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January 2, 2020

Joint Standing Committee on Education and Cultural Affairs
c/o Hillary Risler, Esq.
Office of Policy and Legal Analysis
13 State House Station
Augusta, Maine 04333

Dear Members of the Joint Standing Committee on Education and Cultural Affairs:

The Maine Community College System is providing this report in accordance with the requirements of Resolve, Ch. 52ⁱ.

The Higher Education Coordinating Committee will be reviewing the information contained in this report, as well as the University of Maine System's report, at their January meeting.

We hope this analysis is as helpful to you as it was to us, and we are more than willing to present our research to the committee during the upcoming session.

Thank you,

Becky Smith
Director of Government and Community Relations
Maine Community College System

Resolve, Directing the Public Higher Education Systems Coordinating Committee To Study Compensation Equity among Public Higher Education Institutions

The 129th Legislature enacted, and Governor Janet Mills signed, LD 1538 resulting in Resolve, Chapter 52.

Committee To Study Compensation Equity among Public Higher Education Institutions

Sec. 1. Public Higher Education Systems Coordinating Committee to study compensation equity. Resolved: That the Public Higher Education Systems Coordinating Committee established in the Maine Revised Statutes, Title 20-A, section 9 shall study the use of adjunct professors across the State and examine the equity of pay rates and pay scales across the University of Maine System, the Maine Community College System and each campus of these systems. The study must include an examination of market forces on pay rates and pay scales, how each system's pay rates and pay scales compare nationally and what changes would be necessary to implement a so-called living wage. The Public Higher Education Systems Coordinating Committee shall report to the Joint Standing Committee on Education and Cultural Affairs, no later than January 2, 2020, on the results of the study, including, but not limited to, the issues raised, best practices for compensation equity, recommendations and any suggested legislation. The Joint Standing Committee on Education and Cultural Affairs may submit a bill to the Second Regular Session of the 129th Legislature related to the report.

<http://www.mainelegislature.org/legis/bills/getPDF.asp?paper=HP1121&item=3&snum=129>

This Resolve tasks the Public Higher Education System's Coordinating Committee (HECC) to present a report on "the use of adjunct professors across the State and examine the equity of pay rates and pay scales across the University of Maine System, the Maine Community College System, and each campus of these systems" to the Education and Cultural Affairs Committee of the 129th Legislature by January 2, 2020. Because the manner in which adjunct faculty are compensated and utilized differs across Maine's public college and university systems, each system has submitted a separate report. The HECC will review these reports at its January meeting.

Maine Community College System

The Maine Community College System has a fall 2019 enrollment of 17,327 across our seven colleges. Tuition and fees average \$3,700 a year for a two-year associate degree. It is our goal that every one of our students be taught by qualified and engaged faculty and receive the highest quality education in preparation for participation in the Maine workforce or continued higher education. We expect that all of our faculty, whether full-time or adjunct, meet the high standards required to maintain our accreditation and provide students with a learning environment that delivers the education and skills they need to achieve their career and personal goals.

As is typical of community colleges throughout the country, the MCCS has employed adjunct faculty as a supplemental workforce to address changing course and scheduling needs, enrollment fluctuations, and specialized teaching requirements. The System customarily employs adjunct faculty to a lesser degree than may be typical at other community colleges. According to one study, community colleges regularly employ adjunct faculty to teach 58% of courses.¹ The percentage of courses and credits taught by adjunct faculty within MCCS is less than this percentage and has been decreasing. In 2012-13 adjunct faculty taught 54% of credits offered in the System. By 2019-20, this percentage had decreased to 49%.

Our colleges employed a total of 742 individual adjunct faculty for the fall 2019 semester. Over the past 10 years, the number of adjunct faculty has varied, although the trajectory over the past five years has been a downward one, with a high of 949 in 2012/13 and a low of 742 this current semester. In comparison, the number of full-time faculty has remained fairly flat with a low of 305 in 2009/10, a high in 2013/14 of 338, and a current level of 309. It is important to note that systemwide enrollment was at an all-time high in 2010-2013, necessitating additional faculty.

¹ Center for Community College Student Engagement, 2014.
https://cccse.org/sites/default/files/PTF_Special_Report.pdf

Adjunct faculty teach a variety of courses across all disciplines and campuses. The vast majority of adjunct faculty, approximately 90%, are teaching between one and three courses a semester, what one would consider typical for a part-time position. However, 11% of adjuncts (a total of 84) are teaching four or more courses, and 12 of these individuals teach at more than one campus. For reference, the course load for a full-time faculty member is five courses/15 instructional hours per semester along with additional professional responsibilities.

