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Education: Maine's most important investment



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Report of the Commission on the
Status of Education in Maine

June 1984

Bates College
Lewiston, Maine 04240

OFFICE OF THE PRESIDENT

May 31, 1984

Governor Joseph E. Brennan
State House
Augusta, Maine 04333

Dear Governor:

I am pleased to transmit to you the report of the Commission on the Status of Education in Maine.

Throughout the Fall and Winter of 1983 the Commission traveled across Maine to visit schools and examine their programs first-hand, to meet with state and local leaders, and to hear from interested Maine citizens. In January 1984 the Commission released a preliminary report containing findings and recommendations for early action by the State. The news media covered the release of the report extensively, and its contents stimulated public debate throughout the State.

The second session of the 111th Maine Legislature enacted three of the Commission's recommendations into law: the State Board of Education's new teacher certification program, a Visiting Committee to review the University of Maine System, and an annual "State of the University" message by the Chancellor of the University to the Legislature. The Legislature carried over other of the Commission's recommendations to the forthcoming Special Legislative Session in June.

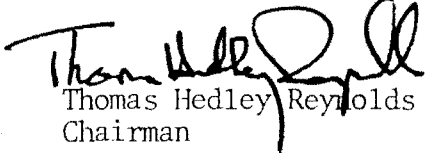
Since the release of its preliminary report, the Commission and its staff have worked with the Department of Educational and Cultural Services to study and develop recommendations on the following subjects: assessment of student academic progress, school approval and accreditation, vocational education, and educational finance. This report presents the findings of these studies and the recommendations that follow from them.

The members of the Commission believe that education is the key to Maine's future, and that the key to improving education in Maine is to manage our educational resources more wisely and skillfully. Many probing questions are today being asked of public education. Our report does not have all the answers, but it does present a series of reforms which, taken together, offer the prospect of significantly improving our schools and the opportunities of our citizens for more useful and rewarding lives.

Governor Joseph E. Brennan
May 31, 1984
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On behalf of the Commission, please allow me to thank the staff who have served us so steadfastly and well. We are most grateful to them, one and all. Above all, we are grateful to you for this opportunity to be of service to the citizens, students and teachers of Maine. It is an honor and a pleasure.

Cordially yours,


Thomas Hedley Reynolds
Chairman

EDUCATION: MAINE'S MOST IMPORTANT INVESTMENT

The Report of the Commission on the Status
of Education in Maine

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SUMMARY AND RECOMMENDATIONS

Governor Joseph E. Brennan created the Commission on the Status of Education in Maine in July, 1983, to examine Maine's educational system in light of recent national studies of education, and to report back to him with findings and recommendations for needed changes in Maine's educational system.

Throughout the Fall and Winter of 1983, the Commission travelled across Maine, visiting schools, meeting with educational leaders, and hearing public testimony. In January 1984, the Commission issued a preliminary report of general findings and observations with a series of recommendations for early action. This report stimulated broad, constructive public discussion, and lent support to Legislative action on several matters, including establishment of a new statewide teacher certification program and a Visiting Committee to review the University of Maine.

Since that time, the Commission has concentrated its efforts on improvements to elementary and secondary education, vocational education, and educational financing.

The Commission has found that, overall, Maine's educational system is doing the job we have asked it to do, and is generally doing it well. We have determined, however, that the standards we have set for our educational system are not high enough if we are to meet the challenges and opportunities of Maine's changing economy and society. Technological advances, shifting markets, and an increasingly complex society require that individuals be better educated to achieve a rewarding life, and that Maine have a well-educated citizenry to secure our future economic and social prosperity.

These considerations lead us to conclude that education is the most important investment we can make in Maine's future. The citizens of Maine put \$500 million and countless hours into our public education system. They have a right to expect the best possible return on them.

The recommendations we make are designed as a package, to create a coherent and effective management strategy for Maine's public education investment. The elements of this strategy include the articulation of clear, farsighted goals; effective measures of progress toward those goals; appropriate measures of accountability; tangible encouragements, in the form of just compensation and rewards for achievement; and sufficient resources to meet our goals in the most effective manner.

The Commission recommends, in brief, that:

1. the Legislature fund and implement a statewide system for measuring student academic progress;
2. the Legislature increase Maine's minimum high school graduation requirements;
3. the Commissioner of the Department of Educational and Cultural Services (DECS) develop a program to increase personal and career counselling in our schools;
4. the Legislature capitalize a \$5 million scholarship fund for academically and financially deserving Maine students;
5. the Legislature and local school systems place a high priority on early childhood education;
6. the Legislature establish a \$15,000 annual base salary for certified teachers;
7. the Legislature provide an experimental tax credit to businesses employing teachers on summer or sabbatical leave, to work on projects related to the subjects they teach;
8. the Legislature appropriate \$500,000 each year for competitive grants to teachers for innovative teaching and effective learning programs;
9. The Commissioner of DECS design a program to promote using non-teaching staff, including volunteers, to perform non-teaching tasks currently assigned to teachers;
10. the State Board of Education develop more rigorous requirements for the certification of principals and superintendents;
11. the Legislature strengthen the school approval process;
12. the Legislature enact L.D. 2327, AN ACT to Revise the School Finance Act;
13. the Commissioner of DECS prepare a simplified version of the School Finance Formula, together with a brief explanation suitable for public understanding and use;
14. the Legislature create a school assistance program to help local school systems integrate and adopt these various educational reforms;

15. the Commissioner of DECS publish and deliver to the Governor and the Legislature an annual report on the status of education in Maine;
16. the State Board develop and implement a comprehensive management strategy for the Vocational Technical Institutes (VTIs);
17. the Legislature approve the \$12.9 million bond request for the VTIs;
18. the Commissioner of DECS include in his annual report to the Governor and the Legislature the status of coordination among the various components of Maine's education system;
19. the Visiting Committee conducting a review of the University of Maine include the roles of electronic classrooms and philanthropic support among the issues it considers;
20. the Legislature and the people of Maine commit themselves unequivocally to raise per capita expenditures for public education to a position at least equal to our ranking among the States in per capita income;
21. the Board of Trustees of the University of Maine, through the Chancellor, establish an office in Augusta; and
22. the Legislature approve the \$16.5 million bond issue for the University;

Together, these recommendations will cost \$9.5 million in fiscal year 1985 and approximately \$55 million in the following year.

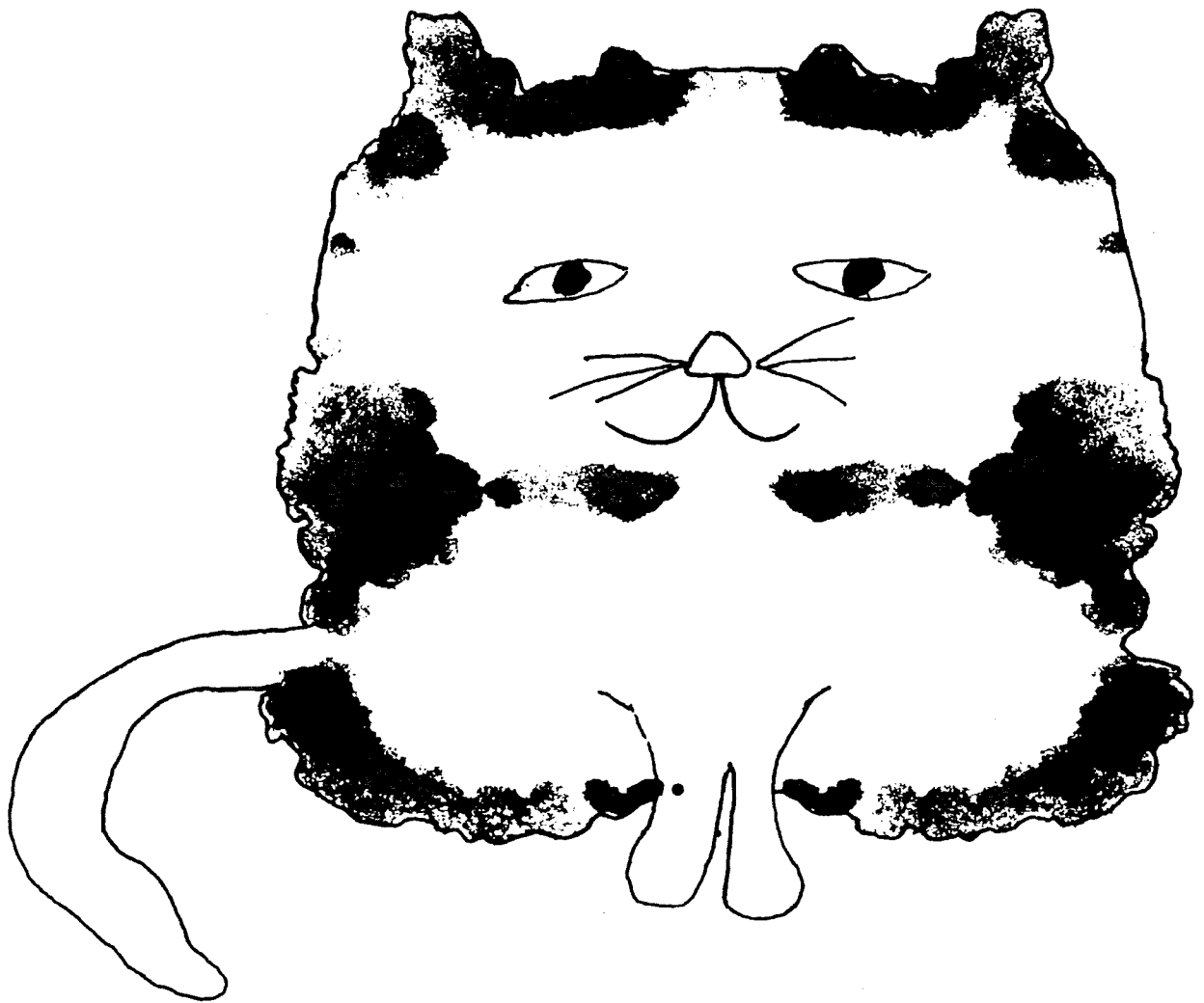
The Commission emphasizes that it presents these recommendations as a package. While there is room to modify individual recommendations, the basic concepts and approaches they represent are inseparable. To adopt some without the others will hurt more than it will help. Specifically, we cannot support increases in State and local funding for education unless they are both fairly apportioned and based upon the series of reforms proposed here.

