

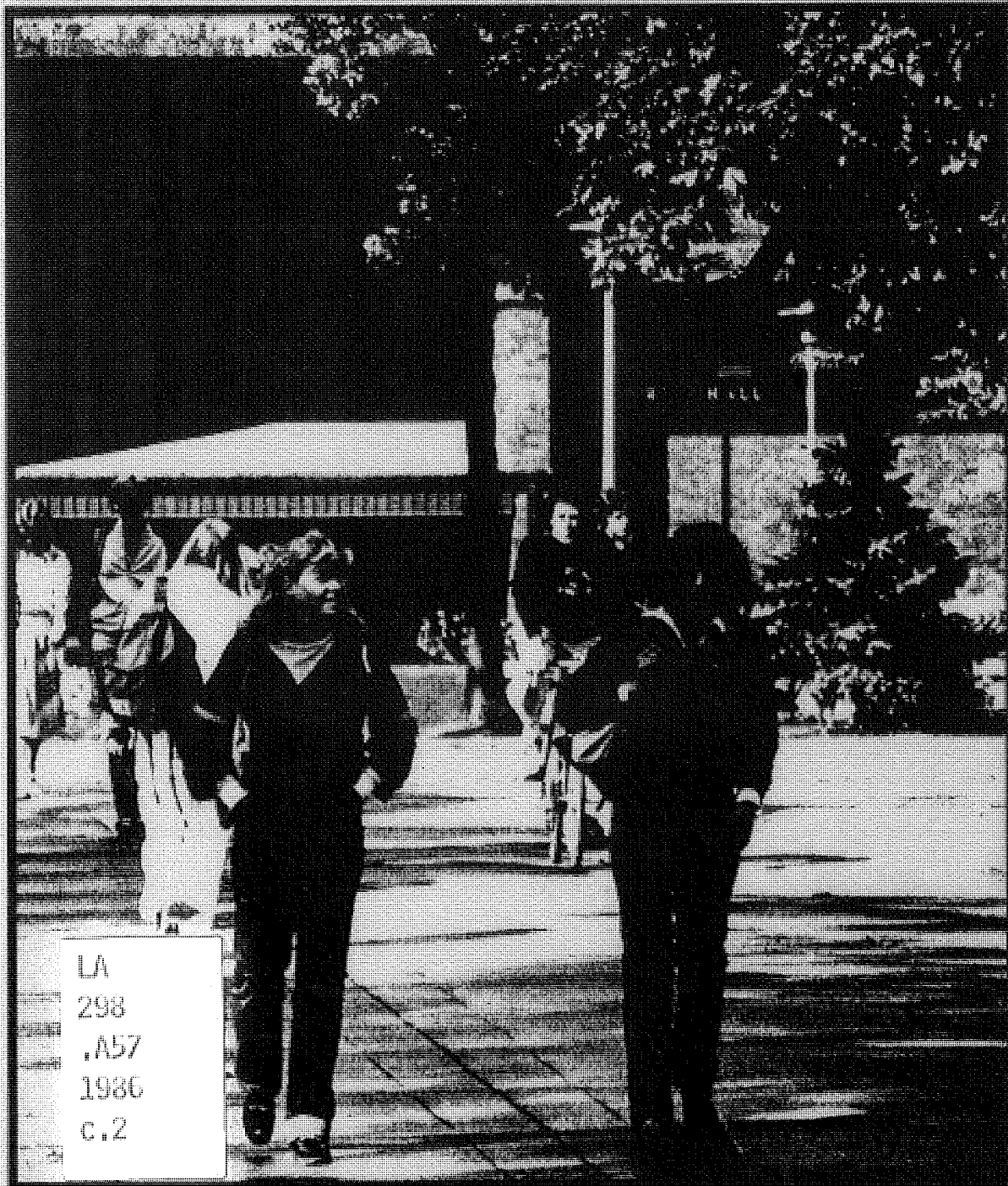
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# REPORT OF THE VISITING COMMITTEE TO THE UNIVERSITY OF MAINE



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**JANUARY 1986**





JOSEPH E. BRENNAN  
GOVERNOR

STATE OF MAINE  
OFFICE OF THE GOVERNOR  
VISITING COMMITTEE  
TO THE UNIVERSITY OF MAINE

ROBERT E. L. STRIDER II  
CHAIRMAN

CHARLES T. LAWTON  
EXECUTIVE DIRECTOR

December 30, 1985

The Honorable Joseph E. Brennan  
Governor of the State of Maine

Dear Governor Brennan,

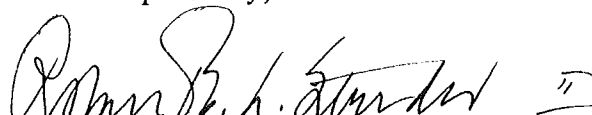
The Visiting Committee to the University of Maine has completed the deliberations that began in September, 1984. It is a pleasure to present our report to you and to the Joint Standing Committee on Education of the Legislature.

These recommendations, we trust, speak for themselves. It is our hope that this document will stimulate constructive debate in the months ahead toward the continual strengthening of the University System.

In transmitting the report of the Visiting Committee I am privileged to speak for Edward C. Andrews, Jr., Wilma A. Bradford, Jean H. Childs, Robert L. Clodius, Francis Keppel, Eleanor M. McMahon, Edmund S. Muskie, Jean Sampson, and Nils Y. Wessell, as well as for myself as Chairman. For the research and the compilation of data that support this inquiry, for the preparation of numerous drafts of the text, and for assiduous attention to details and arrangements, we are indebted heavily to Charles T. Lawton, Executive Director of the Committee.

It has been an honor for us to have had the opportunity to serve you and the people of the State of Maine.

Respectfully,

  
Robert E. L. Strider, II

## Origin and Purposes of the Visiting Committee

Throughout 1983, public concern for education reached a level not seen since the Sputnik crisis of the late 1950's. On the national scene, publication of the controversial report *A Nation at Risk* provoked broad debate about the quality of education and stimulated reform movements in virtually every state. In Maine, the Governor appointed a special Commission on the Status of Education which held a series of public hearings. Concern over proposed budget cuts in popular public service programs at the University of Maine at Orono and over allegations of declining quality in the University dominated these hearings, led to Legislative hearings, and to proposals to remove UMO from the University system.

At the same time, the business community and others concerned with the state's Vocational Technical Institutes raised serious questions about their ability to meet the need for skilled technicians. In response, a series of proposals was offered to give the VTIs greater control over their academic programs by removing them from the Department of Education.

Recognizing both the critical importance of higher education to Maine's future and the conflicting forces for change, the Governor's Commission in January, 1984, recommended that "there be a public review of the University of Maine system as a whole ..." In particular, it urged review of the University's "overall mission and program priorities for the remainder of the century," its governance, the distinct mission of each campus, the methods used for allocating funds among campuses, and the relationship between the University and the Vocational Technical Institutes and the Maine Maritime Academy.

The Legislature accepted this recommendation and in June, 1984 as part of P.L. 839, provided for the establishment of an eleven member commission. It directed the Commission to "report its recommendations and findings ... on or before January 1986" (see Appendix One).

On August 17, 1984, Governor Joseph E. Brennan signed Executive Order 3 FY 84/85 establishing the Visiting Committee, naming its members and listing its charges (see Appendix Two). Since that time, members of the Committee have visited each university campus, each Vocational Technical Institute, and the Maine Maritime Academy; they have met with the University Board of Trustees, the Chancellor, the State Board of Education, legislative, business and community leaders, faculty, students, University employees, and alumni; they have examined enabling legislation, accreditation reports, and literally scores of other documents dealing with the University and higher education in general.

This report is the Committee's response to the Governor's charge.

**Report of the Visiting Committee  
to the University of Maine  
January 1986**

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# Chapter One

## Introduction

It has been eighteen years since the creation of the multi-campus University of Maine. During the nineteen-sixties certain issues were perceived to have compelling importance. The Coles Commission made its recommendations for improving higher education in Maine, but conditions at the time were such that the major changes the Commission called for could not then be accomplished. Soon Governor Curtis appointed the Lund Commission, and it was only after their report that the amalgamation of the different elements of a statewide university system could be achieved. Nearly two decades later it is time for another appraisal, this one undertaken at the behest of Governor Brennan and the Legislature.

While many of those problems recognized in the nineteen-sixties have been successfully addressed, a number persist. It is not that no one has addressed them, but that they are endemic to Maine and to multi-campus university systems in general. Certain problems have come into focus because of unanticipated negative consequences of the establishment of the System, and others are new, requiring solutions different from those that were appropriate two decades ago.

To put the present report in perspective it would be helpful to summarize a few of the issues that were in the forefront of the debate in 1968.

1. There was concern among supporters of the University throughout the state that expansion in southern Maine would draw resources away from Orono, and concern in southern Maine that the concentration of resources in Orono would prevent desirable development in the Portland area.
2. There was pressure for a stronger public higher education presence in the Greater Portland area, but there was no coherent strategy for achieving it. This problem was complicated by the existence of two sizeable campuses, operating independently, only a few miles apart.
3. The State Colleges, then under the State Board of Education, aspired to be full-fledged institutions of higher education, but there were uncertainties about institutional missions and reservations about the quality of these campuses. Three were then still unaccredited. Questions were raised about the feasibility of maintaining the smaller among them.
4. There was concern over the lack of geographically accessible programs in continuing education.
5. There was frustration over student transfer policies, both within the existing units of the University and between the University and the State Colleges.
6. Despite the impressive number of choices among four-year institutions, public and independent, in the state, there was a low rate of participation in higher education by Maine high school graduates.
7. Enrollment in one- and two-year terminal and transfer programs was low, and efforts to provide offerings in this category were leading to potential duplication between the University and the VTIs.
8. There was a sense that resources among institutions could be more effectively shared and that technology might be applied to widen educational opportunities in all sections of Maine.
9. There was a sense that certain efficiencies could be achieved in administrative and support services at the University if the State Colleges were to be consolidated within the system.
10. There was a sense that only through a statewide, unified system of public higher education could there be effective coordination with the needs of the state.

As one looks back upon this interval it is evident that the newly organized University did address itself to these problems and questions, and to others. These same issues were on the agenda of virtually every other state in the nineteen-sixties, and it is revealing that many of them still are high on those agenda, in Maine and elsewhere. And yet, even though the issues remain in so many instances before us, the University in its new guise must be considered to have been a success.

The record of these years is heartening. The lustre of this achievement is not dimmed by the fact that there are still unresolved problems. Like any institution created and managed by human beings, the University System continues to be susceptible of improvement. That is why it is appropriate to have another look at it, the way it is now, and to recommend several steps that might bring some of that improvement about.

First, though, a few words should be said, self-evident though they may appear to many Maine citizens, as to why it is important still, as it was two decades ago, for Maine to have a first-class system of public higher education. The people who make up the State of Maine are its central resource, and over the years Maine people have not lacked in vision and aspiration. The state motto, *Dirigo*, means "direct, guide, arrange, set straight." It suggests something in the Maine character other than passivity, to say the least. Similarly, the word "education" derives from the verb *educare*, to "lead from" or "lead out of". In the



nineteenth century this may have meant quite literally to "lead out of a world of ignorance." It still means to lead from one perspective or one way of life to another. In a world that changes as rapidly as ours does, our economic, social, and psychological well-being will depend in large part upon our adaptability to change as much as to our preparation for coping with the immediate complexities of contemporary life.

The great majority of the people of Maine can benefit from some form of higher education. The quality of life in Maine in the future may well depend upon the degree to which its citizens can enjoy the rewards of higher education. There must be different levels, of course, to satisfy different kinds of demands. The principal requirement, however, applicable to every educational level, must be high quality. "Excellence" may have become an over-used term, perhaps even a cliché, after John Gardner's provocative and thoughtful book some years back, but it has lost none of its relevance as the preeminent educational objective.

To those who may be skeptical as to whether the University in a relatively small state can achieve this excellence, it may be pointed out that in those states in which there are distinguished universities (and distinction need not be related to size), there has been a consistently high level of aspiration on the part of both political and educational leaders. There is no reason why this cannot be true of Maine. The achievement of excellence does not come easily, but a commitment to hard work has been characteristic of Maine people over the decades, and ambition and idealism have not been foreign to them.

A vision of the future in Maine, a heightened quality of life, presupposes an enlightened and informed citizenry, a sense of community, a healthy environment, an economic stability, an ethos that encourages independence, creativity, and enterprise. The services of government, not just in education but in health, transportation, and culture, must be effective. Traditional elements of the Maine economy must be revitalized through new management techniques and the improved application of technology.

There have been challenges to the Maine economy. There has been growth in urban centers but continuing isolation and poverty in rural areas. The labor market has changed in such a way as to reduce the number of employment opportunities in the "middle skills" that in decades past have provided a lifetime of financial security for young men and women out of high school in the lumber, paper, and textile mills, the shoe factories, and the food processing plants. In the next few decades it is tremendously important that there be access to post-secondary education of many kinds, for young people and adults, to enable them

to acquire the skills that the changing world will require of them. As industries based on high technology expand northward into Maine there will be more opportunities for employment and possibilities for advancement for those who become qualified.

The system of public higher education must address itself to this objective. It can be a key to the professional, technical, and vocational development of the current work force, as well as to the revitalization of the economy. It will be a major source of new knowledge through the research that a university can engender, and a spur to the creative application of that knowledge to the problems of industry, business, and governmental services.

But it is not only utilitarian ends that a university system serves. Higher education is a key to the aspirations of young people and adults who want to better themselves in order to increase their social and economic mobility and to improve the quality of their lives. Higher education will widen perspectives and broaden horizons by reawakening in students of all ages a sense of history, reminding them through literature, music, philosophy, mathematics, and the sciences, of the heritage that places them in time and space, strengthening in them an understanding of what it means to be a human being. Just as "educating" implies a "leading out of," the "liberal arts and sciences" upon which the curricula in higher education are based might be called "the liberating arts and sciences." It is their mission to free, to liberate, to open doors that might in our predilections for following narrowly utilitarian ends remain closed.

Furthermore, a narrowness of perspective can lead to a kind of poverty of objectives in living one's life. It is through a broadening of perspectives that one overcomes self-interest, develops a commitment to the public welfare, and acquires a capacity for adaptability that enables one to cope with change. Occupations that once appeared to be stable and perhaps permanent have now become obsolete. It was startling when we first heard it, but it is now a truism that in an exceedingly short time a large proportion of the work force will be engaged in occupations and professions not yet invented. The individual who has been merely trained is unlikely to be able to meet the challenges of a totally new kind of job, a new way of life. The individual who has been educated, at whatever level, has a better chance.

If the quality of life in Maine in the future is to fulfill the promise it clearly has, the role of public higher education is central. With the advantages that a first-class University System can bring, the people of Maine are more likely to fulfill the motto of the state, to guide, direct, and set straight matters that will be essential to the public interest for many decades to come.