Distribution: Number of Courses per Semester

Faculty Type: **adjunct faculty**

College: **All**

Year: **2019-20**

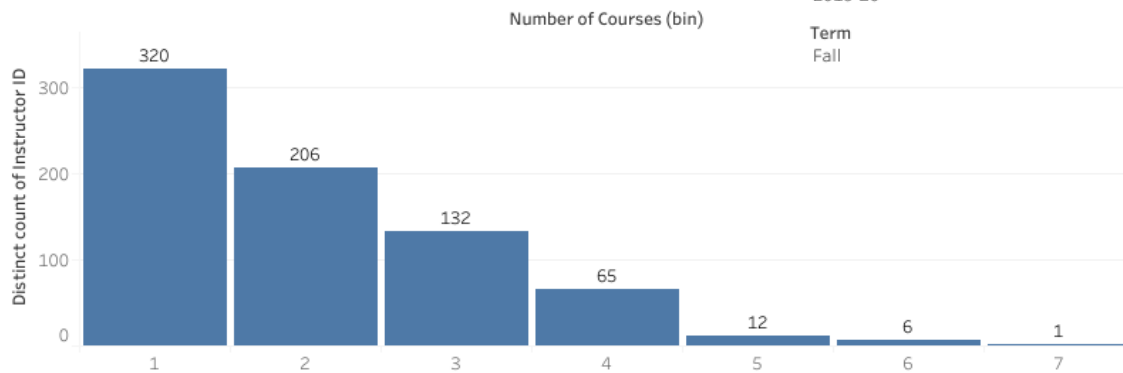
Term: **Fall**

Faculty Type
adjunct faculty

College
All

Year
2019-20

Term
Fall



It is important to note that not all courses deliver the same number of credit hours or require the same number of instructional hours. An adjunct faculty member may, for instance, teach a 3-credit course or may teach three, one-credit sections of a course or lab. For this reason, when examining adjunct work load it is important to review the number of credit hours taught as well as the number of courses taught. A review of the number of credit hours taught by adjunct faculty (as detailed in the chart below) may provide a more complete picture of how MCCS engages its part-time faculty.

Distribution: Number of Credits per Semester

Faculty Type: **adjunct faculty**

College: **All**

Year: **2019-20**

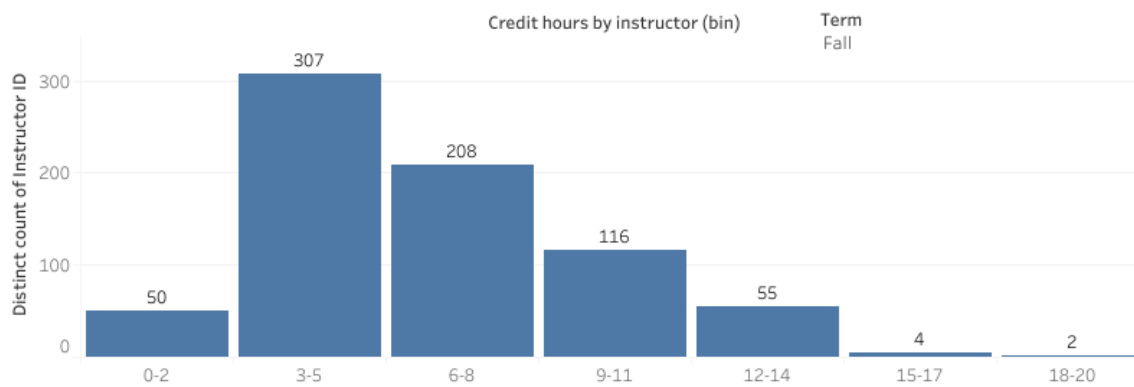
Term: **Fall**

Faculty Type
adjunct faculty

College
All

Year
2019-20

Term
Fall



As this chart indicates, approximately 90% of MCCS adjunct faculty teach 11 or fewer credit hours per semester.

It should also be noted that due to the nature of community colleges (open enrollment, rolling admissions, etc.), we often do not know how many sections of a course will be needed until the semester has started, or even if a particular course will be offered at all. This necessitates flexibility and last-minute schedule adjustments and differs significantly from the practices at most four-year colleges and universities.

