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## Board of Trustees August 11, 1983

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SPECIAL MEETING  
BOARD OF TRUSTEES - UNIVERSITY OF MAINE  
Augusta Civic Center  
August 11, 1983

PRESENT: Chairman Thomas Monaghan, Severin Beliveau, Francis Brown, Patricia DiMatteo, Alan Elkins, Stanley Evans, Joseph Hakanson, Richard Marshall, Richard Morin, Richard Redmond and Harrison Richardson. Absent: Robert Dunfey, Peter Johnston, Ellen Wasserman. One vacancy. Staff: Chancellor McCarthy, William Sullivan, Harlan Philippi, Mary Ann Haas, Russell Smith, Samuel D'Amico, Paul Silverman, Robert Woodbury, Frederic Reynolds, Constance Carlson, Byron Skinner, Judith Sturnick and Richard Spath. Press and Public.

Chairman Monaghan convened the Special Meeting which was called for discussion of President Silverman's proposals for budget reallocations affecting public service programs at the University of Maine at Orono. The proposals had generated widespread interest and controversy, and a specific invitation had been extended to the public to attend the meeting and to comment on the issues. The public was well represented in the audience, and those present were welcomed by the Chairman.

In his opening remarks, Mr. Monaghan outlined some of the major recommendations from the UMO self-study, which was released last Spring. He noted that President Silverman concludes that the Orono Campus faces a \$5 million shortfall to maintain its present level of programs and services, and that a reallocation of resources must be considered to meet critical needs in the academic areas. To this end, the UMO Administration Budget Committee has suggested that \$2 million could be removed from public service programs over the next two years. If implemented, this reallocation could affect Cooperative Extension, the Agricultural Experiment Station, the Social Science Research Institute, and the Bureau of Labor Education and Public Administration. Mr. Monaghan pointed out that the reallocation is a proposal, only, at this stage.

President Silverman was invited to present his position on the reallocation proposal. Assisting with the presentation were John Coupe, Vice President for Finance and Administration; James Horan, Vice President for Planning and Public Affairs, and Chair of the Self-review process; Alden Stuart, Assistant Vice President for Finance. The substance of the presentation is outlined in summary form below.

UMO Presentation

- President Silverman said it was important to restate, for those who may have some question, that UMO is the Land Grant/Sea Grant Campus of Maine, and the entire institution is structured to facilitate the pursuit of its missions in teaching, research and public service. The missions are

inextricably related and often the same faculty perform all three functions. Through every academic department, as well as through Cooperative Extension, the Campus delivers relevant information and educational services to citizens in every county in the State.

- The concern is to maintain the essential balance at a level of vitality which will provide meaningful service.

- The concern for quality in all the component parts of the institution was central to the self-review process.

- Based on past funding patterns, projections for future funding suggests a continuing downward trend in UMO resources. Unless new resources are provided, or changes occur in current policies and practices, the Campus will be faced with annual contraction and reallocation to maintain quality.

- President Silverman outlined the events which have led to the proposals for reallocations from the public service area:

- . UMO Self-study has been underway for 2 years.
- . April 25, 1983 - a status report on the Study was presented to the Trustees. Chancellor McCarthy suggested that the major recommendations be forwarded to the Board for further discussion in the context of the UMO budget.
- . After the April meeting, the UMO Administrative Budget Committee was directed to review the Campus budget to establish priorities in line with the Self-study, and to recommend possible reallocations directed at maintaining the quality and integrity of the academic program.
- . Through a series of six day-long hearings with all Deans and Directors, the Administrative Budget Committee identified \$5 million in unmet budget needs, campus-wide. The Committee also considered several areas for possible reallocations including Athletics, Physical Plant, Security and Maintenance, and Student Affairs, among others.
- . May 23, 1983 - In a joint session of the Educational Policy and Finance Committee, the President discussed the budget implications of the conclusions from the Study, stressing the lack of adequate resources for operating budgets; facilities; equipment; library, computer and other services, and identifying specific

needs of 1) the several academic areas, 2) public service and 3) research. He announced that an additional \$5 million annually would be needed to continue the current level of programs and services. He also indicated that UMO would be reviewing its responsibilities for delivery of State-wide services through Cooperative Extension, the Agricultural Experiment Station and the Bureaus of Labor Education and Public Administration.