## Chapter Two

# Goals

The Visiting Committee has fulfilled the charge from the Governor, to examine the University of Maine in all its facets and functions, on all its campuses, and to make recommendations toward its improvement. Several general observations and a caveat or two should be stated at the outset.

This report is a long-term analysis. It poses few immediate solutions to the problems that beset the University. It offers no final answers to many questions that have been raised and will probably always be raised. Rather, the Committee thinks of this report as a vehicle to generate a continuing debate as to what is best for the system of higher education in Maine. It is the aim of the Committee that the report stimulate creative thought and encourage institutional renewal, perhaps even transformation.

It should be understood that there is a clear and crucial distinction between the System that the total University represents and the individual campuses that make it up. The System is more than the sum of its parts. What makes the System so important is that, if it works properly, it can enhance the ability of each institution within it to achieve a level of excellence in its own sphere, and at the same time to provide benefits to the State of Maine far beyond anything that an unrelated assortment of institutional units could achieve alone.

The Committee has agreed upon five major goals: excellence, diversity, accessibility, effective governance and leadership, and adequate financial support. All are inter-related, but the first — excellence — subsumes the rest.

### **Excellence**

The first goal is excellence. This criterion is essential for all that the System and its constituent components undertake. It is also essential as a measurement of what the educational program within the System does for the students enrolled within it. There is a widespread perception among the public in the state that the quality of the University has declined. The Committee is unwilling to attribute this diminution, if that is what it is, simply to growth and diversification of programs. There have been both, of course, but there are State University systems far larger than the one in Maine in which quality has been maintained through cycles of major change.

First and foremost is the quality of the academic program, as reflected in teaching, research, and public service. This measure is related to the quality of the faculty, which in turn is affected by such considerations as faculty salaries, opportunities for faculty development, and the adequacy of academic support. It includes library strengthening, equipment maintenance and replacement, and the availability of funds

for sabbaticals and research projects.

Another measure has to do with what the students are learning. Has a proper level of literacy, commensurate with college-level instruction, been achieved? Is there a way to determine what students are learning, and whether teachers are properly equipped to teach?

Part of the responsibility for the achievement of excellence devolves upon the individual campuses, such as in faculty recruitment and advancement, and in the structure of the academic program, which is clearly the prerogative and the responsibility of the faculty in each institution. But a large part of this responsibility devolves upon the leadership of the System, in such matters as policy determination, allocation of resources, and the facilitation of the inter-relationship and mutual cooperation of the different campuses.

### **Diversity**

The second goal is appropriate diversity. The system should protect and enhance different definitions of excellence in order to reflect the diverse needs of the state. Geography alone mandates dramatic differences in the institutions that make up the University System. The people of Maine represent a variety of interests and abilities that require a wide spectrum of post-secondary programs: vocational education and the acquisition of skills, continuing education for adults to ensure employability and advancement, a liberal arts program to encourage adaptability to change in a kaleidoscopic world, and graduate study and research in a variety of fields, theoretical and applied. There are economic disparities in the different regions of Maine and among prospective students of all ages. The University System must minister as well as it can to all these differences and more.

A large part of the responsibility for achieving diversity rests upon the system. Each campus has its own mission, evolved from its sense of relevance to that part of Maine life for which it is responsible. These missions, far from being static, may change over time. The System should encourage the diversity of these missions, within the boundaries of the statewide concept of mission for the entire System. Since creation of the multi-campus University, there has been a blurring of the distinctions among the institutions, a kind of homogenization, sometimes taking the form of proliferation of offerings, often out of keeping with what is understood to be the mission. Too frequently some of the institutions have appeared to be competing. The System should provide the framework for the support and encouragement of diversity, for a range of institutions which can provide the different services called for by the potential constituencies, including occupa-

tional skills and academic disciplines, elementary inquiry and graduate study.

The principal focus must be service to the people of Maine. Their differing capabilities and aspirations must be addressed in some fashion, and the special missions of each campus, reflecting those aspirations, must be encouraged and protected. Such a response on the part of the System might well involve differences in financial support, salary schedules, admission standards, or allocations for equipment, but this kind of possibility must be faced up to if a general levelling is not to be the result. Collective bargaining, a given fact in the University System, is not known for encouraging diversity; but there is nothing in collective bargaining to prevent diversity if it is seen to be important enough to be on the agenda for discussion. Members of the teaching profession are interested in the conditions for teaching and learning as well as in the financial reward.

### **Accessibility**

The third goal is accessibility. For the last several years there has been discussion around the state suggesting that "quality" is somehow antithetical to "access," that one is achieved only at the expense of the other. The Committee does not believe this to be true. The question is how access and quality can complement each other so as best to ensure access to quality.

There are different levels of preparation and aptitude among students of all ages, mandating different kinds of programs with different standards of admission. The System should ensure that there is a full range of programs, each designed for a particular level, and each meeting its appropriate standard of quality. Each campus should see to it that its own program is of as high quality as resources permit, appropriate for the clientele it serves.

Standards need not be lowered in order to provide wider access. When sights are lowered there is inevitably a diminution in quality, a reduction in expectation, a decline in aspiration. If an institution compromises on the issue of a suitable level of literacy, for example, before long genuine literacy has given way to "functional literacy."

Courses and standards on any single campus should be determined in relation to the mission of that campus. Each faculty has this responsibility and this privilege. It is part of the duty of the System to see to it that these individual missions are respected and supported. There is nothing wrong with their exhibiting different standards appropriate to different levels of student ability. In a system as far-flung as that of the University of Maine and its near neighbors, the Vocational Technical Institutes, there should be provision for a wide range of abilities and aspirations.

With regard to the "transferability" of credits, it should be said at this juncture that the System should certainly encourage students to move toward eligibility for degrees, and mechanisms should be provided toward that end. But it should also be said that "easy transfer" cannot but lower standards. If standards are to be maintained, transfer credit should be awarded only for satisfactory completion of a course of

demonstrably comparable quality. There is no way to ensure "course equivalency" by such devices as course renumbering. The Board and Chancellor have made commendable progress in this regard recently. It is not a problem for legislative solution. With appropriate consultation, made possible by support from the System to facilitate this kind of interchange, the faculties of the different institutions are the ones to determine what is equivalent and what is not, what additional work might be required to bring about equivalency, and what machinery might be needed to enable students to take advantage of transfer opportunities. In this way "access" can be provided without jeopardizing "quality."

In relation to the general principle, implied in the preceding paragraphs, that all programs in the University need not be totally available to everybody, it should also be said that in those instances in which geographic inaccessibility inhibits a student from obtaining the kind of program he or she wishes to pursue, there are ways by which courses of study can be disseminated to other regions. Both the University of Maine at Orono and the University of Southern Maine have facilities for transmitting their offerings elsewhere, through telecommunications, extension services, mobile programs, or off-campus centers. It is a responsibility of the System to see that these possibilities are explored.

### **Governance and Leadership**

One of the overarching goals, a prerequisite to the achievement of excellence in any area, is effective governance and leadership. Here again, a careful distinction must be drawn between the System and the campus. The responsibilities of a Chancellor, representing the System, are quite different from those of a President, representing a campus. Each is attempting to fulfill a different mission.

A President, for example, is responsible for the academic program on one campus, which must be related to the mission of that campus. The quality of the faculty is a President's concern, along with services to the students, maintenance of the physical plant, and the myriad of obligations that a president of any college must accept as proper to the office.

The Chancellor and the Board of Trustees have a wider set of concerns. Their responsibilities are in the area of policy determination on a statewide scale. Their role is not to solve campus problems. The System must see to it that the post-secondary educational needs of the people of the state are met. In doing so, the System must keep in mind the need for differing missions in different parts of the state and must maintain that diversity. The System must avoid imposing uniformity upon these very different components. Institutional autonomy within broad limits set by the Board must be respected. In that regard, faculty participation at the campus level in institutional decision-making should be encouraged. It would be generally inappropriate at the System level, because the faculties of one institution should not have their own problems solved or their own issues addressed by

faculty representatives from elsewhere. But there are certain System-level policy matters concerning which faculty participation in governance would be entirely appropriate and desirable.

Likewise, it is axiomatic that the Chancellor and the Board of Trustees should not as a rule infringe upon campus autonomy. There are instances, of course, in which a campus decision or program must be judged by the Board within the total context of the philosophy of the institution. But, in general, the Board carries a broader kind of responsibility, which imposes upon them not only a concern for the welfare of the System and of each of its component parts, but also the obligation to support each campus within the context of the whole, to support the Presidents rather than abandon them or set them against each other. In such matters as the allocation of funds, equitable distribution among campuses should be determined with respect to the campus missions rather than along arbitrary or political lines.

### **Adequate Financial Support**

The fifth goal, for which the public has evidenced considerable concern, is adequate financial support. It is well known that the University has been underfunded, and in spite of remarkably successful efforts over the past few years, to the great credit of the Chancellor and Board, the Governor and the Legislature, it remains so. The state appropriation is low in comparison to applicable national and regional norms, tuition is high, financial aid appropriations are low, faculty salaries at the University of Maine at Orono are low, and there is an insufficiency of academic support funds, such as those designated for strengthening libraries, faculty development, and equipment maintenance and replacement.

This is more a problem for the System leadership than for the individual campuses, but there are two

aspects to the problem of financial support that should be recognized and a distinction made between them. One has to do with the adequacy of the funds as provided by the state and other sources. The other has to do with the policies and procedures that govern their distribution among the units of the University System. The latter question touches upon budget preparation and approval, allocation among campuses, and the handling of revenue from tuition and other non-state sources. The System leadership should concern itself with these policy matters, but always in the context of what is best for the campuses and their students.

It is true that administrative costs of the University System are high, in part, at least, because several of the campuses are small.\* The criteria for their continuing to belong to the University System, however, are not related simply to cost-effectiveness. It is also true that the System has made impressive financial headway in several respects. The lean years for the University of the late seventies created financial problems that have not yet been overcome, and yet remarkable progress has been made. In a matter like faculty salaries at Orono, the level had fallen so far below the national average for that kind of institution that it has not yet caught up, even with the major efforts on the part of the System leadership and the Legislature. The Chancellor and the Board are to be commended for this progress, and for such constructive steps as the recent adoption of a schedule of fund allocations for systematic building maintenance.

But further work remains. The possibilities of private philanthropy should be explored more fully, and in the allocation of funds the essential differences among institutions should be protected. The University of Maine at Orono should be restored to the position it formerly occupied, and incentives should be provided for maintaining the diversity of missions among the other institutions.

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\*See Appendix Fourteen.



# Chapter Three Findings

The findings reflect the discussion of goals in the preceding chapter, though not necessarily in that order. "Quality" is a requirement in every aspect of the University System. Considerations of quality inhere in all the "findings," and in all the subsequent recommendations in the final chapter. Likewise, considerations of "diversity" and "accessibility" overlap. "Governance and leadership" are inextricably related to "financial support." The findings, therefore, are not separated into categories, but proceed according to what we trust is a coherent progression, beginning with one of the most widely recognized problems of the University System in the past several years, the condition of UMO.

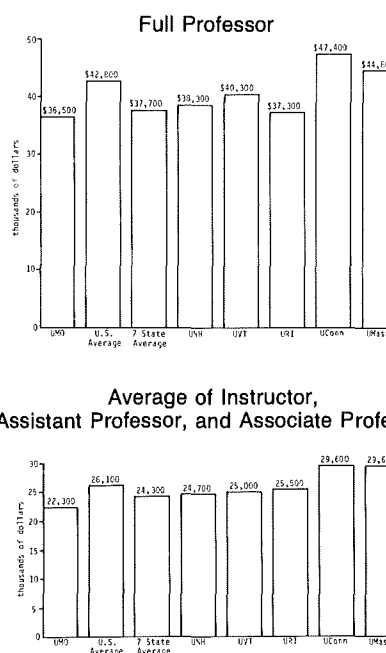
**1. The academic quality of UMO has declined since the establishment of the University System.**

UMO is the state's largest and most extensive institution of higher education. It was established in 1865 under the provisions of the Morrill Act as the Maine land-grant college. Its academic mission is to offer a wide range of undergraduate academic programs for Maine's best prepared students and a selected range of graduate programs in areas in which the University has sufficient strength to be nationally competitive. An equally important element of its mission is to contribute to human knowledge through scholarly research. Another is to extend the resources of the university across the state through a variety of public service programs.\*

By its nature, UMO is an expensive enterprise. Faculty with major research and public service responsibilities carry lighter teaching loads. Programs in science and engineering require equipment which must be replaced regularly. The library must provide ready access to general literature and reference materials required for a full range of undergraduate majors, as well as scholarly journals required by graduate students and research faculty. Unfortunately, Orono has not received the level of financial and administrative support needed to fulfill its distinct mission. Between fiscal 1972 and 1985, UMO's share of the System's discretionary funds fell from 55 to 48 per-

cent.\* As a result, it was forced to increase its reliance on tuition revenue from 33 to 40 percent of total educational costs. Compared to its peers, UMO receives a state appropriation per student 11 percent below the national average, and its tuition is 40 percent above the average. Even with its expensive science and graduate programs, UMO ranks only fourth among the Maine campuses on the basis of state appropriation per student. While faculty salaries at UMO have improved substantially in recent years, they still lag behind both national and New England averages. Because of this shortfall, UMO continues to have trouble attracting and keeping the best qualified faculty, particularly in such highly competitive fields as Engineering, Computer Science, and Business.

**FIGURE ONE**  
Average Faculty Salaries, UMO and Selected Institutions



SOURCE: survey conducted for the American Association of University Professors (AAUP) by Maryse Eymerie Associates, reported in *The Chronicle of Higher Education*, April 24, 1985, p. 27. The states judged comparable to Maine in population and income are New Hampshire, Vermont, Rhode Island, Idaho, West Virginia, Nebraska and New Mexico.

See also Appendix Sixteen.

\*UMO is organized into seven colleges and a graduate school, offering 16 Associate Degree, 49 Baccalaureate, 51 Masters and 13 Doctoral programs. It enrolls over 11,000 students and employs 781 faculty. See Appendix Five for a list of its programs.

\*University discretionary income is the state appropriation given to the Trustees by the Legislature together with interest and gift income not restricted to a particular campus or use. This is the income which the Trustees may allocate as they see fit. Unless otherwise stated, references to students are all given in terms of full-time equivalents (FTE).

Efforts over the past several years to improve faculty salaries have been commendable, but in the meantime the share of funds allocated to non-personnel costs has declined. Since 1976, the value of wages and salaries at UMO has increased 27 percent, even after adjusting for inflation. In contrast, the value of funds allocated to academic support services fell by 1 percent. As a result, facilities have not been properly maintained, equipment has not been replaced, the library has not kept pace, travel funds have not been sufficient, graduate student scholarship budgets have been cut, and departmental budgets have been inadequate.