Introduction

Our education, more than any other factor, determines the quality of our lives in Maine; and this will be even more the case in the future.

The Commission's research, together with that of the Governor's Technology Strategy Task Force,¹ indicates that public education must play an increasing role if Maine people are to meet the challenges and realize the opportunities of our future. Technological advances and competitive changes in the marketplace are rapidly altering the world economy, and Maine does not escape their effects. The links between education and these forces of change are clear in three basic dimensions of Maine economic life.

First, modern technology is being applied constantly to our mature, native industries to keep costs down -- especially labor costs. Paper, shoes, textiles, and food processing abound with examples. The combination of labor-saving technology and world wide competition means, simply, that there will be fewer job openings in these industries in the future than there have been in the past. Those that do occur will require a higher level of education and training.



Second, new industries directly involved in the application of modern technology are growing in Maine. Examples include electronics, metal fabrication, and various products in the biological and information processing fields. There will be more job openings in these fields in the future than in the past, and they will require higher levels of education than have Maine's traditional industries.

Third, our service industries have grown remarkably in the past two decades, as they have throughout the nation. Obvious examples include tourism, retail trade, and health and business services. These industries will continue to provide many new job openings in Maine -- jobs that will be increasingly divided between those requiring low levels of education, paying low wages, and offering irregular, less than full-time work; and those requiring higher levels of education, paying high wages, and offering stable, full-time work.

In short, Maine's economy creates many good jobs, and will create many more of them in the future. The crucial question is how do we best prepare Maine people to fill them? The answer for us, and for our children is clear: If you want a good job, get a good education! If you want a prosperous community and State, build a good educational system!

At the same time, education is more than a means to a job. Individuals depend upon education to enrich themselves intellectually and socially, and to cope with our changing society. As a State, we rely on our educational system to prepare our citizens to participate in our democratic institutions, and to provide our leaders for commerce, industry, and society.

With so much at stake, we may only conclude that education is an attractive, even necessary investment for Maine people -- the most important investment we can make in Maine's future.

We spend over \$500 million annually on Maine's public educational system.² Even more, we entrust Maine's people to our educational system in the expectation that we will all receive substantial benefits in return. In our travels and studies about the State, the Commission found many instances of schools doing an outstanding job of educating our children; we also found examples of weakness and mediocrity.

Our students take pre-tests, progress tests, personality tests, aptitude tests, achievement tests, and even tests to test their ability to take tests! Teachers, administrators, and parents fill out forms by the dozen.

yet nowhere in this sea of information can the citizens of
maine readily find straight-forward answers to three crucial
questions:

- How well are our children doing in the task of
acquiring basic academic skills?

- How effectively are our schools using the money
available to them to provide the education we want for
our children, to help them lead useful and productive
lives? And,

- How can our schools best be improved?

The absence of this basic information puts education at a
disadvantage in the competition for scarce public resources, and
allows the educational system to escape the kind of oversight and
management that will improve it. It largely accounts for what we
earlier referred to as "a perception today that our education
system is adrift; that its goals are too often diffuse or
obscure."

In the past generation, the people of Maine have earned a national reputation for leadership in environmental policy. We have made a massive investment, public and private, in improving the quality of our land, air, and water. We have disproved the old argument that a clean environment could only hurt our economy. Today, we all share in and enjoy the benefits of the investments we have made.

During this same period, we have made dramatic progress toward eliminating the grinding poverty that too long plagued too many of our people. We have established an admirable system of social services to assure that Maine people are not denied the basic necessities of nutrition, shelter, and health care. When the federal commitment to these programs waned, the Maine Legislature responded compassionately with an infusion of State support.

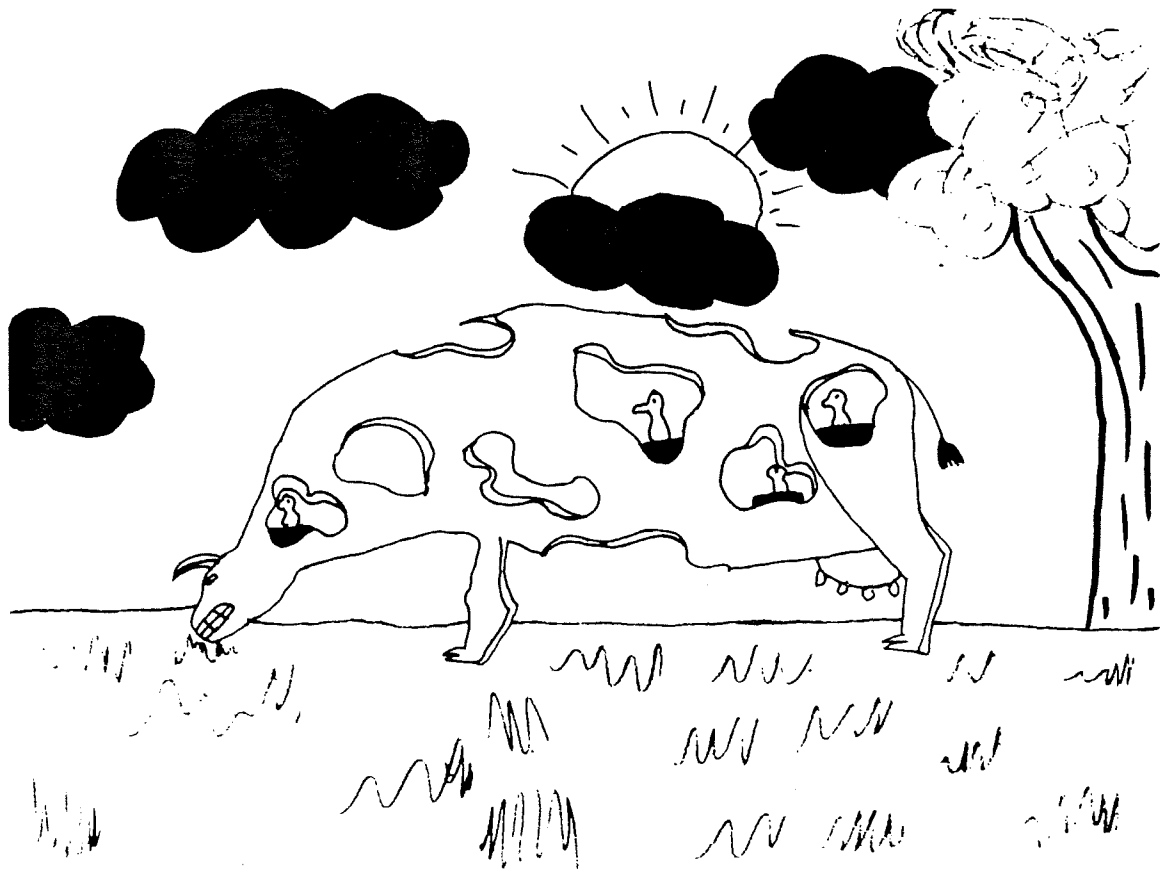
The Commission believes that this same degree of public and private commitment needs now to be made to public education. Indeed, our investment in public education should complement our investments in the environment and human services. An educated public can devise ways to use our natural resources wisely and for the greatest public benefit. Social assistance programs treat the symptoms of a disorder to which education provides the cure!

It was a combination of clearly stated goals, strict accountability, measurable progress, and adequate public and private resources which enabled us to clean-up once-polluted rivers, and to realize their great economic and social benefits.

The characteristics of a well-managed investment in education are equally straight-forward. They include:

- a clear statement of educational goals, and the means to measure progress toward them on a regular and easily understood basis;
- strict accountability for students, teachers, and school administrators, alike, in meeting high standards of performance and achievement;
- encouragement, in the form of rewards for progress toward stated goals;
- involvement in and commitment to education by the broad community of parents and citizens.

If we as a State set higher standards of quality throughout our educational system, establish means to measure our progress, and assign needed financial support to build on our demonstrated strengths, we can and will improve the quality of life in our State for all our citizens.



ELEMENTARY AND SECONDARY EDUCATION

Education from preschool through high school builds the foundation for the achievements and contributions our citizens make throughout their lives. Our success in primary and secondary education is crucial to the educated citizenry we need for our future.

STUDENTS

The report of the National Commission on Excellence in Education, A Nation at Risk, found that "for too many people, education means doing the minimum work necessary for the moment:" and recommended that we "expect and assist all students to work to the limits of their capabilities." We concur.

Our success in raising the goals and the achievements of Maine students is critical to the success or failure of our public education system. Our recommendations, therefore, seek to improve our ability to assess student progress, to set higher standards for their achievement, and to encourage their higher aspirations.

Recommmendations

1. We recommend that the Legislature fund and the DECS implement a statewide program for measuring student academic progress.

If they are to provide the direction and support our educational system needs, Maine citizens must know how well our schools are transmitting basic academic skills. While most Maine schools use one of several standard national tests to measure student progress, they are neither comparable to one another nor carefully related to the local curriculum. While 90 percent of elementary schools use some such test, a far smaller percentage of junior and senior high schools do so.

In the Spring of 1984, Maine's Department of Educational and Cultural Services (DECS) presented to the Commission a proposal to provide this information on a continuing basis at grades K, 4, 8, and 11.³ It calls for assessment of reading, writing, and arithmetic through procedures developed by the DECS. It is designed for use in assessing individual student progress and for helping schools improve their curriculum and teaching procedures. It will not be used in making promotion or graduation decisions.

