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# Reorganization of public higher education in the Commonwealth of Massachusetts.

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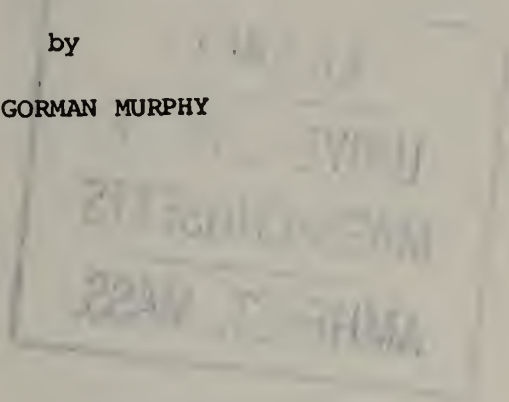
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REORGANIZATION OF PUBLIC HIGHER EDUCATION  
IN THE COMMONWEALTH OF MASSACHUSETTS

A Dissertation Presented

by

JANET GORMAN MURPHY



Submitted to the Graduate School of the  
University of Massachusetts in Partial  
Fulfillment of the Requirements for the Degree of

DOCTOR OF EDUCATION

April

1974

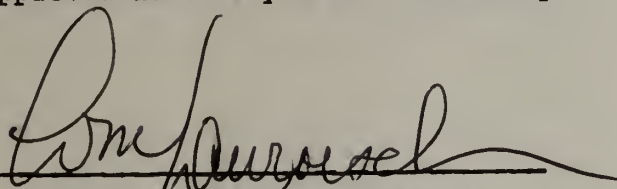
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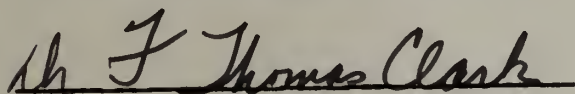
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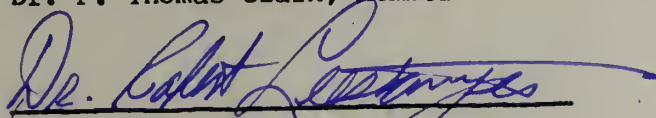
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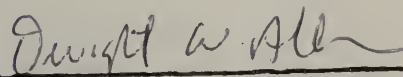
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April

1974

Study of Reorganization of Higher Education  
in the State of Massachusetts  
(May 1974)

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ABSTRACT

The general purpose of this study is to examine the present organization of public higher education in the Commonwealth of Massachusetts and the economical, social, political, and educational influences which affected the creation of the present structure. In addition, this study will attempt to evaluate the present structure in light of today's economic, political and educational realities, and, finally, this study will propose an alternative structure in the form of legislation which, if enacted, would provide a more workable and efficient educational structure.

In order to propose an alternative structure, it was necessary to review the historical evolution of public higher education in Massachusetts and legislation which most affected the development of the public higher educational system. An in-depth study of the structures created by the Willis-Harrington Act, the legislative proposal and legislative and educational reaction to the proposal for restructuring of public higher education as proposed by Secretary of Education Joseph Cronin

are included in this endeavor. To complete this study, it was necessary to survey by using a questionnaire and personal interviews with the leaders of both the political and educational arena.

ACKNOWLEDGEMENTS

The author wishes to express her gratitude and appreciation to the members of her thesis committee, Dr. William Lauroesch, Dr. F. Thomas Clark, Dr. Robert Leestamper, and Dr. Robert Wuerthner for their valuable time, helpful criticism and patience. And to Dr. Dwight Allen for his courage in structuring a program which allowed for the widest range of flexibility, a program whose focus was sensitivity to individual abilities and needs and yet a program which did not sacrifice academic quality.

J.G.M.

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"That there should one man die ignorant who  
had the capacity for knowledge, this I call tragedy."

Thomas Carlyle

DEDICATION

To My Mother,  
Catherine Hennessey Gorman

## C H A P T E R I

### THE PROBLEM

Public regard and support for higher education in America has declined noticeably from the active heights of the 1950's and 1960's to a point where higher education is now in the precarious position of having to continually define, redefine, defend and redefend its status.

Thus, the future of higher education must be examined in light of its present low, or at least, unenthusiastic support by considering several imperatives. These imperatives demand that higher education expend its resources more effectively and accountably, accommodate new clientel, reform itself, maintain diversity, plan more effectively, determine more closely the nature of undergraduate education and reorder the priority assigned to graduate education. If these problems collectively characterize higher education in the United States they are physically mirrored by the present state of higher education in the Commonwealth of Massachusetts. Much of the growth of public higher education in Massachusetts has been uncontrolled, unplanned for and unexpected. The present system, although greatly improved since the passage of the Willis-Harrington Act of 1965, is still in need of greater planning efforts, less duplication of effort and better, more centralized, management.

### Statement of the Problem

The ultimate aim of this study has been to develop a structure for public higher education for the Commonwealth of Massachusetts that is economically and politically feasible while at the same time provides opportunity for the greatest number of qualified students with an extension of quality educational program offerings. To prepare for this outcome it has been necessary to: (1) re-examine the historical development of Higher Education in Massachusetts, and (2) evaluate Secretary Cronin's recent proposal, including an analysis of the modification and ultimate rejection of same, and to assess the collective perception of political and educational decision-makers in Massachusetts regarding the present structure and the alternative proposal.

### Sub-Problems

1. To identify the strengths and weaknesses of the present structure of public higher education in the Commonwealth.
2. To recognize what the fiscal realities of the Commonwealth are and how they may impinge upon the future of public higher education in the Commonwealth.
3. To utilize resources in the professional education and governmental domains as the main ingredients in shaping a viable structure for public higher education in Massachusetts.
4. To appraise and unify a leadership perspective in education and government so they can combine to effect change.
5. To fortify the coordinating function of organization in public education so that the problems of effort duplication, competition for monies by segments of higher education and general fiscal waste can be abetted.
6. To reduce data to one or more alternative structural blueprints.

7. To draft alternative legislative proposals for the reorganization of higher education in the Commonwealth.

#### Definition of Terms

1. Executive Leadership: includes the Governor, the Lt. Governor and the Secretary of Education.
2. Executive Campus Leadership: includes the President and the Vice-President.
3. Legislative Leadership: includes the Speaker of the House, the President of the Senate, and the Chairmen of the House and Senate Ways and Means Committees.
4. Universal Access: access to the total educational system, not necessarily to a particular educational program.
5. Informal Procedures: those procedures not mandated by law.
6. Formal Procedures: those procedures mandated by law.
7. Fiscal Autonomy: the right and ability to reallocate appropriated monies from one account to another within the limits of the total budget.
8. Institutional Autonomy: the right of institutions to self-government within the parameters of the policy established by the Governing Boards.
9. Education Trustee: a person who by law is responsible for the operation of one or several education institutions.
10. Lay Board of Trustees: a board whose individual members are not involved with any educational institution or who do not receive compensation for any educational pursuits.

#### Delimitations

This dissertation will not include alternative structures for elementary or secondary education in the Commonwealth. It will not include discussion of the organization of the peripheral agencies affecting public higher education, such as the Bureau of Building Construction, the Office of Programs and Planning, the Office of

Administration and Finance. It will mention these only as they directly relate to the public higher educational structure, or if the final proposed alternative would have an effect on their present functions. In addition, it is not the author's intention to discuss the internal governance structures of any of the individual collegiate institutions. This thesis will not deliberate on the organizational structures of the present boards.

### Basic Assumptions

1. State-wide planning can facilitate and encourage the development and growth of institutional planning.
2. State-wide planning can make efforts to promote institutional differentiation.
3. No state-wide planning scheme challenges the political implications of decision-making.
4. The success or failure of any structure depends on the individuals and personalities who occupy key positions of authority.

### Methodology

1. Analysis of all legislation affecting higher education in the Commonwealth, particularly, public higher education. Research of all legislation affecting public higher education, especially legislation enacted in the last 15 years attempting to analyze their effect on development of public higher education. Also in-depth study of budgets of Public Higher Education and enrollment studies.
2. Study of historical development of public higher education. This was accomplished by review of legislation and voting of legislators on general records and specific legislation affecting development of Public Higher Education.
3. Analysis of answers derived from questionnaire sent to twenty-five government officials, twenty-five associated with education. Sampling was limited because of the relatively small group classified as leaders in either group. Government officials who have a leadership role in the legislative and executive branches and

legislators who have a public higher educational institution in their area were selected to complete the questionnaire. In addition, a random sampling of public higher education board members and presidents of public higher educational institutions was performed.

4. Interviews were held with elected government officials and educational leaders who possess the greatest power for change and future development of public higher education in the Commonwealth. This group was again small since few could be so classified. Therefore, interviews were limited to the Lt. Governor, the Speaker, the Senate President, the Chairman of the House Committee on Education, the Heads of the public higher educational segments and the Chancellor of Higher Education and the Secretary of Education.

#### Need for and Significance of the Study

The most important and controversial issue before the Massachusetts State Legislature in 1973 and in 1974 has been the Governor's proposal for the internal reorganization of all state agencies. The Governor's Office has prepared a proposal drafted into legislation for the reorganization of public higher education. The structure of public higher education has not changed substantially since the enactment of the Willis-Harrington Act of 1965.

This study is important for two reasons: (1) There has not been an evaluation of the present educational structure since its inception though the need has been obvious, and (2) this investigation will provide an in-depth examination of the Governor's proposal and the disposition of the proposal in an attempt to demonstrate that a viable structure which enhances the present organizational structure can be implemented without total reorganization.

## CHAPTER II

HISTORY OF THE DEVELOPMENT OF PUBLIC  
HIGHER EDUCATION IN MASSACHUSETTS

A retrospective study of the development of public higher education in Massachusetts, particularly of developments in the last twenty years, highlights the impact political forces had on public higher education and the resulting expansion of individual public colleges and the public system. The major legislation enacted during this period and its political leaders emerge as the strongest influence on the growth of the public system.

Before 1950 public higher education in Massachusetts had received little or no attention. Threats of closing one or more state colleges were common occurrences. The reasons were many. Campus buildings had reached a state of total disrepair, public education institutions were looked upon as a last resort for young people seeking higher education, enrollments were dropping, and the program offerings were extremely limited.

Several other factors contributed to the Commonwealth's late growth most commonly referred to as "The Massachusetts Lag." The most popular reason cited is the large number (86) of four-year private higher educational institutions. Another deterrent to the positive development of the public higher educational institutions was the political dominance of the public sector by private school educators (as members of boards of public institutions). In addition, private school graduates held positions of influence in government,



banking, and industry, and because of these vested interests they were not fully committed to the concept of the development of the public education sector.

In a largely industrial state the sons and daughters of blue collar workers in Massachusetts felt a college education was out of their reach -- a dream. Massachusetts historically has been a "melting pot state" more than any other with the exception perhaps of New York. Most people who settled in Massachusetts first encountered the pressing problems of overcoming language, cultural barriers, and the lack of employment opportunities. For at least two generations these problems took precedence over attempts to solve more far-reaching problems such as access to higher education. The affective ability of change depends on degrees of leisure, opportunity, and resource which these early settlers found difficult to obtain. Thus, the projected effect of change failed to reach these segments of the population for whom it was originally intended.

Higher educational institutions, in general, lack direction. Though they pride themselves on their autonomy, higher educational institutions, not unlike similar institutions in other states, have been respondents to and reflectors of society rather than change agents. Therefore, the combined influence of social, economic, and legislative factors effected great change for institutional growth. Public institutions of education were forced to expand their facilities with the return of Veterans from World War II who now received under the G.I. Bill of Rights tuition and subsistence funds. Millions of

Americans for whom higher education would have been an unfulfilled dream laid claim to a reality.

There were many other external factors affecting the growth of public higher education in the Commonwealth. The wave of students born in the World War II and the immediate post-war period were knocking on college doors, the post-war affluence, and the national response to Sputnik collectively reinforced the growing conviction the general public was gaining as to the importance of higher education. The demand of blacks, women, and other minorities were also factors which produced a great outpouring of fiscal support for higher education. The question subsequently became in Massachusetts, as well as in most other states, when universal higher education would be accomplished rather than whether it was to be adopted. In short the movement became active and participatory rather than rhetorical.

In the mid-1950's to early 1960's the groundwork for increased state aid to public higher education was being formed in Massachusetts. Political leaders at all levels responded to the public needs and hardfelt demands as expressed by their constituents.

A most obvious source of proof of this renewed interest in economic and fiscal support for public higher education is the budgetary support, particularly the capital outlay and maintenance accounts for the years spanning 1960-1973 (see Chart 1A & 1B in Appendix A.) During these years public higher education received increased financial aid in many areas, but the most important development of the period was the passage of a statute which granted fiscal

autonomy to our educational institutions. In 1961 the University of Massachusetts became the first authorized institution to receive this right through legislation. The other segments of the higher education scheme -- state colleges, the community colleges, Southeastern Massachusetts University, and Lowell Technological Institute received fiscal autonomy in 1963 and 1964.

The enactment of this legislation and the concomitant increase in budgetary support for these institutions provided them with the basic tools for beginning to offer quality educational programs. Fiscal autonomy enabled these institutions to transfer monies from one account to another without the prior approval of the legislative or executive branches. In brief, determination of the priorities of public higher educational institutions was transferred from the political arena to the educators. This fiscal autonomy, which is synonymous with flexibility for change, finally allowed Massachusetts collegiate institutions to compete for high calibre faculty who formerly occupied teaching positions at private schools throughout the country.

During the years 1955-1965 the Commonwealth of Massachusetts was endowed with "executive-legislative" educational leadership. In March, 1958, a State Commission on Audit of State Needs established by Governor Foster Furcolo recommended the development of a community college system. This recommendation was adopted by the General Court in August, 1958, and was signed by Governor Furcolo on October 6, 1958. Thus, the stage was set for the development of the present fifteen-

community college plan now boasting an enrollment of 24,807 (see Chart II in Appendix A). Foster Furcolo was the first Governor to recognize the state's responsibility for advancing the cause of and maintaining a public higher educational system. He believed that the success of democracy depended on an informed and responsible electorate, and this concept ignited the flame for a drive that was to last ten years for a public higher educational system second to none. His administration advanced the building programs of all public higher educational segments and laid the foundation for increased faculty salaries through fiscal autonomy discussed earlier. In 1960, the Furcolo administration enacted legislation renaming "State Teachers Colleges" to "State Colleges"; this was not a symbolic token but a change which meant these four-year institutions were able to grant undergraduate degrees in the arts and sciences in addition to the earlier authority to grant only undergraduate and graduate degrees in education.

In 1963, Governor Endicott Peabody proposed and the legislature enacted into law a bill which gave the right to an autonomous board (State College Building Authority) to build non-educational structures (housing facilities, parking lots, student unions, etc.) on a self-amortizing basis. The creation of dormitory authorities for the University of Massachusetts in 1960, for State Colleges in 1963, for Lowell Technological Institute in 1961, and Southeastern Massachusetts University in 1964, enabled these authorities to build self-amortizing non-instructional buildings. These physical developments are significant because enrollments warranted the construction of such

facilities, but more importantly because it made the need for more classroom facilities more apparent.

During these critical years, the Massachusetts General Court had a handful of men whose main concern was the development of a quality public higher educational system.

During 1958-1964, the Speaker of the Massachusetts House was John F. Thompson, of Ludlow, a neighboring town of Amherst. It was during this period that the University of Massachusetts, Amherst, received its first and perhaps greatest fiscal boost. Speaker Thompson, fortified with the aid of a small group of Western Massachusetts legislators, led the fight for fiscal autonomy first granted to the University of Massachusetts in 1961, and then two years later to the State Colleges in 1963. Speaker Thompson was a friend of public higher education, generally, but he expended his greatest power in behalf of the University of Massachusetts. Though he had not had benefit of a college education himself, he did demonstrate characteristics many alumni do not -- commitment -- and his commitment caused the University of Massachusetts to evolve from an object of concern to an alma mater in the broadest, deepest sense of the term. Because he was so personally involved in the growth of the University, most of his constituents, if they pursued studies in higher education, attended the University of Massachusetts at Amherst or Westfield State College.