In spite of these pressures, UMO has maintained its full range of academic programs. It now offers more majors at every level — two-year, four-year, and graduate — than its sister institutions in New Hampshire, Vermont, and Rhode Island. As a result, insufficient financial support has threatened the academic quality of all programs. In 1983, because of its declining number of Ph.D graduates, UMO was dropped from the doctoral category in the Carnegie system for classifying institutions of higher education.\* Maine thus became one of only four states in the nation to have no public institution in the Carnegie doctoral category.

**2. The University of Southern Maine has made great progress in the integration of two campuses, but the combination of widely divergent demands for higher education services and a low level of state financial support threaten the quality of its programs.**

The University of Southern Maine is the second largest institution of higher education in Maine\*\* . It originated as a combination of the former State Teachers' College in Gorham, the former Portland Junior College which had become an extension college of the University of Maine, and the University of Maine School of Law. USM operates outreach centers in downtown Portland, Bath, and Sanford; it has established a sophisticated telecommunications link among its campuses; and it provides a wide range of public service courses, and sponsors artistic and cultural events. As the system's developing urban university its mission is to offer a full range of academic and non-degree programs to a diverse student body; to serve as the system's lead campus for programs in nursing, health, human services, and the law; and to develop cooperative relationships with business, educational, health, cultural, and government organizations in southern Maine.

\*See Appendix Three for definitions of the various categories.

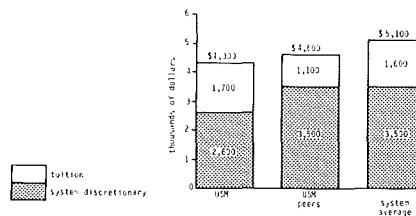
\*\*USM currently enrolls 8,800 students, about 31 percent of the total student body of the University System. Because so many attend part-time, USM's full-time equivalent enrollment is only 5,700. In the Carnegie classification system, it is considered a comprehensive university. See Appendix Six for a listing of USM's Programs of Study.

Since 1980, USM has grown by emphasizing its community college functions. The percentage of applicants granted admission has risen from 88 to 95 percent; conditionally admitted students and those in the Division of Basic Studies, an essentially remedial program, have jumped from 11 to 17 percent of total enrollment; the average SAT score of entering freshmen has fallen from 920 to 870. Also over this period, tuition, fees and other locally generated revenue increased 66 percent; the share of System-wide discretionary funding remained stable; the number of degrees conferred fell by 9 percent; and the use of temporary, part-time faculty grew to the point at which they now account for 47 percent of the entire faculty, the majority on temporary contracts, without assurance of continuing employment or voice in University affairs.

While community college activities have attracted more students, members of the business community in southern Maine have requested additional baccalaureate and graduate programs in science and engineering. In response, USM and UMO have cooperated to deliver some of UMO's graduate courses in Electrical Engineering to Portland, and USM has established a School of Applied Science. In addition, USM has begun a doctoral program in Public Policy and Management and announced plans to establish a doctoral program in Immunology.

In short, USM has pursued a growth policy based on increasingly open admission, financed largely by tuition revenues and supported by a large number of part-time faculty, while at the same time attempting to meet regional demands for science, technology, and graduate education. While admirable in intention, these efforts constitute a threat to the quality of education. Not only has there been a decline in the quality of the students, but USM remains seriously underfunded. Because of these financial realities, plans for new science, technology, and graduate programs threaten to dilute further already scarce resources.\* Compared to its peers across the country, its state appropriation per student is 25 percent below average, and its reliance on tuition revenue is 50 percent above average. USM receives \$900 less per student from state funds than the average for all campuses in the University System.

**FIGURE TWO**  
Educational Expenditures per Student, FY 85



SOURCE: Kent Halstead, *How States Compare in Financing Higher Education, 1984-85*, NCES, May 1985.

\*See Appendix Seven for a comparison of the number of faculty available and the number of degrees offered in Science and Engineering at UMO and USM.

**3. The regional baccalaureate colleges meet essential state needs, but have yet to establish fully effective relationships with each other, the larger University System campuses, and the VTIs.**

The regional baccalaureate colleges at Farmington, Fort Kent, Machias, and Presque Isle, are former State Teachers' Colleges which have evolved into more diverse institutions offering associate and baccalaureate degrees. Through extension arrangements with UMO and USM, they also provide access to graduate degrees.\* Their common mission is to offer the basic core of liberal arts and sciences and occupationally oriented courses necessary for a limited range of associate and baccalaureate degrees, to provide some form of remedial assistance to students not prepared for college-level work, to operate off-campus outreach centers that make their programs more easily available to non-traditional students, to conduct applied research and public service activities related to regional needs, and to serve as artistic and cultural centers. At the same time, the mission of each is distinct and independent. Each is free to determine the best way to organize and deliver its services in light of the particular needs and character of its region, and each operates several unique programs designed to serve statewide, national, and even international clientele.

All of the regional baccalaureate colleges are now accredited by the New England Association of Schools and Colleges. This was not true prior to creation of the System. A higher percentage of their faculties have advanced degrees than was true prior to creation of the System. As a result of System-wide collective bargaining, they also receive substantially higher pay, both in absolute terms and relative to their colleagues in comparable colleges across the country, than they did in the days before the System. The regional colleges receive a larger share of the System's discretionary funds and benefit from central purchasing, accounting, and personnel and other administrative services that were previously beyond their means. Because of their relatively smaller enrollments, costs per student at UMM, UMPI, and UMFK are above the System average while their tuition revenues are relatively lower. The Trustees have offset the disadvantages of small size by providing these campuses with above average per student subsidies from discretionary income\*\*.

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\*See Appendix Eight, Academic Programs of the Regional Baccalaureate Colleges.

\*\*In FY 1985, UMA received \$2,400 per student from system discretionary funds and UMF received \$3,000. This amounted to 57 and 67 percent respectively of their total expenses. UMM, UMPI, and UMFK received \$4,000, \$4,600, and \$5,200 per student, amounting to 74, 71, and 75 percent of their respective total expenses. Total expenditure of University discretionary funds for these three campuses amounted to only \$7 million, about 10 percent of the system's total discretionary funds.

The primary challenge facing the regional colleges is to maintain program quality while adjusting to declining enrollment and a changing student body that includes more older, non-traditional students, many of them part-time. Since 1980, FTE enrollment in the regional colleges has fallen 10 percent, from 5,260 to 4,810. At the same time, the share of part-time students in total enrollment has risen from 48 to 56 percent.

**4. Maine's enrollment in two-year programs is about one-half the national average. Maine has not developed a community college organization within the University System.**

In traditional higher education terminology, community colleges are open admission institutions which offer two-year associate degree programs, make special efforts to serve the needs of older, part-time commuter students, and provide testing, counselling, and remedial services. Strictly speaking, Maine has no community colleges. However, UMA, the Division of Basic Studies at USM, Bangor Community College (now known as the University College of UMO), certain programs within the regional baccalaureate colleges, and the VTIs serve many community college functions. About 7,000 students are enrolled in the one- and two-year programs offered by these institutions. This amounts to 6 students per 1,000 population, compared to a national average of 12.\*

Given Maine's traditionally low enrollment in higher education and the importance of community college programs in raising individual aspirations and providing occupationally useful training, this gap constitutes a serious shortcoming in Maine's system of public higher education.

To some extent, Maine's low enrollment in two-year programs reflects the sharing of students between two separate sets of institutions—the University System and the VTIs. In practice, the distinction between vocational and academic programs has become increasingly less clear. Business today requires technicians who can calculate, speak, write, supervise and, most importantly, continue to learn. For this reason, vocational education requires a strong academic component. At the same time, traditional University programs educate their graduates for a wider range of occupations, often through two-year programs. Both the University System and the VTIs compete for the same diminishing pool of students. In short, demographic and economic forces have blurred the traditional distinctions between the two-year programs in the University system and the VTIs.

There is in general little direct program overlap between the University System and the VTIs, and several University campuses and neighboring VTIs have been able to establish effective working relationships. In

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\*See Appendices Four, Nine and Ten. Enrollment figures come from National Center for Education Statistics, *Enrollment in Institutions of Higher Education*, annual, computer tape.



several other instances, however, University System campuses and nearby VTIs are directly competitive. In Presque Isle, both Northern Maine VTI and UMPI offer two-year programs in Nursing, Business, and Accounting; in Central Maine, Kennebec Valley VTI and UMA both offer two-year programs in Nursing and Business; in the Bangor area, both Eastern Maine VTI and Bangor Community College offer two-year programs in Business; and in the Washington County area, both Washington County VTI and UMM offer secretarial science programs.

In theory, a Joint VTI-University Screening Committee is supposed to coordinate the two-year programs of both institutions. In practice, it has not worked. The Committee has not even met in recent years. Furthermore, the community college function is not really acknowledged as a legitimate and central purpose of any institution within the University System. UMA is regarded as the System's community college, yet it offers both baccalaureate and even graduate programs. Bangor Community College, the Division of Basic Studies at USM, and the community college activities of the regional baccalaureate campuses are part of larger institutions, the central missions of which lie in other areas.

**5. The Maine Maritime Academy is a public institution with independent status outside the University System.**

The Maine Maritime Academy is a four-year residential college, offering a program that leads toward maritime careers. Its mission is to provide for students the academic background and professional training necessary for baccalaureate degrees, licenses in the U.S. Merchant Marine, and commissions in the U.S. Naval Reserve; to prepare graduates for entry-level employment opportunities and future leadership in the maritime industry at sea and on shore; to develop in students a strong sense of duty, honor, and service to their country; to develop the self-discipline and stamina needed for professional careers; and to stimulate an intellectual curiosity in the natural and social sciences and the humanities. There is a commitment both to military training and discipline, and to a traditional academic curriculum.

The Academy currently enrolls about 600 students in its three degree programs: Marine Engineering, Nautical Science, and Maritime Management. Its annual educational operating budget is approximately \$7 million, of which 40 percent is financed through state tax revenues, 30 percent from tuition and fees and the remainder from federal and private sources. The Maine Maritime Academy has experienced declining enrollment because of demographic changes and as a result of the marked decline in the U.S. maritime industry.

**6. Maine's independent colleges provide variety, healthy competition, and opportunities for cooperation with the public institutions of the state.**

There are sixteen independent post-secondary schools and colleges in Maine enrolling over 11,000 full-time students, including 6,000 Maine residents.\* Tuition at most of these institutions exceeds that of the University System, but Maine residents in each of them generally receive a disproportionately large share of available financial aid.

These independent institutions complement the public institutions. Both are engaged in the same worthy enterprise, that is to say, making higher education available in the State of Maine. The quality of one enhances the quality of the other, and their cooperation enriches both.

**7. Admission standards have declined throughout the University System.**

The academic achievement of Maine high school graduates, as measured both by SAT scores and by tests administered through the Maine Department of Education, has remained basically unchanged since the late 1970's. However, the number of high school graduates has fallen by over ten percent since 1981, and the percent of applicants accepted for admission at all the university campuses has risen or remained extremely high.\*\* As a result, the average academic preparation of entering students has declined, remedial programs have increased, and there has been pressure on faculty members to dilute the rigor of the curriculum. It may be that as the effects of the Education Reform Act of 1984 begin to show in the state's elementary and secondary schools, the need for remedial education in the University System will diminish. For the moment, however, it exists and must be acknowledged. In the meantime there appears to be a lack of policy regarding remedial courses and uncertainty regarding their relationships to the regular curriculum, including the status of the faculty members who teach them.

**8. Program evaluation procedures have been in place in the University System for some time, but they do not require external review and have not been rigorously enforced.**

Current Board policy calls for each approved degree program to be evaluated on a regular basis. For most campuses, this means at least once every five years. Procedures for program review are developed on each campus and approved by the Chancellor. They have several weaknesses. There is no requirement that programs explain their role in fulfilling campus mission. Review by authorities out-

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\*See Appendix Four.

\*\*See Appendix Twelve.

side the University System is not required. Many programs have never been subject to formal external review. Existing procedures do not require consideration of what students learn. They tend to focus on resources needed rather than results. They are not explicitly linked to the budget process.

In 1979, the Board established an official Program Inventory and required each campus to establish a Program Assessment Schedule. No sanctions were imposed, however, for failure to submit them, and most campuses fell behind schedule. Through the end of 1984, only 73 of 107 programs scheduled for review had actually filed complete reports.

Finally, program evaluation procedures have not been applied to the courses in the liberal arts and sciences required for all degrees. There is no way to determine how efficacious they have been nor what the students have learned from them.

9. **The accreditation process undertaken periodically by the New England Association of Schools and Colleges (NEASC) has strengthened the individual campuses, but has not addressed their roles within the System nor has it assessed the quality of the System as a whole.**

All campuses of the University system have been accredited by the NEASC. This process involves thorough self-study and formal review by outside evaluators, and it has without question contributed to academic quality. But since accreditation has dealt with each campus individually and at different times, often years apart, it has not addressed the question of how successfully a campus fulfills its function within the context of a statewide System. Accreditation of a System is a feasible procedure that has been undertaken elsewhere, but it has not been applied to the System in Maine.

10. **The University System has given insufficient attention to faculty development. Funds for sabbaticals, research grants, course development, and professional travel have been limited.**

Over half of Maine's tenured faculty is below the age of 50. Many have been with the University System through the past decade and, because of present limited faculty mobility in higher education, most will probably continue their careers in Maine. The quality of the educational program in the Maine system is therefore closely related to the professional development of the faculty. Administrative support for this kind of development has been insufficient. The Trustees have established a System-wide sabbatical program, for which they are to be commended. It represents an important step.

11. **The University System has no policy governing either the number of part-time faculty a campus may engage or their rights and privileges.**

Last year, the University System employed 443 part-time, temporary faculty members. They accounted for one-quarter of the total faculty. Half of those on part-time contracts were employed at USM, where they accounted for 47 percent of the faculty. Another 27 percent were employed at UMA, where they accounted for more than two-thirds of the faculty. At UMFK, part-time faculty account for 43 percent of the total, and at UMF, 28 percent.

The University System has no formal written policy regarding part-time, temporary faculty members. They are appointed on a semester-by-semester basis. Their rights, privileges, and means of evaluation are determined by their contracts as drawn up by the administration of the campus they serve.

Occasional use of part-time faculty is not only a practical necessity in some instances, but it can enhance the quality of education by bringing into the classroom special kinds of talent and experience. Heavy dependence on part-time faculty for a major part of an academic program, on the other hand, deprives students of both the personal contact, opportunities for consultation, and sometimes participation in research that can come from association with full-time faculty members. Furthermore, the lack of any significant voice in University affairs for part-time faculty members deprives both the institution and the individual of a rewarding relationship.