- . June 30, 1983 - At a meeting of the President and the Administrative Budget Committee, it was concluded that to address the most pressing needs in academic areas a reallocation from the public service area would be necessary. The President informed public service area Directors of a possible reallocation of up to \$2 million over a 2 year period.
- . July 1, 1983 - The Chancellor was informed of the President's intentions and the President requested impact statements of public service Directors, to be submitted by August 10th.
- . The impact statements have been received and are currently under review. No final decisions have been or will be made until the review process is completed.
- The President elaborated on information contained in a handout which included comparative data for:
  - . State support of higher education in the 50 states, which indicated that Maine was one of eleven states where appropriations for public higher education have decreased for the period from 1972-73 through 1982-83;
  - . Per capita income in Maine, 1972-82, which has stayed ahead of inflation;
  - . State appropriation to the University of Maine, in terms of real purchasing power, 1973-1983, which translates to a shortfall of more than \$6 million;
  - . UMO E & G expenditures, in terms of real purchasing power, 1972-1982, the President maintained that effects of inflation on the cost of goods and services held operating budgets at mid-1970 levels;
  - . Enrollments at UMO, 1972-1982, which have increased steadily. The President also noted that several new programs were added during this period in response to urgent needs in the State.

. Percent of State appropriation allocated to UMO - which indicated that since 1978, the Campus's percent share of the State appropriation has been declining. There was discussion about the extent of the decrease which President Silverman had calculated at 4.5%, and the Chancellor's Office had calculated at 2.5%. The discrepancy was eventually attributed to the different bases used to arrive at the figures in question. The President indicated that, using the Chancellor's figure, a decline of 2.5% represents \$1.5 million at current appropriation levels. It was noted the reduction came about as a result of Trustee decisions to dedicate funds from the base budget to support the USM academic plan and to establish accounts for system-wide administration, including major maintenance and retiree benefits. In response to a question from Mr. Richardson, President Silverman said he thought the reduced share of the State appropriation, combined with the impact of inflation, was a major component of UMO's financial problems. The reduction forces the Campus to generate more income from tuition and other sources. There was further discussion of the new money which will be available over the next two years. The Chancellor pointed out that the Trustees have agreed to dedicate the revenue from the tuition increase, which is effective this Fall, to academic support, and Orono's additional revenue from this source is projected to be \$1.3 million. The Chancellor noted further that the Legislature approved a Part II appropriation for the second year of the biennium, from which Orono will have \$1.096 million. Mr. Beliveau asked the President if these additional monies had been taken into account in projecting the UMO shortfall. President Silverman said the projections anticipated the increased revenue from tuition but not the \$1.096 million in the second year of the biennium.

- To conclude his presentation, President Silverman discussed the effects on UMO of increased reliance on tuition, which leaves the institution vulnerable to unexpected shifts in enrollment. He reported that Orono had its highest enrollment ever last year and tuition revenue still fell below budget projections because there were fewer non-resident students than anticipated. He said he was concerned that actual tuition revenue for 1983-84 may also fall short of projections. He pointed out that budget projections are made in the Spring after which faculty are hired and courses prepared. Actual enrollment is not known until the following Spring, after the second semester is underway. He said the Campus needs some flexibility to deal with these problems. He recommended

- 1) that UMO's percent share of the state appropriation be restored to the pre-1978 level;

- 2) that Campus earnings from all sources be returned to the Campus;
- 3) that a system-wide study be undertaken to determine program costs and priorities for future allocations;
- 4) that a state-wide effort be mounted for increased appropriations for higher education.

The Chairman thanked President Silverman for his presentation and opened the floor for further discussion. In response to a question from Mr. Richardson, there was discussion of the so-called percent share of the state appropriation. Mr. Sullivan had already explained the basis of the campus allocations, i.e., base budget expenditures and revenues are calculated for each Campus and the difference between the two calculations is the computed share of the state appropriation. The Chancellor reported that there is no formula, per se, for allocating the money; the so-called share is simple division to show the amount a campus receives as a percentage of the state appropriation. Depending on whatever other demands there may be on base budget funds, a campus share may vary from year to year. The Chancellor pointed out that despite the smaller percent share, Orono's actual dollars have increased each year because of increased tuition revenue and state appropriated funds.

