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THEODORE B. CURTIS, JR., DISTRICT 26
ALYON E. CIANCHETTE, DISTRICT 23



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Michael E. Carpenter

STATE OF MAINE

ONE HUNDRED AND SEVENTH LEGISLATURE

COMMITTEE ON PERFORMANCE AUDIT

January 4, 1977

Rep. John L. Martin, Chairman
Legislative Council
c/o Speaker's Office
State House
Augusta, Maine 04333

Dear Representative Martin:

In accordance with House Paper 2181, which ordered a study of the University of Maine, we enclose herein the final report of the Committee on Performance Audit.

Respectfully submitted,

Richard N. Berry

Richard N. Berry
Senate Chairman

Georgette B. Berube

Georgette B. Berube
House Chairwoman

enclosures
DS/sym

FINAL REPORT OF THE
JOINT STANDING COMMITTEE ON PERFORMANCE AUDIT
OF THE 107TH LEGISLATURE
ON THE UNIVERSITY OF MAINE

H.P. 2181

Senate

Richard N. Berry, Chairman
Theodore S. Curtis, Jr.
Alton E. Cianchette

House

Georgette B. Berube, Chairwoman
Richard J. Carey
Charles G. Dow
Leighton Cooney
Thomas R. LaPointe
Anne J. Bachrach
John M. Norris, II
Walter A. Birt
Samuel A. Hinds
Michael E. Carpenter

Legislative Assistant - Diana Scully

January 4, 1977

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I. INTRODUCTION: OBJECTIVES OF STUDY

During its Special Session the 107th Legislature passed H.P. 2181, an Order sponsored by Representative Rodney Quinn of Gorham, which required the Joint Standing Committee on Performance Audit to follow up on a study by a subcommittee of the Legislative Council of the "operations of the University of Maine".^{1/} The Committee was directed to work with the Board of Trustees of the University, as it sought information about both the "effectiveness of current organization and operational policies" and the "desirability of establishing a Joint Standing Committee of the Legislature on liaison with the University of Maine."

II. COMMITTEE PROCEDURES

A. Preliminary list of concerns:

Initially, the full Committee identified several areas of concern which warranted further study, including the following:^{2/}

- the autonomy of the University (i.e., the relationship between the University and the Legislature),
- the quality and missions of individual campuses, and
- reported morale problems among faculty and other University employees.

B. Initial meetings:

During the late spring and summer two meetings were held between members of the Committee and members of the University's Board of Trustees and Chancellor's Office.

^{1/} H.P. 2181 is included as Appendix I.

^{2/} A more detailed summary of these concerns is included in Appendices II and III.

In May Senator Berry attended a meeting of the Board, to acquaint the Trustees with the Committee and the purposes of the legislative study. In August the full Committee met with Chancellor Patrick McCarthy and James Page, Chairman of the Board of Trustees, to discuss the Committee's preliminary list of concerns.^{3/}

C. Subcommittees
formed:

After the introductory meetings with the Trustees and the Chancellor, the Committee formed subcommittees to travel to the individual campuses of the University. Committee members making one or more campus visits included Senator Curtis and Representatives Bachrach, Birt, Carpenter, Dow, Hinds and Norris.

During the fall, a subcommittee visited each campus of the University and met with representatives of the faculty, students, professional non-teaching employees, classified employees and President's staff.^{4/ 5/} A meeting with representatives of the general public was scheduled on each campus, except Augusta.

The Committee is very grateful for the cooperation of and invaluable assistance provided by each campus of the University. The Committee offers its thanks to each campus for the time and effort involved in organizing the subcommittee visits, which were so very constructive and informative for the subcommittee members.

-
- ^{3/} A summary of this meeting is included as Appendix IV.
- ^{4/} Because the Committee visited the Augusta campus prior to the start of classes, it was only able to meet with a few key administrators.
- ^{5/} Extensive notes on these visits are included in Appendices V-X.

D. Concluding meeting:

In early December the full Committee met with members of both the Board of Trustees and the Chancellor's Office. ^{6/} The purpose of this meeting was to provide the Trustees and Chancellor's Office with an opportunity to respond to the insights gained and observations made by the subcommittees during their visits to individual campuses.

III. FINDINGS OF COMMITTEE

The findings reported below are based, primarily, on an analysis of the information gathered during the campus visits.

A. Budget

The University of Maine can withstand no further budget reductions.

Employees. Salaries of faculty, classified employees and professional non-teaching employees are low. Positions at various levels on all campus remain unfilled. Workloads of many employees have increased. The combination of low pay and increased responsibility has contributed to poor morale throughout much of the University system.

Activities, services. Budgetary constraints have resulted, in many instances, in a reduction of counseling and health services to students and in charges for many services and activities which used to be free to students.

6/ Minutes from this meeting are included as Appendix XI.

Library hours are insufficient on several campuses. Computer services throughout the system cannot keep up with demand.

Facilities, equipment. In many cases, facilities are not being used to their fullest potential, because there are inadequate funds for staffing or equipment. This is true of the library on the Orono campus and on several other campuses, of the new science building in Portland, and of the student center at Farmington, to mention only a few.

B. University system:

The small campuses generally appear to be pleased with the consolidated University system. The larger campuses exhibit more negative feelings about the system.

The University of Maine at Orono (UMO) is the most outspoken critic of the consolidated University system. Many people feel that the system has hurt UMO because resources have been diverted to the smaller campuses at the expense of UMO. The University of Maine at Portland-Gorham (UMPG) is still grappling, to some extent, with the problems of the merger of the Portland and Gorham campuses, let alone the consolidation of the entire University.

The smaller campuses of the University of Maine at Machias, Farmington, Presque Isle, and Ft. Kent seem to be generally satisfied with the results of the consolidated system.

Many criticisms of the consolidated University system appear to be linked to frustrations about inadequate fund-

ing.

For example, individuals who complain that there has been less cooperation among campuses since the consolidation, blame the Chancellor's Office or the "system". However, it is budgetary constraints which have often restricted inter-campus communications, such as system-wide meetings of faculty in particular academic areas.

C.Chancellor's
Office:

Individuals on most campuses (both large and small) are critical of certain aspects of the Chancellor's Office.

Employees at various levels on each campus were critical of the Chancellor's Office for at least some of the following stated reasons:

- There are too many administrators at too high a cost (at the expense of teaching and providing services to students).
- The Office is often not responsive to particular needs of individual campuses.
- The Chancellor's staff members are not easily accessible.
- The Office does not seek input from, accept advice from, or share information with various types of employees at the campus level. (This point was made most frequently of all.)

Individuals on the small campuses, in particular, are complimentary of certain aspects of the Chancellor's Office.

For example, the Committee heard several positive comments about recent meetings of campus registrars (coordinated by the Chancellor's Office) to work on a

new uniform numbering system for courses.

The cost of the Chancellor's Office is not so high as is often suggested.

The Committee learned that the Chancellor's Office has fiscal control of certain system-wide services, which have been displayed as central office costs.^{7/} For example, employee benefits (insurance and retirement) have been shown as a central office cost. At \$6,032,000 for the current fiscal year, this item is 11.3% of the total University budget. The Committee believes that this cost, as well as other central support services costs, should be shown as allocations to individual campuses, rather than as costs of the Chancellor's Office.

D. Transfers

The transfer of students and credits is a continuing, though not significant, problem.

There appears to be little consensus between students, on one hand, and administrators and faculty, on the other, about the magnitude of the difficulties involved in the transfer of students from one campus to another. It also appears that students need to be better informed about the program requirements involved in transfers.

E. Classified employees:

Classified employees throughout the system have the same concerns about low wages; unfair personnel policies, including, especially, the longevity policies; and the lack of input into the decision-making process.

^{7/} See page 78 of this report for the breakdown of the central support services budget.

It should be noted that on most campuses, the classified employees were exceptionally well prepared for their presentations to the subcommittees.

F. Collective bargaining:

Many University employees, particularly in the classified positions, seem quite oblivious to the potential advantages of collective bargaining.

G. Pride:

A unique pride in the University is in evidence at the campuses at Machias, Presque Isle, and Fort Kent.

It is very clear that each of these campuses plays a vital role not only in the lives of the students, but, also, as an integral part of the community.

IV. SUGGESTIONS SUBMITTED TO THE COMMITTEE

Throughout the course of the study of the University, the Committee heard and considered many suggestions, including the following:

- A. Set up a Joint Standing Committee to handle all matters relating to the University of Maine which come before the Legislature.
- B. As an alternative to A, set up a subcommittee consisting of representatives from the Joint Standing Committees of Appropriations, Education, and Performance Audit, to focus on all legislative matters pertaining to the University. (The authority of such a subcommittee was never really considered.)
- C. Require the Legislature to make appropriations to the University on a campus by campus basis.

D. Provide that the levels of pay and timing of increases for all University employees be tied into the levels and timing for State employees, where possible.

E. Provide that wages for classified employees at the University increase automatically as the cost of living increases.

F. Adopt a legislative resolution recognizing the indispensable role of the small campuses in providing high quality, post-secondary education to the citizens of Maine.

G. Reorganize the University of Maine, by establishing a separate Board of Trustees for each campus and by eliminating the Chancellor's Office.

H. As an alternative to G, establish 2 public universities, each with its own Board, in Orono and in Portland.

V. FINAL RECOMMENDATIONS

After due consideration of the information and insights provided to the Committee by individuals throughout the University system, the Committee makes the following recommendations to the 108th Legislature.

A. A Joint Standing Committee of the Legislature should not be established to consider matters relating to the University of Maine.

A majority of the Committee members feel that such a committee would not enhance communications between the Legislature and the University.

B. The University of Maine should receive increased State funding for the upcoming biennium.

The Committee members agree, unanimously, that failure to increase this funding will adversely affect the operations of - and, therefore, the quality of education provided by - the University.

The Committee supports the University's policy of generating 1/3 of its budget from non-State sources and seeking 2/3 of its budget from State appropriations.

The Committee believes that any increase in State dollars be used, to the extent possible, for purposes other than administration. It urges the University to make continuing efforts to prevent unnecessary bureaucratic growth.

C. The structure of the University of Maine should not be altered. With the exception of one member, the Committee believes that because the university system is functioning quite well, the present structure should be maintained.

D. Levels of pay and timing of pay increases for University employees should be comparable to the levels and timing for State employees.

The Committee members agree that the Board of Trustees should include in its budget request to the Legislature sufficient funding to carry out this recommendation.

E. The propositions of the Trustee ad hoc
Academic Planning Committee should be carefully
considered by the Legislature. The Committee
supports the concepts included in the ad hoc
committee's "Statement" of November 1976,
which was submitted to the University's Board
of Trustees.

Whereas, the present state-wide University of Maine system was created on the recommendation of the Coles Commission of 10 years ago; and

Whereas, pervasive economic and societal changes have taken place in Maine since that time and a wide range of problems has developed; and

Whereas, the expense of operating the institution appears to exceed available revenues; and

Whereas, there is widespread concern about the needs and missions of individual campuses; and

Whereas, the allocation of legislative appropriations among the campuses and for instruction, services and administration is a continuing problem; and

Whereas, according to information reaching this Legislature, there are serious morale problems and uncertainty among the faculty and employees of the university; and

Whereas, this Legislature desires to maintain the best possible institution to represent our State and to educate our people; and

Whereas, the Legislature has little opportunity to review and discuss the specific operations of the university; and

Whereas, the dedication and contributions of university employees demand our respect and consideration and these people of the university have had little chance to be heard directly by the Legislature; and

Whereas, the review of the university cost effectiveness by the subcommittee of the Legislative Council established by this Legislature has not been fully completed and this subcommittee in its report has recommended that a review of university operations continue; now, therefore, be it

ORDERED, that the Joint Standing Committee on Performance Audit work with the Board of Trustees of the University of Maine to study and report on operations of the University of Maine with the goal of determining the effectiveness of current organization and operational policies; and be it further

ORDERED, that the committee shall specifically study and report on the desirability of establishing a Joint Standing Committee of the Legislature on liaison with the University of Maine; and be it further

ORDERED, that the committee, subject to approval of the Legislative Council, is authorized to engage professional counseling service to assist it in the discharge of its obligations; and be it further

ORDERED, the Senate concurring, that the committee shall complete this study no later than 90 days prior to the next regular session of the Legislature, and submit to the Legislative Council within the same time period its findings and recommendations, including copies of any recommended legislation in final draft form; and be it further

ORDERED, that the sum of \$5,000 be allocated from the Legislative Account for expenses incurred in connection with this Order; and be it further

ORDERED, that upon passage of this Order in concurrence, the Clerk of the House shall forward a suitable copy of this order to the Senate and House chairmen of the committee.