12. **Funds for maintaining and strengthening libraries and academic equipment have been limited.**

The Trustees properly have given first priority to raising salaries, but in the process other elements of the educational program have been neglected. The accreditation reports prepared by the New England Association of Schools and Colleges for every campus within the system are unanimous in their conclusions that libraries are inadequately supported. On the basis of both volumes on hand and library expenditures, Maine falls short of American Library Association standards. In addition, libraries are generally not given sufficient attention in the University System's academic and financial planning. While faculty are encouraged to suggest desirable acquisitions, participation often tends to be haphazard with the result that collections are uneven. New academic programs are sometimes developed without adequate attention to their demands on the library. Since library funds were cut drastically during the 1975 to 1979 period of stringency, and since they have not been accorded sufficient priority in the succeeding years, the System's libraries remain seriously underfunded. Meanwhile, there has been a radical increase in the cost of books and periodicals. Finally, the system as a whole has not made adequate use of the opportunities afforded by new electronic technologies for sharing information.

The same deficiency in financial support together with the accelerating advance of technology have left much of the University's educational equipment seriously outdated. Because Maine's economy has not been in the forefront of technological change, the need for continuing investment in new equipment is not widely understood. To compete in today's world market, commercial firms cannot rely on technologies even a decade old. They must invest continuously. In the same way, the University System should keep its equipment up to date. If it does not, the process of teaching and learning is certain to be adversely affected.

- 13. There has been historic commitment in the institutions of the University of Maine System to the preparation of teachers for the Maine public schools, but it has been increasingly difficult in recent years to attract able students to the teaching profession.

Six of the seven institutions that comprise the University of Maine System are the primary resource for teacher education in the state. Of the more than 7000 elementary school teachers in Maine last year, 74 percent received their baccalaureate degrees from University System institutions, and of the 3500 secondary school teachers the same year, 57 percent were graduates of these institutions. The rural sections of the state, most notably Washington County, are heavily dependent upon the local campus of the University System for teachers.

Professional Development Centers on five of the campuses work closely with local school systems in the evaluation of teachers, and the University College of Education, based in the office of the Chancellor, was designed to assist in coordination of teacher education throughout the System.

A changing labor market for teachers occasioned a dramatic decrease in the number of students preparing for teaching between about 1971 and 1983. There is evidence now, however, of an increasing demand. As the numbers of college-age students decrease, reaching a nadir about 1990, thereby reducing the pool from which prospective teachers can be recruited, there will be an increase in the numbers of elementary pupils in the schools. In Maine, as in other states, there will be a move from surplus to shortage, and it comes at a time when the opening of new career opportunities, especially to women and members of minority groups, has encouraged many talented people who might in the past have elected teaching as a profession to enter other fields of work.

It should also be recognized that there is a public demand for well qualified teachers, a response to the criticism of teacher education for some years past. The quality of students admitted to education programs has been questioned, and fewer students than formerly with high academic ability have chosen teaching as a career. The SAT scores of students in education on the three Maine campuses for which comparable data are available, have been consistently lower than

those of students in other fields of inquiry. With the expected revitalization of the public school system as a result of the Education Reform Act, well qualified teachers will be in demand. Academically able students will be needed, and a recruitment procedure will be called for.

- 14. The high tuition rate in the Maine System represents a serious obstacle for low and moderate income students.

Tuition rates in all institutions have risen exponentially in the last two decades, and it is not surprising that the increase in Maine has been dramatic. But in relation to other public university systems it can be seen to have been excessive.

Compared to other doctoral institutions across the country, Orono's tuition is 14th highest nationally for in-state students and 7th highest for out-of-state students.\* Compared to other state colleges, in-state tuition for Maine regional campuses ranks 10th nationally, and out-of-state tuition ranks 4th. Adding room and board charges of approximately \$2,800 per year and books and other personal expenses of about \$1,700 per year brings the total annual cost of undergraduate education in Maine to about \$6,000 for Maine residents and about \$9,000 for out-of-state residents. In a state in which per capita personal income is 20 percent below the national average, these costs constitute for many people a barrier to higher education.

- 15. Maine students depend heavily on federal sources of financial aid, and the level of financial support for this purpose from the state is extremely low.

The University System provides over \$25 million in financial aid to over 10,000 students. On averages, this amounts to about 40 percent of the \$6,000 cost for in-state students and about 28 percent of the \$9,000 cost for out-of-state students. Of this \$25 million, however, 63 percent comes from the federal government through grants and loans, 36 percent comes from University System sources such as tuition waivers and dedicated scholarship funds. Less than one percent comes from the state appropriation. Financial access to public higher education in Maine is therefore heavily dependent upon federal funds.

In 1981, the Maine State government, through the Maine Student Incentive Program (MSIP), provided nearly \$900,000 in need-based financial aid to students going on to higher education, public or independent. In 1982, the Legislature cut this amount back to \$250,000. With the addition last year of the Blaine House Scholars Program, Maine's program has

\*State of Washington, Council of Postsecondary Education *Tuition and Fee Rates: A National Comparison*, October, 1984.

since grown to about \$500,000. But Maine still ranks lowest in New England and 44th nationally in the amount of state financial aid for undergraduate education. \* If this level of support remains constant, and if anticipated reductions in federal student aid programs occur, even more Maine students will be effectively barred from higher education.

**16. There is an absence of clear policy on the matter of transfer of credits among campuses.**

Each year thousands of credit hours are transferred among the campuses of the University System, most without great difficulty. When there has been difficulty, it has arisen from the lack of a policy to determine how transferability can be achieved. The faculties of each campus quite properly have the authority to set their own program requirements. Over the years, numerous formal transfer agreements have been worked out between individual departments on the different campuses. Such agreements enable students to know prior to taking a particular course that it will meet a specific program requirement on another campus. Students at USM, for example, know that certain courses offered there will meet first-year requirements for the baccalaureate degree in Engineering at Orono. Since there is no such assurance for courses not included in these formal agreements, students have been understandably disappointed when courses they have already completed have not been accepted by departments on other campuses.

These difficulties, together with a widely held expectation that courses should be interchangeable throughout the system, led the Legislature, in 1983, to direct the University system to establish a uniform course numbering system and uniform course descriptions. This legislative involvement in the academic affairs of the University System was inappropriate and unfortunate. It may have led to the compilation of a list of introductory level courses to be considered equivalent by all campuses within the system, and it may reduce the number of complaints about lost credits by giving students information on transferability before they take courses. It does not, however, resolve the central issue. Only the faculties can adjudicate course equivalency. No policy exists involving the faculties in these determinations.

**17. Governance of the University System has not assumed a clear distinction between System responsibilities and campus responsibilities.**

The University of Maine System is a legally independent corporation governed by a 16 member Board of Trustees. By statute, the Trustees are the governing and planning body of the University. However, they are enjoined to exercise their authority "in full

recognition of the principle that each institution...shall have a proper measure of control over its own operations..."\*

The key to effective System governance is delineating and maintaining that "proper measure of control," for the Board and Chancellor at the System level and for the Presidents and faculties at the campus level. In Maine, this balance has not been achieved. It is especially notable in three crucial areas: program development and academic planning; relationships between the Chancellor and the campus Presidents; and the relationships between the University System and its public constituencies.

**18. The academic planning and program development activities of the University System have not been based upon a formal assessment of Maine's overall needs for higher education, nor governed by adherence to the mission statements of the institutions that make up the System.**

University System policies on program creation and termination are elaborate, requiring a six-stage process that involves campus officials, the Chancellor's Office, and the Board. The process requires extensive negotiation, but it is not governed by the mission statements that provide a clear division of responsibility among campuses. The University System has evolved no comprehensive assessment of Maine's needs in higher education, nor an analysis of how its program offerings and campus interrelationships meet those needs. In the absence of effective program development policies, there has been a proliferation of degree programs, even in a period of declining enrollment.

Meanwhile, even though the University System has developed no effective overall plan, the Board, the Chancellor, and every campus have been engaged in a virtually ceaseless planning process. There has been instability and uncertainty in the leadership of several campuses, and a succession of new presidents have frequently been accompanied by the initiation of new planning ventures. These efforts have not resulted in clearly understood and widely accepted goals, nor in systematic administrative action to realize them.

Accompanying these campus planning programs there has been a continuing effort of the System to develop coordination in such areas as teacher training, the health professions, and the community college function, to develop and implement a program evaluation procedure, to extend services to the so-called "non-traditional" student through the "mobile graduate program" and program "brokering", to resolve the problems of transfer of course credit between campuses and, since 1983, to develop a formal five year plan. These many efforts have not been brought together, however, in a cohesive fashion so as to enable either those within the University System to see their place in the grand scheme, nor the public outside the System to understand how it meets their needs. What has been lacking is a vision of the whole.

\*See Appendix Fifteen.

\*1967 Maine Public and Special Laws, c. 229 as amended.

19. The Board of Trustees, the Chancellor, and the campus Presidents have not established a clear and mutually understood definition of their distinct responsibilities and their relationships to each other.

In a University System that involves several campuses, definitions of responsibilities and relationships are not a simple matter of reporting upward and directing downward, as, say, in a military organization. One cannot readily describe what "upward" and "downward" mean in an organization so marked by overlapping concerns. The responsibilities extend sideways as well as up and down, and they are shared among constituents beyond the principal administrative officers and Trustees.

The lack of clear statements of mission for each institution and for the System as a whole has contributed to the lack of understanding as to the responsibilities of the officers of the System and of the campuses. The subtleties that inhere in the delicate organism of an educational institution do not lend themselves to chains of command. Interlocking relationships are more characteristic than lines of authority. If this is true of an educational institution it is even more likely to be true of a system of institutions. The tensions that are generally evident in complex organizations are likely to be magnified in systems of complex organizations.

In a period, furthermore, that has been notable for frequent administrative turnover on the campuses, the absence of a clear vision of the total enterprise has probably exacerbated these tensions. Clear vision must arise from an understanding of missions and the development of means for fulfilling them.

20. The University System has not established sufficiently effective relationships with the VTIs, the independent colleges, local school districts, the business community, agencies of state and local government, and the Legislature.

The University of Maine System is a public institution, supported by public funds to carry out public purposes. As such, it has a responsibility to maintain effective relationships with its major constituencies. It should, on the one hand, seek continually to understand the needs of the state, both through analysis of demographic and economic statistics and through personal contact with educational, business, labor, and governmental leaders. On the other hand, it should present to the general public a coherent vision of the System and the inter-relationships within it.

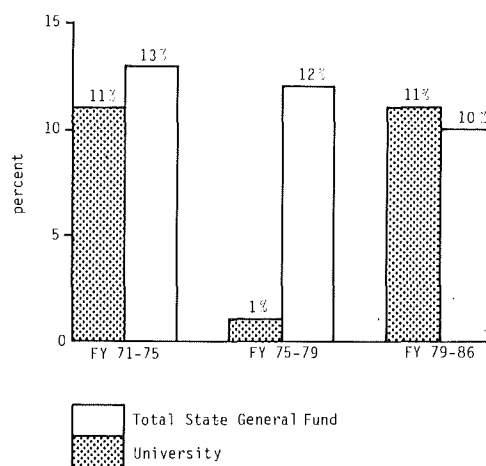
The numerous planning activities of the past decade have brought University System leaders into contact with many citizens and organizations throughout the state. They have not, however, succeeded in conveying to the public a clear sense of what their University System is and where it is going. In the words of one prominent Maine educator, there is a public perception that the University System "hasn't taken." This

perception has hindered the System in its relations with the Legislature, and diminished the credit the System would have received for many of the successful programs it has initiated.

21. The University System has not yet recovered from the effects of the financial difficulties of the 1975 to 1979 era.

The University System experienced a significant decline in state financial support during fiscal years 1976 through 1979.\* Much of the current financial difficulty of the University System derives from the effects of this period, even though an eleven percent budgetary increase was restored in 1979.

FIGURE THREE  
Average Annual Increases,  
University of Maine State Appropriation and State  
General Fund Revenue, FY 71-75, FY 75-79, FY 79-86



SOURCE: data provided by the Chancellor's Office.

The first effect of this discontinuity was an increase in tuition. While the state appropriation was growing 1 percent annually, tuition revenues grew at an annual rate of 6 percent. Over this period, the in-state undergraduate tuition rate rose 71 percent and the out-of-state rate rose 53 percent. By 1979, the system's dependence on tuition revenues had risen from 26 percent of total expenditures to 32 percent. It remains at that level today.

\*Most of the material on finance is derived from data presented in Kent Halstead, *How States Compare in Financing Higher Education, 1984-85*, National Institute of Education, Washington, D.C., May, 1985; M.M. Chambers, *State Appropriations for Higher Education for 1985-86*, *The Chronicle of Higher Education*, October 30, 1985; and National Center for Education Statistics, *Financial Statistics for Institutions of Higher Education*, FY 1982, computer tape.

The second effect of the discontinuity was to impoverish academic support budgets. From fiscal 1975 to 1979, the System's state appropriation grew 4 percent. Through tuition increases and growth in gifts, interest, and grant income, its total expenditures grew 20 percent. Yet over this same period, the higher education price index increased over 30 percent. Thus, in terms of actual purchasing power, the value of the System's state appropriation dropped by about a quarter and the value of its total budget by about 10 percent while its enrollment and employment remained steady. In short, the System responded to the financial stringency of the late 1970s not by cutting programs but by maintaining employment and squeezing program budgets. The most important effect of this strategy was that most of the new funds that became available during the period of financial recovery beginning in 1979 went to salary increases. In fiscal 1976, 78 percent of the University System's unrestricted educational and general budget went to salary and benefits. In 1980, they accounted for 79 percent. In 1985, even after an 84 percent increase in the state appropriation, salary and benefits still accounted for 79 percent of the total E&G budget.



## Chapter Four

# Recommendations

The recommendations of the Visiting Committee fall under four headings: The Structure of the University System, The Academic Program, Governance and Leadership, and Financial Support.

### A. The Structure of the University System.

1. The Committee recommends that the University System consist of four elements: a research and doctoral university, an urban comprehensive university, a group of regional baccalaureate colleges, and a community college component. The Committee does not recommend the inclusion of the Vocational Technical Institutes or the Maine Maritime Academy in the University System.

The reasoning of the Committee in reaching this general conclusion is suggested throughout Chapter Two. The very nature of the State of Maine requires diversity in the University System. Careful definition of the missions of the various elements by the Board of Trustees, in concert with the concepts of mission developed by the faculties of the different institutions, is a major responsibility of the Board if the System is to fulfill its own comprehensive mission, if it is indeed to function as an entity greater than the sum of its parts.

The reasons for not recommending the inclusion of the VTIs, at least at this time, are given below, as part of the commentary on the fifth recommendation. With regard to the Maine Maritime Academy, this institution is undergoing self-examination and definition of mission and the governance structure. An earlier finding explains its current status. It is not ready for amalgamation into a larger system, though one must not rule out the possibility that in some future year it might be.

2. The Committee recommends that the University of Maine at Orono be strengthened as a research and doctoral institution, befitting its historic role as the state's land-grant university, and that its graduate offerings rest upon a first-class undergraduate educational program.