Another staunch supporter of the University during this period was Howard Whitmore of Sunderland, a University alumnus who lent tremendous support on behalf of the rising commitment to higher education.

As odd as it may seem, those political leaders who bore the burden of energizing higher education in Massachusetts were not necessarily from those urban centers ordinarily associated with astute and active leadership. On the contrary, most of the dedication and responsible leadership emanated from the Western part of the state. Holyoke was the home of much of this leadership led for a time by Representative Edwin D. Gorman, who held a high position in the House leadership and extended his energy and power to obtain increased support for the University.

On the Senate side, the then Majority Leader, Maurice A Donahue, a former teacher, also of Holyoke, carried the banner for the development of the University of Massachusetts. As one can see, the power of the Legislature in both House and Senate was in Western Massachusetts, and it was at this time that the development and expansion of the University began.

The expansion and development of certain state colleges can also be directly traced to the power of individual legislators in the General Court. Much of the expansion of our better institutions reflects the efforts of legislators who held key positions during their formative years.

The rapid growth of Westfield State College from a dilapidated old building to a brand new campus can be traced to the fact that Western Massachusetts legislators held key positions; the great expansion of Salem State College was because of the work of the then Majority Leader of the Massachusetts Senate, Kevin B. Harrington of

Salem; the further expansion of Bridgewater State College and the establishment of Massasoit Community College was through the direct efforts of the Chairman of Senate Ways & Means, James Burke of Brockton.

Individual community college growth can also be accounted for by the efforts of prestigious members of the General Court. Cape Cod Community College received great legislative support from Senator Edward Stone of the Cape, a rich and powerful member of the Cape Cod Community and a member of the powerful Senate Ways & Means Committee.

Berkshire Community College owes much of its development to Representative Thomas Wojtkowski of Pittsfield -- a long time member of House Ways & Means.

Holyoke Community College was founded in 1946 as a municipal community college. One of its original founders was Howard Driscoll, who later served as a legislative assistant to Senate President Maurice A. Donahue of Holyoke. In 1964, while Mr. Driscoll served as legislative assistant to the Senate President, the college received the largest appropriation for renovations of any community college -- \$1,000,000. After these extensive renovations were completed, the community college burned down. In one year the city of Holyoke built temporary quarters to house the community college. The state rented this building until the new college could be built on land which the city of Holyoke had given the state. In the 1968 legislative session, Holyoke Community College received \$1,000,000 to begin planning a new college. In Chapter 633 Acts of 1970, it received construction monies of \$23,700,000. All this took place while the Speaker of the House

was David M. Bartley of Holyoke and coincidentally an alumnus of Holyoke, was serving as President of the Massachusetts Senate.

A final example: the establishment and growth in record time of the Springfield Technical Institute is the direct result of the fact that the Chairman of House Ways & Means Committee was Anthony Scibelli of Springfield.

In addition to strong legislative personalities during this period, one has to also attribute expansion of certain colleges to the personalities and leadership of certain college presidents -- Frederick Meier (President of Salem), personal friend of Senate President Kevin B. Harrington, a hard driving, politically-astute, untiring fighter in behalf of public higher education in general, and Salem State College, in particular; Jean Paul Mather, President of the University of Massachusetts from 1950-1960, who took his case for expansion of the University of Massachusetts to the public who in turn brought pressure on their local elected representatives to respond to President Mather's message.

As one can see, the development of Massachusetts public higher education's growth pattern became a topsy-turvy one, depending largely on the political power of the legislators representing the area in which a public college was located.

Although key legislators had greatly improved the availability of public higher education and the quality of higher education, the development of the Massachusetts system was an uneven one, with separate and uncoordinated appeals to key legislators playing the largest role.



Because of this lack of coordination many institutions, the state colleges (11) for example, tended to fade in terms of the individual characteristics which should mark any institutions. They began to resemble each other in terms of offerings, innovation and appeal and could not, therefore, be expected to serve the divergent needs of so varied an audience. The Willis-Harrington Commission perceived that more centralized control had become both an educational and an economic necessity so that different roles could be assigned to different higher educational institutions.

The Commonwealth's investment in higher education had to be more regular, deliberate, and planned. The realization of these needs became the major reasons for the establishment of the Willis-Harrington Commission, in 1965.

It was then, in this atmosphere of nationwide attention to education, state-wide demand for increased educational opportunities, and a demonstrated concern by the leadership of the Massachusetts General Court that the then Senate President Maurice A. Donahue introduced legislation to establish a special twenty-one member commission,

for the purpose of making an investigation and study of the laws of the Commonwealth pertaining to education, of the educational institutions of the Commonwealth and their organization, of the various school systems therein, and of the educational laws, programs and school systems of other states with a view to elevating educational standards in the Commonwealth, reorganizing the scope of various educational boards and administrators of the Commonwealth, revising and modernizing the

organizational and financial structure of schools and school systems, extending facilities, curricula, and educational goals of the schools and colleges of the Commonwealth and providing increased financial aid for education, hereby submits its final report.<sup>1</sup>

The mission of this study was to see educational problems, goals and structure as a whole and to recommend long-range solutions. By implication, the Commission's main charge from the Massachusetts General Court was to develop a Master Plan for public education for the future, the main emphasis of which would be leadership, structure and coordination. To provide a structure for assuring coordination, quality and expansion through continuous planning was another of the Commission's assignments.

The Commission, chaired by Majority Leader of the Massachusetts Senate, Kevin B. Harrington, submitted legislation which reorganized public education from kindergarten through graduate school. The Willis\*-Harrington Act became Chapter 572 of the Acts of 1965. This act

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<sup>1</sup>"Report of the Special Commission to Investigate and Study Educational Facilities in the Commonwealth of Massachusetts," public by Commonwealth of Massachusetts, June 30, 1965, p. 1.

\*Benjamin Willis at the time of his appointment as chief consultant to the Willis-Harrington Commission was General Superintendent of Schools in Chicago and continued to serve in this capacity while serving as a consultant to the Study Commission. His background was chiefly in the elementary and secondary school administration also having served as Superintendent of Schools in Yonkers, N.Y., Buffalo, N.Y. and lastly in Chicago. One year after the inauguration of the Willis-Harrington legislation, Dr. Willis was replaced as Superintendent of the Chicago school system in 1966. At present Dr. Willis is professor of education at Purdue University.

substantially reorganized and reconstructed the entire educational system in Massachusetts. This legislation once enacted into law developed a new structure for public education in the Commonwealth -

TABLE I.

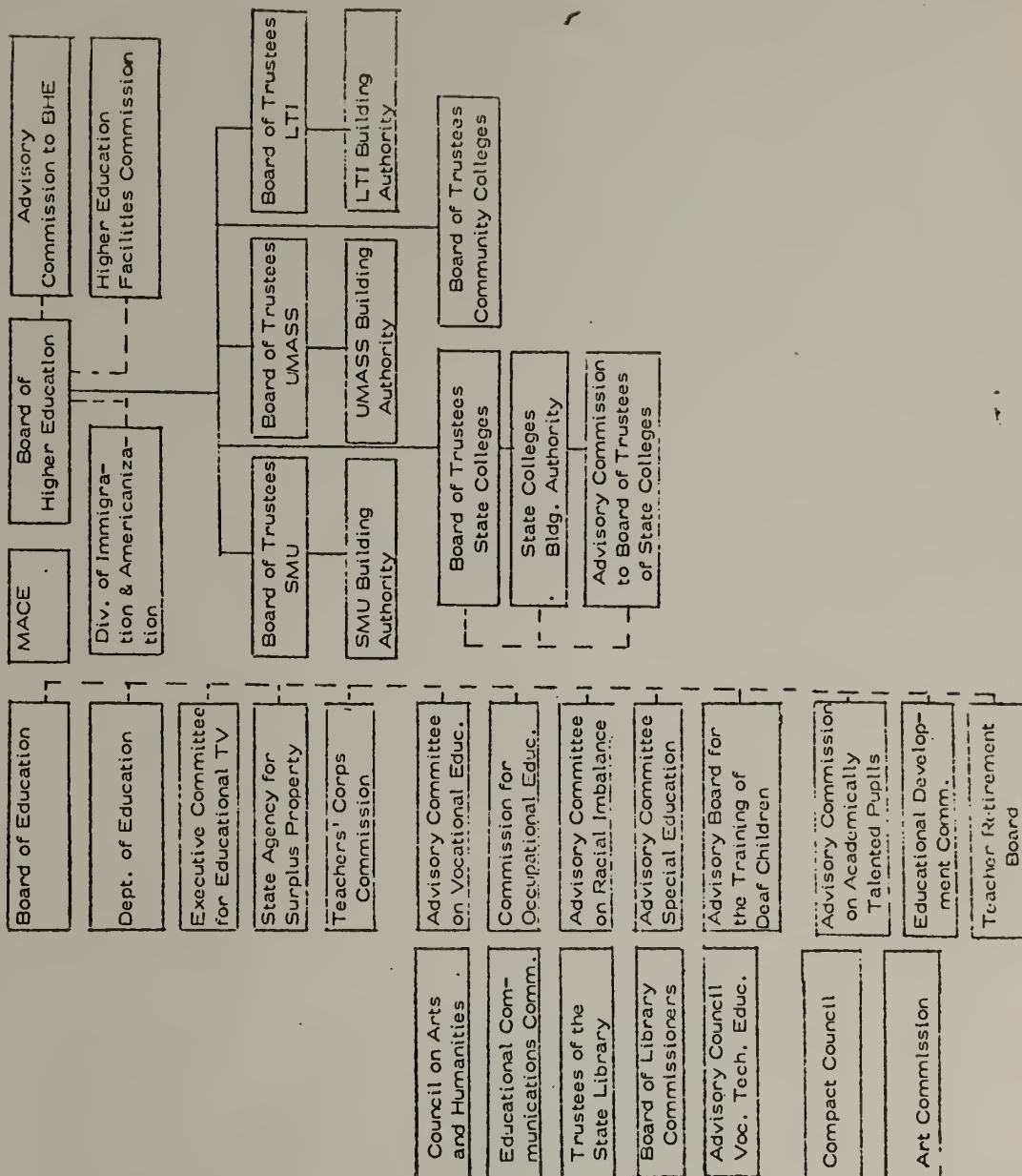
The major recommendation for public higher education of the Willis-Harrington Report was the recommendation of the establishment of a Board of Higher Education composed of lay membership with educators sharing only in an advisory capacity. Many legislators and educators felt by establishing this overall lay coordinating board much of the in-fighting for state monies by the different segments of public higher education in the legislation would cease. The legislation establishing this coordinating board reads as follows:

There shall be in the department, but not subject to its control, a board of higher education, in this section and in sections 1B, 1C and 1D called the board, consisting of a member of the board of trustees of the University of Massachusetts selected by a majority vote of all the members of said board, a member of the board of trustees of state colleges selected by a majority vote of all the members of said board, a member of the board of regional community colleges selected by majority vote of all its members, and a member of the board of trustees of Lowell Technological Institute or of the board of trustees for the Southeastern Massachusetts Technological Institute selected alternately by majority vote of all the members of said respective board, each of said four members to serve for a term of one year, and seven persons to be appointed by the governor, one of whom shall be a member of the governing board of a private institution of higher education in the commonwealth, one of whom shall be a member of a labor organization affiliated with the Massachusetts State Labor Council AFL-CIO and at least two of whom shall be women.

No member of said board shall be employed by or derive regular compensation from any education institution, or school system, public or private, or be employed by or derive regular compensation from the Commonwealth. No two members shall be alumni of the same public institution, or segment of institutions, of higher education in the Commonwealth. No person who is serving as a member of a board of any public institution of higher education or of any school committee shall be appointed to the board.

TABLE I

Willis-Harrington Reorganization



Upon the expiration of the term of office of any member of said board, his successor shall be appointed for a term of five years. No person shall be appointed to serve more than two full terms. Prior service on said board for a term of less than three years, resulting from an initial appointment or an appointment for the remainder of an unexpired term, shall not be counted as a full term. If any member is absent from four regularly scheduled meetings, exclusive of July and August, in any calender year, his office as a member of said board shall be deemed vacant. The chairman of the board shall forthwith notify the governor that such vacancy exists.

The members of the board shall be reimbursed for their necessary expenses incurred in the performance of their duties.

The board by majority vote of all its members shall elect a chairman from among its members.

The board shall meet regularly each month except that the chairman, with board approval, may omit meetings in July and August, and the chairman may call additional meetings at other times.<sup>2</sup>

The enactment of this legislation also created an advisory commission to the Board of Higher Education consisting of representatives of public higher educational segments of the Commonwealth, the Commissioner of Education, the Director of Research of the Massachusetts Advisory Council on Education and a president of a private institution appointed for a term of five years by the Governor.

An interesting aside concerning the make-up of the Advisory Commission is that although the Head of the Central Office of Community Colleges was designated to sit on this board, the Head of the State College Central Office was not. This was because President Meier, the then President of Salem State College and close associate of the Legislative Chairman of the Willis-Harrington Commission, Senator Harrington, did not want a strong Central Office for State Colleges.

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<sup>2</sup> Willis-Harrington Act, Chapter 572.

Therefore, a President elected by the Council of State College Presidents was designated to sit on the Advisory Commission.

The members of this commission would attend meetings of the Board and advise them except when the Board met in executive session. The Board was also granted the right to appoint a chancellor of the Board to serve as secretary to the board and its chief executive officer. The Board was also granted the authority of administering a central scholarship fund.

The primary purpose of the Board of Higher Education was to coordinate the fiscal and educational development of all public higher educational institutions in the Commonwealth and to work toward a system of higher education through coordination of long-range plans for all educational institutions. Each segment of public higher education through its board of trustees submits their capital outlay priorities to the Board of Higher Education. This board then determines a priority list composed of all capital outlay requests of all the segments and submits its list to the legislature. The Board of Higher Education has the power "to review" the maintenance budgets of the individual public higher educational institutions. The present Board of Higher Education does not, however, have the power to delete or add to institutional maintenance budgets. The Board of Higher Education was also granted the authority to approve new programs and degrees and delete those that they felt had become obsolete.

Another valuable contribution of the Willis-Harrington legislation was to establish a separate board of trustees for state colleges.

The state college board previously had the same governing board as the Board of Education whose responsibilities encompassed public education K-12. With their own board of trustees established, state colleges expanded rapidly in enrollment (Chart III, Appendix A) and in the number and quality of programs. The newly formed State College board more than any other board accomplished one of the primary goals of the Willis-Harrington Act. The membership increased their political power when it came to obtaining state fiscal support. This was particularly evident when the State College board was chaired by John M. Cataldo, a businessman by profession, originally appointed by Governor John Volpe and reappointed by Governor Francis Sargent. The development of a central agency to coordinate the activities of the state college system and increased fiscal support for that system was largely because of the efforts of John Cataldo and his ability to work with the legislature and at the same time preserve the educational goals of that system.

It now appears that the greatest weakness or perhaps the greatest failure of the Willis-Harrington reorganization was the Board of Higher Education. There are several reasons for the weakness of this Board.