Regional and National Pay Scales

Comparisons of adjunct pay scales at the nation's community colleges are difficult to find or build, due to the complexity and variance in how adjunct faculty are compensated. Our research found that reimbursements range from as little as \$325 per credit hour to as much as \$10,000 based on market forces within the college's geographical location and the field within which adjunct faculty teach. In June of 2018, the Houston Chronicle reported that the: "Average adjunct faculty instructor pay varies by community college but is significantly lower than the salaries of tenured professors. In some cases, adjunct faculty are paid as little as \$1,000 per course. A few schools pay as much as \$5,000, with the median salary paid to adjunct professors being \$2,700 per three-credit course."²

² <https://work.chron.com/average-adjunct-pay-community-colleges-18310.html>

MCCS AY18 Adjunct Instructor Rates Per Credit Hour

| | |
|-------------|---------------------|
| CMCC | \$754.50 |
| EMCC | \$645.00 |
| KVCC | \$736.33 |
| NMCC | \$512.55 |
| SMCC | See pay scale below |
| WCCC | See pay scale below |
| YCCC | \$806.00 |

Southern Maine Community College and Washington County Community College have both established pay scales that take into account a number of factors.

SMCC AY18 Adjunct Instructor Rates Per Credit Hour

| Adjunct Instructor Highest Completed Degree | New AY18 Rate |
|--|----------------------|
| GED; High School Diploma; Associate's; Bachelor's (starting) | \$736 |
| Master's (starting) | \$791 |
| Doctorate (starting) | \$841 |
| Step One | \$893 |
| Step Two | \$942 |
| Step Three | \$994 |

Washington County Community College Adjunct Faculty Pay Scale

| Step 1. Instructor with less than 24 credit hours of teaching experience with MCCS | |
|--|---------------------|
| Associate Degree* | \$526.56 per credit |
| Bachelor's Degree | \$587.20 per credit |
| Master's Degree | \$648.16 per credit |
| Doctoral Degree | \$688.48 per credit |
| Step 2. Instructor with 24 credit hours or greater of teaching experience with MCCS | |
| Associate Degree* | \$537.20 per credit |
| Bachelor's Degree | \$628.00 per credit |
| Master's Degree | \$708.80 per credit |
| Doctoral Degree | \$749.28 per credit |

** Associate degree, relevant required credential or experience*

MCCS and New England Adjunct Pay Rates

Similar variations in pay exist at community colleges across New England. Our analysis, based on a review of labor contracts, puts us on par with New Hampshire, but below the other New England states. We point out, however, that per credit hour tuition rates at these other New England colleges are far higher.

| | Number of Community Colleges | 2018 Adjunct Pay Scale Per Credit Hour | 2019/2020 In-State Tuition Per Credit Hour |
|----|------------------------------|--|--|
| CT | 12 | \$1,546-\$1,663 | \$166 |
| MA | 15 | \$1,088-\$1,314 | \$220* |
| ME | 7 | \$512-\$994 | \$96 |
| NH | 7 | \$679-\$836 | \$215 |
| RI | 1 | \$1,148 | \$195 |
| VT | 1 | \$1,359 | \$271 |

- Connecticut's 2019 contract paid \$1,546-\$1,663 per credit hour for a general part-time lecturer with higher rates for those supervising clinicals.³
- Massachusetts' fall 2018 credit hour rates are \$1,088-\$1,314 depending on experience of the adjunct.⁴ The cost of a credit hour at a Massachusetts community college is about \$220, a combination of tuition and a mandatory college fee.
- New Hampshire's fall 2018 credit hour rates are \$679-\$836 depending on the experience of the adjunct.⁵
- Rhode Island is currently operating without a contract. However, their most recent posted tentative contract indicates that the rate for January 2019 was \$82 per contact hour or likely \$1,148 per credit hour.⁶
- Vermont pays \$4,077 per 3 credit course (\$1,359 a credit hour).⁷

³ <http://www.ct.edu/files/pdfs/AFT%20Local%201942%20CBA%202016-2021.pdf>

⁴ <https://mccc-union.org/wp-content/uploads/sites/69/2019/03/2018-2020-DCE-CBA-w-201.pdf>

⁵ https://www.ccsnh.edu/sites/default/files/2017-2018_AdjunctFaculty_BargainingAgreement.pdf

⁶ https://www.ccri.edu/hr/contracts/Adjunct_TA_2018-21.pdf

⁷ <https://ccv.interviewexchange.com/static/clients/503CCM1/index.jsp;jsessionid=AFE90CABF499B61A8296545D6A4CA8D3?catid=1324>

While the Maine Community College System pays its adjuncts typically more than adjuncts at New Hampshire community colleges and commensurate with adjunct pay rates at many community colleges throughout the country, MCCC maintains the lowest tuition of all community colleges in New England. In an ongoing effort to keep tuition affordable for all Maine residents, the MCCC Board of Trustees has sought to employ its limited resources efficiently to meet both the educational and financial needs of its students.