In order for this recommendation to be fulfilled, UMO must have adequate financial support. This institution should be developed in comparison not with other campuses of the University System in Maine, but with reference to peer research and graduate institutions in other public university systems. The System can be no better than its principal unit. The Carnegie classification of UMO as a doctoral institution, for example, should be restored. Faculty salaries require improvement on this campus, and the capabilities of this institution for carrying out its public service obligations

and for delivering throughout the state a number of its graduate and professional programs must be appropriately supported.

It would be opportune for the Trustees, in view of the imminent changes in both System and campus leadership, to undertake a review of a select group of institutions against which the programs at UMO can be measured and evaluated. The UMO faculty and administration themselves should be involved in this review. The principal areas of the educational enterprise should be examined, including academic quality, faculty salaries, departmental budgets, library services, maintenance and replacement of equipment, and research and public service activities. The results of such an inquiry could point the way to requesting appropriations to bolster areas of weakness or inadequacy, the strengthening of which would be judged essential to the fulfillment of the UMO mission.

3. The Committee recommends that the University of Southern Maine continue to be developed as an urban comprehensive university, offering an undergraduate program of high quality and limited graduate programs, and collaborating in the delivery of programs to the southern Maine region and to other units of the System.

In view of the Committee's finding that, to put it succinctly, USM has been overextended and underfunded, it is our conviction that the future welfare of this urban comprehensive university must be closely related to its insistence upon adhering to its defined mission. We have stated in this recommendation the priorities that seem to us central: strong undergraduate programs, limited graduate offerings (including the Law School, which appears to respond to a special need in Maine), and cooperation with UMO and others in delivering certain programs to various parts of the state, including southern Maine.

In the light of this appraisal, it is the conviction of the Committee that an Engineering School should not be established at USM, nor should this institution embark upon doctoral programs, certainly not at this time. We make no judgment regarding the doctoral program that is already in place, but in terms of mission further doctoral programs should not be developed until the undergraduate substructure has been strengthened. The current offerings in the sciences do



not provide sufficient undergirding for graduate scientific programs.\* There are suggestive models elsewhere (such as the State University of New York at Stony Brook) for physics and engineering majors within the context of the liberal arts, which might serve as a starting point for the development of a more extensive effort later. But at this time it would occasion economic imbalance to try to duplicate the engineering program at UMO. There are creative ways in which the need can be met along other lines. What is mainly desired in the area is an opportunity for further professional development. Cooperation with UMO and with the VTIs, along with delivery of certain UMO programs in southern Maine, must be sufficient for the time being, until other priorities have been satisfied.

Meanwhile, there is an opportunity in the southern Maine region for a cooperative venture, such as an Applied Research Center, to be developed at the initiative of members of the business and industrial community in cooperation with the faculties of USM, UMO, and perhaps SMVTI. Such a center could fulfill some of the applied research needs of the region. An entity of this sort should be supported in large part from non-University sources, both public and private.

- 4. The Committee recommends that the regional baccalaureate institutions at Farmington, Fort Kent, Machias, and Presque Isle continue to offer two- and four-year programs consonant with their defined missions.**

The Committee considered at length and ultimately rejected arguments to the end that some of the regional baccalaureate institutions might be eliminated or reduced to two-year programs. The Committee concluded that all four of these institutions perform special functions of particular significance to their own geographical areas, as well as to the state, that should be continued. Each has its mission, a precise delineation of which should be undertaken by the Board of Trustees in cooperation with the faculties of each. This mission should stand as the basis for planning in each instance in the future.

These are undergraduate institutions, and the strengthening of the liberal arts curriculum is to be regarded as the first priority in all of them. Many of the two-year programs fulfill essential needs. Efforts should be made, however, to coordinate them with similar programs in neighboring institutions in order to eliminate unnecessary duplication.

- 5. The Committee recommends the establishment and recognition within the University System of a formal community college program, one that will collaborate at both administrative and programmatic levels with the VTIs.**

Effective community college services should be made available throughout the state. The largest unmet need in the higher education spectrum in Maine is at the two-year program level.

Such a community college organization could include the existing UMA and Bangor Community College. Whatever elements of the University System are ultimately included should cooperate closely with the VTIs.

The Committee considered but does not recommend the inclusion of the VTIs in the University System. The faculties, administrative structures, history, and statewide constituencies are so different as to make organization under one administrative roof an unwieldy enterprise. The nature of this relationship should be re-examined in five years. But meanwhile, there are excellent opportunities for cooperation.

For example, a Joint Committee of the Board of Trustees of the University System and the newly established Board for the VTIs should be revitalized. It should be vested with authority to encourage and carry out cooperative ventures between the units of the University System and the VTIs. There might well be an officer of the University System, perhaps at the Vice Chancellor level, whose duties would include the facilitation of this kind of cooperation, and who should be provided with a discretionary fund as seed-money. Such an officer could encourage other kinds of cooperation as well, as for example with the independent colleges of the state. One mechanism to be used toward this end would be the already established Higher Education Council.

The Committee suggests the establishment of regional advisory councils in several areas in the state. They could be composed of local community and business leaders who would advise the educational institutions nearby on program development, public service, and other regional needs, encouraging and supporting cooperative efforts between the University System campuses and the VTIs.

An excellent opportunity for an immediate regional effort of this sort presents itself in the Lewiston/Auburn area. There is already in that region a well-established vocational/career institution of recognized quality in the CMVTI, and there are branch offerings through UMA already in place. This would appear to be a likely locale for a proposal that might arise not only from educational officials but from the business and civic leadership of the community: a proposal for special funding toward an enterprise that would not require establishment of a new unit but would draw upon these entities and facilities already in existence for the development of a community college presence in the area. The legislature would be well advised to approve an appropriation through which to respond to proposals of this kind.

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\*See Appendix Seven.

6. The Committee recommends changes in the names of the University System and some of its components. These are not merely nominal changes, but modifications that reflect the structure the Committee is recommending, a more accurate description than the present set of names. The Committee considers the present basic legal structure of the University System as it stands to be acceptable and to require no change.

The names the Committee recommends are as follows:

- a. For the entire System:  
The State University of Maine.
- b. For UMO:  
The University of Maine.
- c. For USM:  
The University of Southern Maine.
- d. For the regional baccalaureate institutions:  
Farmington College  
of the State University of Maine.  
  
Fort Kent College  
of the State University of Maine.  
  
Machias College  
of the State University of Maine.  
  
Presque Isle College  
of the State University of Maine.
- e. For the community colleges:  
Augusta Community College  
of the State University of Maine.  
  
Bangor Community College  
of the State University of Maine.  
  
Such other community colleges as may  
in time be established.

## **B. The Academic Program.**

There are no simple formulas to ensure improvement of an academic program. It is the responsibility of the leadership of the System to instill a commitment to high quality throughout the organization. A number of aspects of academic excellence must be examined, including the quality of the students who are involved, the quality of the offerings, the integrity of the system within which they are offered, the quality of the faculty, the academic support afforded the faculty, and the quality of the graduates of the various programs. The Committee considers the recommendations that follow to be useful approaches.

7. The Committee recommends that there should be varying standards of admission for the different institutions in the System.

Admission policies must be set in accordance with the missions of the separate institutions. For UMO and USM it is expected that admission standards will be more rigorous than elsewhere. It is entirely defensible that certain institutions, with special missions and concerns related to their regions, should make access a priority. The Board should encourage the faculties in the various institutions to propose standards of admission suitable to their academic programs.

What must be kept in mind in all the institutions is the diversity of the educational needs of the Maine population. There are well-prepared students for whom the most challenging opportunities should be provided; there are under-prepared students who must acquire basic skills and gain confidence before proceeding to a more demanding level; and there are adults for whom standard admission requirements are unrealistic. The System should try to provide appropriate access to educational opportunity for this range of aptitude.

Whatever the admission policy in any institution, there is likely to be need for remedial programs for entering students. The Education Reform Act should bring about improvements in the secondary schools, and as its effects become more noticeable, there may be less need for remedial programs than in the past. But provision must be made for them, at each level within the University System. Testing procedures at the secondary school level can obviate the necessity for some of the remedial activity in colleges and universities, but there are other steps that might be taken. One thinks of a successful testing program undertaken in the State of Ohio, by which the readiness of high school juniors for college was assessed, and on the strength of which adjustments were made in their senior year studies. The need for remedial programs among entering students at Ohio State University was dramatically reduced in a short time. It is the obligation of the University System to meet remedial needs, programmatically and financially, but at the same time to try to find ways in which to reduce those needs through testing and screening procedures in the secondary schools of the state.

8. The Committee recommends that procedures for academic program review be strengthened and enforced, and that funds be provided for external evaluation.

There should be a systemwide process for program review, coordinated with the efforts toward this end on each campus. This procedure should involve external examiners as well as local evaluators, and it should concern itself with assessment of the value of the academic offerings in themselves, the relationship of these programs to the missions of the campuses, and the qualifications of the faculty responsible for them.

There are a number of helpful methods of assessment of results in the process of teaching and learning, with respect both to the individual students involved and to the quality of the programs in which they are enrolled. The faculties should have central responsibilities in inquiries of this sort, and funds should be made available to them for professional consultants.

Any consideration of the quality of the programs touches upon the sensitive issue of transfer. Automatic transfer of credit from one program to another, or between institutions, should not be assumed as desirable. And yet if equivalency is established, through proper evaluative processes, transfer of credit should be arranged. The only judges of "equivalency" are the faculty members who are engaged in teaching the courses, and provision should be made for faculty members to confer with each other to establish what is transferable and what is not. The central issue is the quality of the program. Transfer should be a possibility when and where appropriate. It should be neither easy nor out of the question.

9. **The Committee recommends that efforts be made to have the accreditation process apply to the University System as well as to the separate entities within it.**

It is gratifying that all the campuses that make up the University of Maine System have been accredited regionally by the New England Association of Schools and Colleges. This satisfactory state of affairs is one of the recognizable results of the amalgamation of all the different units into the University System nearly two decades ago. But the System as a whole has not received its own accreditation. There are instances throughout the country in which systemwide accreditation has been achieved. It would be desirable for the New England Association of Schools and Colleges to give special attention to the System at some juncture in the future. The efficacy of the System is of central importance to the efficacy of the institutions that make up the whole.

10. **The Committee recommends that the Board recognize as a central priority the strengthening of the faculties, not just at UMO but throughout the System, and that a program of faculty development be given encouragement, financial and otherwise.**

Faculty development is not simply a matter of adequate salaries (though that is a very important part of it). There should be incentives for a faculty member to undertake programs in enrichment of his or her own scholarly perspective, through more liberal sabbatical arrangements, funds for travel to professional meetings, and the pursuit of research projects. On visits to the campuses the Committee was struck more than once by the remarkable accomplishments of an individual faculty member here or there, carried out without major institutional support. How much more creative a faculty member might be were there sources of support beyond what has been provided.

A systemwide fund might well be made available for a faculty member whose proposal for a program leading to strengthening of his or her teaching would give evidence of special talent or initiative.

There are many avenues toward this end. Endowed professorships at UMO are a possibility that comes immediately to mind. How fitting it would be, for example, if the Trustees were to establish an endowed Henry David Thoreau Professorship in American Literature at Orono. Another avenue is through telecommunications: the encouragement of an imaginative use of the "media" to deliver an exciting series of lectures or reports on unusual research throughout the state.

The essential point is that the faculty are the most important resource of any institution. Without adequate financial support their talents are sometimes prevented from emergence into the public domain. It can only help an institution when its faculty members are known beyond their own sphere, and sometimes this happy development cannot occur without assistance from the administration.

A word should be said with respect to policies governing the engagement of part-time faculty. In the University of Maine System at present they make up about one-fourth of the total faculty complement, and at USM they make up nearly half. At some of the units of the University System they comprise percentages from roughly one-fourth to two-thirds. Part-time faculty members enjoy neither the financial benefits nor the privileges of participation in governance, and if their presence is to be fully taken advantage of in the fulfillment of the mission of the University System, policies should be developed with respect to their rights and privileges and the manner by which their academic performance may be evaluated.

11. **The Committee recommends that funds be augmented for the libraries and computer services, with assurance of continuing support for improvement and strengthening.**

The library is the center of the academic enterprise. The libraries on each campus, but most especially at the research and doctoral university, require constant attention. Automation of services, electronic interlibrary communications, and acquisition of new technology should be kept up to date. The library collections, including books, periodicals, microfilm, microfiche, and government documents from both the state and federal sources, cannot be allowed to fall behind.

12. **The Committee recommends that academic support services be provided in such areas as maintenance and replacement of equipment, clerical services to the faculty, and laboratory supplies, according to a schedule drawn up by members of the faculties and appropriate administrators.**

It should be recognized by the Board that hidden and often unobtrusive support systems are needed to keep a faculty moving without burdening them unreasonably. Such systems require frequent scrutiny

and sometimes refurbishment. The attention the Board has given to building maintenance, and the establishment of a schedule to ensure its being kept up to date, is highly commendable. A similar effort should be made in the area of general academic support.

13. **The Committee recommends that the Chancellor and Board of Trustees acknowledge teacher education as one of the most important functions of the University System.**

The need for qualified public school teachers in Maine in the next decade and beyond is manifest, and it is the conviction of the Committee that each of the six campuses now preparing teachers should continue to do so. We are not in a position to know whether the University College of Education, an entity that has existed for some time as an arm of the Chancellor's office, can effect the necessary improvements and strengthening, but some mechanism should be called upon to develop financial support and encourage public awareness of the necessity of providing programs with high standards in the education of future teachers.

A special intensive effort should be made to recruit academically able students in the schools for the teaching profession. It should apply to all the education programs in the state, not just to the one at UMO which has traditionally attracted a larger share of the especially talented students, but to all of them. The programs at USM and the regional baccalaureate institutions have successfully provided well-trained teachers in southern and central Maine and in the rural areas, and it is essential that their programs continue to complement the central education program at UMO. It is also important that all the teacher education programs in the state seek external accreditation, either from The National Council for Accreditation of Teacher Education (NCATE) or from the National Association of State Directors of Teacher Education and Certification (NASDTEC).

Toward these ends we recommend that the Board appoint a special body, possibly a consultant group or a statewide committee drawn from different segments of the University System, to examine this area of the University System's responsibility and to recommend plans toward the improvement of educational opportunity and achievement for prospective teachers.

### **C. Governance and Leadership.**

In order for the University System to fulfill its great promise there must be dedicated and capable trustees, fully qualified leaders in the offices of Chancellor and the Presidents, a clear understanding of the roles of the several campuses and of the System that oversees them, and a concerned public who through its elected representatives will insist upon the highest quality in all that the University System undertakes to accomplish.

The legal structure created in 1968 has been preserved by successive legislatures. Even in view of the numerous problems the University System has faced over the years, we believe this structure provides the best framework for accomplishing these goals. The Committee considered and rejected several alternative structures. In the majority opinion of the Committee, none provides a better combination of institutional autonomy and public accountability to meet Maine's needs in higher education. Nevertheless, the Committee does believe that clarification of certain governance principles and procedures should be made.