SPONSOR: NAME: Quinn
TOWN: Gorham

H.P. 2181, as amended by Senate Amendment "A" (S-427)

COMMITTEE ON PERFORMANCE AUDIT
SUMMARY OF DISCUSSION OF JUNE 23RD ABOUT H.P. 2181,
A STUDY OF THE UNIVERSITY OF MAINE

Persons Present

Sen. Richard Berry, Chairman
Rep. Georgette Berube, Chairwoman
Sen. Ted Curtis
Rep. Anne Bachrach
Rep. Walter Birt
Rep. Leighton Cooney
Rep. Charles Dow
Rep. Sam Hinds
Rep. John Norris
Diana Scully, Legislative Assistant

Major Points Discussed

Faculty
Morale: Several members present felt that faculty morale at the University is exceedingly low. The following were suggested as possible reasons for the low morale:

- low salary levels,
- a large bureaucratic structure to contend with, and
- the attitude of the Governor toward faculty.

University
Autonomy: Sen. Berry stated that the University's Board of Trustees performs the same functions that the Appropriations Committee of the Legislature used to perform. Rep. Hinds suggested that if there were a standing committee on the University, the Legislature would be better informed about the activities of the University. Other persons felt that the Committee on Education should review all legislation dealing with the University and its budget.

Chancellor's
Office: It was felt that the primary role of the Chancellor's Office should be to coordinate the functions of the various University campuses and that the individual campuses must learn to cooperate with this office. Sen. Berry explained that important decisions are recommended by the Chancellor's Office for approval by the Board of Trustees.

Individual
Campuses: Rep. Cooney stated that each campus should be required to offer certain basic courses, so that students graduating from any campus will have experienced a comparable quality of education. Sen. Berry felt that the issue of the varying quality of individual campuses should be dealt with by the Board of Trustees, rather than by a Legislative body. In addition, he feared that automatic transfers of credits among the campuses could result in lower academic standards.

Who Should Go to College? It was felt that the philosophy about who should have a higher education is changing. When the University System was unified, the Board of Trustees had to accept the idea that everyone should go to college. Now it appears that many people do not agree with this idea (e.g., note the emphasis on vocational education).

Competition: A few comments were made about competition between the University and other components of the educational system (e.g., private colleges, privately-run courses, vocational education).

Education & Jobs: Some Committee members noted the difficulty in planning ahead in the area of appropriately preparing students for jobs available. An example cited was the glut of teachers on the job market.

Tasks

The Committee decided to carry out the following tasks, with respect to its study of the University.

1. Examine the university systems in focusing on how the systems are set up and how they interact with the state Legislature.
2. Obtain copies of:
 - a. The Reallocation of Resources Report recently completed by University staff.
 - b. The Legislative Council's report about the University.
3. Find out which parts of the university are accredited and which are not.
4. Invite the Chancellor to meet with the Committee during the latter part of July to discuss the study.

STUDY OF THE UNIVERSITY OF MAINE

PRELIMINARY LIST OF ISSUES
IDENTIFIED BY THE COMMITTEE

DESCRIPTION

1. Autonomy of the University

The Committee believes that many members of the Legislature would like to know more about the workings and activities of the University. The following suggestions have been made as possible ways for the Legislature to become better informed:

a) Establish a standing legislative committee on the University.

b) Require that all legislation related to the University be reviewed by the Committee on Education.

c) Require the University to submit a line item budget and a program budget to the Legisla-

d) Not only require the University to submit line item and program budget to the Legislature, but also allow the Legislature to appropriate funds on both a line item basis and a program basis.

2. Philosophy of Higher Education

Some members of the Committee suggest that the consolidation of the University in 1967 was, in part, a reflection of the philosophy that higher education should be available and accessible to everyone.

These members note that there is some sentiment for a reassessment of the philosophy, some fear that universal higher education is synonymous with lowered academic standards, and some discouragement about the fact that higher education no longer guarantees graduates good jobs.

3. Quality of Individual Campuses

No consensus appears to have been reached by the Committee on the issue of "transferability" of credits. For example:

a) Some members believe that credits earned by a student at any campus should be transferable to any other campus.

b) Some also think that the Legislature should require each campus to offer certain basic courses, so that students at all campuses would be equally prepared and so that the transfer of credits would cease to be an important issue.

c) Other Committee members argue that across-the-board permission to transfer any credit to any campus, would seriously and adversely affect the quality of the programs at certain campuses.

4. Faculty

There is a lot of concern among Committee members about the salary levels, quality, turnover, productivity and morale of the University Faculty.

5. Competition

Some people on the Committee are also interested in examining the role of the University vis-a-vis other components of the education system, such as private colleges, privately-run courses (e.g., real estate), and vocational education.

6. Graduate Programs

There is some concern on the part of the Committee that the graduate programs appear to receive a disproportionate amount of the University's resources. In addition, the following question has been posed: Why aren't graduate students required to pay higher tuition, and thus bear their fair share of paying for their education?

7. Reallocation of Resource Report

The Committee expressed a great deal of interest in learning about the recommendations of the recently released "Reallocation of Resources Report".

COMMITTEE ON PERFORMANCE AUDIT
Notes on Meeting of
August 25, 1976 (2:30 P.M.)

APPENDIX IV.

Persons Present

Rep. Georgette Berube, Cochairperson
Sen. Ted Curtis
Rep. Anne Bachrach
Rep. Walter Birt
Rep. Charles Dow
Rep. Sam Hinds
Rep. John Norris
James Page, Chairman, Board of Trustees, University of Maine
Patrick McCarthy, Chancellor University of Maine
Diana Scully, Legislative Assistant
Bob Clarke, Legislative Assistant

1. Committee
on the
Univer-
sity

Rep. Berube began the meeting by raising the question of whether a standing committee on the University is needed. The Chancellor and the Chairman of the Board of Trustees of the University responded with the following comments.

- a. Freedom v. accountability. It is difficult to strike a balance between the University's need for freedom and its responsibility to be accountable.
- b. Good relationship. The present relationship between the University and the Legislature is a good one, from the University's point of view.
- c. More information. The University would be happy to provide the Legislature with more information than it provides at present. However, such information does not need to be provided to a new standing committee.
- d. Trustee turnover. The members of the Board of Trustees serve 7-year, staggered terms. Only 2 trustees have served two terms since 1967. Because of the turnover in trustees, the University is able to remain responsive to the people of Maine.

At later points during the meeting both Rep. Norris and Sen. Curtis asked the Chancellor and Chairman (in so many words) whether they would rather report to the Appropriations Committee or a new standing committee. The Chairman replied that the University has no complaint about its relationship with the Legislature. The Chancellor and the Chairman both appeared to agree that the University is getting a fair hearing and that a structural change (e.g. setting up a new committee) would not enhance communications with the Legislature.

2.Planning
Activities

According to the Chairman of the Board an ad hoc committee has been formed to examine the structure and missions of the University. The Chancellor mentioned that the University is trying to determine the best way to allocate state funds.

The Chancellor stated that he would send a copy of the Re-allocation of Resources report to the Committee's legislative assistant.

3.Transfer-
ability

The Chancellor described the difficulty involved in the transfer of credits. He stated that the University has failed to communicate to the consumer this difficulty which results from transfers from program to program, from campus to campus, and from another college or university to the University of Maine.

4.Budgetary
Matters

Various budgetary matters were discussed during the meeting including the following:

- a. Line item budgets. Rep. Birt stated that because the University has always been open with the Legislature, he sees no real need to require the University to submit line item budgets to the Legislature.

b. Decreased funding. The Chancellor commented that 10% budget cuts were devastating to the University system. The Chairman of the Board pointed out that the University's percentage of the total state budget has declined from 11% to 8.9% over the past few years.

Rep. Bachrach, who suggested that education is not simply a matter of dollars and cents, asked what the results of decreased funding have been and how harmful effects could be demonstrated. The Chancellor replied that programs and faculty have been truncated and that additional fees are being charged. The Chairman of the Board added that the maintenance of the \$150 million physical plant (replacement cost of \$250 million) is slipping.

The Chancellor maintained that Maine is getting more education for the dollar than it got 10 years ago. He warned the the Committee that if the trend of decreasing dollars spent on higher education continues, then the quality of education will also decrease.

5. Philosophy
of Educa-
tion

During a brief discussion of approaches to education, Sen. Curtis introduced his proposal to set up a number of small universities without a central office of control. He suggested that 8 smaller universities could get more funding than one large university. He also indicated that the boards of trustees of small universities could be more responsive to their constituents, than can the present Board of Trustees of the University.

Another matter discussed was raised by Rep. Dow, who asked whether the number of students attending the University should be increased or decreased. The Chancellor responded that the University's employment placement record has been pretty good, and that democracy is based largely on good education. He felt that higher education is one expenditure that Maine cannot afford not to make. The Chairman of the Board stated that he regrets that the University has not reached more people.

6. Faculty

The Chancellor stated that faculty salaries are a long-term problem to be addressed. At Sen. Curtis' request, the Chancellor agreed to provide the Committee with data about the faculty members who leave the University.

7. Private v. Public Higher Education

The competition between the University and private colleges was discussed briefly. Arguing that private colleges should not be put out of business, the Chancellor commented that access must be offered along with choice. He also pointed out that the University has one mission which the private schools do not have: i.e., the University offers higher education at an affordable price.

The Chairman of the Board stated that the Post-Secondary Education Commission was established to plan and coordinate the efforts of the public and private institutions of higher education. Pointing out the difficulty in such planning, he mentioned that in Maine there is duplication in nursing programs.

1. Graduate Programs

One Committee member had suggested previously that the University devotes a disproportionate amount of its resources to graduate education. The Chancellor disagreed with this suggestion, and pointed out that during 1973-74 the following degrees were conferred:

2944 B.A.'s	686 graduate degrees
572 Associate degrees	26 Ph.D.'s
<u>3516</u> undergraduate degrees	53 law school degrees
	<u>765</u> graduate degrees

When Rep. Hinds stated that Maine had few out of state law students because of COMPACT, the Chancellor responded that a decision has been made to drop out of COMPACT. When Rep. Hinds asked for a comparison of the dollars spent on graduate students and undergraduate students, the Chancellor replied that to separate out graduate and undergraduate students would be both artificial and not meaningful.

9. Tuition

The Chancellor stressed the importance of ensuring that tuition is fair and not a barrier to students. He stated that tuition and fees currently pay for - and should continue to pay for - 1/3 of the University's budget.

The Chairman of the Board indicated that even with the present tuition rates, the University is charged with being elitist.

COMMITTEE ON PERFORMANCE AUDIT
SUBCOMMITTEE VISIT TO UMO
September 29-30, 1976

I. Subcommittee Members:

Rep. Samuel Hinds, Chairman
Rep. Anne Bachrach
Rep. Charles Dow
[Diana Scully, Legislative Assistant]

II. Agenda for Subcommittee's Visit to University of Maine at
Orono (UMO):

September 29, 1976

10:00 A.M.	Meeting with Faculty Members
1:30 P.M.	Meeting with Classified Employees
3:00 P.M.	Meeting with Professional Employees
4:00 P.M.	Public Meeting

September 30, 1976

8:30 A.M.	Student Aid Discussion
9:00 A.M.	Meeting with Students
10:30 A.M.	Meeting with President's Council
11:30 A.M.	Public Meeting
12:30 P.M.	Lunch with the Deans

III. Summary of Issues Raised by Various Groups.

A. FACULTY MEMBERS (including representatives chosen by the faculty membership of the Council of Colleges and individuals appearing at the public meetings)

1. Effects of inadequate budget:

a. Salaries are too low. Faculty members believe that they are underpaid. During the meeting with the Hinds Subcommittee, the faculty representatives made the following points:

- UMO competes in a national job market for faculty members.
- Salaries at UMO for faculty members at various levels are several thousand dollars below national averages.
- Because salaries at UMO are so low, many outstanding faculty members have left for more highly paid positions.

b. Facilities and services are inadequate. Faculty members provided the Subcommittee with many examples of insufficient facilities and decreased services, including the following:

- Computer services are severely limited.
- Classrooms and laboratories are often crowded.
- The Bangor Community College program has been cut back.
- Dormitory rooms meant for two students, now house three students.
- Professional journals are less available.
- Graduate students no longer serve as teaching assistants.
- The concert series has been discontinued.

c. Faculty workloads have increased. Several persons mentioned that the increases in class size and the loss of teaching assistants have resulted in increased workloads for many faculty members. When both research and teaching have been budgeted for faculty members, the research is often necessarily neglected, so that the faculty members can carry out their heavy teaching responsibilities.

d. Faculty morale is poor. The low salaries, insufficient facilities, reduced services, and increased workloads appear to have contributed to the poor morale among faculty members.