It should be noted that in an adjoining educational market, New Hampshire pays its adjuncts a rate as low as \$679 per credit hour while Southern Maine Community College, which employs one-third of MCCC adjuncts, pays a median adjunct rate of \$791 per credit hour with many adjuncts at SMCC (and all adjuncts at YCCC) earning more than that amount. While paying its adjuncts less, New Hampshire charges a tuition rate that is over double what MCCC charges.

As a public institution, MCCC is heavily reliant on state appropriations. From 2002, when MCCC transitioned from technical to community colleges, to 2011, enrollment increased by 77%. That dramatic growth was not supported by a corresponding growth in appropriations and compelled MCCC to use a greater mix of adjunct and regular faculty. In the first half of the past decade (2011-2015) appropriation increased less than 3% or an average of .7% a year. Over that same time period, personnel and other costs increased. This confluence of events did not allow for salary growth and led to maintaining austerity measures across the System. Unfortunately, these budget constraints have had a lasting impact on pay for adjunct faculty and all staff at our colleges.

More recently, both MCCC and the University of Maine System received a 3.35% increase over baseline for FY20 and were flat funded for FY21. The Maine Community College System used this increase to give a 3% pay raise in FY20 to all employees who are part of the four bargaining units that have finalized negotiations, including full-time faculty. Despite the flat funding in FY21, MCCC offered at the bargaining table and agreed with the bargaining agents to another 3% pay raise in FY21 for those employees in bargaining units where we have completed contract negotiations. Negotiations with the adjunct unit are currently underway.

Market Forces on Pay Rates

The pay rates for adjunct faculty at each of the seven community colleges are collectively bargained with the Maine State Employees Association. The collective bargaining agreement is

a single contract with M CCS, approved by MSEA membership and the M CCS Board of Trustees. As noted above, M CCS and the MSEA adjunct unit are currently in contract negotiations.

Historically, adjunct pay rates within the System have differed by college with market forces applying greater pressure on wages in southern and central Maine than in northern Maine. Accordingly, colleges in central and northern Maine pay adjunct faculty less than the colleges in southern Maine. As mentioned in the M CCS testimony on LD 1538, “These differing wage pressures are not unique of course to the community college system. According to the Bureau of Labor Statistics, the average weekly wage for education and health services in Cumberland County in 2018 was \$1,026; for Aroostook County, \$793; and for Washington County, \$757.⁸

Through the collective bargaining process both the MSEA and the M CCS Board of Trustees have sought to rectify the issue of pay disparity among adjunct faculty while simultaneously allowing faculty across all seven campuses to receive wage increases and enabling M CCS to stay within its budget. As the System and the union agreed during negotiations in 2017, for the 2017-2019 contract, higher paid adjuncts received smaller percentage increases (2.5%) in order to allow for larger increases at Washington County Community College and Northern Maine Community College (5%) where the pay scale is lower.

At the time of this report, contract negotiations with the adjunct unit for a new contract are ongoing, and the System believes that negotiations to this point have proceeded productively and cooperatively. In its proposals presented during the current negotiations, the System has in an effort to respond to adjunct faculty concerns regarding pay offered a compensation proposal that would, over the course of three years, achieve pay parity among adjunct faculty across the System. In addition to addressing the issue of pay parity, the System’s proposal provides for a wage increase for adjuncts at each college including an increase of as much as 75% over the course of the contract at the colleges that historically have had lower wages.⁹ We are hopeful this proposal is a demonstration of the good faith efforts the System is making to address faculty wage concerns and will be accepted by the union bargaining team. As mentioned above, the System believes that negotiations to date with the adjunct unit have been productive and amicable, and we hope to maintain this spirit of cooperation and good faith well after the current contract is settled.

⁸ U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages, All Industries, Third Quarter (2018).

⁹ For example, under the proposal the per credit hour wage for adjunct faculty at NMCC in Presque Isle would increase from the current rate of \$512 per credit hour to \$900 per credit hour over the course of the contract.

In conclusion, the primary concern of the System is the success of our students. The adjunct workforce is a vital component of the System's efforts to prepare our students for Maine's ever-changing workforce. The adjunct faculty provides invaluable assistance to the System in addressing specialized instruction and scheduling and enrollment needs. In an effort to recognize these contributions the System in contract negotiations has made an effort to increase adjunct pay across the System while achieving pay parity at all colleges over a three-year period. We hope to continue to work cooperatively with the Legislature and the adjunct union to address the salary concerns of the adjunct faculty as well as all of System employees.

ⁱ <http://www.mainelegislature.org/legis/bills/getPDF.asp?paper=HP1121&item=3&snum=129>