The Commission strongly recommends that this proposal be fully funded and implemented, at a cost of \$1 million per year.

2. We recommend that the Legislature increase the minimum high school graduation requirements by 1988/89.

Under its current laws and regulations, Maine ranks below 39 states in social studies requirements; 31 states in mathematics; 25 states in science; and 34 states in total graduation credits.⁴

We propose expansion of the present requirements in mathematics (from one year to two, in a sequential program of study); in science (from one year to two, including at least one year of laboratory study); and in social studies (from one year including a course in American history and government, to three years including a course in American history and government). We further recommend the addition of a one year requirement in the arts (art, music, forensics, and drama), and a one-half year course in computer literacy.

These requirements should apply to all students, regardless of academic or occupational program.

The Commission further believes that the study of foreign language and culture is an essential part of education, especially in a State with our rich cultural heritage. All secondary schools should offer a sequential program of study in one or more foreign languages as a condition of State approval.

3. We recommend that the Commissioner of DECS develop a program to increase the counselling services and the academic and career information available in our elementary and secondary schools.

Public education is not a process that occurs in isolation from the rest of a student's life. The Commission heard considerable testimony that the attitudes and feelings students bring to school present a greater challenge to teachers than does transmitting knowledge.

The Commission notes that the Legislature's Commission to Examine the Availability, Quality, and Delivery of Services Provided to Children with Special Needs, (the so-called Concannon Commission) has recommended that DECS develop a model curriculum dealing with "mental health issues." We applaud this initiative, and urge the Commissioner of DECS to integrate it with a comprehensive program for improved counselling services.

The Commission further found that many Maine elementary and secondary students are inadequately informed about the program and career choices available to them. If we are to increase their opportunities for achievement, we must provide them with better guidance.

4. We recommend that the Legislature create and capitalize a \$5 million scholarship fund, the earnings from which will be dedicated to scholarship aid for deserving Maine high school graduates on the basis of both academic promise and financial need.

The Commission knows of no better way to raise aspirations than to reward superior achievement. A Maine Scholars Fund, widely promoted and accorded broad public recognition, will encourage higher aspirations and greater achievement among our students and their families. We encourage business and individuals to add their own contributions to this fund.

While the Commission does not wish to restrict the subject or career a recipient may pursue, we hope that this scholarship program will encourage more of our bright young students to enter the teaching profession.

5. We recommend that DECS and local school systems place a high priority on better preparing children during their earliest years of schooling.

In particular, we recommend that:

- DECS develop a standard screening and assessment program that will allow schools to place pupils in grades K-3 according to their readiness;

- the Early Childhood Education Plans program be expanded, at an annual cost of \$250,000, to accommodate the interest already expressed by school officials in developing K-3 readiness programs; and

- the federally-funded Head Start program be expanded, with State appropriations at an annual cost of \$2.1 million, to serve at least 20 percent of Maine's eligible children.⁵

TEACHERS

Teachers not only provide their students with subject-matter instruction; they contribute immeasurably to the attitudes and aspirations their students develop.

In our preliminary report, the Commission detailed "a variety of adverse conditions which compromise the quality of the teaching profession in Maine".⁶ To assure high standards in their profession, teachers, too, must have high expectations for their careers, be held accountable for their performance, and receive encouragement for their accomplishments.

The Commission applauds the Legislature and the State Board of Education upon passage of L.D. 2434, AN ACT to Revise the Laws Governing the Certification of Educational Personnel.⁷

We are pleased that entry level teachers will now be required to concentrate in the subject matter they intend to teach, and that teaching certificates will specify the grades and subject matter for which a teacher is qualified. We continue to support the concept of a "career ladder" for teachers; and we hope that the pilot projects funded by the Legislature will contribute to development of an effective career ladder for Maine teachers.

We also support the concepts of teacher assistance teams and visiting teacher permits. We urge the State Board to develop rules governing visiting teacher permits quickly, so that all schools may make the greatest possible use of knowledgeable and motivated members of their communities.

6. We recommend that the Legislature establish a \$15,000 annual base salary for certified teachers, effective September 1, 1985.

The average teacher salary (K-12) in Maine today is \$17,328, only 79 percent of the national average of \$22,019. This places Maine 48th among the States, a decline from 31st in 1972.⁸ Even worse, the average starting salary in 1983-84 for a Maine teacher with a Bachelor's degree was \$11,100.⁹

The Commission has heard and considered the argument that, because of the opportunity they have to earn extra money during summer months, teachers in Maine are well-paid compared to other Maine workers. Data from the 1980 census, however, indicate otherwise. In 1980, thirty-four percent of Maine's elementary and secondary teachers earned less than the average income of all Maine workers. At the same time, a far smaller percentage of teachers earned above-average incomes than did members of other occupations (See Appendix Four, Table A5).¹⁰

The Commission's intent in making this recommendation is to stem the loss of good teachers from our schools, and to attract bright young people into the profession. We propose to replace the antiquated salary scale now in Maine law with a single floor. All matters of steps above that floor, and how they relate to education and experience, will remain matters for local negotiation and determination.

The complaint is heard that an increase in teacher salaries at this time will reward the "dead wood" in our school systems. The Commission has found no evidence that there is more "dead wood" in teaching than in any other occupation. Indeed, we believe that most Maine teachers are hardworking, dedicated people who do their best by our children. Their jobs are extremely demanding, and often undertaken in the poorest working conditions. They are rarely afforded the recognition they deserve.

We recommend that the State pay for 100 percent of the first year cost of bringing those certified teachers now receiving less than \$15,000 up to the new floor, and 80 percent of the same figure in the second year.¹¹ In this way, State funds will be directed toward those teachers and school systems most in need.

Any other changes in teacher pay will be negotiated at the local level, and paid for through the school funding formula. We recommend that, as with the Early Childhood Program, these costs be included in the formula in the first year they occur.

7. We recommend that the Legislature enact, on an experimental basis, a tax credit for businesses which employ teachers on summer or sabbatical leave, to work on projects directly related to their teaching responsibilities.

Many teachers spend much of their lives in the classroom, from the time they begin school at age five. We must encourage them to seek out learning and alternative working situations that will enhance their knowledge and enrich their classrooms. This tax credit will give businesses an incentive to provide teachers with this experience.

We recommend that DECS and the Department of Finance and Administration prepare a proposal, and that the Legislature enact it for a two-year period. At that time, the program and its effects should be evaluated to determine its effectiveness and the types of experiences teachers have pursued.

8. We recommend that the Legislature appropriate \$500,000 per year to create a Special Incentive Fund for competitive grants to teachers for innovative teaching and learning programs, especially those designed to broaden the horizons and aspirations of Maine students.

The Commission has encountered a number of teachers who, with modest financial support from federal programs now terminated, developed courses of study that have gained regional and national recognition. We also found that many teachers, for lack of relatively small amounts of money, are unable to take the extra steps to improve their classes significantly.

Discretionary funds are invariably the first to be cut when school budgets are pared. We believe that this Special Incentive Fund will enable gifted teachers to make their classes even better, and to provide beneficial demonstrations for other teachers and school systems. We recommend that the Fund be administered by the DECS, and that awards be limited to \$10,000 per project.

9. We recommend that the Commissioner of DECS develop a program to promote using non-teaching staff, including volunteers, to perform non-teaching tasks currently assigned teachers.

Teachers are called upon to perform many tasks unrelated to classroom teaching during the school day. As a result, they often have insufficient time for thoughtful curriculum preparation, and their classes are interrupted unnecessarily by routine administrative matters. Non-teaching staff can perform these duties and relieve teachers of the burden.

SCHOOL ADMINISTRATORS AND LOCAL SCHOOL SYSTEMS

School administrators are the front-line managers to whom we entrust our educational investment. To discharge their responsibilities, they must be more than overseers of school rules, regulations, and budgets. They create the conditions and secure the resources that determine the quality of teaching and learning in our schools.

Effective management, however, cannot perform miracles. Administrators must receive assistance and support -- financial, technical, and moral -- to accomplish our goals; and they must account for how they manage the resources entrusted to them.

At present, Maine principals and superintendents must hold a Masters degree in education or teaching to receive an administrator's certificate. To have the certificate renewed, they must complete six hours of graduate study within the period for which renewal is requested.¹² We find these requirements insufficient for the demands of the future.

We also find that the current State school approval process is poorly understood. It serves essentially to ensure the presence of safe and sanitary facilities and certified teachers, and is often confused with the accreditation process by which the State or a visiting team of experts evaluates a school's overall program. The State's current school approval process does little to improve educational management and academic performance.

Recommendations

10. We recommend that the Commissioner of DECS and the State Board of Education develop more rigorous requirements for the certification of principals and superintendents.

We commend the State Board for undertaking an examination of this issue, and urge that it consider the following suggestions.

We believe that, in addition to existing requirements, school administrators should be required to complete graduate level training in public administration and finance, personnel management, educational testing, and school law. We propose that DECS and the University cooperate to design an ongoing management development program to provide this training. We also believe that school administrators should have experience in teaching, in personnel management, and in community relations.

11. We recommend that the Legislature strengthen the school approval process.

The Commission believes that the State, as education's largest financial backer in Maine, has the obligation to insist that its funds be expended according to sound principles of education and management. Accordingly, to promote the desirable social goals of an enlightened citizenry and an expanding economy, it must insist that approved schools:

- have a written statement of its educational goals, clearly specifying the roles of students, teachers, administrators, parents, and citizens in meeting those goals;
- develop and maintain decision making processes that involve all members of the education community -- students, teachers, administrators, parents, and the public;
- undertake regular assessments of student academic performance, make the results available to students and parents through regular guidance sessions, and integrate them into their school improvement plans;

- provide adequate guidance and counselling;

- promulgate an explicit student disciplinary code establishing consequences for truancy and class disruption, and expectations for homework and other elements of academic performance;

- establish clearly understood systems of teacher and administrator evaluation and development;

- identify the adult education needs of their community, and create a program to meet them, either alone or in conjunction with other community agencies or neighboring schools;

- maintain student/teacher ratios and students per classroom limits specified by DECS;

- maintain non-teaching staff to perform non-teaching responsibilities;

- maintain course offerings that meet DECS standards for subject content;

- offer a sequential course of study in at least one foreign language;

- include in the required course in Maine history a treatment of Maine's ethnic and cultural heritage;
- maintain adequate libraries, including books and other learning resources;
- prepare and implement an ongoing school improvement process and maintain a written school improvement plan citing progress and trends with respect to all of the above criteria.