2. Attitudes toward "Super U"

a. The present university system has hindered the development of UMO. Many of the UMO faculty members present at the meeting suggested that the consolidated university system has retarded the development of the Orono campus. They indicated that funds have been siphoned off from UMO and plowed into the six other campuses.

b. The campuses of the University are not equal. Several faculty members suggested to the Hinds Subcommittee that Fort Kent and the other smaller campuses are not equal to UMO and UMPG. Examples of transfer students faring poorly in UMO classes were cited to underscore the uneven standards and difference in quality of education between UMO and the smaller university campuses.

c. The campuses of the University should not be equal. According to a few faculty representatives the Chancellor's basic intention is to "homogenize" ... to "attain equalization". Many persons indicated that this approach has resulted in duplication of programs. The suggestion that campuses should specialize in particular subject areas seemed preferable to the faculty than the idea that all campuses should teach all areas.

3. Attitudes toward Chancellor's Office.

a. No one is listening. A recurring theme heard by the Hinds Subcommittee was that because faculty are so far removed from the university's decision-making process, they do not have the opportunity to have an effect on solutions to problems related to the University. Several persons felt that no one in the Chancellor's Office would listen to their ideas.

b. Access to information is limited. It was suggested several times that access to information in the Chancellor's Office has been limited.

c. The Chancellor's staff lacks experience. A few persons present at the meeting felt that because the staff in the Chancellor's Office are relatively new (and, therefore, lack experience with University affairs), they cannot understand the details of various programs from campus to campus.

d. The cost of the Chancellor's Office is excessive. Some of the faculty members were disturbed that money has been poured into the Chancellor's Office, at a time when faculty are so underpaid and facilities and services are so inadequate.

e. The Chancellor's Office has not taken the initiative to coordinate programs among campuses. In the few instances in which there has been cooperation among campuses, the faculty has taken the initiative - not the Chancellor's Office.

4. Reorganization.

There appeared to be a great deal of support for some sort of restructuring of the University system. Many people agreed that a centralized administration is appropriate for "bricks and mortar" decisions, but that a decentralized system is far more desirable for academic decisions.

The following is the recommendation of one faculty member for reorganizing the university system:

- The campuses at Fort Kent, Presque Isle and Machias would each have a dean responsible to a president at the Orono campus.
- The campuses at Augusta and Farmington would each have a dean responsible to a president at the Portland-Gorham campus.
- The two presidents would be responsible to a single board of trustees.

B. CLASSIFIED EMPLOYEES (including representatives of maintenance, secretarial, security, and kitchen personnel)

1. Budget Cuts

a. The number of classified employees has decreased. The Hinds Subcommittee learned that the number of classified employees at UMO has decreased by around 5% from 1281 two years ago to 1216 at the present. One reason for this decrease has been a ban on new hiring. A second possible reason for this decrease is the low wages paid to classified employees.

b. Wages are low. The classified representatives present at the meeting pointed out that the average wage for classified employees at the university is only \$3.63 per hour. According to the Department of Manpower Affairs the average wage in the State is \$4.20 an hour. The top paid classified employee makes \$12,500 per year.

One employee stated that the average cook's salary in Bangor is twice the amount made by a cook at the University. This comparison did not include benefits other than salary.

A few persons suggested that one result of low wages is that the less competent people remain behind, while the more competent ones move on to find more financially rewarding work.

c. Responsibilities have increased. Because so many classified employees have left the university, the workloads for those remaining have increased. Several of the employees who spoke with the Hinds Subcommittee, expressed frustration about the fact that their responsibilities have increased, while their wages continue to be so inadequate.

d. Some maintenance services have been reduced. Some maintenance services, such as snow plowing, have been reduced as a result of the budget costs.

2. Attitudes towards the system

a. Personnel problems at UMO are unique, but are not recognized as such. One spokesperson for the classified employees told the Hinds Subcommittee that because over 1/2 of the university system's classified personnel work at UMO, there are unique personnel problems at UMO. This person stated that the Chancellor's Office often fails to act on problems confronting the UMO employees. The excuse for no action is usually that the particular issue has "system-wide implications".

b. Employees have little access to the Board of Trustees. The classified employees seemed to feel that the policy-makers are not even interested in talking with them. First, only a very few classified personnel serve on the various advisory committees on the Board of Trustees. Second, the procedures for bringing matters before the Board are very rigid and must be strictly adhered to. In sum, in the eyes of the classified employees, the system seems to foster obstruction rather than cooperation.

One person suggested that if the system had been more responsive, there would probably be less interest in collective bargaining among the classified employees.

c. Consolidation has not improved things. None of the employees present cited examples of positive effects of the consolidated university system. One person commented in very general terms that the things that are working out well at the present are those things that were in effect prior to consolidation.

d. Consolidation has resulted in duplication. One of the employees told the Subcommittee that the Chancellor's Office duplicates the activities of the individual campus administrations. Several people present suggested that the money spent to run the Chancellor's Office is "wasted".

C. PROFESSIONAL EMPLOYEES (including non-teaching personnel in the registrar's office, the financial aid office, the career development office, the library, health and counseling services, and directors of various programs and institutes)

1. Budget
Cuts

a. Community services are being cut. The Hinds Subcommittee was informed that the three functions of higher education are teaching, research, and community service. Community services include the Bureau of Public Administration, the Experiment Station, and a wide range of special projects (e.g., the Women's Resource Center, training for zoning officials, programs related to the environment, financial management for fishermen...). Many of these community services are being cut.

b. Health and counseling services were cut back. Because 95% of the \$1.2 million student affairs budget is in salaries, the effects of cuts in this budget have been very tangible.

Except for the director, appointments of staff to the Conseling Center had to be made for the academic year rather than for the fiscal year. For one month during the summer there was no coverage by this center.

Health services were also cut back last summer: No services were available to students during the evenings.

c. Additional fees are being charged. In the area of health services the University must now charge at \$14 fee. While this fee is low in comparison with health fees charged by other land grant universities, its impact on students, coupled with fee increases in other areas, is great. Only 60% of the students have paid this fee. The others will have to pay on a fee-for-service basis.

In the areas of physical education and athletics, students must now pay for many things that used to be free, such as lockers, equipment, and tickets to athletic events.

d. Library services have been reduced. Because the library has lost several staff members and because cuts in funding for student wages have resulted in fewer "shelvers", services offered by the library staff have been necessarily reduced. (There has been adequate funding for books.)

e. Across the board there are fewer professional staff than there were 5 years ago. These people have greater responsibilities, but have not received commensurate increases in their salaries. One professional employee voiced his concern to the Hinds Subcommittee that the quality of work diminishes when staff have too much to do.

2. Attitudes
toward the
system

a. The Chancellor's Office is just another layer of the bureaucracy. Some of the professional employees felt that the results of coordination by the Chancellor's Office are not at all apparent. Even though information is collected from the campuses, people do not know what use is made of it.

b. Professional employees lack access to the Chancellor's Office. The employees who appeared before the Hinds Subcommittee were quite distressed about their lack of access to the Chancellor's Office. Specifically, they were concerned that no action has ever been taken on an "employment security" document, which is very important to the professional employees.

c. Things cannot be done at the campus level, unless they are done system-wide. Like the classified employees, the professional employees expressed frustration that the Chancellor's Office often fails to take action on problems at the campus level, because the action would have to be taken system-wide.

d. The Chancellor's staff lacks experience. A few people present at the meeting stated that only a few people on the Chancellor's staff have had educational experiences comparable to the experiences of the professional employees. Implied was the opinion that, generally speaking, the Chancellor's staff has inadequate skills to effectively deal with the individual campuses.

e. The present system contributes to duplication. The consolidated university system has resulted in duplications of effort. For example, both the Chancellor's Office and the UMO campus conduct accounting activities.

f. There is a lot of competition among the campuses within the system. According to one employee, there is a lot of friction among the campus presidents. UMO and UMPG often agree on matters, while the larger and smaller campuses often disagree on matters.

3. Job
Security

The professional employees have the least job security of any employee group within the university system. The employee security document, which was allegedly shelved by the Chancellor's Office, deals with this problem.

D. FINANCIAL AID PERSONNEL*

Financial aid personnel reported to the Hinds Subcommittee that the total cost for all students living on the UMO campus is around \$19 million this year. Student aid cover \$7.475 million of this total cost.

The average cost per student rose by \$300 this year.

E. STUDENTS (including only a few student leaders)

1. Budget
Cuts

a. Costs to students have increased. Room and board rates for students have increased by \$100. Tuition rates increased by \$300 for out-of-state students and \$100 for in-state students.

b. The quality of education has decreased. Some students feel that their classes are too large. Others have found that some courses are not available.

Students told the Hinds Subcommittee that faculty have been able to spend less time with them. In addition, the students believe that poor faculty morale has contributed to a decrease in the quality of education, because some of the best faculty members have left.

The students who met with the Hinds Subcommittee felt that they were spending more and getting less.

c. The access to education has been hindered. The student body president pointed out that a basic concept of a land grant university is to provide education to a lot of people. He felt that budget constraints have resulted in limited access to the University.

2. Students'
views of
system

a. Students have not understood the University's financial predicament. Because students do not understand the budgetary and political processes very well, they seem not to care about what happens to the University. However, because students are now beginning to feel the effects of budgetary constraints (e.g., increased fees and tuition, reduced services, fewer cultural events...), they are beginning to better understand the financial problems confronting the university.

* See Attachment II for further details about financial aid.

b. The students' view of the University's function has changed. The student body president suggested that students used to look upon the University as an instrument of social change, but that now they seem to want the university to function as more of a trade school.

F. PRESIDENT NEVILLE

1. Relationship between University and Legislature

a. Communications should be improved. President Neville told the Hinds Subcommittee that the University has not been able to get across to the Legislature the real needs of the University. The Legislature should realize that the University is more of an investment than an expenditure.

b. A legislative committee on the University might help improve the communications. The President suggested that a subcommittee consisting of representatives of the joint standing Committees on Education, Appropriations and Performance Audit, should be formed to review University-related matters.

2. Comments about the Budget

If the University's budget is not increased, the practical effect will be a \$1/2 million cut. According to President Neville, 9%-11% increases in certain costs would result in budget cuts, if the budget levels remain the same.

If this happens, further cuts will have to be made, and morale will suffer further.

3. Salaries

a. Last year salary increases averaged 8 1/2%. The President told the Subcommittee that a 5% pay increase was made across the board and that 80% of the employees received an additional 3.8% merit increase.

b. UMO salaries are published and available to the public.

c. There is a list of personnel who have left UMO for "better opportunities" (e.g., higher salaries). The numbers of employees (most of whom are faculty members) who have left for better opportunities over the past few years follow:

<u>Year</u>	<u># of people who left</u>
1973-74	10
1974-75	18
1975-76	32

4. Research

a. UMO is obligated under federal laws to carry out research. The great emphasis on research attracts high-quality faculty members at UMO.

b. Competition for research dollars is nation-wide. Nationally, the amount of funds available for research has declined. However, UMO has captured an increasing amount of research dollars since 1971:

<u>Year</u>	<u>Amount of research dollars captured by UMO</u>
1971	\$ 1 million
1972	1.6 million
1973	2.1 million
1974	3.1 million
1975	3.8 million
1976	4.2 million

The Sea Grant accounts for the greatest proportion of these research dollars. Forestry research follows.

c. Research is not always applicable to Maine. President Neville told the Subcommittee that some of the research, required under federal law, is not applicable to Maine. A goal of UMO is to become involved in more regional projects which are relevant to Maine.