Referring to a comment by President Silverman about Campus review of non-revenue producing activities, such as public service programs, Mr. Beliveau asked about the Campus's approach to review of other areas. The President reported that the budget review process was applied uniformly to all budget units in the institution. He said that retrenchment had not only been considered but implemented through consolidations of the Department of Oceanography and in other areas as well. He noted also that the recommendation from the Self-study for allocating no new resources to the College of Education would in fact amount to a budget cut for that College. Mr. Richardson asked about the timetable for a final recommendation on the public service programs. President Silverman reported that the impact statements have been received and are being evaluated. He said that some of the indications from the statements are that the potential reductions are unacceptable. He said he had no desire to reduce the public service area and the situation has created a dilemma.

To put the percent share into perspective, Mr. Hakanson pointed out that the Trustees had consciously added \$1 million to the USM base budget to support its academic plan, and had established funds for system-wide maintenance and for retiree pensions. He acknowledged that these decisions had reduced the amount of money available for Campus budgets but he thought it improbable that the Board would want to rescind those

actions. There was further discussion of the new money that would be available to UMO for academic purposes over the biennium, from the tuition increase and from the Part II appropriation by the Legislature. Mr. Beliveau recapped the figures which projected that Orono would have \$1.3 million from increased tuition in each year of the biennium, plus \$1.096 million in the second year, an increase in state appropriation funds. President Silverman noted that enrollment may not meet the projections, but if the full \$1.3 million in additional tuition revenue is realized, the maximum available for academic purposes would be \$888,000, since there were some claims on those funds. In response to questions, he said there were no commitments against the \$1.096 million available in the 2nd year of the biennium. Chancellor McCarthy asked about the nature of the claims against the tuition revenue and the President reported that UMO has a deficit. The Chancellor reminded the President that the Board has dedicated the increased tuition funds for academic purposes and that any deficits were to be funded from other sources.

A gentleman from the audience interrupted to object to the prolonged debate of issues he thought were irrelevant to the many individuals who had been invited to express their views on the proposed reductions in public service programs. Chairman Monaghan apologized for the delay and said that the people who were waiting to address the Board would have an opportunity to do so shortly.

Referring to President Silverman's remarks that the impact statements indicated that some of the proposed reductions were unacceptable, Mr. Monaghan asked the President if he would conclude that reductions in Cooperative Extension were unacceptable. The President said he would like to be able to do that, but evaluation of the impact statements had not been completed and he had not had time to adequately consult with his colleagues. Mr. Monaghan asked if any of the Trustees would like to offer a motion and, for discussion purposes, Mr. Beliveau moved that any proposal made by UMO to cut funds from the existing budget of the Cooperative Extension program be rejected. The motion was seconded. From the audience, Mr. Frank Hussey requested that the Agricultural Experiment Station programs be added to the motion. Mr. Monaghan said the other affected programs could be dealt with in a separate motion, depending on the outcome of the motion before the Board. Expressing support for the Cooperative Extension programs, Dr. Elkins said he was concerned that the Board not take action before the President has had time to discuss the issues further with his colleagues. He noted that those who had come to address the Board had not been heard, nor had there been an opportunity to consult with those whose programs would be

affected if the proposed cuts were not made. He suggested that the motion be tabled. Mr. Beliveau said he was impressed with the response from the public but he was willing to delay action until the next meeting. Dr. Evans said it should be made clear that the final decision on the issue will be made by the Board. Mr. Monaghan said there had been no misunderstanding on that point. Mr. Brown noted that the Campuses rightly have a great deal of autonomy for budget development, but he said this particular issue is so serious that it should be made clear to the public that the Board will make the final decision, and that the President has never expected it to be otherwise. Mr. Brown said he had heard the report on the self-study at the May meeting and had also received a copy of the final report, but did not recall proposals for cuts of this magnitude. President Silverman said discussion of the \$5 million shortfall is recorded in the May minutes. Mr. Monaghan said that the need for additional funds could have been raised with the Appropriations Committee if he had been aware of the problems before the Committee hearing. After determining that the Trustees did not wish to proceed further with the motion before them, the Chairman announced that it was being withdrawn, and that those who were waiting to address the Board would be heard.