12. We recommend that the Legislature enact L.D. 2327, AN ACT to Revise the School Finance Act, as part of a comprehensive package of educational reform.

The Commission recognizes that in recent years, many schools have been forced to use local funds without State matching contribution to maintain their basic programs. L.D. 2327 will allow these costs to be brought back into the school finance formula, to be paid by the State. This will, in effect, be a \$17 million annual local property tax relief program by the State.¹³

The Commission supports the principles that:

- the State should provide 55 percent of the total costs of operating Maine's elementary and secondary schools;

- actual costs need to be updated to the year prior to the budget year;
 - the cap limiting the rate at which schools spending less than the State average per pupil can increase their expenditures should be eliminated; and
 - schools spending above the State per pupil average should receive a State matching grant for that portion up to 20 percent above the State average.
13. We recommend that the Commissioner of DECS prepare, by January 1, 1985, a brief explanation of the School Finance Formula, suitable for public distribution at town and school meetings, and a report recommending means to simplify it. We recommend that the Legislature appropriate \$25,000 for the preparation and printing of this explanation.

Maine's School Finance Act is extraordinarily complicated. Developed to offset the worst of the financial inequities created by differences in property wealth among Maine's cities and towns. It has evolved with each new demand on the educational system and with the financial distortions created by inflation. While some degree of complexity is necessary to meet these exigencies, the current formula constitutes a major barrier to informed public debate of educational finance. It tends to alienate educational officials from the general public, who too often feel that the formula's complexity is used as an excuse to avoid public accountability.

14. We recommend that the Commissioner of DECS create a school assistance program to help school officials integrate these new programs and requirements into meaningful school improvement plans. We recommend that the Legislature appropriate \$300,000 annually for a three year period to fund this effort.

For years, the State's curriculum consultants have helped local schools develop individual courses and program offerings. Similarly, consultants from the new school assistance program will help local schools understand the new student assessment program, the increased graduation requirements, the new school approval process, the new teacher and administrator certification requirements, and the other reforms recommended here; and help them integrate these reforms into effective, long term plans to improve our local schools.

15. We recommend that the Commissioner of DECS publish and deliver to the Governor and the Legislature an annual report on the status of public education in Maine.

While some have complained that too much of the attention given education over the past year has been negative, the Commission believes that public attention to education is beneficial and needed on a continuing basis. Indeed, we hope that education will remain in the forefront of public attention. The Commissioner's annual report will help to maintain this attention.

The report should contain information about attendance, testing results, volunteer participation, community involvement, student achievement, post high school enrollment, and teacher and administrator career development programs. It should detail the estimated costs of implementing these and subsequent reform proposals, and suggest ways of paying for their costs, should additional funds be required.

More specifically, the Commission recognizes that implementation of its recommendations will certainly result in increased costs for education in the future. We therefore recommend that the Commissioner of DECS conduct a systematic evaluation of the effects of these reforms, particularly the new graduation requirements, and report to the Governor and the Legislature in the Fall of 1986. At that time, the Commissioner and the State Board of Education will be able to suggest revisions based on experience, and request funding necessary to implement those elements of the program that warrant continuation.

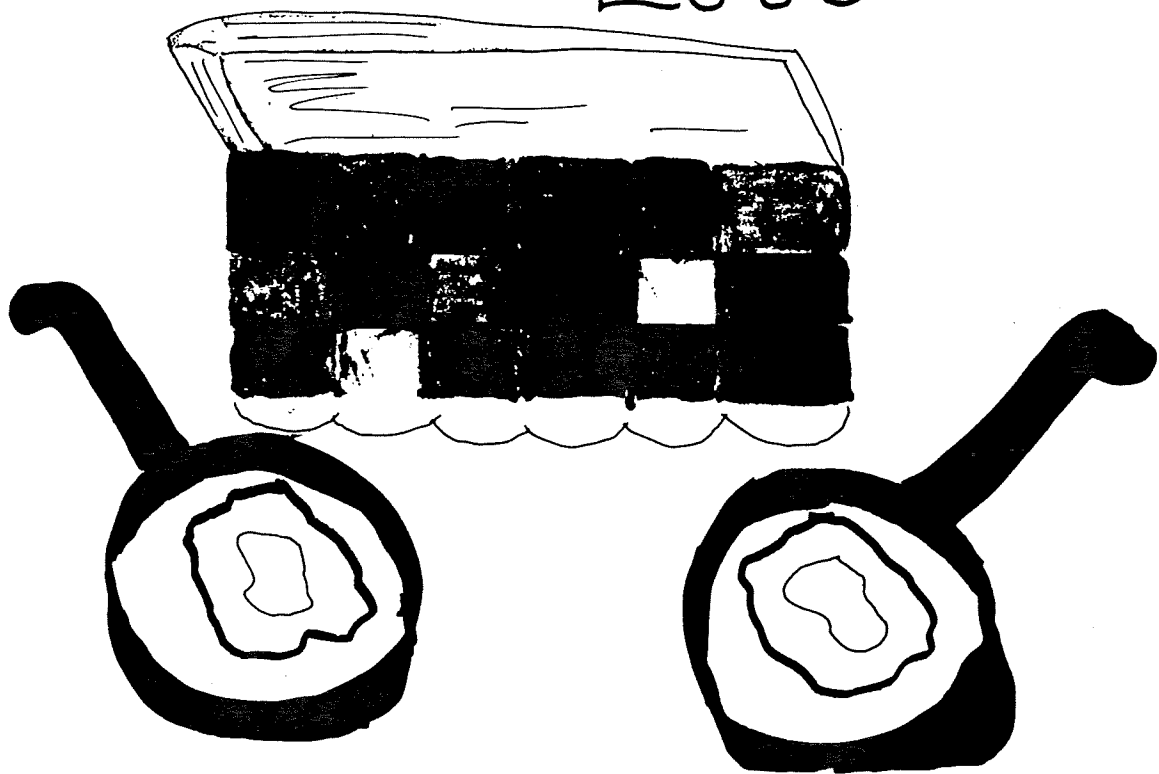
POST-SECONDARY EDUCATION

To compete with other States and nations, to grow in healthy ways, and to satisfy the economic and social expectations of our people in the decades ahead, Maine must provide access to quality higher education for all Maine citizens.

The Commission takes note of the recently completed report of the Technology Strategy Task Force. This group, mobilized by the Maine Development Foundation, argues that the application of new technology is fundamental to all areas of the Maine economy.

The Commission strongly commends the Task Force, and urges early consideration of its recommendations, especially those relating to public support for a science and technology board, technology innovations programs, and improved worker training programs.

SQUARE
EGGS



THE VOCATIONAL TECHNICAL INSTITUTES

Vocational training in Maine consists of secondary vocational education programs, the Vocational Technical Institutes (VTIs), the University, and private providers. It is a critical component of Maine's educational system. It provides students with exposure to the world of work and with entry-level job skills; facilitates lifelong learning through its evening programs; supplies valuable services to federal and State employment programs, and to private employers; and is strongly supported by Maine citizens.

Maine's VTI training programs have compiled an impressive record of accomplishment with relatively modest public funding. They have kept tuition low, served many employers around the State, and prepared students for work in fields as diverse as logging and drafting. Several programs regularly win awards for excellence, and their evening programs are in great demand.

The Commission has, however, discovered a failure within the existing system to conduct the periodic review of its mission, goals, and organization essential to an enterprise of such magnitude. We found examples of oversupply in some training programs, and undersupply in others. In several important occupational skills (supervisory training, for example), we found no vocational training presently available. We believe that a diffusion of leadership responsibility at the State level and the absence of clear training program policies are at the heart of the problem.

We have also found poor coordination among the various providers of vocational training, especially the VTIs and the University. In recent years, declining numbers in the age group 18-24 and reduced enrollments in teacher programs have created powerful incentives for the University to become a major force in two-year and "certificate" programs (See Appendix Four, Table A10). The existing informal mechanisms do not accomplish the goal of effective coordination among providers of vocational education.

As an example, we have been told by secondary school administrators that low University admission requirements undermine incentives for students to take difficult subjects in high school. At the University and the VTIs, however, we are told that significant efforts must be invested in remedial teaching (though no one has measured how much), partly because high schools fail to prepare students adequately.

Finally, the absence of clearly understood mission statements for vocational education at the University and the VTIs is leading to unnecessary conflict and competition, with potential duplication and waste. We believe that additional resources should be made available for vocational programs only on the basis of clearly defined needs and long term goals.

Recommendations

16. We recommend that the Commissioner of DECS and the State Board of Education develop and implement a management strategy for the VTIs which includes a clear statement of goals, a clear delineation of responsibilities, and a clear method for periodic review of programs. We recommend that the Commissioner and the Board report to the Governor on their progress by June 1, 1985.

The Commission considered a variety of administrative alternatives for the VTIs, including placing them under the University System, and establishing a separate Board of Trustees for the VTIs. We concluded that the State Board presently has the authority to effect needed administrative changes.

In addition to the need for better planning and management control of the VTIs, we believe there is need for the Commissioner of DECS and the Commissioner of the Department of Finance and Administration to review their financial operating procedures, in particular:

- Tuition: What portion of the total cost of VTI training ought to be assessed to tuition? We note the recent action of the State Board in raising tuition; however, we recommend that the State Board adopt an explicit policy for what portion of total cost ought to be borne by tuition. The current low tuition subsidizes the affluent as well as the needy, and does not reflect the true cost of the training programs. We do not believe that keeping tuition low for everyone is an efficient way to help low income students; instead, we would suggest improvements in financial aid.