There are only twenty some members on the staff of the Board of Higher Education. However strong this core group is, it is still too small and it is not, therefore, difficult to understand the barren response it has given to its goals and charges. Also, the Board of Higher Education in its short time has had three different chief

executives each of whom had interpreted his role and duties differently. For instance, the Willis-Harrington Act gave the Board of Higher Education the power to approve new curricula and degree programs. The first time this power was used negatively was in 1971 when it refused to recommend the establishment of a law school for the University of Massachusetts, and later nursing programs for Worcester State College and Boston State College. Previous chancellors chose to rubber stamp the proposed programs of the segmental governing boards. The Willis-Harrington reforms were widely perceived as having been intended to increase the political power of education when it came to getting fiscal support, but to remove day-to-day political consideration from the running of our public institutions. This was to be accomplished by providing broadly representative, politically potent, but disinterested governing bodies. The terms of Board members are staggered so that in the future most would not owe their appointment to an incumbent Governor. They in turn appoint the chief executive officers who serve at their pleasure.

The political clout of the lay membership of the Board of Higher Education has not been as effective as it should be to insure their recommendations to the legislature be followed to the letter. For instance, some colleges still receive preferential treatment in that although their projects are not on the priority list or are very low on the list of the Board of Higher Education they receive monies for a particular projects. There has been a definite lessening of the political favoritism to certain colleges seen previous to the



Willis-Harrington enactment, but if this board were given stronger fiscal powers, such as power to add or delete to individual college budgets before their presentation to the executive and legislative branches their political potency would be increased and the opportunity for political favoritism for individual colleges would be even less than it is today.

The effectiveness of the Board of Higher Education seems to be further curtailed, or at least confused, by the fact that one member of each segmental board also sits with voting power on the Board of Higher Education. Many of the trustees who have had this dual role have found it unworkable. For example, if a trustee on the State College Board, sitting in his or her position as a member of that board votes in favor of a nursing program for Boston State College in the context of the State College System he or she could justifiably change that vote when sitting as a voting member of the Board of Education, voting with an overview of thirty-one public institutions. These are some of the weaknesses of the present educational structure or at least the aforementioned should be seen as factors which require a review or evaluation of the present structure.

## CHAPTER III

## EXAMINATION OF REORGANIZATIONAL PROPOSAL

Since the passage of the Willis-Harrington Act of 1965, legislation has been enacted which has caused slight structural changes in the present educational structure. After a general review of these laws this chapter will describe in greater detail the effects of the enactment of Chapter 704 of the Acts of 1969 to establish a Governor's Cabinet. Conflicts which have arisen between the Governmental Reorganization and the Willis-Harrington Act as a result of this legislation are also cited. A proposal for reorganization by Secretary of Education Joseph Cronin is discussed in light of reactions to that proposal by educators, and the professional, political and media arenas.

Students across the country were becoming more involved in the governance of colleges in the decade of the 60's. The Massachusetts legislature responded to the end of the custodial role and the beginning of the era of involvement of the colleges by enacting legislation creating a Student Advisory Commission (Chapter 846 of the Acts of 1969) for the State Colleges, the Community Colleges, and the University of Massachusetts. In addition, this act provided that one student would sit as a voting member of their respective educational boards. Legislation was also enacted to have a student sit as a voting member of the Lowell Technological Institute and Southeastern Massachusetts University. This past year the legislature

approved and the Governor signed into law a bill which would allow a student with voting power to sit on the Southeastern Massachusetts University dormitory authority.

Also enacted was legislation to create a Faculty Advisory Commission (Chapter 178 of the Acts of 1972) to the Board of Trustees of State Colleges and Community Colleges, one member of which would serve as a non-voting member of the Board of Trustees. These were slight modifications amending the Willis-Harrington Act. In addition, in 1972, legislation was enacted to investigate the possibility of merging Lowell State College and Lowell Technological Institute and in 1973 legislation was enacted calling for the merger of these two institutions by 1975. This is another example of the tampering of the present public higher educational structure in Massachusetts.

The legislation which could have the most far-reaching effect on the structure of public higher education in Massachusetts is known as Chapter 704 of the Acts of 1969 to establish a Governor's Cabinet patterned after the cabinet form of government on the federal level. This legislation implemented on April 30, 1971 created a need to reconcile the hierarchical form of public higher education and the cabinet form of government.

This cabinet style of government was instituted as another layer of government with broad powers whose goal was to correct the administrative ineffectiveness produced within the current layers of government.

As previously mentioned, the Willis-Harrington Act created a Board of Higher Education, a Massachusetts Advisory Council on Education and a reconstituted Board of Trustees of State Colleges. The pattern of practice which had evolved because of the Willis-Harrington statute creating these boards assigns to them in greater or lesser degree the responsibility for many areas in which the newly-created Office of the Secretary of Educational Affairs has been directed and empowered to act.

For instance, Section 14 of Chapter 704, establishing the Executive Office of Educational Affairs, reads as follows:

There shall be within the executive office of educational affairs the following state agencies: the department of education and all other state agencies within said department, including the board of higher education, the advisory commission to the board of higher education, the Massachusetts Board of Regional Community Colleges, the council on the arts and humanities, the executive committee for educational television established by Section 13F of Chapter 71, and the higher education facilities commission established by Chapter 388, of the acts of 1964; the Massachusetts educational communications commission established by Section 158 of Chapter 6; the art commission established by Section 19 of said chapter; and the board of trustees of the state library.

Conflicts have arisen between the present higher education structure of state government legislation. To cite a few examples:

1. Secretary: To review . . . budget requests of agencies within his office.

Board of  
Higher  
Education

The board shall review the annual budget and capital outlay requests of the public institutions of higher education, their segments and public higher education as a whole.

The board shall annually, on or before November 1st, report to the Governor, and, on or before November 22nd, report to the General Court its

findings, and recommendations concerning its needs and programs and the needs, programs, locations, and budget for public higher education as a whole and for each of its institutions and segments.

2. **Secretary:** To have access to all records and documents legally available to him within any agency in his office.

Board of  
Higher  
Education

Through its chancellor the board shall collect and maintain such data from institutions, segments and agencies for public higher education as may be relevant to careful and responsible discharge of its purposes, functions, and duties.

The board may collect and maintain information relevant to its work or requested of it by the advisory council on education in forms and at times it sees fit from any institution, segment, or agency for public higher education in the Commonwealth.

3. **Secretary:** To conduct studies of the operations of said agencies to improve efficiency and manageability, and to recommend to the Governor changes in the laws affecting those operations.

Board of  
Higher  
Education

The purposes of the board shall be to support, facilitate, and delineate functions and programs for public institutions or of higher education in the commonwealth segments of such institutions, to allocate to them the responsibility and autonomy to discharge such functions and programs, and to plan and develop efficient and effective coordination among them. . . .

4. **Secretary:** To conduct comprehensive planning with respect to the functional fields for which his office is responsible.

Board of  
Higher  
Education

The board shall plan and support orderly and feasible expansion of each segment of public higher education and of public higher education as a whole.

The board shall approve plans for the orderly growth of public higher education as a whole and of each of its several segments.<sup>3</sup>

This legislation, Chapter 704, also instructed each of the nine Secretaries (the number of Secretaries has since been expanded to eleven) to submit to the Governor within two years of the date of their first appointment legislation related to their agencies to achieve an organizational structure for the most effective operation. It was presumed that the drafted legislation would also eliminate the legal and other related conflicts between existing law and the newly enacted statute of Cabinet Reorganization examples of which have been previously cited.

So it was with this mandate in mind that newly-appointed Secretary Joseph Cronin began drafting his proposal for educational reorganization in the Commonwealth.

On October 14, 1972 Governor Francis W. Sargent delivered a major address on Education entitled, "A Great and Thorough Change - Higher Education in Massachusetts: An Agenda for Debate." He delivered this address at Framingham State College to members of public boards of trustees and heads of the public segments.

The Governor stated,

Five separate governing boards, each responsible for between one and a dozen campuses, are loosely coordinated by a sixth board, policies differ widely, important groups are excluded from decision-making, joint planning is virtually impossible. It cannot last in its present form.

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<sup>3</sup> Cook, Creasey, and Teplitz, "The Job of the Secretary for Educational Affairs," September 1970.

The time for complacency has ended. The time to finish carrying out the principles of the Willis-Harrington Commission is at hand. If we are to plan effectively for the Commonwealth's needs, if we are to eliminate duplication and waster, if we are to rationalize archaic and inconsistent practices, a change in governance of higher education must come.

We should not sacrifice the principle of lay control through distinguished unsalaried trustees. But more must be done to draw students, faculty, employees, alumni and neighboring communities into the governance of our colleges and universities. More must be done to reconcile higher education with the cabinet form of government that now oversees every aspect of state administration.

Sargent  
Exec.  
Perspect.

Traditionally boards of colleges and universities have submitted to the state a bill for everything their administrators wanted. It was an "asking price." The budget cutters and politicians would take over from there. This often resulted in arbitrary cuts, followed by major battles in the legislature.<sup>5</sup>

Governor Sargent's salient message was that the problem of disposition of fiscal resources had to be carefully scrutinized so that the Commonwealth can better afford higher education. During the late 1950's and the 1960's the costs of higher education were increasing at almost double the rates of increasing costs for other services. If that rate of increase were to remain through the decades of the 70's, and 80's, it is quite obvious that the costs cannot be absorbed by the State. This is not just a problem of the Commonwealth of Massachusetts, but the entire nation.

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<sup>4</sup>Governor Francis W. Sargent, "A Great and Thorough Change" - Higher Education in Massachusetts: An Agenda for Debate -, October, 1972, p.7.

<sup>5</sup>Governor Francis W. Sargent's Press Release, October 14, 1972, p. 4.

The Carnegie Commission on Higher Education has observed that, with proper economies, the total cost of higher education in 1980 should be approximately \$41 billion instead of the \$51 billion which would be the cost if tendencies during the 60's were extrapolated into the future. The goals of higher education will be to accommodate new classes of students, to reform itself, to do some of the things it has done in the past, and yet to do so for less per unit cost. It is this imperative which implies a greater emphasis on management techniques in the future and requires doing something anathema to the academic mind; that is using an economic criterion as one of the major - although clearly not the major - criteria of judging the performance of colleges and universities.<sup>6</sup>

This was to become the cornerstone of Secretary of Education Joseph Cronin's Proposal for education reorganization issued in January, 1973. The Secretary proposed one statewide board for public higher education which would replace the five segmental boards and the Board of Higher Education. This board would be called the Board of Post-Secondary Education. The function of this board would be to set policies and minimum standards for the entire Commonwealth Public Higher Educational System.

The plan also proposed five new Regional Education Boards whose function would be to set priorities, assess needs, develop budgets and provide assistance to the school districts and colleges in their domain. The proposal also called for a Board of Elementary and Secondary Education. This paper, however, will deal only with the proposal as it effects higher education.

The Board of Post-Secondary Education would be composed of fifteen members, four members appointed by the Governor and serving

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<sup>6</sup>Richard D. Lambert, Editor, and Alan W. Heston, Assistant Editor, The Annals, The American Academy of Political Social Science, Philadelphia, November 1972, p. 50.



simultaneously on the Board of Post-Secondary Education and the Board of Elementary and Secondary Education. The Secretary of Educational and Cultural Affairs Department serving ex-officio on both boards, five persons selected by the Regional Councils (one from each) - one student representing public higher education and four persons appointed by the Governor. There could be as many as ten members on both the Post-Secondary Board and the Board of Elementary and Secondary Education. The Governor also selects who will serve as the Chairman of this board.

The Board will employ a Chancellor of Post-Secondary Education who shall also serve as President of the University and College System (selected with the approval of the Secretary) and his central administrative staff.

The Board will have the following duties and responsibilities:

--It will review and act on public higher education budgets as submitted by the Regional Boards. It will compile those budgets with such amendments as may be necessary to comply with State-wide plans and policies, and will submit a comprehensive post-secondary budget to the Secretary.

--It will be the principal custodian of "fiscal autonomy" for the State's higher education appropriation.

--It will engage in master-planning, program development and evaluation for all of higher education.

--It will set the agenda of the unified higher education building authority.

--It will set policy for and will direct on a State-wide basis all graduate programs in public institutions of higher education.

--It will coordinate the Massachusetts Open University across the five regions.

--It will set tuition schedules for the public institutions and will administer the State scholarship programs.

--It will administer whatever State funds may become available for private higher education.

--It will confer collegiate and degree authority on behalf of the Commonwealth.

--It will set standards and guidelines for the growth and development of Post-Secondary Education.

The Board of Post-Secondary Education is designed as an overall policy-setting body, to coordinate and rationalize the work of the five regions, and to insure that the State's Post-Secondary Education System develops smoothly and efficiently, with quality and integrity, and without needless waste or duplication.<sup>7</sup>

The principal exception is in the realm of graduate degree programs where the State Board of Post-Secondary Education bears primary responsibility for budgeting and supervision, in conjunction with the Regional Boards and appropriate campus governance units.<sup>8</sup>

The Regional Boards -- The primary responsibility for educational planning from kindergarten through college rest in Secretary Cronin's proposal in the five Regional Education Boards. Each board will consist of fifteen members:

-Three elected by the chairpersons of the region's local school committees at an annual meeting. (Weighted voting, according to enrollment.)

-Three elected by the chairpersons of the region's higher education Boards of Visitors at an annual meeting.

-Six appointed by the Governor from among the residents of the region.

(The members described above serve three-year terms, with a maximum of two consecutive terms.)

-One chosen by the elementary and secondary school students of the region.

-One chosen by the college and university students of the region.

(The student members serve one-year terms.)

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<sup>7</sup>Joseph M. Cronin, Secretary of Educational Affairs, "Plan for Reorganization," January 1973, pp. 19 and 20.

<sup>8</sup>Ibid, p. 21.

-One representative of Secretary of Educational and Cultural Affairs, designated by the Secretary.<sup>9</sup>

The Powers and Duties of the Regional Boards -- The Regional Education Board will elect its own chairperson and will employ a Regional Education Administrator, selected from a slate of candidates approved by the State Commission of Education, the Chancellor of Post-Secondary Education, and the Secretary of Educational and Cultural Affairs, serving jointly as a screening committee.

The powers and duties of the Regional Education Board include:

--The hiring of the Regional Education Administrator and his staff.

--Selection of presidents for the public colleges and universities of the region. (After consultation with the campus, and subject to the approval of the State Board of Post-Secondary Education.)

--Primary state budget responsibility for public, elementary, secondary and higher education in the region.

--Identification of regional educational needs, and targeting of resources on those needs.

--Coordination between elementary/secondary and higher education.

--Coordination between public and private higher education, including power of primary review and recommendation on educational programs, degree offerings and expansion plans.

--Implementation of State-Wide personnel policies, including faculty tenure, collective bargaining for higher education, and the licensing of professional personnel.<sup>10</sup>

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<sup>9</sup>Joseph M. Cronin, Secretary of Educational Affairs, "Plans for Reorganization," January 1973, p. 44.

<sup>10</sup>Ibid, pp. 14 and 15.

Each campus of public higher education would have under the Cronin proposal a Board of Visitors, appointed by the Regional Educational Board.

Their duties would be to visit the individual campuses several times during the year and make recommendation to the Regional Board. They would also select some members of the Regional Education Board.

The above are the major changes in the structure of higher education as proposed by Secretary Cronin.

As one can see the Cronin proposal did much more than correct the legal discrepancies between the Willis-Harrington Act of 1965 and the Reorganization of State Government Act of 1971; it provided an entirely new governance structure for public higher education in Massachusetts.

Reaction to the Cronin proposal came fast. First from the Board of Trustees of the University of Massachusetts.

In a prepared statement to the press, Chairman Joseph P. Healy stated, "We find this plan to be without substantial merit." Chairman Healy questioned the wisdom of combining education from kindergarten to graduate school. He further questioned the validity of dividing the state into five new parts which he felt would only serve to impose another layer on the already overbearing bureaucracy. He felt the proposal would seriously dismember the University of Massachusetts.

The Community College Board of Trustees unanimously voted for a public statement criticizing the Cronin Plan for fragmenting the state's system of public higher education.