The speakers were called by the Clerk from a register provided before the meeting for those who wished to address the Board. The names of the speakers and their organizational affiliations are listed below. Asterisks denote speakers who also provided written statements, which are appended to the file of these minutes. After each presentation the speakers responded to questions of interest from the Trustees. If there was more extensive interchange between the speakers and the Board, the substance of the discussion is recorded.

- George Conant, Canton, President, Maine Extension Association, in opposition to the proposed cuts.
- \*Frank W. Hussey, Presque Isle, Mr. Hussey is a former Trustee, former Assistant to the Secretary of the U.S. Department of Agriculture, and has been closely associated with the Cooperative Extension Service. He spoke to his concern for the implications of the proposed cuts on Cooperative Extension programs and on Agricultural Experiment Station research facilities.
- Ruth Pearse, Union, President, Knox-Lincoln County Extension Association, in opposition to the proposed cuts.
- Robert Tomkins, Waldoboro, member Knox-Lincoln County Extension, in opposition to the proposed cuts.



- \*Allene Bowler, South Windham, for the Cumberland County Extension Association, in opposition to the proposed cuts.
- Muriel Watts, President, Washington County Extension Association, in opposition to the proposed cuts.
- \*Gerald Work, Professor of Education, UMO, and President of Associated Faculties of the University of Maine (AFUM), for AFUM, in support of maintaining the University at a competitive level overall. In the course of his presentation, he noted that the problem is the generally marginal funding of the total system and that prudent budget requests often become attenuated and result in timid requests. Mr. Monaghan questioned the characterization of the Board's requests to the Legislature as "timid," noting that there is almost always a difference between the amount requested and the dollars appropriated. Professor Work responded that the faculty has to look at the end result and when requests are not granted, for whatever reason, the quality of the institution is affected. For the record, Mr. Monaghan reported that in the last legislative session the University received the largest percentage increase of any agency in the State.
- Marion Spaulding, for the Somerset County Extension Association, in opposition to proposed cuts and a hiring freeze already in effect, which has reduced the Somerset County Extension staff by 30%.
- State Senator Frank P. Wood, District 3, reported that the Legislature has appointed a committee to investigate the proposed cuts at Orono. The Committee is made up of the members of the Legislature's Committees on Agriculture and on Education, and will be looking into the financial problems at UMO to determine how the Legislature can respond, if there is a need for a legislative response. The Chancellor and Trustees will be invited to attend a public hearing which will be held at Orono on August 17th, to share ideas.
- State Representative John Lisnik, District 12, who serves on the Appropriations Committee said the problems should have been presented to the Appropriations Committee at the outset and expressed regret that the motion before the Board earlier in the meeting was not pursued. Mr. Beliveau proposed an alternative resolution which he said would address the issue

and just preserve the status quo until a final decision is made by the Board:

Resolved: That it is the recommendation of the Board that the proposed reductions and curtailments in public service programs, including the freeze on hiring, be rescinded by President Silverman pending a final decision by the Board on these issues.

The resolution was seconded. During discussion, Mr. Hakanson said he approved the spirit of the resolution but would not support action which interfered with the operation of a Campus. Mr. Richardson expressed regret that the financial problems were not made known to the Board at the time the appropriation request was developed. He said he fully supported the service functions of the University, but pointed out that there was a deliberate decision-making process underway at Orono, and he said he would not vote for action which would interfere with that process. Dr. Evans said the resolution addresses the harm that is being done to the public service programs before final recommendations are made. Mr. Beliveau indicated that the intent of the motion was to insure that decisions wouldn't be made in the interim that would be difficult to overturn and that the resolution would preserve the status quo until final decisions could be made. Dr. Elkins said he thought the resolution would not affect the integrity of the decision-making process, but that it would serve to relieve the anxiety of those who are concerned about the impact the proposals are already having on the programs. Mr. Richardson was concerned that Board action would be taken on incomplete information and he pointed out that he could not be sure what the current status was that would be preserved. After further discussion, the resolution was APPROVED by a vote of 7 to 3, with Trustees DiMatteo, Hakanson and Richardson dissenting.