-- Retention of Revenue: Should the VTIs retain revenues from special fees, rental, and sale of equipment and tuition? Restraints on the retention and use of such funds reduce the ability of the VTIs to respond to changing economic needs, and create positive incentives to waste and neglect of public assets.

-- Replacement of Capital Equipment. Should current procedures for replacing capital equipment be changed? The Commission has recommended that the Legislature appropriate \$300,000 to meet immediate capital equipment needs at the VTIs. These needs developed because equipment has not been replaced in a timely fashion in the past. This must cease if we are to avoid crisis funding in the future.

-- Faculty Salaries. Are present faculty salaries competitive with similar positions elsewhere in the work force? If we are to secure and retain good teachers, we must compensate them fairly.

17. We recommend that the Legislature approve the \$12.9 million bond request for the VTIs.

These bonds will provide the highest priority facility expansion and replacement needs at each location.

18. The Commission recommends that the Legislature direct the Commissioner of DECS, in collaboration with the Chair of the State Board of Education and the Chair of the University Trustees, to report annually on the status of interrelationships and coordination questions among the major components of Maine's educational system.

In any organization, weaknesses may be expected at the point where major components meet. The Commission has found this to be true of Maine's educational institutions, as well. There are a number of significant opportunities to improve their services by giving greater attention to the points where the several parts of our educational system meet.

There is no easy remedy for these problems of coordination in a structure as complex as the one Maine has built for educating our citizens. Each component has its own constituency, perspective, and internal incentive structure. At present, however, no one is responsible for seeing to it that the several systems work together as best they might, to promote the public good and to save the public dollars involved.

THE UNIVERSITY OF MAINE

Eighteen years ago, the Coles Commission, created by the Legislature to examine public higher education in Maine, declared:

For several generations, Maine's level of support of public higher education has been low, compared with other states, both on a per capita and on a personal income basis... Of the 15 states having lower per capita personal incomes than Maine, all spent a higher percent of personal income for public higher education than did Maine. Clearly, Maine can, and Maine should, increase its effort.

We find that this situation has not improved. Social and economic change over the past 15 years, combined with chronic under-funding, have resulted in uncertainty among the leaders of the University of Maine system about the aspirations and expectations of Maine people for public higher education. Such uncertainty jeopardizes the effectiveness of the University system and, ultimately, the employment opportunities and well-being of the people of Maine.

We believe that periodic review of its purpose, mission, goals, and organization is essential to the continued vitality of any major institution. The Commission, therefore, applauds the funding by the Legislature of a Visiting Committee to examine the University of Maine System. We also commend the Legislature for enacting the statute that provides for an annual State of the University address by the Chancellor.

Recommmendations

19. We reiterate our recommendation that a Visiting Committee conduct a public review of the University,
including:
 - a. its overall mission and program priorities for the remainder of the century;
 - b. the principal activities of the University, 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 coordinated;

- d. the distinct mission and role of each campus within the System; and
- 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.

In particular, we urge the Visiting Committee to consider the following questions:

- a. 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?
- b. 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?

- c. 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?

- d. 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?

- e. Teacher Training: How and where may the University System best organize to participate in the training and re-training of Maine's elementary and secondary teachers?

- f. 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?

- g. 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?

To these we now add the following:

- h. 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?
- i. 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 fund-raising?

20. Again, we strongly recommend that the Legislature and the people of Maine commit themselves unequivocally to raise per capita expenditures for public higher education to a position at least equal to our ranking among the States in per capita income (currently 40th), and accomplish this by the end of this decade.
21. Again, we recommend that the Board of Trustees, through the Chancellor, establish an office in Augusta, to provide greater visibility and accessibility for the University of Maine System at the seat of Government.
22. We recommend that the Legislature approve the current \$16.5 million bond request for the University.

FINANCING EDUCATIONAL REFORM

Public education in Maine is in serious need of renewal. Renewal in this case, is not possible without additional resources.

The added cost of the Commission's recommended reforms will be \$9.5 million in fiscal year 1985, and approximately \$55 million in fiscal year 1986 (See Table 1) While these costs are substantial, they are within our means.

The Commission carefully examined numerous options for raising additional revenue for education, and the relative burden of Maine's property, sales, and personal income taxes on Maine's various income groups (See Table 2).¹⁵ In the end, however, the Legislature must decide how best to raise the revenues to finance these reforms.

We believe that enactment of our proposed reforms will create an environment in which traditional programs can be re-evaluated alongside new ideas. The Commission strongly believes that any additional money beyond that recommended above be sought through better management of the \$500 million now being spent annually for education in Maine.

If, after two years of careful evaluation of the results of these recommendations and of the studies we have called for, the Commissioner of DECS and the State Board believe additional funds are required, the Commissioner's January 1, 1987 report on the Status of Education in Maine should clearly explain the needs, reasons supporting them, and funds necessary to accomplish them.



TABLE 1
ESTIMATED COST OF COMMISSION RECOMMENDATIONS (Millions)

Rec. No.	Program	1984/85	1985/86	1986/87
1	Student Assessment	\$1.00 M	\$1.00 M	\$1.00 M
5	Maine Scholars Awards	5.00	0	0
6	Early Childhood Education (L.D. 2297)			
	State:	0.25	0.14	0.14
	Local:	0.00	0.11	0.11
	TOTAL:	0.25	0.25	0.25
	Head Start	2.10	2.10	2.10
8	Teacher Salaries*			
	State:	0	17.30	17.00
	Local:	0	12.70	13.00
	TOTAL:	0	30.00	30.00
9	Teacher Employment Tax Credits	0	0.50	0.50
10	Innovative Teaching Fund	0.50	0.50	0.50
13	Revision of School Finance Formula (L. D. 2327)	0.02	17.00	13.00
16	Local School Assistance Team	0.30	0.30	0.30
20	Debt Service on VTI and University Bonds	0	3.50	3.50
23	VTI Equipment (L. D. 2297)	0.30	0	0
STATE TOTAL		9.47	42.34	38.04
LOCAL TOTAL		0	12.81	13.11
MAINE TOTAL		9.47	55.15	51.15

Since teacher salaries will be negotiated locally, this cost is a rough estimate at best. It was produced by projecting the 1983-84 average salary for a teacher with a Bachelor's degree and no teaching experience (\$11,100) forward to 1985-86 by an annual growth factor of 6 percent, calculating the difference between that salary and \$15,000 (\$2,500), and multiplying that figure by the number of teachers in Maine (12,000). It assumes that the cost of providing this increase is included immediately in the school funding formula.

TABLE 2

EFFECTS OF ALTERNATIVE TAX INCREASES ON MAINE HOUSEHOLDS

	Household income (all sources):							Burden Index	Adtr.l Rev FY85
	Less than \$10,000	\$10,000- 20,000	\$20,000- 30,000	\$30,000- 40,000	\$40,000- 50,000	\$50,000- 75,000	\$75,000+		
Tax payments under current structure	\$ 383	\$ 765	\$ 1374	\$ 2374	\$ 3175	\$ 4967	\$ 6453	.047	
Tax Option**	Average increase in taxes								
Increase current sales tax to 6%	35	60	82	109	123	148	160	.021	\$68.1m
Extend sales tax to services	48	69	90	114	127	152	174	-0.010	99.4
10% surcharge on income tax	19	47	95	182	255	421	563	.060	32.3
10% surcharge on income and raise sales tax to 5.5%	29	62	118	213	291	462	606	.053	66.4
Extend sales tax to services and raise rate to 5.5%	61	89	119	152	170	201	227	-.026	143.4
Extend sales tax to services at 5% with 10% income tax surcharge	51	88	150	249	330	506	663	.008	131.7

* The Burden Index is a measure of how progressive a tax system is. An index greater than 0 indicates a progressive tax system; an index less than 0 indicates a regressive system.

** All options include a 6.5% increase in property taxes.

Table 3

ESTIMATED ADDITIONAL REVENUE FROM SELECTED TAX INCREASES

<u>Tax Option</u>	<u>Fiscal 1985</u>	<u>Fiscal 1986</u>
1. Raise Sales Tax to 6%	\$68.1 million	\$74.0 million
2. Raise Sales Tax on Meals and Lodging to 6%	7.9	8.6
3. Remove Sales Tax Exemption on Liquor	2.4	2.5
4. Apply 5% Sales Tax to Services:		
Personal Service	3.7	3.8
Business Service	6.3	6.5
Auto Repair	6.2	6.4
Misc. Repair	2.1	2.1
Amusement	3.8	3.8
Legal Services	6.2	6.3
Engineering, Arch., & Surveying	2.6	2.7
Accounting	1.4	1.4
Other Service	0.1	0.1
Office Physicians	8.9	9.1
Office Dentists	3.0	3.0
Nursing Pers. Care	4.4	7.0
Med. Dental Labs.	0.3	0.3
Hospital	32.6	33.3
Agric. Service	1.1	1.1
Truck, Air, Water Transportation	<u>16.7</u>	<u>17.0</u>
TOTAL:	99.4	103.9
5. 10% Surcharge on the Personal Income Tax	32.3	36.7
6. 10% Surcharge on the Corporate Income Tax	5.3	5.8

SOURCE: Department of Finance and Administration, April 1984

ENDNOTES

- 1) Preliminary Report of the Commission on the Status of Education in Maine, Augusta, January 1984.
The Maine Development Foundation: Technology Strategy for Maine - Investing in Maine's Future, Augusta, April 1984.
- 2) National Education Association: Estimates of School Statistics, 1983-84, page 7, Washington, April 1984.
- 3) Maine Department of Educational and Cultural Services: Maine Assessment of Educational Progress: Preliminary Design Specifications for an Expansion to Testing Student Progress in Kindergarten and Grades 4, 8, and 11, Augusta, April 10, 1984.
- 4) Education Commission of the States: States Education Leader, Vol. 3, No. 1, Winter 1984, "High School Graduation Course Requirements in the 50 States", Denver.
- 5) In 1982, Head Start programs were available to an average of 12-15% of the eligible students across Maine, compared to a 20% average nationwide. In Washington and Hancock counties, Head Start is available to only 7 percent of those eligible. Source: Maine Division of Community Services.
- 6) See Preliminary Report: Commission on the Status of Education in Maine, pp. 14-16.
- 7) Chapter 845 of the Public Laws of 1983 (approved by the Governor, May 1, 1984).
- 8) National Education Association: Estimates of School Statistics, 1983-84, page 7, Washington, April 1984.
- 9) Maine Department of Educational and Cultural Services: Maine Educational Staff, 1983-84
- 10) U.S. Department of Commerce, Bureau of the Census: 1980 Census of Population and Housing, Public Use Microdata sample for Maine.