14. **The Committee recommends that the Board address itself to the policies of the System, concern itself with missions and the means to fulfill them, and avoid unnecessary involvement in the problems that arise on the separate campuses.**

The central responsibility of the Board of Trustees is to determine the policies that govern the total enterprise. The Board must translate the higher education needs of the State of Maine into action. It must, with the help of the faculties in each, determine the missions of the several institutions, and by insisting that each campus adhere to its own mission, define and maintain the mission of the System as a whole.

The Board must maintain a clear distinction between its responsibilities to the System and to each campus. When the separate institutional missions have been delineated and understood, then each institution is responsible for fulfilling its mission, within the context, of course, of the whole. The Board must see to it that the distinctions among the various elements of the University System are respected and maintained, that conflicts between and among the campuses are addressed and resolved, that proper relationships between campuses are strengthened and communications between them facilitated, that information necessary for management of the whole be gathered and made readily available, and that the financial needs of all the University System be made known adequately to the public and to the Legislature.

15. **The Committee recommends that the Board of Trustees delineate clearly the different responsibilities of the Chancellor and the institutional Presidents.**

A Chancellor's responsibilities center upon the total System of the University. A President's responsibilities center upon the campus of which he or she is chief executive officer.

The Chancellor should be an educational leader, the chief executive officer of a system but not the administrator of any campus. His or her responsibilities are statewide. In fulfilling them the Chancellor should become highly visible around the state, known to members of the legislature and other governmental

officials, acquainted with school, college, and university leaders. He or she is the spokesperson for the University System, the person who in this focal position is constantly at the center of the enterprise, one who works closely with the Board of Trustees and who is responsive in that role to the concerns of the public.

The Presidents are responsible for the welfare and progress of the institutions they lead. It is their role to manage campus affairs and to transmit to the Chancellor and the Board their recommendations when appropriate.

It must be noted, however, that the President of UMO is to be regarded in a different light from the leaders of the other campuses. UMO is the original land-grant university, the graduate center, the institution recognized for a century as the leader in public education in Maine. Its quality is immediately related to the health of the University System. It has already been said in this report that the System can be only as good as its central institution, and the restoration of UMO to its former educational eminence has already been emphasized as one of the first and most essential of the recommendations of this Committee. Accordingly, it is to be expected that the President of UMO should occupy a position different from that of the other institutional Presidents. He or she is to be regarded as a major spokesperson for higher education in the state, and yet an integral part of the University System. The President of UMO and the institution itself belong to the System and bring to it special vitality that will in turn strengthen the other institutions within it. This particular role for UMO should be reflected in the mission statement adopted for that institution.

In meeting their several responsibilities it is essential that the Presidents involve the faculties at their institutions in governance and policy decisions. The more the faculty, the students, the administrative staff, the alumni, and business and community leaders are informed and made a party, within reason, to policy deliberations, the healthier the institution.

In addition to specifying the responsibilities of the Chancellor and the Presidents, it would be wise for the Board to describe the authority of each with respect to a number of important administrative matters. For example, in appointing, terminating appointments, and evaluating Presidents, the Board should seek the counsel and the recommendation of the Chancellor, but reserve the final decision to itself. The Board should not allow itself to become insulated from the campuses and their concerns. While subject to the authority of the Chancellor, campus Presidents should have the right to submit topics and information for inclusion on the agenda for Board meetings, as well as the right to appear independently before the Board. Campus Presidents should have primary responsibility for preparing budgets for their institutions, conducting academic program reviews, and making personnel

decisions. In instances in which consolidation of campus decisions into systemwide policy cannot be resolved in consultation and cooperation with the Chancellor, the campus President should have the right to appeal to the appropriate committee of the Board. In the area of legislative relations, the Chancellor should coordinate the overall effort, but campus Presidents should be called upon to make major presentations.

To conclude, it is important for the Chancellor and the Board of Trustees to give the Presidents their support and encouragement, and to maintain not simply communications but to inform themselves adequately as to the problems that inhere in each local situation.

16. **The Committee recommends that the Board develop a procedure of working through committees, and that it regard the Administrative Council as advisory rather than as a voting body to approve decisions or policy.**

It is difficult for even the most conscientious of Boards to understand fully all the issues brought before it for deliberation and decision if they have not first been examined by a Board committee and brought to the full Board with recommendations.

The Committee is aware that the Administrative Council, made up of the Presidents within the University System, was established in the original legislation. We interpret that law to mean, however, that it should serve as an advisory group. We do not think it should be used by the Board and the Chancellor as a voting body, in which Presidents of some campuses are called upon to make judgments regarding activities and programs on other campuses.

17. **The Committee recommends that the Board of Trustees be chosen with special care, with consideration not only for intellectual qualifications appropriate for the management of so crucial an enterprise, but for the wide and unprejudiced concern that a member of the Board must demonstrate in the adjudication of statewide issues.**

Appointment of new trustees is one of the most sensitive and consequential of a Governor's responsibilities. We think it would be helpful to a Governor in fulfilling this duty to have a committee or panel of prominent citizens, including educators, to give advice and, if asked, evaluate nominations.

It would also be helpful if in the orientation process for new trustees there could be included a special charge from the Governor, alerting them to their statewide responsibilities and drawing the distinction between System concerns and local campus concerns.

#### **D. Financial Support.**

The Board of Trustees, the Chancellor, the Governor, and the Legislature are to be commended for the tremendous progress of the past several years in redressing the damaging effects of the financial limitations imposed upon the University in the late seventies. The Committee urges that this momentum be maintained and increased as new leadership arrives on the scene, and as the people of the state join the Board and administration in re-examining the University System and taking steps to strengthen it.

At the same time, the Committee urges the Board to integrate its academic and financial policies so that growth of one area or program does not occur at the expense of others. The Board should establish clear standards for all academic programs in terms of the missions of the institutions in which they are located, and then should provide financial support necessary to meet them. New programs should be established only with additional funds or with funds released through the diminution or termination of another program.

18. **The Committee recommends that the increased support expected to be forthcoming for the University System in the next few years be seen as a strong reason to end the reliance of the System on tuition increases.**

It is well known that by national standards tuition in the University of Maine System is high. Across the country, as an average, tuition and fees generally account for about twenty-five percent of the costs of public higher education. In Maine the burden assumed by the students is close to one-third, a significant barrier for many qualified individuals, of all ages.

It would be desirable for the Board to set a limit to tuition increases, perhaps related to the rate of inflation but not beyond that, until the share paid by students in Maine is brought nearer to the national average. If this is to be done, there must then of course be higher appropriations from the state, augmented by private philanthropy.

19. **The Committee recommends that a larger allocation of funds be directed to financial aid for students.**

It is quite true that the University System has been able to provide financial aid on a per student basis in excess of the national average. Over half of these funds, however, come from federal sources which are likely to be diminished in the future. Nationally, state support of financial aid to students is in the magnitude of \$170 per full-time equivalent student. In Maine, it is \$21. In the light of the relatively high tuition, this low level of assistance has undoubtedly proved a barrier for some.

There are creative avenues to the solution of this problem. The programs for Maine Student Incentive Grants and the Blaine House Scholars, for which students who elect independent institutions as well as public are eligible, could be strengthened. A public service job program could be established whereby prospective students can earn tuition credits through cer-

tain approved kinds of employment. There could be special budgetary allocations for financial aid in each institution throughout the system, over and beyond those dedicated sources of income restricted in the endowment for scholarships. However it is done, financial aid is a problem that needs to be addressed as education becomes, in both the public and independent sectors, an ever more expensive enterprise.

20. **The Committee recommends that the Legislature enact an immediate fifteen million dollar supplemental appropriation for the University System as a down payment on the long-term investment necessary to develop the University System Maine needs.**

Since 1979 the state appropriation for the University System has grown, on the average, by eleven percent annually. We commend the Governor and the Legislature for assuring this support. However, because of the continuing effects of the fiscal stringency prior to 1979, because of Maine's commitment to maintain small regional campuses, and because of the critical importance of higher education to Maine's future, much more needs to be done.

The recommendations the Committee has made throughout this report indicate changes we believe should be made. Whether these changes and others will be implemented depends upon the will of the people of Maine. No quick infusion of funds will meet the goals we have proposed. The University System in Maine requires multi-year, incremental increases in its financial support. Rather than attempt to calculate some dollar amount that, because it must stretch years into the future, can be no better than an educated guess, we propose that the Legislature make an immediate down payment of fifteen million dollars on this long-term commitment. It is to be left to the people of Maine and their future leaders in the state to determine how many and which of the recommendations in this document they choose to support.

In arriving at this suggested figure of fifteen million, we have noted that the appropriation for the fiscal year 1986 for the University System was \$78 million. To increase that amount by eleven percent for the fiscal year 1987 would require an addition of over eight million dollars. We believe that a figure almost double that amount, namely, fifteen million dollars, is called for immediately, entirely apart from the next annual budgetary increase. The purpose of this down payment is to provide support promptly for some of the recommendations in this report. It would be used, as we think of it, not just for the improvement of University System services in general, but particularly to begin the process of restoring UMO to its former stature as a superior institution, a full-service land-grant university.

Beyond that, we believe that the leaders of the University System should take their case for an institution in evolution, if not indeed in transformation, to the people. We believe the people are ready to support a reasonable and well-argued appeal.



# Appendices

## Appendix One

STATE OF MAINE

IN THE YEAR OF OUR LORD  
NINETEEN HUNDRED AND EIGHTY-FOUR

AN ACT Making Appropriations from the  
General Fund to Implement Certain  
Recommendations of the  
Governor's Commission  
on the Status of Education in Maine.

Commission on the University of Maine

Provides funds to establish an 11-member commission appointed by the Governor to study the University of Maine. Five members shall be disinterested Maine residents unaffiliated with the University and 6 shall be from among national educators and business executives.

The commission shall follow the guidelines contained in the preliminary report issued in January 1984, by the Governor's Commission on the Status of Education in Maine.

The commission shall report its recommendations and findings and any necessary implementing legislation on or before January 1986 to the joint standing committee of the Legislature having jurisdiction over educational and cultural services.

## Appendix Two

*Executive Order*

OFFICE OF  
THE GOVERNOR

NO.: 3 FY 84/85  
DATE: August 17, 1984

### VISITING COMMITTEE TO THE UNIVERSITY OF MAINE

WHEREAS, the people of Maine are the fortunate beneficiaries of more than a century of continuing investment in our public higher education system; and

WHEREAS, in the world that lies ahead, Maine's ability to compete, to grow in healthy ways, and to satisfy the needs of our citizens will depend in large measure on public higher education of high quality; and

WHEREAS, Maine people depend more on their public University for higher education than do people in any other New England state; and

WHEREAS, in 1968, the State created a University of Maine system for public higher education, for reasons that remain valid today; and

WHEREAS, periodic review of its purpose, mission, goals, and organization is essential to the continued vitality of any major institution; and

WHEREAS, in the 16 years since the establishment of the University of Maine system, no such review has occurred; and

WHEREAS, the Legislature has provided funds to establish a Visiting Committee to study the University of Maine;

NOW, THEREFORE, I, JOSEPH E. BRENNAN, GOVERNOR, do hereby establish the Visiting Committee to the University of Maine, to review:

- A. the overall mission, goals, organization, financing, and program priorities of the University for the remainder of the century;
- B. its principal activities, including teaching, research, and public service, and the quality of their delivery;
- C. the principles and processes by which it is governed, and by which the program activities on the several campuses are planned, developed, and coordinated;
- D. the distinct mission and role of each campus within the system;
- E. the current allocation of the system's financial resources, and the opportunities to re-allocate them better to meet the needs of Maine people.

**MEMBERSHIP:** In accordance with the Legislature's direction, the Visiting Committee shall consist of the following:

Robert E.L. Strider, II, Brookline, Massachusetts, Chairman  
Edward C. Andrews, Jr., M.D., Falmouth  
Forside  
Wilma Bradford, Bangor  
Jean Childs, Westbrook  
Robert L. Clodius, Washington, District of  
Columbia  
Evelyn E. Handler, Waltham, Massachusetts  
Francis Keppel, Cambridge, Massachusetts  
Eleanor M. McMahon, Pawtucket, Rhode  
Island  
Edmund S. Muskie, Kennebunk  
Jean Sampson, Lewiston  
Nils Y. Wessell, Sanibel, Florida.

**SCOPE OF WORK:** In particular, the Visiting Committee shall address these urgent questions of education policy, without limitation; conduct meetings and studies as necessary to develop findings respecting them; and make appropriate recommendations to deliver needed educational services to Maine people by the most effective means available:

1. **Access and Quality:** Within the resources of the University of Maine system, what is the proper balance for it to seek between the opportunity for universal access to higher education and the



delivery of high quality education to qualified students; and how may this balance best be achieved within the system, among the campuses, and at each campus?

2. **Research and Development:** How and where may the University's part in serving the long-term research and development needs of Maine commerce and industry best be organized, located, and funded?
3. **Remedial Education:** How and where may post-high school remediation in basic learning skills best be delivered to Maine citizens who need them to qualify for college and university education?
4. **Public and Community Services:** What is the proper role of the University in providing public and community services such as cooperative extension, professional training and development programs, cultural programs, and information and research services; who benefits from their availability; and how may such University services needed by Maine people best be organized and funded?
5. **Teacher Training:** How and where may the University best organize to participate in the training and retraining of Maine's elementary and secondary teachers?
6. **Maine's Vocational Technical Institutes, the Maine Maritime Academy, and Maine's Private Colleges:** How might the relationships between them and the University of Maine system best be structured to deliver needed educational services to Maine people by the most reasonable and effective means possible?
7. **Financial Aid:** How might a comprehensive financial aid program for Maine students attending both public and private institutions best be designed; and what is its proper funding level?
8. **Electronic Classrooms:** In light of advancing communications technology and the growing need for continuing education programs across this large and diverse State, what priority is best assigned to developing electronic facilities to extend the academic resources of the University system to a statewide audience; and how might these facilities best be developed, organized, and made available?
9. **Philanthropic Support:** What is the proper role of private, philanthropic support within the University system; toward what program goals and activities is it best directed; how might the system best organize its resources and structure its relationship to the State to maximize the opportunity for private fundraising?

**RESOURCES AND AUTHORITY:** The Visiting Committee shall have at its disposal \$75,000 in appropriated funds; and may receive and expend such grants, incur such expenses, hire such staff, and contract for such services as are necessary to discharge these responsibilities. All agencies of State government shall make resources and information available to the Visiting Committee upon request.

**REPORT AND RECOMMENDATIONS:** The Visiting Committee shall make its final report and recommendations to the Legislature's Joint Standing Committee on Education on or before December 31, 1985, together with any legislation needed to implement these recommendations.