COMMITTEE ON PERFORMANCE AUDIT
SUBCOMMITTEE VISIT TO UMPG
OCTOBER 6-7, 1976

I. Subcommittee Members:

Sen. Theodore Curtis, Chairman
Rep. Walter Birt
Rep. John Norris
[Diana Scully, Legislative Assistant, accompanied
the Subcommittee.]

II. Agenda for Subcommittee's Visit to the University of Maine at Portland-Gorham (UMPG):

October 6, 1976

10:00 A.M. Meeting with President and Vice-Presidents
11:00 A.M. Meeting with Professional Staff Senate
1:30 P.M. Meeting with Deans
3:00 P.M. Public Meeting
6:00 P.M. Meeting with Student Senate

October 7, 1976

8:45 A.M. Meeting with Classified Employees Advisory Committee
11:00 A.M. Meeting with Faculty Senate
12:00 NOON Lunch and Discussion with Director of the Center for Research and Advanced Study
1:00 P.M. Presentation about Academic Outreach Programs.

III. Summary of Issues Raised by Various Groups

A. PROFESSIONAL EMPLOYEES (members of the Professional Staff Senate)

1. Relationship between University and Legislature

1a. The Legislature is not adequately informed about the University. During discussions with the Curtis Subcommittee, professional employees indicated that the Legislature needs to be better informed about all campuses of the University. It was suggested that because the campus presidents are in touch with the problems and uniqueness of individual campuses, the presidents (rather than the Chancellor's Office) should represent the University in dealing with the Legislature. It was felt that there is a "bottleneck" in the Chancellor's Office.

1b. There should be a Legislative Committee on the University of Maine. A spokesman for the professional employees told the Curtis Subcommittee that the establishment of a Legislative "liaison" committee specifically on the University would help the Legislature to become better informed about the affairs of the University.

Several employees stated or implied that, at present, there is an adversary relationship between the Legislature and the

University, and that this relationship should be improved.

1c. State dollars should be appropriated by the Legislature to the University on a campus by campus basis. Some of the professional employees commented that funds have not been appropriated according to the needs of individual campuses. One person suggested that Maine should make appropriations on a campus by campus basis.

2. Resource Allocation Report

2a. The uniqueness of individual campuses is not being addressed. The professional employees present at the meeting with the Curtis Subcommittee felt that the University has neglected the uniqueness of each campus.

2b. A report which focuses on this uniqueness has been shelved. The Resource Allocation Report, completed over a year ago, examines the levels of students at each campus (e.g., part-time students, law students...) and recommends a reallocation of resources based on the levels.

The trustees have received a copy of this report which was, initially, unanimously approved by the Administrative Council (i.e., the campus presidents). No action has been taken on the report's recommendations.

3. Transfers

3a. The transfer of students and credits from campus to campus continues to be a problem. During the meeting with the Curtis Subcommittee, the professional employees indicated that the Chancellor's Office has not helped to facilitate the transfer of students and credits.

3b. It is difficult to determine whether courses on various campuses are truly equivalent. One person recommended that a uniform numbering system for all the campuses, would help ensure that courses offered in particular areas at different campuses would be roughly equivalent.

4. Centralized Functions

4a. There are some advantages to a centralized operation. The professional employees seemed to agree that there are certain functions, such as budgeting and data processing, which should remain centralized in the Chancellor's Office.

4b. The centralized computer system needs additional funding. Presently, it is difficult for University personnel to get a timely response from the computer.

Because the system lacks sufficient funding, the University must hustle for outside business (e.g., Bangor Hydro-Electric) to help pay IBM for the costs of the computer. Such outside business

makes further demands on an already over-loaded system.

4c. There is no centralized admissions data. One result of the inadequate computer system, is the lack of centralized admissions data.

5. Continuing Education Students

There are 14,000 continuing education students at UMPG. One of the professional employees pointed out to the Curtis Subcommittee that one must remember that there are 14,000 continuing education students, in addition to the 4,000 regular students. He stated that the concept that the continuing education students are not "real" students (and, therefore, do not cost anything) is faulty.

6. Collective Bargaining

People are beginning to discuss the collective bargaining law. When Senator Curtis asked for an update on the effects of the new collective bargaining law, the following comments were made:

- Only around 100 out of 800 employees have attended meetings recently held to explain the new law to employees.
- All of the university libraries will have materials on collective bargaining.
- Presently, there is no formal grie-

vance procedure for professional employees.

7. Medical Insurance

University employees do not pay for their medical insurance premiums. When Senator Curtis inquired about the effects of the Legislature's unintentional failure to adequately fund medical insurance for university employees, one person responded that the University, not the employees, has filled in the void.

B. DEANS

1. Law School

1a. Morale at the Law School is quite high.

1b. There is a net loss of faculty at the Law School. Dean Bert Prunty of the Law School told the Curtis Subcommittee there are 12 full time teachers, plus the library and dean's staff. In addition, there are 5 part-time teaching members of the bar.

Two full-time faculty positions have remained unfilled.

1c. Law School Faculty want to be a separate bargaining unit. Dean Prunty remarked that the faculty have filed a petition to be a separate bargaining group under the new collective bargaining law. The reason for this is the fact that the Law School faculty receive higher salaries than faculty elsewhere in the University.

ld. The student body should be heterogeneous. In the past, 60%-70% of the 240 law students were residents of Maine. According to Dean Prunty, the new target for the percentage of Maine residents is 80% of the student body.

While there is disagreement on the subject, some people believe:

- that it is necessary to have a heterogeneous student body to have a good law school, and
- that heterogeneity (and, therefore, quality) can be accomplished by a relatively low percentage of out-of-staters.

le. The demand for admission is great.

During each of the last 2 years, an average of 1150 persons applied for admission to the Law School. The school attempts to achieve an entering class of 80 students. For each 2 people admitted to the Law School, one actually attends.

lf. The school has a good system of rotating courses. Despite the net loss of faculty members, students can usually get the courses they want. One reason for this is the system of rotating courses in which many electives are offered every other year.

lg. Tuitions have increased. Last year tuition was \$1750 for out-of-state students and \$600 for in-state students. This year tuition has increased to \$2350 for out-of-state students, and \$900 for in-state students.

lh. The Law School is superb. The University of Maine Law School is rated as a "Class A" School by the American Bar Association. This is the same rating given to the Harvard and Yale law schools.

However, Dean Prunty pointed out to the Curtis Subcommittee that the goals of Maine's law school are to be of service to Maine and to be the best school for Maine, rather than to compete with nationally recognized schools.

li. The school's most pressing need is more funding for the library.

2. School of Nursing

2a. There is a 4-year nursing program at UMPG. According to Dean Judith Stone of the School of Nursing, there are approximately 400 nursing students at UMPG. During the junior year 45 transfer students are automatically accepted from UMO and 10 are accepted from UMPI.

2b. There are also other nursing programs in the State. St. Joseph's College in Windham has a 4-year B.A. program, now in its third year. There are 2-year, asso-

ciate degree programs at UMA, Bangor Community College (UMO), and Central Maine Medical Center.

3. School of Education

3a. The greatest need of the School of Education is funding for faculty development. According to Harlan Philippi, Dean, School of Education, a change in the focus of teaching has occurred. As a result many of the 46 full-time faculty members need retraining.

3b. There is a proposal to phase out secondary education courses at UMPG. Dean Phillipi told the Curtis Subcommittee that except for math education, a phasing out of secondary education courses over the next 3 years has been proposed. If this happens the secondary education students will have to go to UMO.

3c. There is a possibility of losing the rehabilitation counseling program. Federal dollars which have supported a rehabilitation counseling program are about to dry up. It is hoped that the State will help pick up the costs of the program.

4. Business School

4a. Enrollment has increased dramatically. Dean John Bay of the Business School told the Curtis Subcommittee that there has been a 45% increase in enrollment in the school during the last 2 years.

4b. Partly because of low salaries, there has been no corresponding increase in faculty. There are 20 faculty members at the Business School. The top faculty salary is \$20,500 for a full professor. Because salaries are so low, it is difficult to keep the present faculty and to attract new faculty in certain areas, especially at the graduate level of teaching.

4c. There are several programs at the Business School. In addition to the 4 year undergraduate program, the School offers an M.B.A. program, a banking program, a real estate program, and, in cooperation with the Southern Maine Vocational Technical Institute, a hotel/motel management program.

Many students participate in the Small Business Administration Program, under which the students actually work with small businesses in Maine.

4d. The lack of resources has had a negative effect on both morale and development of the school.

5. College of Arts and Sciences

5a. The College of Arts and Sciences is a consortium of 18 academic programs.

According to Dean Konnilyn Feig of the College, 6,000 students take courses on the 2 campuses each semester. There are

125 full-time and 80 part-time faculty members.

5b. The salary problem is acute for most of the 18 departments. Dean Feig informed the Curtis Subcommittee that full professors in the college make \$15,000-\$20,000 per year. Faculty typically become full professors only after 10 years.

Dean Feig indicated that while faculty turnover is not high, the kind of person who leaves UMPG is the young, promising faculty member. She further stated that it is a myth that it is easy to get new faculty.

5c. Budget cuts have affected much more than salaries. Dean Feig pointed out that there are limited dollars for research, for traveling to professional conferences, and for equipment and supplies. Workloads and class sizes are large. Graduate assistants have been cut.

6. Comments about the University System

6a. UMPG was under-funded at the time of the consolidation. The deans appeared to agree that UMPG was inadequately funded at the time of the consolidation and that it has never been adequately funded since.

6b. The solution to insufficient funding is not necessarily breaking up the University. The University system offered

the campuses a chance to avoid duplication and to share resources. These goals have never really been accomplished because the system needs more dollars - not because the system has failed.

C. STUDENTS (members of the Student Senate)

1. Student Enrollment

1a. The typical student enrolled at UMPG is a resident of Southern Maine, is poor, and is 25 years of age or older. Students provided the Curtis Subcommittee with the following information:

- 75% of UMPG's student body is from Cumberland and York counties.
- Most UMPG students work, receive GI benefits, or get financial aid. The average student is not getting "a free ride".
- 47% of all students are age 25 or older. The average age of continuing education students is over 30.

2a. Enrollment at UMPG has decreased by 7%. Accessibility has been one of UMPG's priorities. However, during the past few years accessibility has decreased. Programs have been trimmed, eliminated, or not begun. Students have had to pay higher tuition. As a result, enrollments have declined.

2. Effects of
Inadequate Funds

2a. UMPG does not get its fair share of the pie. Students told the Subcommittee that UMPG does not operate as well as it could, because it needs more attention and funds.

2b. Teachers receive low salaries. One student stated that in the School of Business and Economics the number of students has increased, but the number of faculty members has not.

Another student felt that students are being "punished", because some teachers are leaving and others who must take on second jobs are spending less time with students.

3b. The physical plant budget has suffered. The subcommittee learned from one student that there has been no new construction, except for a "shell of a science building". In addition, maintenance of buildings has been neglected.

3. Coordination among
Campuses

3a. A big problem has been the "split" between the Portland and Gorham Campus. One student suggested to the Subcommittee that each campus should specialize in certain subjects.

3b. There are some problems involved from transferring from UMPG to other campuses. A few students suggested that students need to have more information about transfer

requirements. One student was frustrated because students seem to get different information from different sources.

Another person complained that when some students (e.g., civil engineering and Spanish majors) transfer from UMPG to UMO to finish their majors, they must take additional courses.

4. Financial Aid

The Subcommittee heard varying opinions about the adequacy of financial aid. One student commented that financial aid is a help, but is not enough. She felt that there should be more work-study arrangements and fewer loans. Another student indicated that financial assistance is more than adequate.

5. Recommendation

A few students recommended that the small campuses should be consolidated into UMO, and that UMPG should become the University of Southern Maine.