- 11) For schools receiving State aid in excess of 80 percent of their educational expenditures, the State would pay this larger percentage.
- 12) Elizabeth H. Woellner: Requirements for Certification, 46th Edition, Teachers, Counselor, Librarians, Administrators, for Elementary Schools, Secondary Schools, Junior Colleges; The University of Chicago Press, 1981.
- 13) 111th Legislature: House Paper 1765: AN ACT to Revise the School Finance Act (reported pursuant to a study by the Education Committee).
- 14) Advisory Commission for the Higher Education Study: Higher Education in the State of Maine, report to the Honorable Kenneth M. Curtis, Governor of Maine, and the Legislature of the State of Maine, Augusta, January 14, 1967. (James S. Coles, Chairman of the Commission, was president of Bowdoin College at the time.)
- 15) Colgan, Charles S.: An Analysis of the Impact on Maine Households of Selected Tax Increases, State Planning Office, Augusta, April 1984.

APPENDIX ONE

SUMMARY OF REGIONAL MEETINGS

October 3, 1983, Augusta

Those who testified were:

Joyce Roach, State Board of Education
Tom Harvey, Maine Teachers Association
Ralph Ryder, Maine School Superintendents Association
Gerald Clockedile, State Elementary Principals Association
Richard Getchell, Maine Secondary School Principals Association
Michael Carrie, Maine School Boards Association
Jerry Hix, Maine Advisory Council of Vocational Education
Nancy Hill, Maine Municipal Association

October 11, 1983, Machias

Site Visits:

The Eastport Marine Center of the Washington County Vocational Technical Institute; and the University of Maine at Machias (UMM).

Roundtable Attendees:

Frederick Reynolds, University President, UMM
Nancy Willey, Teacher, Milbridge Elementary School
Winifred (Dee) LaCase, Ellsworth School Board
Ronald Renaud, Director, Washington County Vocational Technical Institute
Virginia Chaney, UMM Faculty and Principal at Machias Campus School
Sister Maureen Wallace, Principal, Beatrice Rafferty School, Pleasant Point Indian Reservation
Thurlow Pitts, Stonington, former Ellsworth Principal
Joan D'Agostino, Head of Science Department, Bar Harbor High School
Alice Cates, Teacher, Eastport Elementary School

Public Hearing: 60 people attended; those who spoke were:

Marc Nault, Machias Selectman
William Prescott, Machias High School Principal
Michael Massler, Washington Academy Headmaster
Moreen Jans, President, Machias Bay Chamber Concert Series
Dale Higgins, Superintendent, Ellsworth School System
Joel White, Superintendent of Schools, Harrington
Alan Lewis, Chairman, UMM Math Department

October 17, 1983, Bangor

Site Visits:

University of Maine at Orono (UMO); Bangor Community College.
Mission of UMO: future needs for engineering and technology education and preparedness of UMO to meet those needs; teacher training programs administered by the University of Maine system; special session with directors of VTIs.

Public Hearing: 100 people attended; those who spoke were:

Marjorie Wilson, SAD#3 Director
Jerry Herlihy, UMO Trio Program Director
Eleanor Housier, Husson College Special Services Director
Ralph Robinson, Auburn
Stewart Doty, UMO faculty member
Craig Freshly, Student Government President, UMO
Steve Rizzi, UMO Student Government
John Grady, Old Town

October 24, 1983, Topsham

Site Visits:

Mt. Ararat School SAD#75, Topsham; and Regional Vocational Center #10, Brunswick.

Roundtable Attendees:

Robert Cartmell, Superintendent of Freeport
Nancie Atwell, Exemplary Writing Program, Boothbay Elementary School
Sandra Berry, Math Teacher, Waldoboro
Ray Ludwig, Teacher, Brunswick
Pam MacBrayne, Midcoast Center of UMA
Frank Lee, Director, Brunswick Region 10 Vocational Center
Paul Lessard, BIW Apprenticeship Program
Tom Blevins, Edgecomb, Special Education
Marvin Higgins, Principal, Rockport Elementary School
Ervin Snyder, Brunswick School Board

Public Hearing: 75 people attended; those who spoke were:

Bob Watt, South Harpswell
Gordon Weil, Harpswell
Ervin Snyder, Brunswick School Board member
Mary Alden, School Board member, Union #74
Marilyn Norris, English Teacher, Morse High School, Bath
Ginny Pidot, Parent, Hallowell
Tom Eldridge, Bowdoinham
Joanne Mooney, former teacher, time management consultant
Jean Bailey McGowan, Maine Commission for Women
Arthur Mayo, Bath
Inge Foster, Dresden
Joe LaBlanc
Neil LaRochelle, Principal, Bath
Robert Curtis, Special Education

November 1, 1983, Presque Isle

Site Visits:

Easton School (small, rural, individual supervision).

Roundtable Attendees:

Kent Webster, Superintendent, Presque Isle, SAD#1
Gerald Clockedile, School Principal, Mars Hill, SAD#2
Rena Labbe, Former Teacher of the Year, Presque Isle
Richard Knight, Director, NMVTI
Rep. Kenneth Matthews, Caribou
Constance Carlson, President, UMPI
Richard Spath, President, UMF
Father Omer St. Onge, Van Buren, Special Interest Group
Omer Picard, Principal, Madawaska
Jim Patterson, NMVTI
Dr. Burns, UMFK

Public Hearing: 125 people attended; those who spoke were:

Tom Sheehan, South Aroostook Community School
Owen Smith, Committee for Academic Excellence
Neil Piper, Farm Credit Service
Don Collins, former State Senator
Bernard Ryder, Superintendent, Limestone
Steve DeMaio, Parent
Jane Harturger, NMVTI Advisory Committee
Mary Eller Budmar, School Board member
Allen Dearborn, High School Science Teacher
Andre Pied, Teacher
Frank Hussey
Mike Cyr, Teacher, Maine Library Commission
Lloyd Duncan, NMVTI Instructor
Enclid Burgoin
Pamela Johnson, Parent and Teacher
Tom Flanagan

November 10, 1983, Portland

Site Visits:

In-service Teacher Training Conference, Portland High School; at Scarborough Community Education Program.

Special session hosted by Loren Downey, Dean of the University College of Education at USM on an experimental teacher training program.

Public Hearing: 125 people attended; those who spoke were:

Martin Fellow, President, PRVTC
Cyril Maxwell, SMVTI Instructor
Lewis Defau, Foreign Language Association of Maine (FLAME)
Anne Stewart, Parent
Melvin Winslow, Windham School Board Chairman
Jimmy Hamilton, UMO Engineering Graduate, Lawter
Deborah Leighton, Technology Strategies for Women
Sharon Martin, Teacher
Rep. Merle Nelson
James Barks, Portland School Committee Chairman
Margaret "Wendy" Rickert, Windham School System Psychologist
Andrew Selgan, concerned citizen
Peter Green, Superintendent of Schools, Portland
Linda Hunt, concerned citizen
Libby Foley Giguere, Westbrook School Committee Chairman
Sherry Huber, former State Legislator, past president Wayneflete School Board
Karen Wolcott, Teacher
Peter Eastman, SMVTI Instructor

November 14, 1983, Rumford

Site Visits:

Telstar Regional High School, Bethel; and Gould Academy, Bethel.

Public Hearing: 80 people attended; those who spoke were:

Wayne Jamison, Parent
Arnette Backus, School Board Member
Janet Nichols, Student, UMF Center, Rumford
John Tapley, Adult Education Coordinator
Gene Bennett, Teacher
Frances McKnight, Teacher
Al Smith, School Board member
Louise Davis, health educator
Norma Pendleton, Child Abuse and Neglect Council
Cheryl Gallant, Teacher
Charles LaVerdiere, UMF
Ann Morton, Social Studies Teacher
Albert Beliveau, UMF Rumford/Mexico Center

November 21, 1983, Biddeford

Site Visits:

Jameson School, Old Orchard Beach, re: OOB's Readiness Program and quality of elementary education.

Special Session: Michael Petit, Commissioner of the Maine Department of Human Services, special needs of Maine's children; and Sister Gemma, Superintendent of Catholic Schools in Diocese of Portland, status and concerns of parochial school education.