President Donald E. Walker of Southeastern Massachusetts University stated that the proposed Cronin plan offered no benefits or improvements to the Southeastern Massachusetts University campus. He also expressed concern over the bureaucratic overlay which would result if the Cronin proposal were enacted.

The Board of Trustees of State Colleges made no comment on the Cronin proposal for reorganization, saying only that they would postpone comment until the legislation had been drafted.

Few legislative leaders commented publically; however, Senate President Kevin B. Harrington, author of the Willis-Harrington Act of 1965, in a Salem Evening News story, called the Cronin Proposal, "a blatant power grab." The news media across the state also commented on the proposal.

-The Fall River News Herald said the plan "has obvious merits, especially in terms of the duplication of special courses and services."

-The Lowell Sun said the plan has "much merit" but did not detail it.

-The Boston Herald American said the proposal "may be dictated by motives more political than educational." It warned against abolishing present boards of trustees to establish regional boards which "would owe less allegiance to any college or university than to the Governor who appointed them." It expressed fear of the loss of fiscal autonomy at the higher education levels and local autonomy in the public schools.

-The Boston Globe questioned whether a proposal by Dr. Cronin, as Secretary of Educational and Cultural Affairs to the Governor could be without prejudice and termed his office "just one more overlay on an already complicated latticework." It cautioned against reorganization being used as a device to "siphon off" public money to private colleges and universities.

-The Worcester Telegram pointed out what it called the plan's "potential for disruption which may outweigh its potential for improvement." It cautioned against abolishing existing boards of trustees. It noted that "despite a bow in the direction of regional decentralization (the Cronin plan) is basically a proposal to centralize power over education in the Secretary's Office, and thereby, in the Office of the Governor."

-The Fall River Herald News termed "some loss of autonomy inevitable." It cautioned against a return to the situation when "Southeastern Massachusetts was the least favored region in the state for many years when appropriations were being handed out in Boston."

-The Lowell Sun said, "The architects of the Lowell University plan will not want to ignore the possible, potential danger that the Cronin plan holds for the steady advancement and development of Lowell University that lies inherent in the manner in which the proposal strips local institutions of their local autonomy."

Secretary Cronin then embarked on a tour of the state attempting to "sell" his proposal. Stops on his tour included all public educational institutions in the state. The purpose of the tour was to explain the benefits of his proposals and also to obtain suggestions for improvement of the proposal before finally drafting the legislation.

While the Secretary was touring the state, President Wood of the University of Massachusetts, whose institution and office would be most affected by the proposal (As one state official put it, "Wiping out Bob Wood's office would be like kicking the engine off the train"), called a meeting of all presidents of public higher education in Massachusetts, the heads of the public segments and the legislative liaison officers of the public sectors to examine the Cronin proposal and decide a course of action concerning the proposal.

## CHAPTER IV

## CRITIQUE OF CRONIN LEGISLATION HOUSE BILL 6160

This chapter details the major elements of H.6160 as it pertains to the present structure of public higher education in Massachusetts. It will pinpoint the difference between the proposal and the drafted legislation. It also describes the membership of the proposed boards, their major powers and the role of the Secretary. Chapter IV discusses the educational hearings held and major testimony delivered at the hearings and the disposition of the legislation.

On March 30, 1973, Secretary Cronin filed House Bill H.6160, which would if enacted have the following structural form - TABLE II.

In general, the legislation abolishes all existing segmental boards along with the Board of Higher Education and transplants these powers with added strength in a Post-Secondary Education Board. A major change is in the membership of the newly-created boards which would now have private educators serving with voting power. The most obvious change from the proposal dealt with the five Regional Councils. The proposal established five Regional Councils which would deal with education from kindergarten through the baccalaureate degree. Under H.6160, five councils would govern higher education and five councils would govern kindergarten through 12th grade.

The legislation calls for a Board of Post-Secondary Education and five regional Councils for Post-Secondary Education, a Faculty Advisory Commission to the Board of Post-Secondary Education Board, a Student Advisory Commission to Post-Secondary Education Board, a

TABLE II  
 CRONIN LEGISLATIVE PROPOSAL FOR REORGANIZATION  
 OF PUBLIC HIGHER EDUCATION IN THE COMMONWEALTH OF MASSACHUSETTS

Governor

Art Commission

Public  
 Education on  
 State Level

Secretary of  
 Education & Cultural Affairs

Media Board (9)  
 American and Canadian-French  
 Cultural Exchange Comm. (7)  
 Mass. Fire-Training Council(7)

non-voting  
 Director  
 of Research

Mass. Education Council  
 Secretary of Ed. and Cult. Affairs  
 Chancellor of Post-Sec. Education  
 Commissioner of Elem. and Sec. Ed.  
 9 members appt. by Governor, one of  
 which is an AFL-CIO member.

Faculty Adv. Comm.  
 2 from each  
 inst. of higher ed.

1 of these  
 from AFL-CIO.  
 2 can be  
 private ed.

Board of Post-Secondary Ed. (15 mem.)  
 5-elected (1 from each regional  
 Council of Post-Sec. Ed.)

4-appt. by Gov.  
 4-appt. by Gov., but also  
 serving on Bd. of Elem. and  
 Sec. Ed.

CHANCELLOR  
 (President of the univ.  
 and college system)  
 3 vice-chancellors:  
 one for universities,  
 one for state colleges  
 one for community colleges

Student Adv. Comm.  
 2 from each Post-  
 Sec. Regional Adv.  
 Comm.

1-Chairman, Student Adv. Comm.  
 to Bd. of Post-Sec. Ed.  
 1-Secretary of Ed. and Cult.  
 Affairs, or designee  
 1-Non-voting Faculty Adv. Comm.  
 representative

Regional  
 Level

Five Regional Councils of Post-Sec.  
 Education

Each Regional Council (15 mem.)  
 8-appt. by Gov., 5 of whom serve  
 on Regional Council of Elem.  
 and Sec. Ed., and 3 of whom  
 are alumni of institutions of  
 higher ed. in that particular  
 region. 2 can be private  
 educators.  
 3-elected members of Bd. of  
 visitors for this Region.  
 Elected by chairmen of Bds. of  
 Visitors of this Region.  
 3-students at public institutions  
 of higher ed. within Region,  
 and elected by Student Adv. Comm.  
 within Region.  
 1-Secretary of Ed. and Cult. Affairs

REGIONAL  
 ADMINISTRATOR  
 (one for each region)

Bd. of Visitors for each  
 colleges(7-20 persons  
 visiting 4 times per year)

Presidents of universities, state colleges  
 and community colleges.



Student Advisory Commission to each Regional Council, and a Board of Visitors to each public higher educational institution. This is the governing structure of public higher education in Massachusetts as envisioned in H.6160.

What is significant through the review of both the proposal and the legislation is that the real power lies in the hands of the Post-Secondary Board. Minimal, or at best, token power is relegated to the Regional Councils.

Centralized control of all aspects of higher education by the Governor and the Secretary is the predominant theme of the reorganization legislation. This legislation shows signs of hasty draftsmanship by including outmoded and obsolete language carried from previous laws. To cite only one -- the legislation gives to the Post-Secondary Board of Education the right to fix tuition at State Colleges at not less than \$100. No other segment of public higher education has a fixed minimum. In addition, this legislation as drafted introduces new inconsistencies. The jurisdiction of the Board of Post-Secondary Education and the Regional Councils is overlapping, confused and contradictory. For example, in one part of the statute, the determination of individual courses within a general program of study is specified as the sole responsibility of the Regional Councils (Section 15 of H.6160) while authority over the classes, courses, curricula and program of most of the segments is entrusted to the Post-Secondary Board in other parts of the statute (Section 31, 137, 173, 199).<sup>11</sup>

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<sup>11</sup>William E. Searson, Counsel to University of Massachusetts, "Analysis of Proposed Bill Creating a Department of Educational and Cultural Affairs," Memorandum, April 17, 1973, p. 3.

Another basic flaw of the legislation is that the powers of the chancellor, vice chancellors, regional administrators and the presidents have not been clearly outlined. What the Secretary's Office did was to take the old statutes, modify them with structural changes the result of which is an inconsistent and fragmented structure.

The major powers of the Secretary under H.6160 are as follows:

1. Chief educational officer of the Commonwealth and the executive administrative head of the department.
2. Review annual budget and central office requests submitted by the Board of Post-Secondary Education and the Board of Elementary and Secondary Education and make such additions thereto, deletions therefrom, and modifications therein as he deems appropriate.
3. Conduct and require the conduct of investigations and evaluations of elementary, secondary, and post-secondary education and for coordinating educational policies and programs.
4. Recommend to the Governor candidates for appointment to Boards and Councils.
5. Appoint experts, consultants, and other assistants in this office.
6. The right to sit on all governing boards.
7. May establish within the department administrative units. May abolish any such administrative unit or merge any two or more of them with the exception of administrative units established by law in the department.
8. Prepare statement of description of organization of the department.
9. Designate, subject to Ch. 30A, five Regions.
10. Approval of Chancellor appointed by the Board.

These powers enable the Secretary to alter the budget of Higher Education as he sees fit. The Secretary and not the Post-

Secondary Board, as might have been expected from reorganization, becomes responsible for the control of higher education budgetary affairs. The Secretary is performing here a function which is essentially legislative and under the Willis-Harrington Act was shared between the legislature and the various governing boards.

The Secretary emerges with isolated designatory powers. He becomes the sole recommending source of candidates for Boards and Councils and must approve the appointment of the Chancellor to the Board of Post-Secondary Education. The end result of this power shift is that public higher education and its subsets become the managerial responsibilities of the executive branch. This runs counter to every philosophy of education which rightly places this managerial mode at the educational administrative level.

#### Membership of Post-Secondary Board of Education

The Board shall consist of fifteen members. Five members shall be elected from among the members of the five regional councils for post-secondary education, one from each such council, by a majority vote of the members of each such council having voting power. Any of said five elected members may also serve as members of a regional council for elementary and secondary education. One member shall be the secretary or his designee. The Governor shall appoint eight members, one of whom shall, at the time of his appointment, be a member of a labor organization affiliated with the Massachusetts State Labor Council AFL-CIO. Four of such appointed members shall serve concurrently as members of the board of elementary and secondary

education and four of such appointed members shall not so serve. One member shall be the chairman of the student advisory commission to the board of post-secondary education. The Governor shall designate from among the members of the board, other than the secretary or his designee, a chairman to serve as such at the pleasure of the Governor, but in no event for longer than two consecutive years. The Governor shall not be precluded in making his appointments from choosing not more than two educators to serve in appointive board positions; provided, however, that the provisions of Chapter 268A shall apply to educators so appointed (which means no public educator may serve).

#### Membership of Advisory Commission and Post-Secondary Board

There shall be a faculty advisory commission to the board of post-secondary education consisting of two elected representatives from the full-time faculty of each institution under the jurisdiction of said board. There shall be a student advisory commission to the board of post-secondary education consisting of two elected representatives from each student advisory commission to a regional council for post-secondary education.

#### Major Powers of Post-Secondary Board

(1) Appoint a Chancellor of post-secondary education, with approval of the secretaries who shall serve as President of the University and College System.

(2) The Chancellor in turn appoints three Vice Chancellors, one for State Colleges, one for Community Colleges and one for the

Universities. These appointments must be approved by the Board of Post-Secondary Education.

(3) The purposes of the board shall be to support functions and programs of public institutions of higher education in the Commonwealth; to allocate among such institutions the responsibilities for discharging such functions and conducting such programs; and to plan and develop efficient and effective coordination of their efforts; provided, however, that the determination of individual courses within a general program of study shall be the sole responsibility of the respective regional councils for post-secondary education.

(4) The board shall plan, support and approve plans for the orderly and feasible expansion of each institution of public higher education and of public higher education as a whole and shall encourage coordination of programs and services between public and private higher education within each region.

(5) The board may approve the awarding of academic degrees not otherwise provided for by law, may define and authorize new functions or academic programs, and may authorize, subject to the approval of the regional councils or boards concerned, the termination of any program or degree.

(6) The board shall establish and maintain university extension courses and shall coordinate the Massachusetts Open University across the five regions.

(7) The board shall review the annual budget requests and capital outlay requests submitted by the regional councils for post-secondary education, make such additions thereto, deletions therefrom

and modifications therein as it deems appropriate, and make recommendations thereon to the secretary. The board shall notify each regional council of the allocation made in each appropriation act to each institution within its region.

(8) The board shall administer a scholarship program.

(9) The board shall establish and operate an educational opportunities information center to provide educational opportunities and assistance to prospective college and university students and to public and private institutions of higher education on matters regarding student admissions, transfers and enrollments.

#### The Regional Councils Membership

There shall be in each region designated by the secretary a regional council for post-secondary education, in Section 1E and 1F called a council, which shall be broadly representative of the population of the region. Each council shall consist of fifteen members who shall be persons knowledgeable in the field of higher education. The Governor shall appoint eight members, five of whom shall serve concurrently on the regional council for elementary and secondary education, and three of whom shall be alumni of public institutions of higher education within the region. Three members shall be members of the boards of visitors to public institutions of higher education within the region, elected by a majority vote of the chairman of such boards of visitors. Three members shall be students at public institutions of higher education within the region, elected for terms of one year by the student advisory commission within the region. One

member shall be the secretary or his designee. Each council shall elect a chairman, who shall be a member other than the secretary or his designee, by majority vote of its entire membership.

The Governor shall not be precluded in making his appointments from choosing not more than two educators to sit in appointive council positions; provided, however, that no member shall work in or receive compensation from a public institution of higher education within the region, and that the provisions of Chapter 268A shall apply to any educator so appointed.

There shall be in each region a student advisory commission to the regional council for post-secondary education consisting of two elected representatives from each of the institutions under the jurisdiction of said council.

#### Powers of Regional Councils

Each council shall appoint a regional administrator for post-secondary education, who shall be selected from a list of not fewer than three candidates approved by the chancellor.

Each public institution of higher education within the region shall submit annually to the regional council for its region detailed estimates of funds required for the operation of such institution for the ensuing fiscal year and of revenue anticipated to be received for the ensuing fiscal year. Each regional council shall review such estimates and make recommendations thereon to the board of post-secondary education.

Each campus president shall be appointed by the regional council for post-secondary education for the region in which the institution is located. Such appointment shall be subject to the approval of the board of post-secondary education.

Each regional council for post-secondary education, notwithstanding the provisions of Section 29 of Chapter 29, is hereby permitted to transfer funds within an individual campus or agency appropriation, when required to meet unforeseen emergencies and when funds are not available to protect the public interest without such transfer.

Each regional council for post-secondary education shall annually appoint a board of visitors for each of the public colleges and universities in the region.

#### The Board of Visitors--Membership and Duties

Each board of visitors shall consist of not fewer than seven and not more than twenty persons, each of who shall reside within the region at the time of his appointment.

Each board of visitors shall visit its campus at least four times a year to inquire into the programs, progress and problems on that campus. Each board may advise its regional council on any matter of concern to the students, faculty, administration, local community or its own members.

Each campus board of visitors shall elect a chairman by majority vote of its members.



The joint Legislative Committee on Education chaired by Representative Michael Daly on the House side and Senator Walter Bovernini on the Senate side held hearings regarding H.6160. In addition to three meetings at the State House in Boston, the committee held public meetings in Amherst, Worcester, Lynn, Boston and Cape Cod. At each meeting the testimony was weighted against the Cronin legislation. The Sargent administration received negligible support from those the reorganization would affect the most--the educators and administrators of public educational institution. Opposition to this legislation at the administrative level was led by Robert C. Wood, President of the pacesetter of public higher education in Massachusetts, the University of Massachusetts.