- \*John Steffans, Acton, president of the York County Extension Association, in opposition to the proposed cuts.
- State Representative Raynold Theriault, District 15, Fort Kent, pointed out that the sentiment of the Legislature has been to support block grant funding for the University because the Legislature has been satisfied with the management of the institution. He indicated, however, that if programs were to be decimated he was sure that line-item budgeting would be considered for the University. Mr. Beliveau acknowledged that line-item budgeting would be destructive for the University system since the balance of political power would

serve the interests of Cumberland County and the urban areas to the detriment of rural areas like Aroostook County. Mr. Richardson concurred and said he had opposed the concept of line-item budgets during his tenure in the Legislature, for that reason. He said he hoped no one would lose sight of the fundamental purpose that all assembled were trying to serve, reiterating that Trustees seek to maintain a close working relationship with the State's legislators.

- Jerome Nadelhaft, Professor of History and Chairman of the UMO Council of Colleges, spoke to the needs for academic support at Orono and reported on a resolution adopted by the Council after considering President Silverman's proposals. The resolution reads:

The elected members thank President Silverman for his candid presentation. We wish to be on record in saying that the public service sector of UMO should not be sacrificed in order to improve conditions in other teaching/research areas at the University. We hope to participate as a faculty to work toward other solutions to our common problem and preserve the total identity of the institution.

In view of our concern for preserving the total nature of UMO, and because of the relatively small savings involved, the elected members request that the actions already taken to limit SSRI's activities be rescinded.

Professor Nadelhaft stressed that the Council objected only to the proposed solution, and that the Council recognizes that UMO is drastically underfunded. He reported that in the Spring of 1983, the Council appointed a Committee to look into UMO funding, and it hopes to produce a detailed recommendation for system funding that would take into account the nature of the various campus programs and majors, recognizing that an engineering major, for example, is more expensive than an English major. In the course of its study, which is still ongoing, the Committee analyzed revenue and expenditure budgets for the system's campuses, comparing dollars raised and dollars spent, by campus. Professor Nadelhaft indicated that the analysis demonstrates that Orono has a comparative disadvantage in the ledgers of both restricted and unrestricted budgets. He concluded that, on a percentage basis, no campus gets less from the system than UMO.

- Peter W. Curra, President of the Maine Farm Bureau reported that Extension employees and volunteers are demoralized and requested that as soon as the facts and figures are available, the Board move with all possible speed to resolve the status of the public service programs. Mr. Monaghan assured Mr. Curra that the issue would be resolved at the September meeting.

After a brief recess, the Chairman reconvened the meeting. Before proceeding, Mr. Monaghan announced that he wanted to correct an error which occurred earlier in the session when he indicated to President Silverman that the Board was not made aware of the need for additional funds in a timely manner. Mr. Monaghan said the minutes of the May meeting record the discussion of the need for \$5 million in additional resources, and his view at that time was that nothing would be gained by taking this specific issue to the Appropriations Committee.

- Richard Bowers, Executive Vice President, UMO, and Chair of the Administrative Budget Committee pointed out that the Committee recognizes the important service which is provided to the people of Maine through the Cooperative Extension Service and that no one wants to make the proposed cuts. The Campus does face serious budget problems in the academic area, however, and if no additional funds are available reallocations will be necessary to meet the academic needs.
- Karl Webb, UMO Dean, College of Arts and Sciences spoke to the academic needs of the College which has increased enrollment by about a third since 1978 on an operating budget which has remained constant over the same period. The effect of the static budget is a reduction in purchasing power of about 16%. He noted that about 1000 students were turned away this spring for lack of space in college programs. To live within its budget, the College has reallocated positions, eliminated some programs and reduced others.
- James Clapp, UMO Dean, College of Engineering and Sciences, acknowledged that his College was pushing hardest for reallocation. He reported that the College was turning away a significant number of qualified Maine students who wish to study for an engineering degree. In response to a question about the cost of accommodating more students, Dean Clapp estimated that \$3-4 million would be needed to instrument a modern laboratory for 25 students, apart from the cost of the building. Given the rapid advances in the field, laboratory facilities are extremely expensive facilities to keep modernized. There was discussion of the possibility that higher tuition should be

charged engineering students to offset the added cost. Dean Clapp said it would be difficult to achieve equity with this mechanism but if differential tuition is considered he thought that course fees would provide a more equitable basis than program fees.