Public Hearing: 100 people attended; those who spoke were:

Nancy McGrail, Librarian
Jean McGraph, Bonney Eagle Librarian
Leo Martin, Superintendent, Kenneburk
Marilyn Wentworth, Parent and Teacher at alternative school in
Kenneburk
Robert Libby, Teacher
Bob Underwood, Kenneburk School Board member, Parent of
handicapped and gifted child
Richard Barnes, Superintendent, York
Harriet Blaisdell, Chair, Board of Directors, SAD#71
Steven McKeeley, Businessman
Lewis Michaud, Parent and School Board member
Ron Gagne, Director, Secondary Vocational Education Biddeford
Kenneth Scott, Sanford Librarian
Marian Burns, Teacher
Rebecca Webber, Early Childhood Teacher
Ed Bryard, President, Horeycomb Systems
Jim McMuller, Biddeford Teacher
Sharlene Thompson, Teacher, Gifted and Talented Children
Virginia Hughes, Special Ed Teacher
Marty Burgess, Private School Teacher
Hill Brough, Falmouth Teacher
Pat Mill, Parent, Shapleigh

November 29, 1983, Lewiston

Site Visits:

Auburn Middle School

Roundtable Attendees:

Joseph Capelluti, Principal, Auburn Middle School
Candy Avery, Elementary Teacher, Augusta
David Shea, Lewiston Teacher
Ted White, Auburn Math Teacher
Vicky Robinson, Maine Volunteers Association, Kingfield
Claude Vachon, Literacy Volunteers in Maine
Marian Burns, Teacher, Yarmouth
Roy Loux, Superintendent, Auburn
Lawrence Bagley, former teacher, Winthrop
Rosemary Poulson, UMF
James E. Wright, Ph.D., Director of Adult Education, Lewiston
Trish Riley, Director, Bureau of Maine's Elderly
Jane Oberson, Assistant Principal, Auburn

Special Session: University of Maine Campus Presidents

- Dr. Constarce Carlson, Presque Isle
- Dr. Frederic Reynolds, Machias
- Dr. Judith Sturnick, Farmington
- Dr. Richard Spath, Fort Kent
- Dr. Robert Woodbury, Southern Maine
- Dr. Arthur Johnson, Orono
- Dr. Byron Skinner, Augusta

Public Hearing: 100 people attended, those who spoke were:

Bob Connors, Superintendent, Lewiston
Kenneth Jordan, Lewiston High School Vocational Director
Gene Pauite, Brunswick Toyota
Robbie Robbins, Down East Ham Shack
Jackie Kahn, General Manager, Auburn Mall
Jo Cassman, Assistant Director of Nursing, CMVTI
Nancy Palermo, Liberty Mutual, Parent and Graduate Student
Norman Smith, CMVTI Instructor
Gail Belanger, Junior at Lewiston High School
Paul Jacques, poultry grower
Susan Gagne, former day care center director
Rep. Susan Bell, House District 65
Lillian O'Brier, Social Worker in Employment Education Training
Program
Linda Hertell, Literacy Volunteer, Oxford County, Director, South
Paris Adult Education Program
John Scarelli, Chairman, Maine State Commission on the Arts &
Humanities

December 6, 1983, Augusta

Meeting with University Board of Trustees

December 13, 1983, Augusta

Meeting with State Board of Education

APPENDIX TWO

INDIVIDUALS AND ORGANIZATIONS WHO SHARED IDEAS
AND INFORMATION WITH THE COMMISSION

Stanley M. Bailey, West Southport
Ronald T. Barker, Chairman, MFC Board of Directors, Yarmouth
Lawrence Barnard, Superintendent, Old Orchard Beach
Laura R. Blanch, West Enfield
Ernest L. Boyer, President, The Carnegie Foundation for the Advance-
ment of Teaching
Paul E. Brunelle, Executive Director, Maine School Management Assn.
Marian Burns, Game-Free Teaching, Yarmouth
Robert Cartmill, Superintendent, Freeport
Gerald S. Clockedile, State Elementary Principals' Assn., Augusta
Caroline Day, Director, SAD#28, Rockport
Loren Downey, Director, University of Maine College of Education
L.S. Emerson, Freeport - high school teacher
Jennifer M. Estabrook, Newburgh - child development and family
life education
Professor Stanley L. Freeman, Jr., University of Maine at Orono
Richard L. Giroux, Center Director, Penobscot Consortium, Bangor
W.R. Grogan, Superintendent, SAD#50, Thomaston
Amy Hufnagel, Winthrop
Dr. J. Dennis Kamholtz, Health Education Program, UMF
Margaret L. Kent, Wells
Meg Kirschner, Waterford - developmental day care centers
Elizabeth S. Marks, Department of Human, Health and Family Studies,
University of Maine at Farmington
Christine R. Maxcy, Director, Knox County Head Start, Rockland
Patrick E. McCarthy, Chancellor, University of Maine
Horace O. McGowan, Maine Secondary School Principals' Assn.
Nancy McReel, Librarian, Thornton Academy, Saco
Thomas F. Monaghan, University of Maine Trustee
Julia R. Palmer, Executive Director, American Reading Council,
New York
Theresa Pelletier, Eagle Lake Elementary School, Eagle Lake
Rosemary K. Poulson, University of Maine at Farmington
David L. Rudolph, Tribal Governors, Inc., Orono
John Scarcelli, Chairman, Maine Commission on the Arts and Humanities
Robert G. Shafto, Maine Facilitator Center, Auburn
Ervin D. Snyder, Brunswick
Gerald E. Talbot, Chairman, State Board of Education
Neil B. Tame, Math Department Head, Oxford Hill High School
Marilyn L. Tracy, St. George
Owen Wells, Committee for Academic Excellence, Portland
David Wihry, Social Science Research Institute, Orono
Karen P. White, Portland - special education
Debbie W. Wilson, Fort Fairfield
Donald Wismer, Winthrop

Committee for Academic Excellence
Maine Facilitator Center
Maine School Management Association
Maine Secondary School Principals' Association
State Board of Education
State Elementary Principals' Association
Maine Advisory Council on Vocational Education

APPENDIX THREE

Selected Bibliography of Reports Prepared for
or used by the Commission

Maine Teachers Association:

A Response to the Preliminary Report of the Commission on the Status of Education in Maine; Feb. 21, 1984.

Maine Department of Educational and Cultural Services:

Information Requested on the VTI's by the Governor's Commission on Education; November 1983.

Maine's Vocational and Technical Education - Today and Tomorrow; March 1984.

Maine Assessment of Educational Progress: Preliminary Design Specifications for an Expansion to Testing Student Progress in Kindergarten and Grades 4, 8, and 11; April 10, 1984.

Developmental Financial Support Structure for Implementation of Quality Programs for the Schools of Maine; April 27, 1984

A Profile of Education in Maine; (undated, circa 1983)

Colgan, Charles, State Planning Office:

An Analysis of the Impact on Maine Households of Selected Tax Increases, April 1984.

Irland, Lloyd C. and Lord, Denise V., State Planning Office:

Vocational Training in Maine: Assessing Responsiveness to the Labor Market and to Economic Development Needs; May 1984.

Sherwood, Richard, State Planning Office:

An Analysis of SAT Scores in Maine, New Hampshire and Vermont; April 1984.

APPENDIX FOUR

STATISTICAL INDICATORS OF EDUCATION IN MAINE

TABLE A1

An Overview of Education in Maine, 1982-1983

	<u>FTE Students</u>	<u>Classroom Teachers</u>	<u>Prof/Adm Staff</u>	<u>Current Expenditures</u>
Elementary and Secondary	211,986	12,277	1,347	\$518 Mill
VTIs	5,560	325	40	19
University	20,796	1,259	827	96

SOURCES:

Elementary and Secondary: National Education Association
Estimates of School Statistics,
1983-84, April 1984;

Vocational Technical Institutes: Data provided by DECS;

University: University of Maine Data Book.

TABLE A2
 COMPARATIVE DATA ON ELEMENTARY AND SECONDARY EDUCATION
 1983-1984

	<u>U.S.</u>	<u>ME</u>	<u>NH</u>	<u>VT</u>
Average Enrollment per school district	2,520	908	1,004	332
Current Expenditures per pupil	\$3,173	\$2,829	\$2,796	\$3,148
Local Share of Expenditures	44.5%	41.3%	89.2%	60.5%
Average Teachers Salary	\$22,019	\$17,328	\$17,376	\$17,931
Students per Teacher	18.5	16.9	16.3	14.6
Teachers per Professional Staff	7.3	6.0	6.1	3.7
Average SAT Scores (1982-83)	893	891	925	906

SOURCE: NEA Estimates of School Statistics, 1983-84, April 1984.

TABLE A3

TRENDS IN ENROLLMENT IN MAINE
ELEMENTARY AND SECONDARY SCHOOLS

<u>Year</u>	<u>Enrollment</u>
1963	210,076
1968	230,392
1973	246,797
1978	239,371
1983	211,986
1988	201,494
1993	198,449

SOURCES:

1963 - 1983, DECS Maine Educational Facts, 1982-83

1983-1993, Prepared on 8/17/83 by Edward P. Caffarella,
Caffarella & Caffarella, 2322 Wistar Street, Richmond,
Virginia 23229, Number 1208/17/8313:56:27

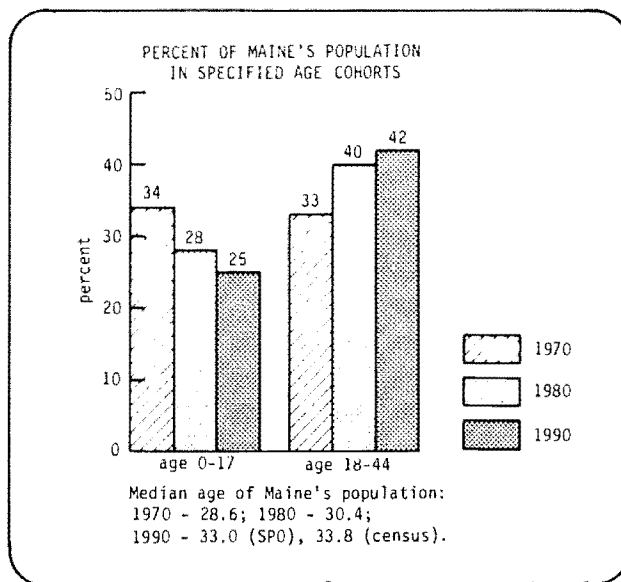


TABLE A4

ENROLLMENT IN VOCATIONAL EDUCATION IN MAINE

<u>Year</u>	<u>Vocational Technical Institutes</u>	<u>Secondary Voc Ed</u>
1961-62	311	n/a
1968-69	1,366	n/a
1979-80	3,321	4,484
1980-81	3,451	4,543
1981-82	3,563	4,564
1982-83	3,544	4,449