E. CLASSIFIED EMPLOYEES (members of the Classified Employees Advisory Committee)

1. Subjects of Concern

The Classified Employees Advisory Committee prepared a written description of their concerns for the Subcommittee. Which can be briefly summarized as follows:

1a. Salary policies and practices relating to longevity, raises, and job descrip-

tions are often unfair. The same policies in effect for state employees should be in effect for university employees.

lb. Classified employees should have more input into policy decisions. For example, they would like to be represented at Trustees' meetings, meetings of the Administrative Council, and meetings on revisions in the Personnel Handbook. In addition, they would appreciate having access to various information and reports prepared by the Chancellor's Office.

lc. Classified employees should have an optional contributory pension plan, as do the administrators and professionals.

2. Morale

2a. Factors other than salary also contribute to poor morale. One employee felt that there has been such a tremendous "shifting" of offices. The same person indicated that employees do not know who to turn to when they have problems.

2b. Morale is helped by certain positive aspects of working at the University. One employee enumerated a few morale-boosting aspects of the job, including the following:

- The job is secure.
- The people are nice.
- Employees can take continuing education classes.

F. FACULTY (including members of the Faculty Senate and individuals speaking out at the public meeting.)

1. Attitudes toward Administration

1a. Faculty members have no input into decision-making. Most of the faculty members who spoke with the Curtis Subcommittee appeared to feel left out of the decision-making process. Many of them indicated that communication with the Chancellor's Office has been negligible and that collegial input has neither been sought nor accepted.

One person felt that if the goal of the University is academic quality, then the faculty should make the decisions.

1b. There is too much administration.

One professor stated that the number of administrators is greater than the number of faculty members. Another alleged that there has been a 33% increase in the number of administrators making decisions for UMPG.

One other faculty member mentioned that in 1972 a bureaucracy was set up to deal with 10,000 fulltime students at UMPG. He pointed out that UMPG has only half that number of students. He felt that there are too few faculty and an over-abundance of deans.

lc. Decisions take too long. Some of the faculty members told the Curtis Subcommittee that decision-making is too long a process, because so many layers of administration are involved in the process.

ld. Too much money is spent on the administration of the University. A few people were concerned that **scarce** dollars are being spent on administration at the expense of teaching activities.

2. UMPG Merger

2a. The merger of the Portland and Gorham campuses has hindered the development of certain departments. Some faculty members, in particular, representatives of the math department, felt that the merger of the Portland and Gorham campuses has hurt their departments. A few persons felt that the merger has retarded the development of the campuses by several years.

2b. There has been no sense of unity since the merger. A few faculty members told the Curtis Subcommittee that since the merger, a sense of unity has not been achieved. Reasons suggested include the following:

- The campuses are 10 miles apart.
- People on each campus do not consider themselves merged.

2c. The merger has resulted in problems in the areas of busing and scheduling.

According to one faculty member, it is costly to bus students to and from the 2 campuses. He also suggested that the merger has caused scheduling problems and that students have to spend too much time traveling between the 2 campuses.

3. University: Before and After Consolidation

3a. There is no more coordination now than there was before the consolidation.

Several faculty members felt that the present structure has done little or nothing to facilitate coordination among the campuses. Some comments suggested an absence of planning by the Chancellor's Office.

3b. Communications within the university system have not improved since the consolidation.

A few faculty members mentioned that the consolidation has not resulted in increased contacts among campuses. One person indicated that this lack of communication has had an adverse effect on transferability, because faculty members on one campus do not know what their counterparts on the other campuses are doing.

3c. Competition still exists among campuses.

During this meeting the Subcommittee heard that campuses still compete with one another, and that UMO usually wins. One faculty

member stated that UMO fears that UMPG and the other campuses will get dollars at the expense of UMO.

3d. The State cannot afford to go back to the old system. In addition to the negative comments about the consolidated system, there were some positive comments. A few faculty members stated that centralization is necessary, if duplication is to be minimized.

One person felt that the legislation to break up the consolidated system has not been at all constructive, because it has given people who never liked the idea in the first place a glimmer of hope that a return to the past is possible. In his view, this proposal has had a negative impact on cooperation and communication both among campuses and between campuses and the Chancellor's Office.

4. Effects of
Inadequate Funds

4a. Neither the merger of UMPG nor the consolidation of the entire university system has been entirely successful, because there has not been sufficient financial backing. A few faculty members indicated that many of the problems confronting the UMPG campus are the direct result of insufficient funding. It was felt that with adequate financial support,

coordination, cooperation and communication could all be vastly improved.

4b. Traveling among campuses has been severely curtailed. The Subcommittee learned that UMPG faculty receive very little money for traveling. For example, a faculty member of the College of Arts and Sciences receives only \$32 per year for travel. This certainly does not encourage communication among campuses.

4c. Faculty members are underpaid. Several examples of faculty leaving for better paying jobs were cited during the meeting.

G. ACADEMIC OUTREACH PROGRAMS

1. YCCCS

Representatives of York County Community Colleges Services (YCCCS) made a superb audio-visual presentation to the Subcommittee about the history, purpose and goals of this program. The discussion which followed the presentation included the following points.

1a. YCCCS provides a Community Service function not only for UMPG, but also for the Southern Maine Vocational Technical Institute.

2b. All of the faculty members involved in the YCCCS programs are part-time.

3b. One purpose of YCCCS is to encourage

adults to return to school. To help adults feel comfortable about this idea YCCCS has set up 2 counseling centers - one in Biddeford and one in Sanford. The counselors help students and applicants wade through the required paper work and inform students about credit transfers, financial aid, etc.

2. CED

2a. The primary goal of the Continuing Education Division (CED) is to make it easier for older people to return to school.

The CED staff (which includes 5 professional and 6.5 classified employees) uses an advertising agency to help market its product of continuing education.

2b. 14,000 part-time students attend CED courses. Many of these students are interested in non-credit courses and in the 4 certificate courses offered.

3b. There is a serious space problem at night. Often CED students must take the courses off-campus.

4b. The CED pays for itself. CED programs at UMPG generate around \$250,000. Except for some indirect costs, the CED programs are self-supporting. Except for the University of Maine at Augusta, the other campuses do not return so much revenue to the E & G budget.

5b. There has been a dip in the CED enrollment this year. This is a trend both statewide and nationwide.

3. Relationship between
CED & YCCCS

3a. Staff at YCCCS have the authority to create programs. CED staff do not have this authority.

3b. Tuition at both YCCCS and CED is \$30 per credit hour. \$275 is the maximum tuition per semester at YCCCS. \$300 is the maximum at CED.

COMMITTEE ON PERFORMANCE AUDIT
SUBCOMMITTEE VISIT TO THE
UNIVERSITY OF MAINE AT MACHIAS

November 4, 1976

I. Subcommittee Members:

Rep. Ann Bachrach, Chairperson
Rep. Charles Dow
Rep. John Norris
[Diana Scully, Legislative Assistant, accompanied
the Subcommittee]

II. Agenda for Subcommittee's Visit to the University
of Maine at Machias (UMM):

8:30 A.M. Meeting with President and Staff
10:40 A.M. Meeting with Classified Personnel
11:15 A.M. Meeting with Academic Council
12:15 P.M. Lunch with Students
1:15 P.M. Meeting with Students
2:00 P.M. Meeting with Faculty and Professional
Staff
3:00 P.M. PUBLIC MEETING
3:45 P.M. Exit Meeting with President and
Staff

III. Summary of Issues Raised by Various Groups

A. PRESIDENT AND STAFF (including the Dean of
Academic Affairs, Dean of Student Affairs,
Business Manager, and Director of Physical
Plant, and Assistant to the President)

1. Faculty
Profile

1a. UMM faculty members wear many different hats. The Dean of Academic Affairs told the Bachrach Subcommittee that faculty members often combine other responsibilities with their teaching activities. Because the typical faculty member must undertake so many different activities, he or she must function as a jack-of-all trades.

1b. Many faculty come to UMM because they like the geographic area. The Subcommittee learned the following:

-There are 40 full-time faculty-staff members on campus. Of these, 7 are only part-time faculty members.

-17 (of the 40) are tenured faculty members.

-Half (of the 40) have doctorates.

1c. Some faculty members have left because of low salaries.

2. Programs

2a. UMM is involved in some very innovative programs. The Subcommittee was informed about UMM's new undergraduate degree program in the biological sciences. UMM received \$ 1/4 million from the National Science Foundation to carry out this program. UMM now has 2 mobile laboratories for soil and water testing, etc..

2b. There are still "pockets" of problems related to the transfer of credits from campus to campus. For example, students registered in the business program at UMM find it difficult to transfer to the UMO program. The reason: The UMO program is accredited; the UMM program is not.

The President stated that the 2-year associate degree programs at UMM are equivalent to 2 years of a 4-year program elsewhere. He told the Subcommittee that the working out of details related to transfers, should be the responsibility of the sending institution - not the receiving institution.

He also pointed out 2 types of students who would have a difficult time transferring:

-a student who majors in one area (e.g., English) and transfers into another area (e.g., engineering), and

-a student who wants to transfer from a 2-year "terminal" program (i.e., a program which is not intended to serve as half of a 4-year program) to a 4-year program.

2c. Faculty are willing to coordinate program activities with other campuses. There is travel money in the UMM budget, so that faculty can visit other campuses and try to coordinate their programs with the programs of their counterparts elsewhere. (However, there is no money for sabbatical leaves for faculty.)

3. Financial Aid

Through the efforts of the Chancellor's Office the financial aid package to UMM has increased dramatically. Prior to the consolidation of the University, the Machias campus disbursed only around \$25,000 in federal aid to students. In 1972 there was \$66,000 in federal assistance to students, and in 1976 there was \$475,000.

4. Attitudes toward the Chancellor's Office

4a. UMM draws on the strength of the consolidated university system. The President told the Subcommittee members that a coordinated university system is essential in a state, such as Maine, which covers a lot of territory and which has few dollars to spend.

4b. The Chancellor's Office is tremendously helpful to UMM in many ways. There appeared to be a consensus among the President and his staff that the Chancellor's Office is a real asset to UMM. Areas in which this office has played a positive and helpful role include the following:

-The office has encouraged the chief academic officers of all the campuses to get together and work together.

-The office recently helped to coordinate a meeting of registrars from the various campuses to work on a new uniform numbering system for courses.

-The office works closely with the physical plant staffs of the different campuses to help plan and work out problems related to facilities.

4c. The state should never return to the old university system. This comment was made in response to the proposal to have a board of trustees for each campus of the University of Maine, thereby eliminating the Chancellor's Office.

B. CLASSIFIED PERSONNEL

1. Pride in UMM

People are very proud of UMM. The Chairman of the Classified Employees Advisory Council pointed out several reasons for this pride:

-UMM is the most important meeting place in Washington County for academic, social, political and community activities.

-Area communities derive cultural benefits from UMM.

-Many of UMM's academic programs are unique to this area.

2. Wages

2a. The classified employees should receive higher pay. One of the employees told the Bachrach Subcommittee that because there is such a higher demand for scarce jobs in the Machias area, many people accept pay that is very low.

Another individual commented that he could make more money than he makes as a janitor if he did not work at all and if he received unemployment checks. This man, who takes home only \$98 per week, has received a raise of only \$5 over the past 2 years.

2b. The classified employee pay scale at UMM should be raised so that it is comparable to the state employee pay scale.

2c. The policies dealing with longevity, insurance benefits, and pensions should be closely examined and revised.

2d. Recently, only some of the 30 classified employees received merit pay increases. During the discussion with the Subcommittee, one employee indicated that it is difficult to work in harmony if only some of the employees who deserve pay increases get increases.

3. Increased Work loads

Because many people have left UMM or have been laid off, those remaining have greater responsibilities. One of the janitors mentioned that there has been a great increase in the size of the faculty and student body and no increase in the number of janitors. He suggested that some part-time help at night is needed.

4. Collective Bargaining

Some of the employees were concerned that if a bargaining unit wins a pay raise, the Legislature could cut all of their jobs. The subcommittee was told that 70% of the janitors are in favor of collective bargaining, but that other groups are not so sure about it.

5. Attitudes toward the University System

5a. UMM does not have a large enough voice in the university system. One of the classified employees commented that the smaller the campus, the less the "consideration" the campus gets.

5b. The University of Maine at Orono (UMO) believes that UMM siphons off dollars that UMO should get. The UMM employees do not agree at all.