## Appendix Three

### Categories of Institutions of Higher Education

**DOCTORAL-LEVEL INSTITUTIONS** — These are institutions characterized by a significant level and breadth of activity in and commitment to doctoral-level education as measured by the number of doctorate recipients and the diversity in doctoral-level program offerings. Included in this category are institutions that grant a minimum of 30 doctoral-level degrees in three or more program areas.

**COMPREHENSIVE INSTITUTIONS** — These institutions are characterized by diverse graduate and professional programs but do not engage in significant doctoral-level education. Specifically, this category includes institutions in which the number of doctoral-level degrees granted is less than 30 or in which fewer than 3 doctoral-level programs are offered. In addition, these institutions must grant a minimum of 30 post-baccalaureate degrees (master's, doctor, and first-professional) and either grant degrees in 3 or more post-baccalaureate programs or have an interdisciplinary program at the post-baccalaureate level.

**GENERAL BACCALAUREATE INSTITUTIONS** — These institutions are characterized by their primary emphasis on general undergraduate, baccalaureate-level education. Included are institutions in which the number of post-baccalaureate degrees granted is less than 30 or in which fewer than 3 post-baccalaureate level programs are offered and which either (a) grant baccalaureate degrees in 3 or more program areas, or (b) offer a baccalaureate program in interdisciplinary studies.

**SPECIALIZED INSTITUTIONS** — These are baccalaureate or post-baccalaureate institutions characterized by a programmatic emphasis in one area plus closely related specialties. The programmatic emphasis is measured by the percentage of degrees granted in the program area. An institution granting over 60 percent of its degrees in one program area, or granting over one-half of its degrees in one program and granting degrees in fewer than five baccalaureate program areas, is considered to be a specialized institution.

**2-YEAR INSTITUTIONS** — These are institutions that confer at least 75 percent of their degrees and awards for work below the bachelor's level.

SOURCE: National Center for Education Statistics (NCES), *Education Directory, Colleges & Universities*, annual.

## Appendix Four

### Institutions of Higher Education in Maine

Category	Public		Independent		
	Institutions	Enrollment*	Institutions	Enrollment	
1. Doctoral**	UMO	10,280	0	0	
2. Comprehensive	USM	7,669	0	0	
3. Baccalaureate	UMFK	661	Bowdoin	1,350	
	UMM	834	Bates	1,450	
	UMPI	1,210	Colby	1,675	
			Coll. Atlantic	120	
			Unity	264	
			Univ. of N.E.	500	
	<hr/>	<hr/>	<hr/>	<hr/>	
	Total	2,705	Total	5,359	
4. Specialized	UMF	2,140	CCMC School/ Nursing	79	
	MMA	621	Husson	1,488	
			Thomas	934	
			Westbrook	1,100	
			St. Joseph's	518***	
			Portland School of Art	230	
			Bangor Theol. Sem.	128	
		<hr/>	<hr/>	<hr/>	
		Total	2,761	Total	4,477
	5. Two Year	UMA	3,368	Andover	1,100
BCC		900	Beal	600	
USM, D.B.S.		1,100	Casco Bay	300	
SMVTI		1,016			
CMVTI		476			
EMVTI		531			
KVVTI		295			
NMVTI		613			
WCVTI		289			
	<hr/>	<hr/>	<hr/>		
	Total	8,588	Total	2,000	
Grand Total	14	32,003	16	11,836	

**Table 1**

#### FTE Enrollment\* per 1,000 Population by Category of Institution

	Maine	U.S.
Doctoral	9.3	8.8
Comprehensive	4.6	7.5
Baccalaureate	3.1	2.1
Two year	4.8**	11.2
Total	<hr/> 21.8	<hr/> 29.6

\*Public institutions only

\*\*Includes two-year degree students on all campuses.

SOURCE: National Center for Education Statistics

\* Total number of students, fall 1984. Enrollment for the VTIs includes only full-time day students; enrollment figures for UMO and USM exclude students attending Bangor Community College and USM's Division of Basic Studies, which are listed separately.

\*\* Prior to 1983, UMO was classified as a doctoral-level institution. Since that time, it has awarded fewer than 30 doctoral degrees annually and was moved into the comprehensive category. It is listed here in the doctoral category since it is the only institution in Maine now graduating doctoral students.

\*\*\* Full-time. We have not included the students enrolled at St. Joseph's College in mail and extension courses, with brief summer residence requirements. If we had included them the total enrollment for St. Joseph's would be more than 3,500.

SOURCE: Information provided by the Chancellor's office, the VTIs, and the independent colleges.

# Appendix Five

## PROGRAMS OF STUDY — UNIVERSITY OF MAINE AT ORONO

ASSOCIATE		BACHELORS		MASTERS		DOCTORAL	
Arts & Sciences	BCC (A.A./A.S.) Human Services Chemical Addiction Counseling Child and Youth Services Developmental Disabilities Gerontology Mental Health Technology Legal Technology Liberal Studies	Arts & Sciences (B.A. Degree) Anthropology Art Biology Broadcasting Chemistry Computer Science Economics English Classic and Modern Languages (Latin, French, German, Spanish) Geological Sciences History International Affairs Journalism		Mathematics Medical Technology Music (B.A., B.M. in Performance & B.M. in Music Educ.) Pre-Nursing Philosophy Physics Political Science Psychology Public Management Social Work Sociology Speech Communi- cation Theatre Zoology (incl. pre- medical & pre- dental)		Master of Arts with major in one of the following: Economics* Education English* French History Liberal Studies*  *Indicates non-thesis option  Master of Music  Master of Public Administration  Master of Science  Chemistry Geological Sciences Oceanography Physics Quaternary Studies Zoology	Doctor of Philosophy Chemistry History Individualized Program Oceanography Physics Psychology Zoology
Business	Business Manage- ment (A.S.)	Business Administration (B.S. Degree) Accounting Finance Management Marketing		Master of Business Administration			
Health	Dental Hygiene Medical Records Technology (A.S.)	School of Nursing (B.S. Degree) USM School of Nursing Orono Extension		Master of Science in Medical Technology			
Education		Education (B.S. Degree)  Elementary Education  Secondary Education  Art Education Physical Education & Recreation		Master of Education M.S. in Educ.  Master of Arts in Teaching with major in French, German, or Spanish  Certificate of Advanced Study		Doctor of Education	
Life Sciences & Agriculture	Technical Division (A.S. Degree) Agricultural Mechan- ization Technology Animal Agriculture Technology Animal Medical Technology Merchandising Plant & Soil Tech. (Landscape & Nursery Mgt.) Resource & Business Management	Life Science & Agriculture (B.S. Degree)  Agriculture Animal Sciences (includes pre-vet) Agricultural & Resource Economics Agricultural Engineering (jointly with College of Engineering & Science) Agricultural Mechani- zation Biochemistry (including pre-med) Biology (including pre-med) Botany		Entomology Human Development Child Development Family Relations Food & Nutrition Home Economics Health & Family Life Educ. Microbiology (including pre-med) Molecular & Cellular Biology Natural Resources Plant & Soil Sciences Recreation & Park Management		Master of Science with major in one of the following:  Agr. & Resource Economics Agr. Engineering Animal Sciences Biochemistry Botany & Plant Pathology Community Development Entomology Food Science Human Development Microbiology Plant and Soil Sciences Resources Utilization  Master of Professional Studies with Major in one of the following:  Agricultural & Resource Economics Animal Sciences Biochemistry Community Development Microbiology	Doctor of Philosophy  Nutritional Sciences Plant Sciences
Forestry	Forest Mgt. Technology (A.S.)	Forest Resources (B.S. Degree)  Forest Engineering (jointly with College of Engineering and Science) Forestry  Recreation and Park Management Wildlife Management Wood Technology		Master of Science  Forestry Wildlife Management		Doctor of Philosophy  Forest Resources Wildlife	
Engineering	School of Engineering Technology (A.S.)  Civil Engineering Technology Electrical Engineering Technology Mechanical Engineering Technology	Engineering and Science (B.S. Degree)  Chemical Engineering Chemistry Civil Engineering Electrical Engineering Engineering Physics  Mechanical Engineering Pulp & Paper Technology Surveying Engineering		Master of Science  Chemical Engineering Civil Engineering Electrical Engineering Mechanical Engineering		Doctor of Philosophy  Chemical Engineering Civil Engineering	

SOURCE: UMO Catalog

# Appendix Six

## PROGRAMS OF STUDY — UNIVERSITY OF SOUTHERN MAINE

### ASSOCIATE

### BACCALAUREATE

### GRADUATE

*College of Arts and Sciences*  
Liberal Arts (A.A.)

*Division of Basic Studies*  
Human Services (A.S.) (UMO degree)  
(gerontology; mental health;  
developmental disabilities)

Selected Studies (A.S.)  
Liberal Arts (A.A.)  
Business Administration (A.S.)

*College of Arts and Sciences*

Applied Chemistry (B.S. degree)	History
Art (B.A. degree or B.F.A. degree)	Liberal Studies*
Biology (including pre-med, pre-dental and pre-vet)	Mathematics
Chemistry	Music (B.A. degree or B.M. degree in Performance)
Communication	Philosophy
Computer Science (B.S. degree)	Political Science
Criminology	Psychology
Earth Science	Self-Designed Major**
Economics	Social Science
English	Social Welfare
French	Sociology
Geology	Theatre
Geography-Anthropology	

\*Liberal Studies: Declaration of the major is normally done at the end of the sophomore year with the approval of the Liberal Studies Major Board.

\*\*Self-Designed Major: Approval of this program must be given by the Council for Interdepartmental Majors after students have enrolled at the University.

#### *Engineering*

This University offers the first year of the four-year program common to all engineering majors (with the exception of electrical engineering), and the first and second years in engineering physics. These offerings meet the general requirements of the corresponding programs at the University of Maine at Orono. UMO extends preferred transfer consideration to Maine residents.

#### *College of Education*

The College of Education offers the following four-year programs leading to the degree of bachelor of science:

- Art Education (certification, K-12)
- Elementary Education (certification, K-8)
- Industrial Arts Education (certification, K-12)
- Industrial Technology (non-teaching program)
- Music Education (certification, K-12)
- Vocational/Occupational Education (teaching program)
- Vocational Technology (non-teaching program)
- Secondary Education Mathematics

*School of Nursing*  
Therapeutic Recreation (A.S.)

*School of Business Economics  
and Management*  
Business Administration (A.S.)

*School of Nursing*  
Nursing (B.S.)  
Therapeutic Recreation (B.S.)

*School of Business, Economics and Management*  
Business Administration (B.S.)  
(with majors in business administration, accounting, and economics)

*College of Arts and Sciences*  
Computer Science (M.S.)

Master's degrees in Electrical  
Engineering  
(UMO courses offered in Portland)

*College of Education (M. Ed.)*  
Adult Education  
Counselor Education  
Educational Administration  
Exceptionality  
Instructional Leadership  
Reading

*School of Nursing*  
Nursing (M.S.)

*School of Business, Economics and  
Management*  
Business Administration (M.B.A.)  
Public Policy and Management  
Program  
Public Policy and Management  
M.A.  
Ph.D.  
*University of Maine School of Law*  
Law (Juris Doctor)

SOURCE: USM Catalog.

## Appendix Seven

### Degree Programs and Faculty in Science and Engineering, UMO & USM

	UMO		USM	
	Degree Programs	Number of faculty	Degree Programs	Number of faculty
<b>Arts &amp; Sciences</b>				
Chemistry	BA	14	BA	6
Computer-Science	BA	8	BS MS	4
Geology	BA MS	16	BA	6
Math	BA MA	27	BA	12
Medical Technology	BA MS	—	0	0
Physics	BA MS PhD	17	0	3
Biology/Zoology	BA MS PhD	61	BA	10
<b>Life Science/Ag</b>				
Biochemistry	BS MS	7		
Biology	BS	—		
Botany	BS MS	15		
Entomology	BS MS	8		
Microbiology	BS MS	8		
<b>Engineering &amp; Sci.</b>				
Chemical Engineering	BS MS PhD	13		
Chemistry	BS MS PhD	13		
Civil Engineering	BS MS PhD	15		
Electrical Engineering	BS MS	10		
Engineering Physics	BS	—		
Mechanical Engineering	BS MS	13	BS Industrial Technology	
Pulp & Paper Technology	BS	—	BS Vocational Technology	9
Surveying Engineering	BS	—		
Electrical Engineering Technology	BS	12		
Mechanical Engineering Technology	BS	—		
<b>Total</b>	<b>41</b>	<b>257</b>	<b>8</b>	<b>50</b>

SOURCE: UMO 1985-1986 Catalog; USM Undergraduate Catalog 1984-85.

## Appendix Eight

### Academic Programs of the Regional Baccalaureate Colleges

Subject	UMF	UMM	UMPI	UMFK
Gen. Studies <sup>1</sup>	— B.G.S.	— —	— —	A.A. B.U.S.
Liberal Arts/ Interdisciplinary	A.A. B.A.	A.A. —	A.A. B.L.S.	— —
Arts & Humanities				
Art	— —	— —	A.A. B.A.	— —
English	B.A.	B.A.	B.A.	B.A.
French	—	—	B.A.	B.A.
Biling. Studies	—	—	—	B.S.
Humanities	—	—	B.A.	—
Speech	—	—	B.A.	—
Theatre	—	—	B.A.	—
Math & Science				
Biology	B.A.	—	B.A.	B.S.
Biol. Tech.	—	B.S.	—	—
Environ. Studies	—	B.S.	B.S.	B.S.
Math	B.A.	—	B.A.	B.A.
Social Science				
Behavioral Science	—	—	B.A.	B.S.
Geography	B.A.	—	—	—
History	B.A.	B.A.	B.A.	B.A.
Political Science	—	—	B.A.	—
Political Studies	—	—	B.A.	—
Psychology	B.A.	—	B.A.	B.S.
Education				
Early Childhood	A.A. B.S.	— —	— —	— —
Elementary	B.S.	B.S.	B.S.	B.S.
Jr. High	—	B.S.	—	—
Secondary	B.S.	—	B.S.	—
Home Economics	B.S.	—	—	—
Special Educ.	B.S.	—	—	—
Business Educ.	—	B.S.	—	—
Health, P.E. Rec.	—	—	B.S.	—
Ed. Computing	—	—	B.S.	—
Health/Human Serv.				
Nursing <sup>2</sup>	— B.S.	— —	A.S. —	— B.S.
Rec/Leisure Serv. <sup>3</sup>	— —	— —	A.A. B.S.	— —
Med. Lab. Tech	—	—	A.S.	—
Dietetic Tech.	A.S.	—	—	—
Community Health Ed. <sup>4</sup>	B.S.	B.S.	—	—
Criminal Justice	—	—	A.A.	—
Rehab. Worker	B.S.	—	—	—
Business				
Accounting	— —	A.S. B.S.	— B.A.	— —
Bus. Adm/Mgm. <sup>5</sup>	A.S. B.A.	A.S. B.S.	A.A. B.A.	— B.S.
Mgm. Science	—	—	B.A.	—
Ind. Tech. <sup>6</sup>	—	—	B.S.	—
Rec. Mgm.	—	A.S.	A.A.	—

Bus. Computing	—	B.S.	B.S.	—
Sect'l. Science	—	A.S.	—	—
Public Adm. <sup>7</sup>	—	A.S.	—	—
Land Plan. Tech.	A.A.	—	B.S.	—
Library Tech. <sup>8</sup>	—	—	A.A.	—

1. B.U.S. = Bachelor of University Studies  
B.G.S. = Bachelor of General Studies  
B.L.S. = Bachelor of Liberal Studies
2. USM is the "lead campus" for Nursing. The B.S. degrees offered at UMF, UMFK and UMO are "brokered" from USM. The A.S. degree offered at UMPI is "brokered" from UMA.
3. The recreation/leisure services degree at USM is called therapeutic recreation and is offered by the School of Nursing. At UMPI, it is the non-teaching option of the Health, Physical Education, Recreation degree.
4. The Community Health Education degree at UMM is "brokered" from UMF.
5. The A.S. degree in Business Management at UMF is "brokered" from UMA. The B.A. degree at UMF is the Liberal Arts Interdisciplinary degree with concentration in business.
6. The B.S. degree in Industrial Technology at UMPI is "brokered" from USM and offered at Loring Air Force Base.
7. The B.S. degree in Public Administration UMPI is "brokered" from UMO.
8. UMPI suspended admissions into the Library Technology program in 1983.

