3. Interim meetings; authorized. The Joint Standing Committee on Education and Cultural Affairs is authorized to meet as needed, but at least 3 times, during the 2005 legislative interim to carry out its responsibilities to oversee planning, delivery and implementation issues related to service establishment of the Board of Regents of Higher Education as the central policy-making authority for the state system of public At these meetings, the Chancellor of the higher education. University of Maine System shall brief the joint standing committee on planning issues, progress, challenges and the timeline for implementation. The joint standing committee shall provide opportunities for trustees, faculty administrators, campus personnel, students, alumni, community officials and members of the public to speak to the committee. The joint standing committee may submit legislation to the Second Regular Session of the 122nd Legislature based on these meetings.

42

44

46

48

50

Sec. B-4. Advisory working groups. During the period from July 2005 to December 2006, the Chancellor of the University of Maine System shall convene advisory working groups to consider strategic planning, program delivery and implementation issues related to the establishment of the state system of public higher education. The Chancellor of the University of Maine System shall collaborate with the President of the Maine Community College System and the President of the Maine Maritime Academy in

convening and conducting the work of the advisory working groups. The advisory working groups shall review the issues identified in this Part. The advisory working groups must include broad representation from trustees, faculty members, administrators, campus personnel, students, alumni, community officials and members of the public.

Sec. B-5. Budget. The Department of Administrative and Financial Services, Bureau of the Budget shall work with the Chancellor of the University of Maine System, the President of the Maine Community College System and the President of the Maine Maritime Academy, together with the chairs of their respective governing boards, with regard to the duties transferred to the Board of Regents of Higher Education as the central policy-making authority for the state system of public higher education as set forth in this Act in order to develop recommendations for a proposed operating budget for the Board of Regents of Higher Education that must be provided through funds appropriated by the Legislature.

20

22

24

26

28

30

32

34

36

38

40

42

44

46

48

2

10

12

14

16

18

SUMMARY

This bill establishes a centralized system of governance and coordination for public higher education and reorganizes the system for public higher education in Maine by creating the Board of Regents of Higher Education, which is established as the central policy-making authority for public higher education in the State. The bill further establishes a coordinating council and an advisory committee to assist the board of regents in fulfilling its policy-making role of coordinating the programs and resources of the University of Maine System and its universities, the Maine Community College System and its colleges and the Maine Maritime Academy. The bill also establishes transition provisions to review and propose legislative revisions to the charters and relevant statutes of the University of Maine System, the Maine Community College System and the Maine Maritime Academy to align the governance structures of these entities with the board of regents as the central policy-making authority for the state system of higher education. The bill further directs the Chancellor of the University of Maine System, the President of the Maine Community College System and the President of the Maine Maritime Academy, and the respective chairs of their boards of trustees, to work with the Joint Standing Committee Education and Cultural Affairs to address a number of transition Finally, the bill establishes July 1, 2007 as the provisions. effective date for implementing these governance and coordination changes.