5c. The board of trustees of the University has too much authority.

6. 2-year vs 4-year
Institution

UMM is afraid that it will be cut back to a 2-year institution. The reasons the classified employees do not want this to happen include the following:

-4-year education is important because it makes people more knowledgeable, which makes them better citizens.

-Children in Washington County cannot afford to go elsewhere for a 4-year college education.

C. ACADEMIC COUNCIL (including the Dean of Academic Affairs and the Chairman of the Humanities Department, Education Department and Business Studies Department)

1. Description of
Programs

1a. UMM has a strong business program. Years ago Machias was the State's specialist in business education. 6 years ago UMM began to develop programs in business subjects other than business education. Now students can earn both associate and bachelor degrees in business education, business administration and recreational management. Within the next few years UMM hopes to develop an executive secretarial program.

1b. An associate degree program in liberal arts has been developed to satisfy a constant, though not overpowering demand. UMM would also like to develop a 4-year, bachelor of arts program. UMM's mission statement calls for "liberal studies".

One person noted that the Presque Isle and Fort Kent campuses already have liberal arts programs. He felt that UMM could do the same "within its present capabilities".

1c. Major changes have been made in education programs. The focus is now on junior high school education. There is also a program in elementary education.

ld. There are environmental studies programs on 3 campuses. Faculty and students at the University of Maine at Fort Kent and at Presque Isle who are involved in the program would like to draw on UMM's expertise in environmental economics. However, this is not possible because of budgetary restrictions.

le. The biological technology program is currently being developed, with a focus on field work.

lf. Some students participate in cooperative education programs. For example, business students and others work in the community and get low wages. UMM has picked up the tab for cooperative education.

lg. UMM's Summer Session and Continuing Education Program have grown a lot. UMM expects further expansion in the area of continuing education. More courses are being offered away from campus (e.g., on the Indian reservations).

In the area of continuing education UMM cooperates with the Washington County Vocational Technical Institute. UMM and the VTI try not to compete with one another.

lh. As in most other subject areas, math and science courses are taught with a focus on teaching.

2. Rumored Plans to Reduce UMM

2a. People are concerned about rumored plans to reduce or eliminate UMM. The Subcommittee was informed that many reports have recommended that UMM should be dispensed with. The Academic Council members present at the meeting told the Subcommittee that recommendations to eliminate UMM or to cut it back from a 4-year to a 2-year college, have caused a lot of anxiety both among students and employees.

2b. UMM should neither be reduced in scope or eliminated because as a small institution, UMM has many advantages over larger places. Some of the persons present stated that small institutions (like UMM) offer the following benefits:

-Faculty members know the students much better.

-Students are better "integrated".

-Small size encourages flexibility.

-Cooperation is easier on a small campus, because there is less bureaucratic rigidity.

2c. If UMM is eliminated or reduced to a 2-year program, Washington County and its people will suffer. The Academic Council members appeared to agree that to suggest that many UMM students go to college elsewhere is to suggest that they do not go to college at all. Many students who are residents of the area simply could not afford to study on another campus. In addition, many "nontraditional" students (e.g., married people with families or jobs) would not be able to travel to a more distant college.

The elimination of UMM would also mean the elimination of an extremely valuable public service to Washington County.

3. Needs

3a. UMM needs more Faculty and Secretarial Staff.

3b. UMM also sorely needs increased research capabilities. Neither the Chancellor's Office nor UMM has staff to carry out research on available grant monies.

3c. Finally, UMM needs equipment of various types. Micro-film equipment was one type mentioned.

D. STUDENTS (including around 150-200 students)

1. Financial Aid

1a. 70% of the 743 students at UMM are from families which make under \$10,000 per year.

1b. There has been a tremendous increase in financial aid to these students.

2. Effect of Budget Cuts

2a. UMM has inadequate facilities, supplies and equipment. Students at UMM cited example after example of the effects of insufficient funding. One point, in particular, was made repeatedly: UMM offers students less in terms of equipment, facilities and supplies than many high schools have to offer to their students.

Several students were especially upset that UMM has no soccer field. Others were very concerned about the lack of computer time for students.

2b. There are not-enough faculty members. Effects of the insufficient number of faculty members include the following:

-Faculty members are overloaded with work.

-Fewer elective and basic courses are being offered.

3. Attitudes toward
UMM

3a. The quality of teaching at UMM is excellent. Without exception, UMM students complimented their teachers.

3b. The small size of UMM is an asset.

3c. Many UMM students would not be able to transfer to campuses further away. Reasons stated for this inability included finances and family commitments.

4. Attitudes toward
UMO

UMO gets everything it wants. Students were extremely demoralized as they compared all the things which the UMO campus has to all the things the UMM campus does not have.

E. FACULTY AND PROFESSIONAL STAFF

1. 2-year vs 4-year
Program

1a. UMM should never be reduced to a 2-year program. Faculty members in several disciplines raised the issue of the 2-year vs 4-year role of UMM. The proposal to dismantle the "Super U" has rekindled fears that UMM will be phased out.

1b. If UMM ever were reduced to a 2-year school, many Washington County people would never get any higher education.

1c. As a 4-year institution, UMM offers students many experiences that they can get no other place in Maine. Faculty members described to the Bachrach Subcommittee some of the exciting field-oriented programs at UMM, in particular in the areas of biology and ecology.

1d. 4 years is needed for some students to overcome language difficulties. One faculty member commented that many UMM students have trouble with standard English because of their rural upbringing. He felt that 2 years would not be enough time for some students to overcome such difficulties.

2. Attitude toward
University System

2a. The University System should remain intact.

2b. Any system will work so long as there is support for the system.

2c. Only now are the positive effects of the colsolidation being felt. For example, there has been an exchange of faculty between UMM and UMO. In addition, in the area of environmental studies, the resources of UMM and of the campuses at Presque Isle and Fort Kent have been shared.

However, transportation among the campuses is still a serious problem and should be improved.

3. Positive Features
of UMM

3a. UMM offers proximity between students and faculty.

3b. UMM helps to "pull up" Washington County by "reducing welfare costs." One faculty member described UMM's purpose as providing students with the skills required to land them jobs in Washington County.

COMMITTEE ON PERFORMANCE AUDIT
SUBCOMMITTEE VISIT TO THE
UNIVERSITY OF MAINE AT FARMINGTON

November 16, 1976

I. Subcommittee Members:

Rep. John Norris, Chairman
Rep. Anne Bachrach
Rep. Charles Dow
[Diana Scully, Legislative Assistant, accompanied the Subcommittee]

II. Agenda for Subcommittee's Visit to University of Maine at Farmington (UMF):

9:00 A.M. Meeting with Professional, Non-teaching Employees
10:00 A.M. Meeting with Classified Employees
11:00 A.M. Meeting with Faculty
1:00 P.M. Meeting with Students
2:00 P.M. Campus Tour
3:00 P.M. Public Session
4:00 P.M. Session with President, Vice-President and Various Non-Teaching Professionals

III. Summary of Issues Raised by Various Groups

A. PROFESSIONAL NON-TEACHING EMPLOYEES

1. Transfer-ability

1a. Problems related to student transfers are not significant. The director of the Admissions Office at UMF told the Norris Subcommittee that, with respect to the transfer of credits and students, the talk is greater than the problem.

2a. The availability of slots is a problem in some programs. For example, UMF is not able to accept all students who would like to register in the Special Education Program.

3a. A new course numbering system has been proposed. According to UMF's registrar, registrars from all the campuses met recently in the Chancellor's Office to discuss a university-wide, uniform numbering system for courses. It is hoped that such a system will further improve the process of transferring students and credits.

4a. A study is currently being done of transfer patterns. The College Entrance Examination Board (CEEB) was contracted to do this study by the Chancellor's Office. The study should be completed by December or January.

2. Effects of
Insufficient
Funding

2a. The library is open for fewer hours. The head librarian reported to the Norris Subcommittee that the library is open for less time just when students need it the most, because of crowded dormitory conditions.

In addition, the librarian commented that the library is receiving more and more materials, but that there is not enough space or time to organize these materials.

2b. It is likely that UMF's Counseling Center will have to start charging fees. Federal dollars supporting the center in its job and personal counseling activities dried up at the same time the State dollars were cut. To continue these services the center will probably have to charge students for its services.

2c. Computing facilities are small and understaffed.

2d. The elimination of 1 position at UMF is often synonymous to the elimination of 1 service. One professional employee made the point that because most of the professional staff members at UMF have no staff of their own, a cut of one position often means one less service.

2e. Staff workloads have increased and their "approachability" (e.g., from the student's point of view,) has decreased.

2f. The turnover of employees is not so great, because the job market is "lousy" and because the employees are "dedicated". People keep hoping that "things will improve".

2g. People are getting very discouraged about the inadequate amount of State funding for the University.

3. Attitudes
toward
University
System

3a. At times it is hard to communicate with the administration. A few persons told the Norris Subcommittee that it is not always easy to deal with the administration in either the Chancellor's Office or at the campus level.

3b. The University system should not be dismantled. The professional employees appeared to agree that a Chancellor's Office is necessary.

3c. More cooperation is needed. It was noted that although this office is starting to play a coordinating role in certain areas, much more cooperation is required on the part of the larger campuses if such coordination is to succeed.

4. Financial
Aid

Student aid has increased by around 7 times over the last 5 years. Now UMF students receive over \$1 million in financial assistance.

5. Job
Security

5a. Professional employees lack job security. The professional employees council was formed to deal with this lack of security.

5b. Professional employees have not yet officially recognized collective bargaining.

6. Student
Center

6a. The student center has not been able to serve the taxpayers of Maine. According to the Director of the Student Center, the Maine Innkeepers Association has been working hard to limit the use of the Center by the general public, so that certain local enterprises will not have to compete with it.

6b. The policy of the Board of Trustees also appears to limit, somewhat, the use of the Student Center by the Community. The policy states that after University groups, groups contributing to the welfare of the community have priority use of the Center.

6c. The Center should receive sufficient funding so that the public can use it all year long.

B. CLASSIFIED EMPLOYEES

1. Pay &
Benefit
Policies

1a. The Legislature should require the University to spend a certain amount of money on classified employees. Several of the classified employees who met with the Norris Subcommittee were concerned about their low levels of pay. Some were upset that State employees and teachers got raises, while they did not.

1b. Pay increases should be made across-the-board, rather than on a percentage basis.

1c. Pay increases should be made regularly. Many employees were distressed about the irregularity of their pay increases. It is frustrating not to know what to expect or when to expect it.

Many employees also suggested that the University employees should receive increases each time State employees do.

1d. Pay should be increased automatically as inflation increases.

1e. When the budget is cut "the small man gets hit".

1f. Classified employees need their own areas on campus for coffee and relaxation.

2. Attitudes toward UMF

UMF is a good place to work. Most of the classified employees appeared to be satisfied-overall-with working at UMF. It was noted by one individual that the administration is "open-minded and progressive" and that employees tend to stay at UMF for "a very long time".

3. Grievance Procedures

3a. It is difficult at times to use the present grievance procedure-especially when a grievance concerns the boss. Presently, employees bring problems to the Classified Employees Council, a 7-member body elected by all the Classified employees. The Council then approaches the administration with the problem.

3b. Collective bargaining might help settle some grievances. The Subcommittee was informed that many classified employees do not seem to be very excited about collective bargaining. It was suggested that a possible reason for this apparent apathy is that the employees do not understand the concept of unionism and they need to be educated about it.

4. Role in Policy Making

Classified employees should be included in various policy-making groups. The employees felt that because administrators have not been able to speak out on their behalf, the employees should be given opportunities to speak out for themselves.

Presently, the classified employees are not even represented on the various trustee subcommittees. While they are represented on a liaison committee in the Chancellor's Office, this committee has met only infrequently (because of budget constraints).

5. Views toward System

5a. Breaking up the University system would be taking a step backward. Some of the employees felt that under the consolidated system, the individual campuses can draw from one another's strengths.

5b. Since the consolidation the employees have felt further removed from the decision-makers. A few employees expressed frustration about their lack of input into policy matters.

C. FACULTY

1. Concern about Image of University

1a. Maine is low in the percentage of total State dollars spent on higher education.