- Ronald Beard, Hancock County Extension agent, in support of continued maintenance of Cooperative Extension.
- \*Charles O'Leary, President, Maine AFL-CIO, in support of maintaining the public service role of the University of Maine at Orono.
- \*Wayne Thurston, Extension volunteer and Maine representative to the National Council for Agricultural Research, Extension and Teaching, in opposition to the proposed cuts.
- Dana Drew, Franklin, Extension Association member, in opposition to the proposed cuts.
- Thomas Berry, Livermore, President, Maine Pomological Society, in support of continued maintenance of the public service programs.
- Clayton Totman, Waldoboro, Forester, spoke to the need for continued maintenance of the Agricultural Experiment Station programs. He reported that the forest industries assess themselves to fund the Cooperative Forest Research Unit to supplement the work of the Experiment Station and given the need for additional research activity by the University, he said this is no time to curtail Experiment Station programs.
- Robert Woodbury, President of the University of Southern Maine, offered some comments on the testimony that had been presented. He pointed out that deficiencies in funding is not just an Orono problem but a University problem, and one the University will probably face for years to come. He said it would be appropriate to recognize that the upcoming tuition increase along with the Part II monies will help the Campuses begin to address some of the deficiencies that have existed throughout the system for the past few years. He indicated that public service also is a University-wide function and that all of the Campuses are involved in public service activities. He noted that some of the Campus presidents see the Extension model as appropriate to urban campuses and to areas other than agriculture. He said that during the course of the testimony he had detected a sense of unfairness concerning formulas for allocation of

funds. He indicated he had heard a lot of numbers and statements which were factually untrue, and that he would like an opportunity at some point to address those issues. He pointed out that it is difficult to make allocations among and between the many highly justifiable needs for funding and care must be taken about allusions to unfairness. With respect to line-item budgets, he said he has had prior experience with such budgets in the Massachusetts system and he thought that one of the great treasures the institution has is that the Board is rightly trusted to manage the University with a block grant. In conclusion, he said he was disturbed by suggestions that it might be better if the system didn't exist. He reported that he had been approached recently by a political leader who said that efforts were being made to dismantle the University system and if those efforts were successful, USM would be in a very advantageous position given the prospects for political support from the 100 legislators in the USM area. President Woodbury said it would be a tragedy for the institution if the system were destroyed because the system mechanism is the only intelligent way to provide statewide education with limited resources. Mr. Monaghan suggested that President Woodbury convey that message to Senator Wood's legislative committee which will be conducting its public hearing next week.

- Eric Lindquist, Augusta, President, Kennebec County Extension Association, in support of continued maintenance of public service programs.
- Hugh Mathews, Leeds, President, Maine Poultry Federation, in support of the Cooperative Extension Service.
- \*Barbara Gottschalk, Associate Commissioner, State Department of Agriculture. Due to the lateness of the hour, Ms. Gottschalk provided copies of a prepared statement for later perusal. She noted that the Department was concerned about the proposed cuts and for the need to be able to evaluate the specific details in order to have an opportunity to comment on the impact of any recommendations before final decisions are made.
- Harold McNeill, Director of Cooperative Extension, UMO commented on directions for the future of the Extension Service.
- Wallace Dunham, Interim Director Agricultural Experiment Station, UMO, on the impact of the proposed cuts on the Experiment Station.

There being no further speakers and no further discussion, the meeting was adjourned.

Other individuals who registered to present a statement but were unable to remain for the entire session:

Joyce Kleffner, Hancock County Extension Agent.  
Patty Gilly, Hancock County Extension client.  
Catherine Poulin, No. Whitefield, Extension Volunteer.  
John Gee, New Sharon, Poultry Farmer.  
Arcy Nestor, Lincolnville, 4-H Volunteer.  
Carl Smith, Tenants Harbor.  
Thomas Karod, Camden.  
Mickey Versteeg, Augusta.

Other prepared statements left for perusal:

- "Budget Reallocation Impact on the Maine Cooperative Extension Service," dated August 9, 1983 - unsigned.
- "Budget Reduction Information, Cooperative Extension Service, Piscataquis County," July 22, 1983 - unsigned.
- Newsletter of Small Woodland Owners Association of Maine, Inc., Vol. 8, #8. containing an article, "UMO Budget Cuts," courtesy Elinor Vassly, SWOAM President.

JoAnne R. Magill  
Clerk