SOURCE: Campus catalogs and lists of approved programs.

## Appendix Nine

### Community College Programs of the University of Maine System

Subject	USM		
	D.B.S.	UMA	BCC
Gen. Studies <sup>1</sup>	A.S. —	A.A. B.U.S.	— —
Liberal Arts	A.A.	A.A.	A.A.
Health/Human Serv. Nursing	— B.S.	A.S. —	— B.S.
Rec/Leisure Serv.	A.S. B.S.	— —	— —
Med. Records Tech.	—	—	A.S.
Med. Lab. Tech.	—	A.S.	—
Dental Hygiene	—	—	A.S.
Human Services	A.S.	A.S.	A.S.
Criminal Justice	—	A.S.	A.S.
Business			
Bus. Adm./Mgm. <sup>2</sup>	A.S. B.S.	A.S. B.S.	A.S. B.S.
Rec. Mgm.	A.S. —	— —	A.S. B.S.
Bus. Computing	A.S.	A.S.	—
Sect'l. Science	—	A.S.	—
Public Adm. <sup>3</sup>	—	B.S.	—
Photography	—	A.A.	—

1. The B.U.S. degree at UMA is "brokered" from UMFK.
2. Bangor Community College offers an A.S. degree in business management. The School of Life Sciences & Agriculture at UMO offers A.S. degrees in Merchandising and in Resource Business Management. The B.S. degree in Business Management at UMA is a three-year degree.
3. The B.S. degree in Public Administration at UMA is a three-year degree.

SOURCE: Campus catalogs and lists of approved programs.

## Appendix Ten

### The Vocational Technical Institutes (VTIs)

The State of Maine supports six Vocational Technical Institutes — in South Portland, Auburn, Bangor, Waterville/Fairfield, Calais and Presque Isle. Their purpose is to provide "specialized post-secondary vocational and technical training for high school graduates," and for "adults who ... desire specialized or refresher training for employment..."

Like the University, the VTIs are governed by a Board of Trustees appointed by the Governor and confirmed by the Legislature. Unlike the University, however, the VTIs are not a legally independent entity. They are part of the Department of Education and Cultural Services. The six VTIs currently offer 55 certificate and diploma programs and 44 Associate Degree programs to 3,100 full-time and about 8,000 part-time students. Each VTI is fully accredited by the New England Association of Schools and Colleges. In addition, many programs are accredited by professional organizations such as the Council on Medical Education, the American Board of Engineering Technologies, and the National League of Nursing.

Each year the VTIs graduate about 1,500 students. Approximately one-half receive associate degrees. Fifteen percent transfer directly into University programs. The average age of the VTI student has risen from 20 in 1975 to 25 in 1984. Fifty-eight percent of entering students were in the top half of their high school graduating class, and about twenty-two percent have had some previous post-secondary experience. Ninety-eight percent of VTI students are Maine residents; thirty-five percent are women and sixty-five percent are men.

**Table 2**

**COMPARATIVE DATA  
UNIVERSITY OF MAINE SYSTEM  
AND VOCATIONAL TECHNICAL INSTITUTES**

	University of Maine System	VTIs
Enrollment, 1984		
Total Headcount (rounded to 100)	28,200	11,600
Full-time	17,100	3,500
Part-time	11,100	8,100
FTE	20,300	5,500
Education and General Revenue, FY 1985 (rounded to 1,000)		
State Appropriation	\$ 69,600,000	\$13,250,000 <sup>1</sup>
Tuition & Fees	35,500,000	2,400,000 <sup>2</sup>
Other <sup>3</sup>	7,100,000	5,600,000
Total	\$112,200,000	\$21,150,000
Revenue/FTE	\$5,500	\$3,800
State Appropriation/FTE	3,400	2,400
Tuition Rate, 1984/85:		
In-State	\$1,520	\$ 800
Out-of-State	4,465	1,600
Full-Time, Regular Employees, 1984:		
Faculty	1,250	290
Professional	857	41
Classified	1,788	175
Total	3,895	506
FTE/faculty	16-1	19-1
FTE/other employees	8-1	25-1

<sup>1</sup> Excludes \$1,210,115 spent on the expenses of residence halls and food service operations which in the University are not included in the E&G budget.

<sup>2</sup> Excludes \$729,810 received as room and board revenues. These funds are returned to the State General Fund.

<sup>3</sup> The University received approximately \$42 million in federal funds, the vast bulk of which was dedicated for sponsored research and special contracts and thus excluded from its E&G budget. Most federal funds received by the VTIs are for special education programs. Other funds for the VTIs include revenue from all charges for those instructional programs not included in the regular degree or certificate programs. Institutions may retain these funds on campus.

SOURCE: data provided by the Chancellor's Office and the State Department of Education and Cultural Services, Bureau of Vocational Education.

**Appendix Eleven**

**The Maine Public Broadcasting Network**

The Maine Public Broadcasting Network (MPBN) is a statewide communications system of four television and five radio stations. Created by the Maine State Legislature in 1961 and licensed to the Board of Trustees of the University of Maine, the network's mission is to be of service to the State of Maine.

MPBN Television airs programming in the performing and fine arts, science, public affairs, nature documentaries, and practical demonstrations. It has special programming for children and daily instructional television for use within the school curriculum. In addition, MPBN offers a selection of post-secondary telecourses for full academic credit through the University of Maine system. MPBN TV produces a wide variety of local programming designed to meet the specific needs and interests of Maine's citizens.

MPBN Radio is a fine arts radio network, devoting the greatest part of its broadcast day to classical music, although other music genres, including folk and jazz, are also featured. Several hours of each broadcast day are devoted to news, public affairs programming, and radio drama. MPBN Radio gives special attention to serving the citizens of the State of Maine with its locally produced programs which include MID-DAY NEWS, MAINE THINGS CONSIDERED, and FOCUS ON ART.

MPBN has viewers and listeners in four New England states and the Maritime provinces of Canada.

**Appendix Twelve**

**Measures of the Academic Preparation  
of Maine High School Graduates and  
Students Entering the University of Maine System**

Has the academic quality of students entering the University of Maine System declined? There is no direct evidence. However, some indication can be obtained by examining the performances of Maine high school students on two tests — the Scholastic Aptitude Test (SAT) and the Maine Assessment of Educational Progress (MAEP).

In 1973, 7,424 Maine high school seniors (46% of all seniors) took the verbal portion of the SAT. Their average score was 441 of a possible 800. In 1978, 7,359 Maine seniors (43% of their class) took the test, and their average score was 429, a drop of approximately 3%. In 1983, 7,968 seniors (52% of their class) took the test and achieved an average score of 427, a drop of less than one-half of one percent.

In 1973, 1977, and 1982, a representative sample of Maine 11th graders took the Reading and Language Arts portions of the MAEP. Twenty three questions were found on both the 1973 and 1977 tests. In 1977, the average percentage of students giv-



ing the correct answer on these questions was higher for 7 questions and lower for 16 questions. In addition, the average percentage of correct responses for all 23 questions together was 2.1 percentage points lower than in 1973. The 1977 and 1982 tests had 11 common questions. In 1982, the average percentage correct was higher on 6 questions, lower on 4, and did not change on one. In addition, the overall average was 0.3 percentage points higher than in 1977.

In sum, both tests revealed a similar pattern of slight decline from 1973 to 1977 and virtual stability from 1977 to 1983.

A similar, though less pronounced, pattern is evident in Mathematics. From 1973 to 1978, the average Math SAT score of Maine high school seniors dropped 2.9%, from 481 to 467. From 1975 to 1977, the average percentage of students giving the correct response to 6 questions common to the tests given in the two years fell 2.2 percentage points. From 1978 to 1983, the average Math SAT score of Maine seniors fell from 467 to 464, a drop that means very little in light of the fact that a larger proportion of the 1983 class took the test.

The 1983 MAEP math test contained 15 common questions with the 1977 test. The average percentage giving correct responses in 1983 was higher for 7 questions, lower for 7 questions and unchanged for one. The overall average percentage correct for all 15 questions was identical in both years.

The academic preparation of Maine high school graduates has, on average, remained at about the same level since the late 1970s. To the extent that the University of Maine System has accepted a larger share of a pool of constant "quality," the academic preparation of entering students has, on average, declined.

**Table 3**

**Acceptances as a Percent of Applicants,  
University of Maine System, 1980-84**

	1980	1981	1982	1983	1984
UMO	76%	85%	87%	89%	89%
USM	82	90	91	94	94
UMF	73	76	86	86	80
UMPI	91	90	97	92	93
UMM	94	83	94	81	90
UMFK	100	99	100	100	99
UMA	90	95	88	90	91

SOURCE: data provided by Chancellor's office.

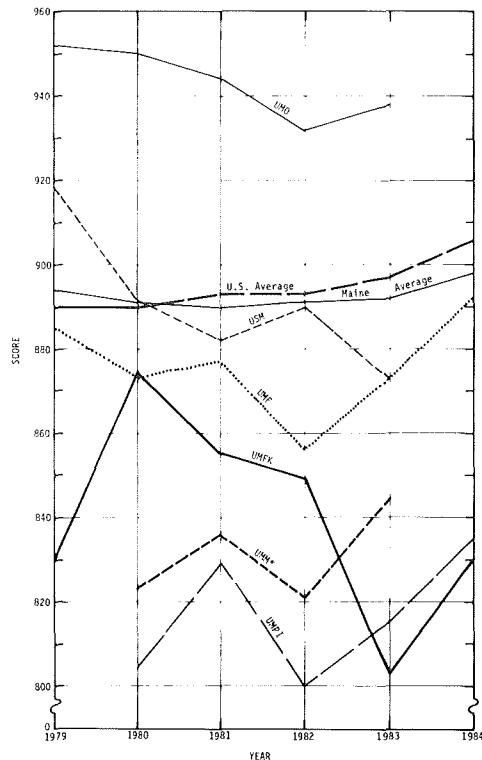
**Figure One A**

**SAT Scores of Students  
Entering the University of Maine System**

\*Figures for Machias are based upon students accepted rather than for students enrolling.

SOURCE: data supplied by Chancellor's office and the Department of Education and Cultural Services.

**SAT Scores of Students  
Entering the University of Maine System**



\*Figures for Machias are based upon students accepted rather than students enrolling.

**Appendix Thirteen**

**Faculty Characteristics by Campus**

	UMO	USM	RC's
% of Regular Faculty with:			
— rank of Professor	32%	21%	32%
— rank of Assoc. Prof.	30%	49%	29%
—tenure	61%	64%	60%
% of tenured faculty with doctorate or professional degree	80%	63%	47%
Number of Students per full-time faculty	17-1	32-1	28-1
FTE Students per FTE faculty	15-1	16-1	13-1

RC's = regional campuses

SOURCE: data supplied by Chancellor's Office.

## Appendix Fourteen

### a. Administrative Expenses, Maine and Peer Institutions, FY85

	Cost/FTE	Percent of Academic	
		Budget	FTE
Small Doctoral Universities			
US Average	\$1,500	28%	13,000
UMO	1,600	29	9,794
Comprehensive Universities			
US Average	\$1,300	29	6,900
USM	1,700	39	5,701
Baccalaureate Colleges			
US Average	\$1,500	33	2,500
UMF	1,100	25	1,704
UMM	1,800	32	553
UMPI	1,800	29	786
UMFK	2,200	33	359
Two year Institutions			
US Average	\$1,000	32	2,800
UMA	1,500	39	1,408

SOURCE: Maine data are derived from information provided by the Chancellor's office. US data are derived from Kent Halstead; How States Compare in Financing Higher Education, 1984-85, NCES, 1985 and NCES tapes.

### b. Growth in Employment\* and Enrollment University of Maine System Campuses, 1980-84

Campus	Professional Employment	Total Employment	FTE Enrollment
UMO	22%	3%	-4%
USM	27	13	6
UMF	-11**	4	0
UMA	10	3	-9
UMM	11	6	16
UMPI	39	10	-30
UMFK	86	14	-10
RC Total	15	5	-9
System Total	20	7	-3

\*Employment is full-time and part-time regular employees as defined by the University System.

\*\*At UMF, certain employees originally classified as professional were reclassified as faculty.

SOURCE: data supplied by Chancellor's office.

## Appendix Fifteen

### State Financed Student Financial Aid Programs, 1984-85

	Dollars Paid (th)	Number of Awards	Average Amount of Award
Maine	\$ 547	2,253	\$243
New Hampshire	593	1,443	411
Vermont	7,558	9,583	789
Rhode Island	7,737	11,700	661
Connecticut	9,876	11,780	838
Massachusetts	38,663	44,062	877
Comparable States Average	3,337	4,780	611
U.S. Average	\$23,907	26,309	\$909

SOURCE: Chronicle of Higher Education, January 23, 1985, p. 22. Comparable states are Idaho, Nebraska, New Hampshire, New Mexico, Rhode Island, Vermont, and West Virginia.

## Appendix Sixteen

### Average Faculty Salary By Rank and Type of Institution Maine as a percent of the U.S. Averages, 1984/85

	Professor	Associate Professor	Assistant Professor	Instructor
UMO (Doctoral Institutions)	85%	87%	86%	82%
USM (Comprehensive Institutions)	101	97	100	89
Regionals (Baccalaureate Colleges)	107	104	97	94
UMA (Two Year Institutions)	97	95	82	90

SOURCE: survey conducted for the American Association of University Professors (AAUP) by Maryse Eymonerie Associates; reported in the Chronicle of Higher Education, April 24, 1985, p. 27.



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