SOURCE: Maine Department of Educational and Cultural Services

TABLE A5
EARNINGS IN SELECTED OCCUPATIONS
MAINE, 1979

<u>Occupation</u>	Percent of Workers in Each Occupation Earning		
	<u>Less than Average for All Workers</u>	<u>125% or more of average for All Workers</u>	<u>150% or more of average for All Workers</u>
Elementary and Secondary Teachers	34%	54%	36%
Mechanics	28	60	46
Plumbers	25	65	52
Educational Administrators	19	74	66
Fire-Fighters and Police	15	74	51
Papermakers	10	84	75

SOURCE: U.S. Bureau of the Census, 1980 Census of Population

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TABLE A6
AVERAGE STARTING SALARIES OF MAINE PUBLIC SCHOOL TEACHERS
ACADEMIC YEAR 1983-1984

	<u>Avg. Starting Salary</u>
Elementary Teachers w/ Bachelors Degrees	\$10,841
Elementary Teachers w/ Advanced Degrees	12,088
Secondary Teachers w/ Bachelors Degrees	11,636
Secondary Teachers w/ Advanced Degrees	12,930

SOURCE: Maine Educational Staff: 1983-1984, Maine Department
of Educational and Cultural Services

TABLE A7
 EMPLOYMENT STATUS BY LEVEL OF EDUCATION
 MAINE, 1979

<u>Level of Education</u>	<u>Operated own Business</u>	<u>Full-time Employee</u>	<u>Unemployed sometime during the year</u>	<u>Total</u>
5 or More Years Beyond High School	18%	76%	6%	100%
4 Years Beyond High School	12%	81%	7%	100%
1-3 Years Beyond High School	11%	81%	8%	100%
Completed High School	9%	81%	10%	100%
Did Not Complete High School	10%	76%	14%	100%

SOURCE: 1980 U.S. Census of Population and Housing, Public Use
 Sample Microdata File for Maine

TABLE A8

MAJOR SOURCES OF TAX REVENUE IN MAINE

<u>Tax</u>	<u>FY84</u>	<u>FY85</u>	<u>FY86</u>
Property Tax	\$459 mill	\$487 mill	\$516 mill
Sales Tax	308	341	370
Personal Income Tax	266	323	367
Corporate Income Tax	49	53	58

SOURCE: Maine Department of Finance & Administration, April 1984

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TABLE A9

EXPENDITURES FOR HIGHER EDUCATION NECESSARY
TO RAISE MAINE'S RANK TO 40th IN PER CAPITA SUPPORT

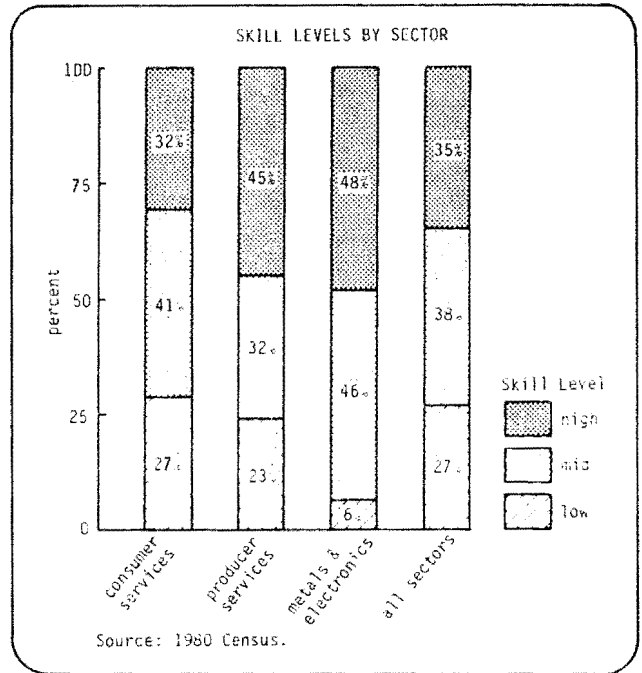
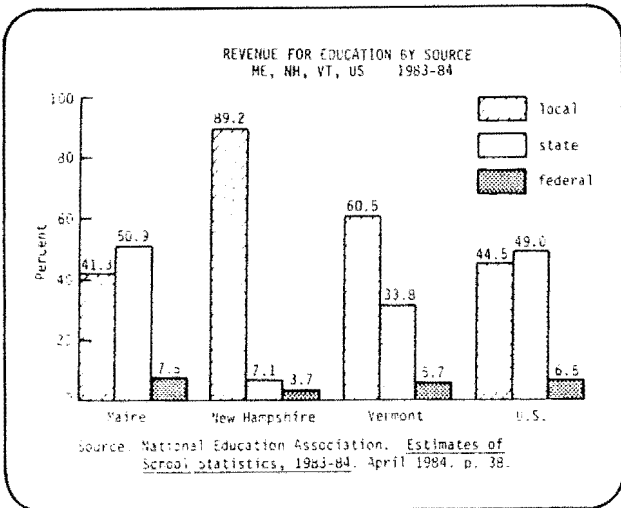
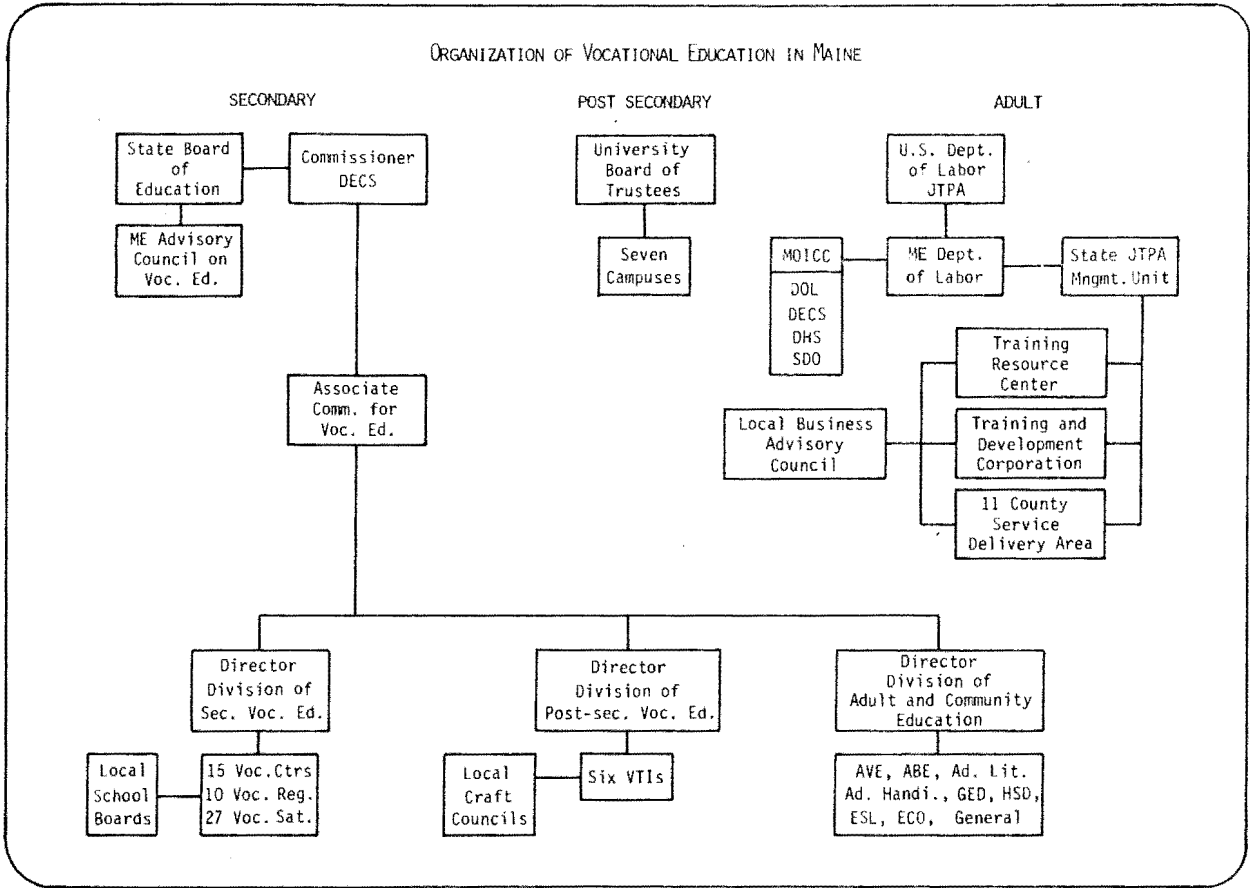
	<u>Current Level</u>	<u>7.5% Growth</u>	<u>Extra</u>	<u>Total</u>
FY85	\$71.6m	---	---	71.6
FY86	71.6	5.3	5.6	82.5
FY87	71.6	5.8	11.1	88.5
FY88	71.6	6.2	16.7	94.5
FY89	71.6	6.7	22.3	100.6

TABLE A10

COMPARISON OF ASSOCIATE DEGREES AWARDEDUNIVERSITY OF MAINE AND VOCATIONAL TECHNICAL INSTITUTES
1982-1983

<u>Subject</u>	<u>Univ. of Maine all campuses</u>	<u>VTIs all units</u>
Agriculture & Natural Resources	49	23
Business & Management	208	65
Engineering	106	118
Fine & Applied Art	12	14
Health Professions	134	72
Human Development	28	--
Parks and Recreation	8	--
Public Affairs	76	--
Interdisciplinary Studies	132	--
Trade Skills	---	128
TOTAL	753	420

ORGANIZATION OF VOCATIONAL EDUCATION IN MAINE



GOVERNOR JOSEPH E. BRENNAN'S
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