As soon as Secretary Cronin's proposal was announced in January a press release from the University of Massachusetts was issued denouncing the plan. President Wood's great political astuteness and organizational expertise solidified his denunciation of the plan. Since his response came so shortly after Cronin's January announcement many people felt he and his Board of Trustees were shooting from the hip by responding so adversely and so fast to the Cronin proposal.

Wood quickly proved these people incorrect. Assuming his leadership role as titular head of the public higher educational system in Massachusetts, he gathered all presidents of public educational institutions together. He received his strongest support from the representatives of the Community College System and the

Public Technological Institutions all of whom testified against the proposed reorganization. President Wood was unable, however, to elicit comparable support for his drive to defeat this legislation from the State College System. The Board of Trustees of the State Colleges was in a transitional period resulting from term expirations, Resignations and new gubernatorial appointees. From the inception of the proposal this group adopted a wait-and-see attitude pending the submission of the legislation. It was also the conviction of the board that every professional courtesy be extended Secretary Cronin by inviting him to a trustee meeting after a complete evaluation of his legislation had been made to discuss with him possible changes in the legislation. After many days of study, the Board of Trustees voted to approve a statement by Provost of the State College System, Dr. Lawrence E. Dennis. The statement neither opposed nor favored H.6160. Provost Dennis and the Board of Trustees of State Colleges chose instead to speak of the strengths and weaknesses of the legislation as they viewed them. They found themselves in agreement on the establishment of a greatly strengthened coordinating and planning Board for Higher Education with fiscal and programmatic authority beyond that presently delegated. Dr. Dennis' statement also favored the creation of a single state-wide building authority. The statement also favored the idea of regional program coordination, but vehemently opposed the regional council concept with governing and coordinating authority as provided for in the reorganization legislation.

Dr. Dennis strongly urged the retention of lay membership on boards of trustees. He also voiced strong opposition to the Governor reserving the power to appoint the chairman of the proposed Board of Post-Secondary Education. In his statement, he further opposed the Secretary of Education being given a veto over the selection of the chief executive officer of the Board. Further, Dr. Dennis stated he was opposed to the Secretary of Education "or his designee" sitting as a voting member of the Post-Secondary Board and or the Regional Post-Secondary Councils with their governance powers.

Dr. Dennis in his opening remarks said his statement represented a consensus of the Board of Trustees of State Colleges views. One Board member was totally opposed to H.6160 and testified at one of the open meetings. One member favored the "super board" concept and little or nothing else in the legislation. Some members favored educators sitting as voting members, some did not. The views of the board membership concerning details of the legislation were as diverse as the membership itself.

The Council of Presidents of State Colleges was stronger in its opposition to H.6160. However, only four state college presidents testified in opposition to the legislation; the rest preferred to back the Board's statement or sensed the legislation had become a non-issue and their testimony a redundancy. This latter attitude may have been correct for even the hearing at which Robert C. Wood testified was sparsely populated.

Dr. Robert C. Wood's appearance and statement before the Joint Committee on Education on June 22, seemed to most observers routine.

His homework had been done; he knew he was addressing himself to a subject (H.6160) which for all practical purposes was dead. He stated he felt the plan invited the most serious political intrusion into academic processes and policies. He praised the Willis-Harrington restructuring of eight years ago. "The Promise of the Willis-Harrington is in the process of becoming true. To engage in massive structural change now would be like reprogramming the Normandy invasion as the boats were hitting the beaches."<sup>12</sup>

Dr. Wood called the Cronin proposal a complicated, confusing, bureaucratic regional framework. He cited drafting ambiguities in the legislation and warned that the proposed structure is an open invitation to total control of higher education by the Governor of the Commonwealth, should some future chief executive wish to misuse it. Lastly, he explained the effect this reorganization would have on the University citizenry. The ill-effects of fragmenting by regionalization a state-wide university, severing a state-wide student population and state-wide needs.

In reviewing all the testimony before the Joint Committee on Education, it becomes apparent the Cronin legislation embodied in House 6160 received virtually no support from those associated with public higher education or from the public at large.

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<sup>12</sup> Testimony of Dr. Robert C. Wood before the Joint Committee on Education regarding H.6160, June 22, 1973.

## CHAPTER V

## RESULTS OF SURVEY OF POLITICAL AND EDUCATIONAL DECISION MAKERS

They were fifty questionnaires distributed equally among public higher educational leaders (presidents of colleges, heads of public segments, members of boards of trustees of public institutions) and leaders of the legislative and executive branches of the Commonwealth. Thirty-seven educators and elected officials responded to the questionnaire. The return response was about equal between each group; seventeen identifying themselves as educators, sixteen as government officials, and three categorizing themselves as "other." The number surveyed is small, however, because of the limited number of those characterized as leaders in these two groups.

Viewpoints expressed tended to reflect the vested interests of the individuals. For example, those who had a personal or professional involvement with public higher education since the passage of the Willis-Harrington Act, indicated it had greatly improve the structure and quality of public higher education. Legislative responses to questions with fiscal implication expressed the opinion legislators should exercise the greatest influence, since they are held directly accountable to the public for the disposition of the tax dollar. This can be seen by the responses elicited on the questions who should set tuition and on the question concerning legislative influence in setting public higher educational policy.

### Questions and Responses Concerning Tuition

Educators and elected officials tended to agree on the rate of tuition but disagreed on the policy question of who should set tuition.

An equal number of educators (six) and government officials (six) felt the Commonwealth should charge a higher rate of tuition for in-state students than the present rate of \$300.00 a year. Eight educators and eight government officials felt the present rate of tuition was justifiable.

Government officials (twelve) and educators (ten) favored an increase of tuition for out-of-state students. However, more educators (seven) felt the present rate of out-of-state tuition (\$600.00) was equitable while only 18% of those elected to public office (three) agreed. No one thought the tuition rate for out-of-state students at a public institution should be lower.

A marked difference in the responses of educational and governmental leaders was noted in their response to who should set the tuition rate. Ninety-four percent of the educators (sixteen) felt tuition should be set by educational boards of trustees while members of the legislative and executive branches were evenly split between those favoring the legislature setting tuition (six) and those favoring (six) educational boards setting tuition. Strong similarities were noted in responses to who should set tuition the legislature or educational boards of trustees and should the legislature have more or less influence in setting educational policy. Sixty-three percent

of the legislators (ten) believed they should have more power and influence while only six percent of the educators (one) agreed -

TABLE III.

Responses Concerning Effects Willis-Harrington Act and  
Evaluation of Present Structure

Of the educators, ninety-four percent (sixteen) felt that the Willis-Harrington legislation improved coordination and one hundred percent (seventeen) felt it had improved the quality of public higher education in the Commonwealth. Legislators and members of the executive branch disagreed with the educational respondents concerning the effects of the Willis-Harrington Act on the public higher education system of the Commonwealth. On the question of whether the Willis-Harrington Act has improved coordination, the elected officials were evenly divided, fifty percent (eight) answered in the affirmative and fifty percent (eight) in the negative. On the question of the quality of public higher education since the passage of the Willis-Harrington Act, thirty-one percent (five) felt it had remained the same and fifty percent (nine) believed it had improved.

On the question, "Do you think the enactment of the Willis-Harrington legislation of 1965 has resulted in a greater or lesser competition among the public segments of higher education?" opposing views were held by each group. Seventy percent of the educators (twelve) responded that a lessening of competition has resulted and seventy percent of the government officials (eleven) held the contrary view, that competition among the segments has increased.

TABLE III  
 RESPONSES CONCERNING TUITION QUESTIONS\*

	<u>Governmental Officials</u>	<u>Educational Officials</u>
A. In favor of a higher tuition rate for in-state students	35**	38
B. In favor of a lower tuition rate for in-state students	0	12
C. In favor of present tuition rate for in-state students	50	47
D. In favor of higher tuition rate for out-of-state students	75	59
E. In favor of lower tuition rate for out-of-state students	0	0
F. In favor of present tuition rate for out-of-state students	18	41
G. In favor of legislature setting tuition rate	38	0
H. In favor of Educational Boards of Trustees setting tuition rate	38	94
I. Legislative influence in setting public higher educational policy		
1. More power and influence	63	6
2. Less power and influence	19	88

\*Present tuition rate for in-state students - \$300.00  
 Present tuition rate for out-of-state students - \$600.00

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\*\*Percent of Number



A related response to the previous question eliciting answers concerning the effect of the Willis-Harrington Act on public higher education can be seen in question sixteen of the questionnaire. In answer to the question - "Do you believe our public higher education system as presently organized, rather than a more centralized system, creates an increased possibility for fiscal waste and duplication of effort," 41% of the educators (seven) stated it had while 75% of the government officials (twelve) felt the present structure increased possibilities for waste and duplication of effort. Conversely, forty-seven percent of the educators (eight) and nineteen percent of the government officials (three) expressed the sentiment that the present structure decreased possibilities for fiscal waste and duplication of efforts.

Forty-one percent of the educators (seven) believed the establishment of the Office of Secretary of Education had enhanced coordination and cooperation among the segments of public higher education while forty-seven percent of this group (eight) believed there had been no change. Twenty-five percent of the government officials (four) answered that cooperation and coordination had been enhanced with the establishment of this office while forty-four percent (seven) believed there had been no change and thirty-one percent (five) believed there had been a lessening of cooperation and coordination.

Agreements between the two groups was expressed when they responded to the question "Do you believe our present organizational

structure for public higher education provides for optimum cooperative planning and coordination between our public secondary schools and our institutions of higher education?"

Sixty-five percent of the educators (eleven) and sixty-three percent of the elected officials (ten) expressed the opinion that the present structure provided for little cooperative planning and coordination between these two levels of education - TABLE IV.

Responses Concerning Level of State Fiscal Support as it  
Relates to Public and Private Education

Only thirty-five percent of the educators sampled (six) felt that state fiscal support other than scholarships to students should be given to private higher educational institutions while sixty-five percent of the government officials (ten) felt that additional forms of state fiscal aid should be allocated.

Sixty-two percent of the government officials (ten) felt that the rate of state subsidy for public higher education should be higher for undergraduate education than for graduate education while forty-one percent of those classified as educators (seven) agreed. Fifty-three percent of the educators surveyed (nine) and twelve percent of the government officials (two) believed that state subsidy for graduate education should be higher than state subsidy for undergraduate education.

Fifty-three percent of the educational group quiered (nine) and thirty-four percent of the elected official group (six) felt a greater percentage of the state scholarship monies (presently eighty

TABLE IV

RESPONSES OF GOVERNMENTAL AND EDUCATIONAL LEADERS  
TO QUERIES CONCERNING STRUCTURE AND COORDINATION

	Governmental Officials	Educational Officials
A. Status of coordination ingredient since passage of Willis-Harrington Act		
1. Has improved	50 *	94
2. Has not improved	50	6
B. Status of Quality ingredient since passage of Willis-Harrington Act		
1. Has improved	50	100
2. Remained the same	31	0
3. Has deteriorated	6	0
C. Status of competition ingredient since passage of Willis-Harrington Act		
1. Increase in competition among segments	69	12
2. Decrease or lessening of competition among segments	12	78
3. Degree of competition the same	19	18
D. Present structure, as opposed to a more centralized structure		
1. Has increased possibilities of fiscal waste and duplication of effort	75	41
2. Has decreased possibilities for fiscal waste and duplication of effort	19	47
E. Present structure and provision for cooperative planning and coordination between public secondary schools and institutions of higher education.		
1. Optimum cooperation and coordination	19	25
2. Little cooperation and coordination	63	65

\*Percent of Numbers

	Governmental Officials	Educational Officials
F. Establishment of Office of Secretary		
1. Enhanced coordination and cooperation among segments	25*	41
2. Lessened coordination and cooperation	31	12
3. Has had no effect	44	47

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\*Percent of Number

percent is given to students attending private higher educational institutions and twenty percent is given to those needy students attending public higher educational institutions) should be given to those attending public higher educational institutions. Fifty percent of the government officials (eight) felt state scholarship monies should be equally divided between those attending public higher education and those attending private higher educational institutions. Only twenty-four percent of the educators (four) agreed with the stand of equal apportionment of state scholarship monies between these two groups. The educators surveyed (two) and one government official believed that the state scholarship program should allocate a lesser amount to those attending public higher educational institutions than its present policy provides - TABLE V.

#### Make-up of Public Higher Educational Boards of Trustees

Both groups were generally in agreement about some educators serving on public higher educational boards of trustees with sixty-five percent of the educators (eleven) and seventy-five percent of the government officials (twelve) agreeing that representatives of boards should include some educators.

The percentages of educators seventy-six (thirteen) and government officials sixty-nine percent (eleven) indicated that members of the private higher educational establishment should not sit as voting members of state public higher educational boards of trustees reflected relative agreement.

TABLE V

RESPONSES CONCERNING LEVEL OF STATE FISCAL SUPPORT  
AS IT RELATES TO PUBLIC AND PRIVATE EDUCATION

	<u>Governmental Officials</u>	<u>Educational Officials</u>
A. In favor of fiscal support other than scholarships to students attending private educational institutions.	65*	35
B. Opposed to fiscal support other than scholarships to students attending private educational institutions.	35	65
C. In favor of a higher rate of state subsidy for undergraduate education than for graduate education.	62	41
D. In favor of a higher rate of state subsidy for graduate education than for undergraduate education.	12	53
E. In favor of a greater percentage of state scholarship monies for those attending public higher education.	34	53
F. In favor of a lesser percentage of state scholarship monies for those attending public higher education.	6	12
G. State Scholarship monies to be divided equally between those attending private higher educational institutions and those attending public higher educational institutions.	50	24

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\*Percent of Number

Ninety-four percent of the educators (sixteen) felt that every citizen desiring higher education should have a place in one of the segments of the Commonwealth's public higher educational system while seventy-six percent of the legislators (thirteen) surveyed agreed.

There was general agreement between both groups that the present public higher education system was not providing enough spaces for those seeking admission to the higher educational institutions in the Commonwealth. Sixty-five percent of the educators (eleven) and fifty-six percent of the government officials (nine) answered in the negative - TABLE VI.

#### Quality and Service of Public Higher Educational Segments

Seventy-one percent of the educators (twelve) and fifty-six percent of the elected officials (nine) indicated the University system provided a higher quality of academic programs. The state college system was ranked second by the group surveyed. Six percent of those classified as educators (one) and nineteen percent of the government officials (three) rated the state college system in this manner.

On the question of "service" however, only one of the group surveyed believed the University system provided the greatest service to the Commonwealth. Forty-eight percent of the government officials (eight) and twenty-nine percent of the educators (five) felt the State College System provided the greatest service. Forty-one percent

TABLE VI  
 RESPONSES CONCERNING MAKE UP OF PUBLIC EDUCATIONAL BOARDS

	<u>Governmental Officials</u>	<u>Educational Officials</u>
A. Public Higher Educational Boards of Trustees should have no members connected with education.	25*	35
B. Some members connected with education.	75	65
C. All members connected with education.	0	0
D. Boards of Trustees for public education should have private school educators as voting members.	31	24
E. Boards of Trustees for public education should not have private school educators as voting members.	69	76

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\*Percent of Number



of the educators (seven) and eighteen percent of the government officials (three) responded that the Community College System provided the greatest service.

The response to the question which system provided the best service tends to indicate the respondents were defining the word "service" synonymously with the word "access". Also, the author feels answers by government officials regarding service by the University indicated these respondents were equating expectation of service with amount of educational tax dollar invested.

Educators replied that providing greater fiscal support was the most important element for improving the quality of the Commonwealth's public higher educational system. They ranked providing for more alternative programs for students the second most important element, and providing for greater access the third most important ingredient for improving the quality of our educational system. The least important element was providing for an organizational structure which would facilitate greater coordination among the segments of public higher education.