1b. Public attitudes often seem to criticize the University for getting too much. Faculty members at UMF were concerned about their image and the University's image in the public's mind. For example, several were disturbed with the often expressed idea that college teachers have a lot of extra time.

1c. Education of the public is necessary. The Faculty realized that some adjustment is needed in the public's perception of the university. At present, the Chancellor's Office has been handling communications for the campus. It appeared that some faculty members would prefer handling public relations their own way.

2. Transfer
of
Credits

2a. There exists a university policy from April of 1974, that all credits will transfer. A few faculty members commented that the present Chancellor appears anxious to have this policy work.

2b. All credits from one campus must be accepted by another campus, but not all credits can necessarily be applied to a major.

2c. A standardized program across all campuses might not be a good idea. Many of the faculty present appeared to agree that some specialization of program, by campus, is required.

2d. The Chancellor's Office is trying to facilitate the establishment of a uniform numbering system for courses. One faculty member suggested that the Chancellor's Office should play a role getting departments together to work on the problem uniform numbering, but that it should not tell the departments what to do.

2e. The transfer problem is really not so great. Sometimes students have difficulties transferring for reasons other than the transfer of credits. For example, the number of slots available in a particular program may be very limited.

3. Attitudes
toward
Adminis-
tration

3a. The Chancellor is not the system; the faculty, students, and professional employees are the system. Some faculty members felt that too much power and too many staff members are being concentrated in the Chancellor's Office.

3b. The present Chancellor seems willing to work out problems affecting the faculty. Criticisms of the Chancellor's Office should not be construed as support of the idea to break up the University system.

3c. More faculty input should be sought and accepted by the Chancellor's Office, and Trustees.

4. Effects
of In-
adequate
Funds

4a. Budget cuts have caused decreased staff and salaries and increased workloads. As a result, departments have had to focus more on core courses and less on upper courses. A few faculty members felt that there are not enough upper division courses to adequately prepare majors.

4b. Budget cuts are especially painful at UMF, because so many expenses are fixed. There is no fat to trim. The only programs there are to cut are academic programs. UMN is better able to stand budget cuts.

4c. The hiring of the new labor relations man in the Chancellor's Office has raised the idea that the Legislature and the Board of Trustees are not ready to increase the funding of the University.

D. STUDENTS

1. Funding

UMF could provide a lot more if it had more money. Students told the Norris Subcommittee that UMF does an excellent job with its limited funding. Some felt that UMO is superior, because it gets the bulk of support.

2. Facilities

2a. The library is not open for long enough hours. On weekdays it is open only until 10:00 P.M. and on Saturday until 5:00 P.M.. On Sunday it doesn't open until 6:00 P.M..

2b. There is no place on campus large enough to accommodate large functions.

3. Activities

3a. UMF has a small athletic budget. UMO seems to get priority for athletic activities.

3b. Transportation is not available to all groups. Some students were upset that UMF vehicles can only be used for academic or team sport affairs.

3c. Some activities were cut and students were "harassed" because of bad press about drinking on campus.

4. Transfer of Students

It is difficult to transfer from a smaller to a larger campus. The student body president stated that "transfer standards are not uniform" throughout the University system.

One student told the Subcommittee about her problems related to her attempted transfer into UMF's special education program.

5. Authority

Students do not have enough authority. A few students present felt that students should "have more say in who's educating them".

6. Tenure

Sometimes the tenure policies hurt students. One student suggested that tenure should be dropped if a Faculty member is not being productive.

7. University System

Undoing "Super U" would result in an increase in competition among campuses. One student speculated that people would have to be hired just to "money grub" before the Legislature.

E. PRESIDENT OLSEN

1. Growth &
Quotas

Since the consolidation of the University System there has been planned growth at UMF. The following data exemplifies the growth and direction of UMF over the last several years.

- In 1970 there were 7 undergraduate degree programs. In 1976 there were 22.
- In 1971 there were 420 elementary education majors and 124 degrees were awarded. In 1976 there were only 299 majors and 78 degrees awarded.
- In 1971 there were 223 special education majors and 43 degrees were awarded. In 1976 there were 500 majors and 112 degrees awarded.
- In 1971 there were 350 secondary education majors. In 1976 there were 147 majors.
- There are 415 members of the current freshman class.

2. Public
Services

Public Services at UMF have been growing. Recently UMF has opened a new Health Education Resource Center, headed by Dr. John Rosser. This project is being funded by a \$3/4 million grant from the Kellogg Foundation.

3. Budgetary
Constraints

3a. UMF has never had many of the budget items which UMO has had. At the time of the consolidation UMF's budget did not include certain items which UMO had in its budget, such as maintenance of physical plant, sabbaticals, security, landscaping, arts, theatre and music. UMF has had to carry out such programs largely by reallocating resources from programs with budgeted funds and, generally, by scrimping and saving.

3b. UMF has had to "pause mid-stride". A statement in UMF's accreditation report pointed out that UMF has lost its momentum toward progress, as a result of financial constraints.

4. Maine's
Ranking
in U.S.

Maine ranks 50th of all the states in state dollars spent on higher education and in kids who go on to college.

COMMITTEE ON PERFORMANCE AUDIT
SUBCOMMITTEE VISIT TO THE
UNIVERSITY OF MAINE AT PRESQUE ISLE

November 18, 1976

Subcommittee
members:

Senator Theodore S. Curtis, Chairman
Rep. Walter Birt
Rep. John Norris
Rep. Michael Carpenter

I. Library:

The subcommittee was guided through the library by Mr. Jerry Green, University Librarian. Mr. Green mentioned that Federal funds for the library might be jeopardized in 1979 by the budget cuts. The requirement for Federal funding is that expenditures by the library must be the average of the previous 2 years. UMPI might not be able to meet that standard.

II. Meeting with
the Administration:

Budget cuts affect
UMPI mission:

Mr. Mraz said that the university should be a leader in post-secondary education, that U.M.P.I. had developed a mission in 1968 and had diversified to fulfill that mission. He regretted that the Legislature or Budget Office did not apparently share the same perception of the university's mission. He used 2 examples: (1) A new library building without adequate money to pay for programs in it. (2) Elimination of an appropriation for a fuel supplement in spite of the increased cost of fuel.

President
Salwak:

President Salwak explained that he had come to UMPI in part because it was undeveloped; 70,000 people lived within a 40 mile radius and had no higher education opportunities except to become elementary or physical education teachers. Many families could not afford higher education outside the area, 35% of the students now have under a \$5500 family income. He had seen UMPI grow from 400 students in 1968 to 1400 in the current year. Except for the past 2 years, the Legislature had been good to UMPI.

Peter Lauer:

Mr. Lauer, Director of Accounting and Computer Services expressed his gratitude for the subcommittee's visit. He mentioned that morale has been lowered, especially among the faculty, during the last 2 years. As an example of the low salaries, he described one faculty member, a PhD, aged 33, with 2 children and a third one, on the way. The children qualify, due to low family income, for the school lunch program.

Dr. Goldberg:

Dr. Goldberg, Vice-president for student affairs, suggested that the discussion should focus on the positive things going at UMPI, rather than merely looking for problems.

President Salwak:

Dr. Salwak said that communication with the Chancellor's Office was regular and good. He urged more legislative visits.

Lester Hersey:

Mr. Hersey, the Registrar, also commented on the good working relationship among all the campus registrars. The registrars meet regularly and share information. He said that UMPI was spending less on the services of the Registrar now than in 1970.

He also said that transfer was much easier now than it was prior to the merger. He pointed to the greater trust between campus faculties now and, finally, mentioned the development of a common course numbering system. He described transferability as an isolated case problem rather than a widespread general problem.

Dr. Peter Cohen:

Dr. Cohen, Dean of Academic Affairs, mentioned the need for graduate level offerings at U.M.P.I. and wondered if the Legislature would continue to support the undergraduate programs, like environmental studies, which involve more than one campus.

Dr. Salwak:

Dr. Salwak said that transferability was being handled better at the U of Maine than at other universities. He suggested that Maine was getting more for its investment from a consolidated university than from a fragmented group of separate institutions.

III. Meeting with
the Community
Council at lunch:

[The Presque Isle Community Council, a group representing both the UMPI and the Presque Isle community was formed shortly after the merger to foster a closer relationship between the town and the campus. The monthly meeting of the Council coincided with the subcommittee's visit and the subcommittee was invited to attend the luncheon meeting.]

Members of the council uniformly praised UMPI for the way it continues to serve the Aroostook area. UMPI has a strong outreach role into the greater Presque Isle area and the enthusiasm for the way UMPI fulfilled that role was broadly in evidence. President Salwak also described new initiatives which UMPI had launched in order to determine the needs of people in the many small towns surrounding Presque Isle.

IV. Meeting with
Division Chairmen:

The chairman of each academic division gave a brief report on his or her division.

Division of Health,
Physical Education
and Recreation:

The division includes 250 students - 200 four year students in teaching programs and 50 2 year students in recreation programs - and 10 faculty. He expressed pride in the quality of the faculty and students in the division and said that it could not be maintained with further budget cuts. Morale is generally good; the pay raise helped significantly. No cutback in faculty has occurred yet. Prior to the merger only 5 faculty were in the division. Consolidation has improved the quality of teachers.

Division of
Mathematics and
Science:

This division includes physics, chemistry, geology, biology and mathematics; 200 students in B.A. programs and about 30 students in the environmental studies program. Transfer arrangements exist in engineering, life sciences and nursing - these transfers are automatic if grades are sufficient. The division is emphasizing applied math now and also developing management mathematics programs. A new medical laboratory technician program was also added this fall. Local hospitals helped to fund the first year.

Social Science:

The division includes history, economics, political science, social science, business management, and psychology, 300 students are presently enrolled. The faculty was reduced from 15 to 12 this year. They would like to start a social sciences research institute. The primary problem was identified as having to assign faculty to teach courses with which they are not very familiar. A 12 hour teaching load was normal, with rotating courses requiring several preparations each semester.

Money for professional conferences was significantly reduced. No sabbaticals are being given (this suspension on sabbaticals is true for all divisions).

The pay raise was described as very important. Finally, the lack of any financial incentive for faculty families to take courses was cited as a problem.

Division of
Education:

Majors in elementary and secondary education are offered. A Developmental Learning Lab, offered as a service to the entire university, provides remedial help in a variety of skill areas. The division emphasizes placing students in the public schools early and frequently. Graduates have done well in getting jobs. Morale is generally good.

Division of
Humanities:

The division offers majors in Art, Speech, Theater, English, and humanities. A 2 year program in the humanities is also offered. More offerings in communications need to be added. Morale is an individual matter and is not uniform. Morale is probably lower among younger faculty members.

V. Meeting with
Student Senate and
WUPI (the campus
radio station):

The advisor to the radio station said that since students have been able to do work study at the station, station operations have improved.

Financial aid:

The timing of financial aid was identified as a problem. Checks at the beginning of each semester are delayed 5-6 weeks. The delay is awkward for students.

In general financial aid seemed to be adequate. One student commented on how quickly her last minute application had been processed.

University autonomy:

The autonomy of the university was discussed.

Budget:

Students asked why the VTI's budget had been increased while the university had been cut.

Standards:

Students seemed to agree that standards of teaching had not yet declined.

Faculty:

The faculty was praised as hard-working, dedicated, and easily accessible.

Transferability:

Transferability was not identified as a problem.

VI. Meeting with
faculty:

Recurrent discussions of plans to change the organization of the university were said to lower morale.

Faculty seemed to agree that UMPI provided better services since the merger.

In response to several questions Senator Curtis explained his proposed bill.

Budget cuts:

The budget for science equipment had been reduced. No funds were available for sabbaticals and almost no money was available for professional conferences. Funds to provide the local match for Federal grants were reduced.

Although money had been provided for library construction, inadequate operating funds were provided. The result is that some rooms in the library are not equipped and cannot be used.

Policies on promotion and tenure were cited as making it difficult for young faculty to stay.

VII. Public meeting:
(most faculty re-
mained for the
meeting)

A presentation by President Salwak (Appendix I) opened the meeting.

Graduate schools:

UMPI graduates have no problem being admitted to graduate schools as long as it is UMPI rather than a separate college. 55% of UMPI faculty have a PhD or 'all but a disertation'. UMPI was described as excellent today but in jeopardy if current funding practices continue.