Government officials, on the other hand, believed that the most important element for improving the quality of the Commonwealth's public higher education system was to provide an organizational structure which would facilitate greater coordination among the segments of public higher education. They ranked fiscal support second, providing more alternative programs third, and providing greater access was the least important element to this group -

TABLE VII.

TABLE VII

RATING OF PRIORITIES FOR IMPROVEMENT OF QUALITY  
OF COMMONWEALTH'S PUBLIC HIGHER EDUCATION

	1	<u>Governmental Officials</u>				<u>Educational Officials</u>			
		2	3	4	1	2	3	4	
Fiscal	19*	31	6	31	53	6	12	18	
Access	19	19	25	25	12	24	24	24	
Alternatives	13	25	44	13	24	29	29	12	
Coordination	44	19	13	19	6	35	24	29	

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\*Percent of Number

In summary, educators expressed the opinion that the Willis-Harrington Act had done much to improve coordination among the public higher educational segments, lessened competition among the segments, and improved the quality of education offered. They also expressed strongly the feeling that educational boards should have the greatest influence in affecting educational policy. Educational respondents indicated more state fiscal support should be allocated to public institutions and students of public institutions than for private institutions and their students.

Legislators, to a much lesser degree, indicated that the Willis-Harrington Act had provided optimum coordination among the segments, a lessening of competition among the segments, or the highest quality of education.

They disagreed strongly with the educators in regard to legislative input into educational policy decisions.

Generally, answers to the questionnaire reflected the positions held and the personal and professional priorities of the respondents and the constituency to whom they felt they were responsible.

Useful in this enterprise has been a study of the strengths and weaknesses of the Cronin plan and of the present structure as perceived by the legislative, the executive and the educational leadership. In addition to the survey using a questionnaire, personally taped interviews with the leading educational and political leaders of the state were held. Interviews were held with Lt. Governor Donald R. Dwight, Speaker of the Massachusetts House David M. Bartley,

Senate President and author of the Willis-Harrington Act Kevin B. Harrington, Representative Michael Daly, House Chairman of the Committee on Education and co-author of a study which resulted in legislation for the 1974 session of the legislature which would re-organize the present structure of public higher education in the Commonwealth. This group was asked a wide range of questions concerning H.6160 (the Cronin legislative proposal) what they felt its strengths and weaknesses were, why this legislation received so little support, their perceptions of the present feasibility of the Willis-Harrington Act, and what they felt to be the major problems confronting public higher education in the Commonwealth in the next decade.

It was generally conceded that the Cronin proposal was too radical and too complex to gain substantive support. Also, the Cronin plan was defeated because it was developed relatively unconnected to political decision-making (both in the General Court and with the leadership of the public higher educational community). Secretary Cronin's plan hinted at a planning objective but it lacked the conviction to carry the charges of a planning procedure out, it failed to involve the decision-making elements contributed by the General Court and the leadership of the public higher educational community. To many, Cronin's plan bore traits of radical change: in crisis situations it is possible to seek serious debate of this kind of change but present circumstances have not developed into a state of urgency. Also, Secretary Cronin failed to calculate the potential difficulties of legislative implement action. There was agreement that the present

structure needed to be modified in order to be more relevant to the 1970's. The new structure must include a stronger central managerial agency with power to co-ordinate all planning, programmatic and fiscal aspects of Public Higher Education. All responders viewed the fiscal constraints of the state as one of the most pressing problems to be dealt with for the next ten years. The critical question today is -- Can the Massachusetts Public Higher Education establishment anticipate the continued fiscal support it has enjoyed for the last ten years? It was generally agreed by this group that the interest of the legislature in public higher education was no longer at the fever pitch of the 1960's. Development of public higher education as a number one priority has slipped to be replaced by new priorities. Pervading these taped interviews was the feeling that public higher education in this state had concentrated on the problem of access to higher education in this state and had been relatively successful, and now must shift its focus to the quality of education offered. Most elected officials expressed the need for more accountability by the public higher education establishment - fiscal and productive responsibility (ability of graduates to find employment upon graduation). The members of the educational establishment however questioned the emphasis on "productivity." Education, they felt should not be viewed as an industry.

Differences of opinion were also noted. While most of those interviewed stressed the need for a stronger central coordinating board one elected official expressed the opinion that a more

decentralized system in which each college would have its own board of trustees after it reached a certain enrollment level would be the most effective. An elected official, who is also a graduate of the Commonwealth's public higher educational system voiced strong support for a continuing low tuition policy both at the undergraduate and graduate level. Differences of opinion in the kind and level of state support for private higher educational institutions were also expressed.

From these interviews, the results of the questionnaire and an in-depth study of the present structure of higher education in this state will be drawn in the concluding chapter assessments of the present structure and considerations for any modification or reorganization of that structure.

## C H A P T E R VI

## CONCLUSIONS AND RECOMMENDATIONS

The great expansion of the public higher educational system in Massachusetts as across the country has done much to eradicate class differences and accelerate the upward mobility of its citizens. The extension of higher educational access to many has made the difference of being haves or have nots.

However, further expansion and development of our public higher educational system in the Commonwealth is in serious danger.

There are many indications that the Commonwealth has reached a plateau as far as fiscal support for higher education is concerned. In addition to the author's findings, further credence to this statement is seen when viewing the governor's recommended budget of 1972, which did not allow for the addition of even one faculty member at any state-operated higher educational institutions and the fact that there were no capital outlay monies appropriated for fiscal 1973. In addition, the fiscal budget of 1975 recommended by the governor did not allow for an increase in enrollment in the University of Massachusetts system, or the eleven State Colleges, and only two of the fifteen Community Colleges were provided with money to increase their enrollment. Also, since the beginning of the 1970's in Massachusetts, a preponderance of the legislation filed can only be viewed as non-supportive to an educational system whose main goals should be increased accessibility to higher education with a wide range of program offerings of the highest quality. A lessening of

commitment by elected officials can be further seen by reviewing legislation filed in the last four years. Legislation has been filed to increase tuition at our public higher educational institutions, to mandate weekly working hours of faculty, and growing support to repeal fiscal autonomy legislation; legislation which was largely responsible for the rapid growth and development of the public higher education system.

This waning of interest of key legislators received its most damaging impetus from media released depicting student radicalism, campus unrest and related movements. The voting public responded to this period of student vocalism and activism negatively and their negative reaction caused legislators throughout the state and country to treat educational needs more hesitantly. More deep-rooted than these events was that education had been looked upon as the panacea for all our social ills and it had not lived up to its expectations.

Because of these events and the fact that Massachusetts had provided students with an access to some level of its public higher educational system, priorities of its voting public and their elected representatives began to change. Concern for environmental problems, penal reforms, expansion of welfare programs, all costly programs, have now taken precedence over the priority of further development of the state's higher educational system.

Therefore, for its continued development, public higher education in Massachusetts must look to means other than graduated fiscal support to continue the upgrading of its public educational system. To provide for this upgrading requires a critical assessment



of our present structure.

From a study of the history of the development of public higher education in the Commonwealth, a review of the legislation affecting the development of public higher education, personal interviews with leaders of public higher education and the Massachusetts legislature, the results of the questionnaire, and an in-depth study of the present structure of higher education in this state can be drawn the following assessments of the present structure and consideration for any modifications or reorganizations of that structure.

#### Conclusions

1. The fiscal constraints of the Commonwealth must be considered when developing a structure which encompasses the entire public higher education system.
2. Educational growth relies inextricably on political support for its thrust.
3. The present structure of public higher education in Massachusetts does not provide for optimum elimination of duplication of effort and wasting of financial support.
4. There is a real need for a strong central authority as the most effective way to provide master planning and coordination for a state or region.
5. The public educational systems are ostensibly balanced in their different concerns and they should be different, if they have the public interest as their concern. In planning, these differences

must be taken into account.

6. The Board of Higher Education as constituted or as reconstituted or a newly developed Post-Secondary Board is in dire need for enhanced authority, both fiscal and programmatic.

7. The passage of the Willis-Harrington Act has almost fulfilled its goal of universal access. Its passage has aided in increasing the number of budgeted places by over fifty percent in public higher educational institutions in this state.

Remaining, however, is the challenge of complete fruition of universal access, of reaching new clientel, expanding program offerings, and enhancing the quality of programs offered within the fiscal constraints of the Commonwealth.

8. There is a degree of unreality to any reorganizational enterprise since so much depends on the values and abilities of the people in positions of power.

From these conclusions, it is recommended that the present structure of public higher education be modified in the following manner.

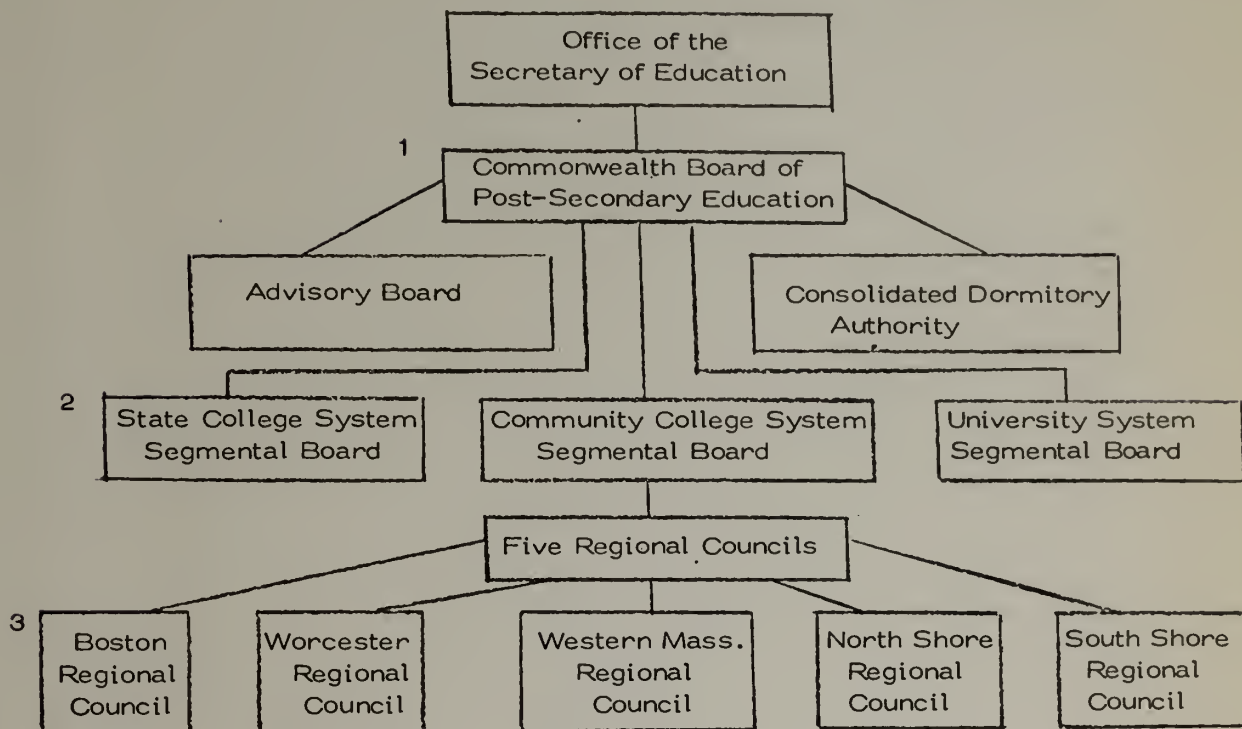
### Recommendations

TABLE VIII outlines the proposed alternative structure.

#### I. Establishment of a Commonwealth Post-Secondary Board

The Commonwealth Post-Secondary Board of Education would be composed of twenty-one lay members appointed by the governor, initially with staggered terms. This is an increase in number from the present twelve member board, seven of whom were appointed by the

TABLE VIII

PROPOSED ALTERNATIVE STRUCTURE

<sup>1</sup> The composition and duties of this Board might be altered or the creation of another Board added to qualify for federal funding under Section 1202 of the Higher Education Act of 1972.

<sup>2</sup> Each segmental board would have a Faculty and Student Advisory Commission elected by their peers - one from each individual institution. Each segmental board to include in its membership one student elected by their respective advisory commissions.

<sup>3</sup> Each Council would include in their cooperative enterprise the public post-secondary and public higher educational institutions in that particular area. The inclusion of the private higher educational colleges and secondary schools would, of course, depend on their desire to be included in this cooperative arrangement with the public sector.

governor and five who were elected by the five segmental Boards. Based on the conclusion that a strong centralized Board is needed, an expansion of membership would be justified, since the author recommends expansion of the duties and powers of the Post-Secondary Board. After initial staggered appointment, each new appointment to the Commonwealth Post-Secondary Board would be for a period of five years. The Secretary of Education or his designee would sit as ex-officio non-voting member of the Commonwealth Post-Secondary Board to promote communication and coordination. Three members would be elected by the total membership of the Board to sit on one of the segmental boards for one-year terms (as non voting members). Their purpose is to explain the all-encompassing aspects of higher educational planning as viewed by the Post-Secondary Board and also to communicate to the Post-Secondary Board the problems of the individual segmental boards. The Chairman of the Board would be elected by the entire membership. The Board would hold monthly meetings from September through June, any member missing three consecutive meetings would automatically revoke his or her seat on the Board.

#### A. Membership of the Commonwealth Post-Secondary Board

Although inquiries did not suggest financial compensation for lay members who served on educational boards of trustees the author feels this is a beneficial and logical recommendation. Although members of appointive boards to oversee educational or social policies, are generally talented, liberal, and public spirited, they would seem to come from among the more affluent in our society. In an educational

enterprise that seeks an egalitarian mode, it is important that educational boards of trustees have a heterogeneous character, for there are fine lines that divide the lower-middle class and the middle class from the lower class and the poor. A realistic view of the economics of these groups is essential in planning for and providing for student access to and success in higher education. To encourage Board membership representing a broader range of economic groups, it is recommended that each board member receive \$100.00 a board meeting not to exceed \$1,000 in any one year plus expenses. This financial compensation would invite representation from all social-economic stratum and deter the present socio-economic homogeneous character of the present Boards of Trustees.

#### B. Duties and Powers of the Post-Secondary Board

A finding of the study emphasized that the objective of a higher education reorganization should focus on the establishment of a strong central Board of Higher Education. At present, it appears the most logical and efficient method of providing for all students. It seems most logical because presently program planning is done almost exclusively by the segmental boards which, although it takes into account the needs of the individual college as studied and recommended by the college and the needs of the particular segment, it does not include an overview of the entire system in its deliberations.

More effective and efficient use of the tax dollar should be forthcoming since the function of this Board would be to review all maintenance budgets and capital outlay requests of the segmental

Boards with the power to add and delete from these requests, culminating in the submission of one comprehensive budget for public higher education. These recommendations would be forwarded to the Office of the Secretary of Education for review and then submitted to the Governor. State-wide program planning and studies would be carried on by the Commonwealth Board of Post-Secondary Education to include coordination of the public and private sectors of Massachusetts. The Commonwealth Board would plan and coordinate all public post-secondary education within the state and provide and encourage voluntary cooperation and articulation with the private higher educational institutions. The Commonwealth Board would have final program and degree approval and the power to delete outmoded programs. The Board of Post-Secondary Education would be vested with the same degree of fiscal autonomy presently provided to the segmental Boards of Trustees.