Collective bargaining:

It was pointed out that although the Legislature authorized collective bargaining, no appropriation was made to the university to pay for it.

Pride in UMPI:

A number of students expressed their gratitude to and pride in UMPI. The feeling of community within UMPI and also between UMPI and the area was in evidence again and again.

Pay for administrators:

Several faculty members commented on the disparity in salaries between faculty and administrators. Some said that administrators were not overpaid, but rather faculty was underpaid.

Use of UMPI buildings:

As an example of the intensive use of UMPI buildings, the wrestling coach pointed out that his team practices at 6:00 A.M. daily, sharing the gym with the cheerleaders, because that is the only time it is available. The team is also cutting wood to earn traveling money for away meets.

Access to faculty:

Several students commented on the easy accessibility of faculty. Some mentioned that faculty seemed to be slightly less accessible during the last 2 years.

VIII. Meeting with Arthur Mraz, UMPI Business Manager:

Mr. Mraz described the management system (highly computerized as a result of grants from the National Commission on Higher Education Management Systems; NCHEMS) used at UMPI. No other campus in the university uses the system. UMPI produces much more detailed information than the Chancellor's Office requests or can use.

IX. Meeting with Students:

In response to several questions Senator Curtis described his bill.

Most of the balance of the meeting focused on the relationship of the Legislature and the University and the role of the Trustees.

COMMITTEE ON PERFORMANCE AUDIT

Subcommittee Visit to the
University of Maine at Fort Kent
November 19, 1976

Subcommittee
members:

Sen. Theodore S. Curtis, Chairman
Rep. Walter Birt
Rep. John Norris
Rep. Michael Carpenter

I. Meeting with
President Spath:

The subcommittee met with President Richard Spath; Mr. Tim Brooks, Dean of Student Affairs; Mrs. Lucille Pelletier, Business Manager and Mrs. Dorothy Hopkins, from the University Information Office.

F.K.'s
uniqueness:

Dr. Spath pointed out the significant cultural differences between the St. John Valley and other parts of the state which resulted in a unique student body. The extended family is still very strong and many students are first generation college students. Many students not only work to help themselves through college but also to help support their family at the same time. As an example of the kind of atmosphere which exists on the FK campus, he mentioned that no campus security officers were employed.

Effects of
budget cuts:

He said that the budget cuts have caused a reduction in counseling services, and in the operating hours of the library and the gymnasium. In addition, a faculty position in the humanities has not been filled.

Teaching
faculty:

He expressed pride in the faculty as a dedicated teaching faculty and mentioned that some members have taken on heavier teaching loads because of the cut-backs. Dr. Spath is serving not only as President but also as Dean of Academic Affairs.

Need for
teachers:

He suggested that FK was founded partially as the result of a need for French speaking teachers and that this need is still not being met. He predicted a possible teacher shortage in 4-6 years due to the rising average age of teachers, the non-appointment of young teachers, the expanding opportunities in other fields for women and a recent change in the retirement law which made earlier retirement more desirable.

Residence
hall:

Dr. Spath identified the lack of one additional residence hall as the reason that FK lost 50-60 students this year. He suggested that FK should not grow beyond 700-800 students. Presently, enrollment is roughly 600; 70% are from Aroostook County and more than 40% are from the St. John Valley. F.K. has only 4 Canadian students because of their inability to qualify for Canadian government student aid if attending F.K.

He described morale as high and said that the consolidation had been good for F.K.. Mrs. Pelletier said the Chancellor's Office and University Wide Services were continually of help to her.

Dr. Spath did not identify transferability as a problem although he would like FK to be able to transfer greater numbers of students, especially in nursing.

II. Meeting
with the
Faculty:

Dr. Morey made the presentation to the subcommittee contained in Appendix 1.

Dual roles:

Faculty members mentioned the dual roles in which some administrators had to serve because of the budget squeeze. The Assistant Dean also serves on the faculty and the head resident as a counselor and as director of financial aid.

Consolidation:

Faculty agreed that consolidation had worked and had benefitted F.K.. Dr. Morey said that the diversified mission of the campus, the more varied student body and faculty and the significant increase in students and funds were all improvements and were traceable to the merger.

Faculty suggested that the quality of faculty who would be attracted to a University campus, as opposed to a normal school or teachers college campus, was higher.

Rep. Powell, formerly Dean at F.K. said that although UMFK had voted against the merger and although in some ways UMFK might have been better off prior to the merger, on balance UMFK had been strengthened by the consolidation.

Finally, the cooperation between campuses since the merger was illustrated by a description of the environmental studies program which is shared by UMM, UMPI and UMFK.

Campus
community:

Several faculty commented on the spirit of community within the university and between the university and the surrounding towns. All faculty know each other and are supportive of each other's work. The administration was also described as supportive, easily accessible and open to change. The spirit on the campus was linked to its small size, to the kind of people employed and to the kind of area and people served.

Budget cuts:

Dr. Morey said that the budget cuts had caused more personnel to assume dual roles. In addition, when faculty left they were not being replaced. Sabbaticals, infrequent in the best of times, now did not exist. He described the recent pay increase as significant both practically and for morale.

The salary schedule was still too low to attract many potential faculty. Dr. Morey said that UMFK frequently lost the top 3 applicants for a faculty position when the salary was discussed.

Other members pointed out that maintenance on university buildings was being deferred because of the cuts. No painting had been done in two years.

Meeting with
Classified
Employees:

Salary:

Employees expressed concern about both salaries and employees benefits. They agreed that the pay freeze had hurt and that the recent increase, while somewhat of a help, had amounted to as little as \$3.00 per week for some employees. The cost of insurance had increased and the health benefits had not been expanded.

One employee pointed out the small size of the step increases. He had received only a 40¢ per hour increase during the last 8 years.

Retirement:

Employees pointed out that State employees had better major medical coverage and a better retirement system. Several employees asked about the possibility of having an option of joining the university's or the State's retirement system.

Morale:

Although the wage freeze had already affected morale, it was still described as good.

Chancellor's
Office:

Members of the inter campus council said that questions asked of the Chancellor's Office did not always get answered.

In addition, the budget cuts had reduced the number of meetings of the council each year.

Longevity
step:

Employees agreed that the longevity step should be removed.

Meeting with
the public:

Several persons asked questions about Senator Curtis's proposed bill.

Several persons commented on the budget cuts and questioned the priorities of State government which would authorize such cuts.

Mr. Savage, Chairman of the F.K. Chamber of Commerce expressed pride in the university and said that it offered great opportunities to the entire region at reasonable costs.

A former director of civil defense mentioned the great help which students have provided in the past during local crises like floods.

Several other persons praised the university for its continuing help to the St. John Valley community as well as its service to students.

Committee on Performance Audit
Meeting with the Chancellor's Staff
& the Board of Trustees
December 7, 1976

Minutes of Meeting.

Members present: Sen. Berry, Rep. Dow, Rep. Cooney, Rep. LaPointe, Rep. Bachrach, Rep. Norris & Rep. Birt.

Meeting with
the Chancellor
& his staff:

The Committee met with Dr. McCarthy Vice-Chancellor for Administration William J. Sullivan, Vice Chancellor for Academic Affairs Robert B. Binswanger, Robert Oberg (Treasury & Accounting), Jay Johnson (Computer Services), Jo McGill (Assistant to the Chancellor), Dick Eustis (Physical Plant), Sam D'Amico (Employee Relations), Russell Smith (Budget & Financial Planning), and Mary Anne Haas (Assistant to the Chancellor for Academic Affairs).

Mr. Sullivan described the organization of the University and of the Chancellor's office in a series of charts which set out the reporting relationships among the components.

Central computer services were identified as supporting the needs of the entire system. The University does not have separate computers for academic and administrative affairs. Roughly 3% of the computer's time in the past year was leased to private industry and resulted in income of \$85,000. Mr. Johnson said that more computer time was needed and the University's computer capacity would be expanding early next year.

Mr. Sullivan showed the breakdown of the central support services budget as follows:

<u>Budget</u>	<u>1000's</u>	<u>% of the budget</u>
Chancellor's office	339	0.6
System wide services	842	1.6
Computer services	1,033	1.9
MPBN	817	—*
Employee benefits	6,032	11.3
Risk	170	0.3

* MPBN is funded through a separate appropriation.

Mr. Sullivan said that the Employee Benefits item (insurance & retirement) could be displayed to show how these costs were actually allocated to individual campuses. The Chancellor's Office had until now displayed

the item as a central office cost because the fiscal controls of the item were lodged with the Chancellor's office. He admitted that these costs could create the impression that the central office was a more costly item than it was in fact.

Mr. Sullivan showed the breakdown of individual campus budgets as follows:

<u>Campus</u>	<u>millions</u>	<u>% of the budget</u>
Fort Kent	1.1	2
Machias	1.3	2.4
Presque Isle	2.2	4
Augusta	2.7	5
Farmington	3.1	6
Portland-Gorham	10.	19
Orono	24.3	46
	<u>53.3</u>	

Mr. Sullivan then showed the changing level of State support for the University during recent years.

	<u>State</u>	<u>Tuition</u>
1975	70.7	26.7
1976	69.7	28.7
1977	63.7	33.7

Collective bargaining:

Mr. D'Amico identified the total costs of collective bargaining thus far as less than \$100,000. Public meetings had been held on 6 of the 8 campuses and attendance had been disappointingly low. Information libraries have been established on each campus.

Classified employees:

In a discussion of issues raised by classified employees at subcommittee meetings, Dr. McCarthy identified the main problem as money - the lack of it. Classified employees had fallen behind State employees by not receiving merit increases and by failing to be included in the reclassification study. At the same time State support had decreased by 10%. The University was faced with the problem of increasing tuition and thereby decreasing assess to Maine students. The University has adopted a policy of generating 1/3 of its budget from non-State sources and seeking 2/3 of its budget through the annual State appropriation. He said that many of the salary complaints of classified employees were valid.

Mr. Sullivan said that the Chancellor's office met regularly with a council of classified employee representatives and that these meetings had resolved a number of problems.

Insurance
appropriation:

Mr. Russell Smith and Mr. Sullivan explained the reason for the underfunding of the supplementary appropriation for insurance in May 1976. Although the University learned of the rate increase prior to the vote on the appropriation, officials decided not to request an increase in the appropriation so late in the legislative process.

Resource
Allocation
Report (RAP):

Dr. McCarthy explained the status of the RAP report. The report had been set aside until the Ad Hoc Academic Planning Committee had presented its report to the Trustees. He described the RAP approach as one model among many for allocating resources and said that before the Trustees could consider any model a basic program planning document must be completed. The allocation model could then be evaluated and shaped to fit the needs of the program document.

Meeting with
the Trustees:

Dr. Binzwanger described his job as Vice Chancellor for Academic Affairs, briefly outlining the 4 areas under his responsibility. These include MPBN, health, student affairs and faculty matters. He pointed out that, for the first time, in this year's part II budget request the University has listed priorities. They are library services, faculty improvement and health programs.

He said that the staff of the Office of Academic Affairs was using an innovative approach in carrying out its duties. Staff work on individual campuses in other roles and serve the Office on specific assignments.

Dr. Binzwanger identified travel as vital for faculty in order to foster professional improvement. The present reduction in travel funds was considered a serious problem. His office is considering a better reporting system after faculty travel in order to ensure that more benefit is derived from the experience.

Transferability:

The problem of transferability was described as an issue that did not lend itself to generalization. Some trustees said that transferability had been greatly improved and that faculty and Trustees were continuing to work on it.

Some committee members expressed misgivings about a reduction in standards which might be entailed in a too rapid or too comprehensive approach to increasing transferability. Other committee members expressed interest in using testing, rather than exhaustive course by course comparisons, as the vehicle for transferability.

Ad Hoc
Statement:

Members of the Ad Hoc Academic Planning Committee emphasized that their first working document was a statement, not a report and that it was designed to elicit further public commentary. Hearings have been scheduled at 4 sites in December and January.

Special
legislative
committees:

Comments from the Board of Trustees on the creation of a special legislative committee on the university was mixed. Some suggested the existing committee structure was adequate and others suggested that a new committee, perhaps composed of members of both the Education and Appropriation Committees would improve the relationship between the University and the Legislature.