## II. Establishment of Advisory Council to Commonwealth Post-Secondary Board

The results of the questionnaire and the interviews strongly urged the retention of educators in the educational structure in an advisory capacity. Therefore, this study recommends that there be an Advisory Council to the Commonwealth Post-Secondary Board. The Board to consist of the Secretary of Education, the Chancellor of the Post-Secondary Board, the Commissioner of Education, the chief administrative officer of each segment (President of the University of Massachusetts, President of the Community College System, and Provost of the State College System), two representatives of private higher education appointed by the governor, one Community College

President, one State College President, one Chancellor of a University campus, the Speaker of the Massachusetts House of Representatives, or his designee, the President of the Massachusetts Senate, or his designee, the House and Senate Chairmen of the Committee on Education. The Council would be present at the regular meetings of the Board to advise and make recommendations to the Board. In addition, they would be the sole recommending body to the Secretary and the governor for candidates to be considered for appointment to higher educational Boards. It is expected by the author that the inclusion of key elected legislative officials in the make-up of the Advisory Council to the Post-Secondary Board might aid in renewing and popularizing interest in public higher education with the legislature. By broadening the scope of membership to the Council to include segmental chief executive officers and representatives of public higher education, provision is made for a formal forum for intersegmental articulation. In addition to attendance at monthly Post-Secondary Board meetings, one-third of the membership or the Secretary of Education may call a meeting of the Advisory Council. These meetings are to be chaired by the Secretary of Education.

### III. Retention and Restructuring of Segmental Higher Educational Governing Boards.

There was sufficient data collected to conclude that the three segments of Public Higher Education in Massachusetts with their Student and Faculty Advisory Commissions are perceived as having different functions both from within and from outside those segments. This researcher has pursued no line of inquiry to determine whether

or not the perceived differences are real differences. In light of these perceptions however, there would seem to be at this time no alternative to retention of separate governing boards. Although this plan calls for the retention of segmental governing boards, these are not perceived as presently organized. At present, there are five segmental boards with Southeastern Massachusetts University and Lowell University having separate boards. In this plan, they would be eliminated and placed under the jurisdiction of a new Board of Trustees of the University of Massachusetts. This structure would seem more valid and feasible since each university's role and function is similar.

The three segmental boards would each be composed of thirteen lay citizens. This number is sufficient to allow for inclusion of members who would be representative of the Commonwealth. On each segmental board would be one student elected by the Student Advisory Commission of each segment and twelve members appointed by the Governor, two of whom must be alumni of the segment on which they serve as a board member. Alumni representation on these boards have been included for two reasons. First, the author perceived they would have some basic knowledge about public higher education and they should be more motivated and committed to expend their time and effort to the development of a particular segment and to public higher education in general. These boards would have the powers and duties they presently hold given by the enactment of the Willis-Harrington law: such as approval of programs recommended by an



individual college or Regional Council, approval or deletion of a program, and approval of individual college budgets to be recommended to the Post-Secondary Board.

#### IV. Establishment and Membership of Regional Councils

There would be five Regional Councils. Each Council would be composed of three presidents of public higher educational institutions, one president of a private higher educational institution, two faculty members from public higher educational institutions, and one faculty member from a private higher educational institution elected by their peers, and three representatives of secondary education in that region elected by their peers (at least one from the administrative pool and one from the faculty pool). Membership would be for individual two-year terms, no member serving more than two consecutive terms. The principal role of the Regional Councils would be that of program recommendation on a regional basis to the Commonwealth Post-Secondary Board. It would also be the modus operandi of cooperation and articulation among public and private higher educational institutions and between secondary and post-secondary educational institutions. Traditionally, higher education and secondary education have been indifferent to one another. There is a need to bring these two interdependent agencies closer together. A vehicle of formal communication between our secondary schools and our institutions of higher education must be developed, since not only the kind of education one receives in our higher educational institutions depends on the kind of education one received in our secondary

schools but in fact if one is able to secure a place in a higher educational institution.

Each Regional Council would be responsible to the Commonwealth Post-Secondary Board of Education. It could not make any binding contracts or agreements without the approval of the Post-Secondary Board.

It would be the Regional Councils' responsibility as mentioned previously to develop consortium arrangements between public and other public higher educational institutions in their region and to develop greater cooperation, articulation, orientation, and planning between secondary and post-secondary education. It would also be the Councils' duty to initiate program recommendation to the segmental board for consideration. This initiation of programs could come on recommendation of the individual college or colleges in the region or from the Council itself.

#### V. The Establishment of a Consolidated Dormitory Authority

A new reorganization structure would call for the establishment of a Consolidated Dormitory Authority. This has the potential for developing a feasible planning mechanism as well as economizing the tax dollar spent in the process. If the dormitory authority were consolidated and their spending limits consolidated, they would be able to take over the construction of many more facilities which the state must now finance. For example, a small college such as North Adams is not presently able to build and operate a revenue producing parking lot. However, if North Adams were pooled with all other public institutions to build self-amortizing facilities, they would

be able to have the dormitory authority provide this facility rather than have it become a state financed project. The same can be said for construction of any athletic facilities, student union buildings, and faculty apartments. The Consolidated Building Authority would consist of eleven members, one member from each segmental board, two members from the Commonwealth Post-Secondary Board elected by their respective boards, and six members appointed by the Governor. Initial appointments to be staggered and subsequent appointments for five year terms.

A major issue to be solved is in respect to the role of the Chancellor and the Secretary. In effect, Massachusetts higher education now has two offices that hold to varying degrees comprehensive responsibilities in the planning resource allocation and in the advancement of higher education.

This structure attempts to clarify the role of the Secretary of Education and the Chancellor of Higher Education.

The Chancellor's role is clearly one of advocate spokesman and overseer of the public higher educational sector. He is the chief executive officer of the Post-Secondary Board and chief educational advisor to the Board. The main responsibilities of his office are planning, allocation of functions, and management of the public higher education sector.

The Secretary as a cabinet officer has the appropriate role of an Executive appointed officer who must serve in the educational structure. He is the spokesman of the administration's policy and

for public-private educational policy and also serves a legislative function.

This alternative structure would operate for two years after which by law it would be reviewed and evaluated by an outside agency as to the structure's ability to reach the desired goals of: lessening of duplication of effort, maximum use of the tax dollar, cooperation and articulation between private and public higher education and between higher education and secondary and elementary education, success of comprehensive fiscal and programmatic planning effort and its general ability to serve all the people of the Commonwealth.

APPENDIX A  
INFORMATIONAL CHARTS

CHART 1A

Budget Appropriations by Academic Year

Yearly Totals

SEGMENTS	1960	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973
University of Massachusetts	10,170,168	17,611,600	22,585,261	20,679,110	35,721,100	40,905,500	46,316,978	58,210,446	65,007,750	74,487,557	85,560,327
State Colleges	6,877,002	11,576,260	13,086,116	16,950,422	21,687,489	25,127,412	28,992,526	37,842,092	42,400,797	49,609,907	55,368,037
Southeastern Massachusetts University	917,564	1,527,307	1,896,950	2,530,702	3,280,453	3,479,607	3,952,360	5,160,674	5,910,700	6,778,700	8,837,358
Lowell Technological Institute	1,314,970	2,372,102	2,630,500	3,458,122	4,297,500	5,025,900	6,224,853	7,766,380	8,308,856	9,242,857	9,903,132
Community Colleges	175,071	2,317,798	3,491,602	5,700,461	9,300,905	11,672,310	14,448,703	20,260,552	24,834,506	28,568,339	34,491,345
Board of Higher Education	-	-	850,302	831,068	1,594,454	2,752,787	6,656,047	6,794,420	7,295,516	10,893,241	12,562,511
TOTALS	19,654,775	35,405,075	44,540,731	58,150,725	75,900,991	89,179,918	106,591,467	136,034,564	153,758,125	178,660,641	206,713,710

Note: "Academic Year 1960" (September, 1960-June, 1961) is equivalent to "Fiscal Year 1961" (July, 1960-June, 1961)

CHART IB

Capital Outlay Appropriations by Academic Year

Yearly Totals

SEGMENTS	1960	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973
University of Massachusetts	16,176,000	13,129,000	12,534,500	14,112,036*	17,300,000	35,606,000	67,593,000	156,340,000	23,905,000	-	-
State Colleges	9,812,000	8,870,000	13,188,150	16,550,592	14,029,000	40,054,500	17,099,500	22,233,000	34,766,000	-	3,303,000
Southeastern Massachusetts University	1,500,000	10,950,000	3,605,000	600,000	11,295,000	2,005,975	250,000	378,500	580,000	-	235,000
Lowell Technological Institute	4,962,500	1,103,000	4,156,550	2,105,000	9,620,000	1,107,000	-	12,871,000	2,540,000	-	-
Community Colleges	1,050,000	2,220,000	10,070,500	11,255,000	10,091,000	21,649,973	20,303,500	61,761,000	59,645,000	-	4,003,000
Board of Higher Education	-	-	-	-	-	-	-	-	100,000	-	-
<b>TOTALS</b>	<b>31,509,500</b>	<b>36,400,000</b>	<b>43,562,700</b>	<b>44,631,430</b>	<b>63,135,000</b>	<b>101,314,246</b>	<b>105,246,000</b>	<b>253,103,500</b>	<b>121,536,000</b>	<b>-</b>	<b>7,620,000</b>

Notes: \*Academic Year 1960\* (September, 1960-June, 1961) \*Does not include \$5,220,700 from Federal Capital Outlay Grants  
 †Equivalent to "fiscal year 1961" (July, 1960-June 1961)

Community Colleges Established Since 1960

	<u>Opening Yr.</u>		<u>Opening Yr.</u>
Berkshire Community College West Street Pittsfield, Mass. 01201 Pres. Thomas E. O'Connell Tel. (413) 499-0357	1960	Mt. Wachusett Community College Elm Street Gardner, Mass. 01440 Pres. Arthur F. Haley Tel. (617) 632-1280	1964
Cape Cod Community College West Barnstable, Massachusetts 02668 Pres. James Hall Tel. (617) 362-2131	1961	North Shore Community College 3 Essex Street Beverly, Mass. 01915 Pres. George Traicoff Tel. (617) 927-4850	1965
Mass. Bay Community College 57 Stanley Avenue Watertown, Mass. 02172 Pres. John F. McKenzie Tel. (617) 926-2600	1961	Bristol Community College 64 Durfee Street Fall River, Mass. 02720 Pres. Jack P. Hudnall Tel. (617) 678-2811	1966
Northern Essex Community College 100 Elliott Street Haverhill, Mass. 01830 Pres. Harold Bentley Tel. (617) 374-0721	1961	Massasoit Community College 290 Thatcher Street Brockton, Mass. Pres. John W. Musselman Tel. (617) 588-9100	1966
Greenfield Community College 125 Federal Street Greenfield, Mass. 01301 Pres. Lewis O. Turner Tel. (413) 774-3131	1962	Springfield Technical Institute Armory Square Springfield, Mass. 01101 Pres. Edmond P. Garvey Tel. (413) 781-6470	1967
Quinsigamond Community College 670 West Boylston Street Worcester, Mass. 01605 Pres. Paul G. Preus Tel. (617) 756-3593, 853-2300	1963	Middlesex Community College Springs Road Bedford, Mass. 01730 Pres. James E. Houlihan, Jr. Tel. (617) 275-8910	1970
Holyoke Community College 165 Sargeant Street Holyoke, Mass. 01041 Pres. George E. Frost Tel. (413) 536-1624	1964	Bunker Hill Community College Rutherford Avenue Charlestown, Mass. 02129 Pres. Harold E. Shively Tel. (617) 241-8600	1973
		Roxbury Community College 2401 Washington Street Roxbury, Mass. 02119 Chief Admin., Dr. James Corbin Tel. (617) 445-1450	1973



CHART III

Enrollments  
by Academic Year

SEGMENTS	1960	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974
University of Mass. (including Amherst, Boston, Worcester, President's Office)	6,371	9,520	11,525	15,000	16,935	19,235	20,835	22,851	24,867	26,559	27,999	29,704
State Colleges (including Mass. College of Art & Mass. Maritime Academy)	8,373	12,170	14,645	17,410	19,730	22,202	23,888	26,652	28,595	29,592	31,357	31,357
Southeastern Mass. University (including Bradford, Dunfee & New Bedford)	1,124	1,335	2,150	2,250	2,600	2,700	3,000	3,350	3,500	3,500	4,350	4,350
Lowell Technological Institute	1,161	1,710	2,100	2,700	2,865	3,000	3,000	3,300	3,600	3,725	3,850	3,850
Community Colleges	151	3,650	5,405	8,743	10,675	13,275	15,165	17,850	20,300	21,950	23,720	24,570
Board of Higher Education	-	-	-	-	-	-	-	-	-	-	-	-
<b>TOTALS</b>	<b>17,180</b>	<b>28,385</b>	<b>35,825</b>	<b>46,103</b>	<b>52,805</b>	<b>60,412</b>	<b>65,888</b>	<b>74,003</b>	<b>80,862</b>	<b>85,326</b>	<b>91,276</b>	<b>93,831</b>

Note: "Academic Year 1960" (September 1960 - June 1961) is equivalent to "Fiscal Year 1961" (July 1960 - June 1961)

APPENDIX B  
QUESTIONNAIRE

Number of Questionnaires Used in this Tabulation - 36.

The question of reorganization of state agencies will undoubtedly be the major legislative question this year. A form of reorganization of public higher education has been presented by the Governor to the Massachusetts Legislature and the public at large. The following questions deal with the present structure of public higher education and implications for either change, modification, or retention of the present educational structure.

PLEASE CHECK YOUR RESPONSE TO EACH QUESTION.

My main field of endeavor is in

17	I.	Education	
16	II.	Government	
3	III.	Other _____	. Business, Retail Commerce, Publishing

\* \* \* \* \*

I II III

Ed. Gvt.

1. In-state students presently pay \$300 tuition per year. The Commonwealth of Massachusetts should charge

6 6 3

A. a higher tuition rate for in-state students.

2 - -

B. a lower tuition rate for in-state students.

8 8 -

C. the same tuition rate for in-state students.  
(a sliding scale)

2. Out-of-state students presently pay \$600 tuition per year. The Commonwealth of Massachusetts should charge

10 12 2

A. a higher tuition rate for out-of-state students.

- - -

B. a lower tuition rate for out-of-state students.

7 3 1

C. the same tuition rate for out-of-state students.

- 1 -

(a sliding scale)

I II III

Ed. Gvt.

3. The tuition rate should be set by

- 6 -

A. the legislature

- - -

B. the Governor

16 6 3

C. Educational Boards of Trustees

- 1 -

D. the Secretary of Education

- 1 -

E. Other Board of Higher Education

I II III  
Ed. Gvt.

- 1 - C&D Combined  
- 1 - Recommended by C, approved by A&B  
1 - - C within range set by A&B

4. Do you believe all citizens desiring higher education should have a place in one of our public higher educational segments -- community college, state college, university?

16 13 3 A. Yes  
1 3 - B. No

5. Do you believe the Willis-Harrington Reorganization Plan of 1965 has improved co-ordination among the segments of public higher education in Massachusetts?

16 8 2 A. Yes  
1 8 1 B. No

6. Since the passage of the Willis-Harrington Act of 1965, do you believe the quality of public higher education in Massachusetts has

- 5 - A. remained the same?  
17 9 3 B. improved?  
- 1 - C. deteriorated?  
- 1 - (No answer)

7. Which system of our public higher educational structure do you believe to be of the highest academic quality?

12 9 3 A. University System  
1 3 - B. State College System  
- - - C. Community College System  
- - - D. Southeastern Massachusetts University  
- 2 - E. Lowell Technological Institute  
- 1 - (B & C Combined)  
4 1 - No Answer

I. II. III.  
Ed. Gvt.

8. Which system of our public higher educational structure do you believe to give the best service to the Commonwealth?

-	1	-	A. University System
5	8	1	B. State College System
7	3	-	C. Community College System
-	-	-	D. Southeastern Massachusetts University
-	-	-	E. Lowell Technological Institute
3	2	-	(No Answer)
-	1	1	(A, B, and C)
-	1	1	(B and C)
2	-	-	(All)

9. Do you believe that the state should give some form of fiscal support, other than scholarships to students, to private higher educational colleges and universities in this state?

6	10	1	A. Yes
10	6	2	B. No
1	-	-	(No answer)

(If answer is yes, what form do you think the fiscal support should take?)

I. Scholarship aid plus direct support in some cases, increase the State Scholarship Fund, loans at minimum cost to students attending private institutions, consortium, contracts for specific instructional programs.

II. Payments (vouchers) to accept Mass. residents who cannot be accommodated in public institutions, flat grants, consortium, subsidy to students directly to college, payments for in-state students, subsidy through New England Board of Higher Education.

III. No comments

10. Do you believe the rate of subsidy by the state for public higher education at the graduate level and undergraduate level should be

I. II. III.  
Ed. Gvt.

- |   |    |   |  |
|---|----|---|--|
| 1 | 4  | - | A. the same?                           |
| 7 | 10 | 1 | B. higher for undergraduate education? |
| 9 | 2  | 2 | C. higher for graduate education?      |
|   |    |   | D. lower for undergraduate education?  |
|   |    |   | E. lower for graduate education?       |
11. Do you believe the Massachusetts State Legislature should have
- |    |    |   |  |
|----|----|---|--|
| 1  | 10 | - | A. more power and influence in setting public higher educational policy? |
| 15 | 3  | 3 | B. less power and influence in setting public higher educational policy? |
| 1  | 1  | - | (the same)   |
| -  | 2  | - | (no answer)  |
12. Do you think that public higher educational Boards of Trustees should have
- |    |    |   |   |
|----|----|---|---|
| 6  | 4  | 3 | A. no members connected with education?   |
| 11 | 12 | - | B. some members connected with education? |
| -  | -  | - | C. all members connected with education?  |
13. Do you believe educators from private higher educational institutions should sit as voting members of state public higher educational Boards of Trustees?
- |    |    |   |        |
|----|----|---|--------|
| 4  | 5  | - | A. Yes |
| 13 | 11 | 3 | B. No  |
14. The Commonwealth's scholarship program allocates its monies by giving no more than 20 percent of its funds to needy students attending public higher educational institutions and no less than 80 percent to those needy students attending private higher educational institutions. In your opinion, a
- |   |   |   |  |
|---|---|---|--|
| 9 | 6 | 2 | A. greater percentage should be allocated to those attending public higher educational institutions. |
| 2 | 1 | 1 | B. lesser percentage should be allocated to those attending public higher educational institutions.  |

- I. II. III.  
Ed. Gvt.
- 4 8 - C. the same percentage should be allocated to those attending public higher educational institutions.
- 1 - - (Agree with present policy)  
1 - - (Should be based on need only)  
- 1 - (No Answer)
15. Do you think the enactment of the Willis-Harrington legislation of 1965 has resulted in a
- 2 11 2 A. greater competition among the segments (University of Massachusetts vs. the State Colleges vs. the Community Colleges, etc.) for fiscal support?
- 12 2 1 B. lesser competition?  
3 3 - C. no change?
16. Do you believe our public higher educational system as presently organized, rather than a more centralized system, creates
- 7 12 2 A. increased possibilities for fiscal waste and duplication of effort?  
8 3 1 B. decreased possibilities for fiscal waste and duplication of effort?  
1 1 - (No Answer)  
1 - - (No Difference)
17. Do you believe our present organizational structure for public higher education provides
- 4 3 - A. for optimum co-operative planning and coordination between our public secondary schools and our institutions of higher education?  
11 10 2 B. for little co-operative planning and coordination?  
- 1 1 C. for no co-operative planning and coordination?  
2 1 - (No Answer)  
- 1 - (It may provide, but does not appear to happen.)
18. Do you believe that with the establishment of the Office of Secretary of Educational Affairs co-ordination and co-operation among the segments of public higher education

I. II. III.  
Ed. Gvt.

7	4	-	A. has been enhanced?
2	5	-	B. has lessened?
8	7	3	C. has not changed?

19. Do you believe our present public higher educational system is providing enough spaces for those seeking admission to the higher educational institutions in the Commonwealth?

6	7	1	A. Yes
11	9	2	B. No

Group I Educators

VALUE					No Ans	20. Number in order of importance the elements as you see them for improving the quality of the Commonwealth's public higher education system.
1	2	3	4	5		
A	9	1	2	3	- 2	A. Providing greater fiscal support by the state
B	2	4	4	4	1 2	B. Providing greater access to our public higher educational institutions
C	4	5	5	2	- 1	C. Providing at public higher educational institutions more alternative programs for students
D	1	6	4	5	- 1	D. Providing an organizational structure which would facilitate greater coordination among segments of public higher education
E	-	-	1	1	1 14	E. As you see it, other more important elements.
(Rated 3)						Administrative responsibility by educational leaders in our public higher educational system.
(Rated 4)						Make transfer between segments and campuses in the same segment direct, easy and without loss of credit.
(Rated 5)						Development of a state master plan Program budgeting Public/Private cooperation in specific areas (adult education) Television



## Group II Government

VALUE					No Ans	20. Number in order of importance the elements as you see them for improving the quality of the Commonwealth's public higher education system.
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>		
A	3	5	1	5	- 2	A. Providing greater fiscal support by the state
B	3	3	4	4	- 2	B. Providing greater access to our public higher educational institutions
C	2	4	7	2	- 1	C. Providing at public higher educational institutions more alternative programs for students
D	7	3	2	3	- 1	D. Providing an organizational structure which would facilitate greater co-ordination among segments of public higher education
E	1	-	-	-	1 14	E. As you see it, other more important elements
(Rated 1)						More cooperation between public and private institutions (consortium). More money for private institutions either through increased scholarship aid or direct subsidies in grants.
(Rated 5)						Community College development in providing paraprofessional development.

## Group III Other

VALUE					No Ans	20. Number in order of importance the elements as you see them for improving the quality of the Commonwealth's public higher education system.
<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>		
A	1	1	-	-	- 1	A. Providing greater fiscal support by the state
B	-	-	-	2	- 1	B. Providing greater access to our public higher educational institutions
C	1	1	-	-	- 1	C. Providing at public higher educational institutions more alternative programs for students

D 1 - 2 - - -

D. Providing an organizational structure  
which would facilitate greater co-ordination  
among segments of public higher education

E - - - - 1 2

E. As you see it, other more important elements

## APPENDIX C

AN ACT TO REORGANIZE THE PRESENT STRUCTURE OF PUBLIC  
HIGHER EDUCATION IN THE COMMONWEALTH

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

SECTION 1. Chapter 15 of the General Laws is hereby amended by striking out section 1A, as most recently amended by section 1 of chapter 1175 of the Acts of 1973, and inserting in place thereof the following:

Section 1A. There shall be in the department, but not subject to its control, a commonwealth post-secondary board of education, in this section and in sections one B, one C and one D, called the board, consisting of twenty-one members appointed by the governor and the secretary of educational affairs, who shall be an ex officio non-voting member of the board for the purpose of promoting communication and coordination between the board and other segments of education.

No appointed member of said board shall be employed by or derive regular compensation from any educational institution, or school system, public or private, or be employed by or derive regular compensation from the commonwealth. Except for the members of the board designated by it to sit upon the boards of trustees of public higher institutions, as provided herein, no person who is serving as a member of a board of any public institution of higher education or of any school committee shall be appointed to the board.

Upon the expiration of the term of office of any member of said board, his successor shall be appointed for a term of five years. No person shall be appointed to serve more than two full terms. Prior service on said board for a term of less than three years, resulting from an initial appointment or an appointment for the remainder of an

unexpired term, shall not be counted as a full term. If any member is absent from three consecutive regularly scheduled meetings, his office as a member of said board shall be deemed vacant. The chairman of the board shall forthwith notify the governor that such vacancy exists.

The members of the board shall receive as compensation for attendance at board meetings the sum of one hundred dollars per meeting, provided, however, that the total annual compensation for such attendance shall not exceed one thousand dollars. The members of the board shall be reimbursed for their necessary expenses incurred in the performance of their duties.

The board shall meet regularly each month, except that the chairman, with board approval, may omit meetings in July and August, and the chairman may call additional meetings at other times. The board shall elect annually its chairman from among the appointed members of the board.

SECTION 2. Chapter 15 of the General Laws is hereby amended by striking out section 1B, as most recently amended by section 2 of chapter 1175 of the Acts of 1973, and inserting in place thereof the following: --

Section 1B. There shall be in the department an advisory council to the commonwealth post-secondary board of education, to consist of the secretary of educational affairs, the chancellor of the commonwealth post-secondary board of education, the commissioner of education, the president of the university of massachusetts, the president of the community college system, the provost of the state

college system, the president of a state college chosen annually by a majority vote of all state college presidents, the president of a community college chosen annually by a majority vote of all community college presidents, one chancellor of a university of massachusetts branch chosen by the governor, two representatives of private higher education appointed by the governor, the speaker of the house of representatives or his designee, president of the senate or his designee, and the house and senate chairmen of the committee on education. All members to be appointed by the governor shall serve for a term of five years. The members of the advisory committee shall attend all meetings of the commonwealth post-secondary board of education and shall be entitled to advise and make recommendations to the board. The advisory commission shall be the sole body entitled to recommend to the secretary of educational affairs and to the governor candidates for consideration of appointment to higher educational boards. In addition to attendance at the meeting of the commonwealth post-secondary board of education, the advisory council shall meet upon the call of the secretary of educational affairs or of one third of its membership. At all meetings of the advisory council, the secretary of educational affairs shall act as chairman of the council.

SECTION 3. Section 1D of said Chapter 15, as most recently amended by chapter 820 of the Acts of 1973, is hereby further amended by striking out the ninth paragraph and inserting in place thereof the following: --

The board shall review the annual budget and capital outlay requests of the public institutions and higher education, their segments and public education as a whole, and shall have the power to add or delete from these requests. Following such review, the board shall submit a comprehensive budget for public higher education to the secretary of educational affairs for review and submission to the governor. The board shall conduct statewide program planning and studies to assist in the coordination of public and private sectors of higher education in the commonwealth. The board shall plan and coordinate all public post-secondary education and provide and encourage voluntary cooperation between segments of public and private higher education.

SECTION 4. Said section 1D is hereby further amended by striking out the fifth paragraph thereof and inserting in place thereof the following: --

In addition to the degrees authorized to be awarded under section twenty-eight of chapter fifteen, section one of chapter seventy-three, section two of chapter seventy-five, section one of chapter seventy-five A, and section one of chapter seventy-five B, the board may approve the awarding of certain other degrees and may define and authorize new functions or new programs; and may authorize the termination of any program which it deems outmoded; and the board may authorize, upon approval of the governing boards concerned, the transfer of an institution from one segment of public higher education to another.

SECTION 5. Said section 1D is hereby further amended by inserting at the end thereof the following paragraph: --

The board shall have, in the performance of its duties, the same fiscal autonomy as provided to the board of trustees of the segments of public higher education.

SECTION 6. Said Chapter 15 is hereby further amended by inserting after section 1D, the following section: --

Section 1D 1/2. There shall be in the department five regional councils. Each council shall be composed of three presidents of public higher educational institutions, one president of a private higher educational institution, two faculty members from public higher institutions, one faculty member from a private higher educational institution, and three representatives of secondary education in the region, at least one of the three representatives shall be an administrator and at least one a faculty member elected by their peers. Membership upon each regional council shall be for a term of two years. No member shall serve more than two consecutive terms.

The principal responsibility of each regional council shall be the review and recommendation of educational policies to the commonwealth post-secondary board of education. Each regional council shall also assist in the development of consortium arrangements between public and private higher educational institutions and to assist in planning between secondary and post-secondary education. Each



council shall also be responsible for initiating program recommendations for consideration by the commonwealth post-secondary board of education.

The commonwealth post-secondary board of education shall initially establish an appropriate region to be included in each regional council and shall from time to time revise such region as it shall deem appropriate. Members of the regional council shall serve without compensation but shall be reimbursed for the necessary expenses incurred in the performance of their duties.

SECTION 7. Section 20 of said Chapter 15, as most recently amended by section 1 of chapter 695 of the Acts of 1972, is hereby further amended by striking out the first sentence and inserting in place thereof the following: --

There shall be a board of trustees of the University of Massachusetts consisting of twelve members appointed by the governor, two of whom shall be alumni of the university, and one representative of the student body elected by the student advisory commission. No appointive member of said board shall be employed by or derive regular compensation from any educational institution, or school system, public or private, or be employed by or derive regular compensation from the commonwealth.

SECTION 8. Said Section 20 is hereby further amended by adding at the end thereof the following: --

The commonwealth board of post-secondary education shall annually elect one of its members to sit on the board of trustees

of the University of Massachusetts as a non-voting member.

SECTION 9. Section 20A of said Chapter 15, as most recently amended by section 2 of chapter 256 of the Acts of 1970, is hereby further amended by striking out the first two paragraphs and inserting in place thereof the following: --

There shall be a board of trustees of state colleges consisting of twelve persons appointed by the governor, two of whom shall be an alumnus of a state college, one representative of the student body elected by the student advisory commission. The commonwealth board of post-secondary education shall annually elect one of its members to sit on the board of trustees of state colleges as a non-voting member.

SECTION 10. Section 27 of said Chapter 15, as most recently amended by section 6 of chapter 846 of the Acts of 1969, is hereby further amended by striking out the first sentence and inserting in place thereof the following: --

There is hereby established in the department, but not subject to its control, a massachusetts board of regional community colleges, hereinafter called the board, which shall consist of twelve persons appointed by the governor, two of whom shall be an alumnus of a community college, and a representative of the student body elected by the student advisory commission. No appointive member of said board shall be employed by or derive regular compensation from any educational institution or school system, public or private, in the commonwealth, or be employed by or derive regular compensation from

the commonwealth. The commonwealth board of post-secondary education shall annually appoint one of its members to sit on the board as a non-voting member.

SECTION 11. Said Chapter 15 is hereby further amended by striking out section 21A and section 24.

SECTION 12. The powers, functions and duties of the board of trustees for Southeastern Massachusetts University and the board of trustees for the University of Lowell, abolished by this act, are hereby transferred to the board of trustees for the University of Massachusetts. There shall be established a merger planning board appointed by the governor from all segments of higher education affected by the merger, which shall formulate plans for the consolidation of the University of Lowell and Southeastern Massachusetts University into the University of Massachusetts at Lowell. The merger planning board shall propose appropriate legislation to effect said merger. The merger planning board shall also propose legislation to effect the merger of the Massachusetts state college building authority, the Lowell technological institute building authority, and the Southeastern Massachusetts technological institute building authority into the University of Massachusetts building authority.

SECTION 13. Notwithstanding any other provision of law, of the initial appointments to the commonwealth post-secondary board of education, five shall be for a term of one year, four for a term of two years, four for a term of three years, four for a term of five years. Upon the expiration of each such term of office of these, successors shall be for a five year term.

APPENDIX D  
FURTHER ACKNOWLEDGEMENTS

Bartley, David M. Speaker, Massachusetts House of Representatives

Boucher, Jay Associate Researcher, Massachusetts State College System

Cronin, Joseph Secretary of Education

Daly, Michael Representative, Chairman House Committee on Education

Dennis, Lawrence Provost, Massachusetts State College System

Dwight, Donald Lieutenant Governor State of Massachusetts

Dwyer, William President Massachusetts Community College System

Goldings, Maurice Attorney for Massachusetts State College System

Gori, Elizabeth Librarian, Bunker Hill Community College

Harrington, Kevin B. President Massachusetts Senate

Horrigan, John Director of Fiscal Affairs, Massachusetts State  
College System

Kelly, James A. Senator, Chairman Senate Ways and Means Committee

McCarthy, Patrick Chancellor Board of Higher Education

Wood, Robert C. President, University of Massachusetts

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