

PUBLIC POSTSECONDARY EDUCATION IN OREGON

The term "higher education" is often used to describe all education after high school, but in Oregon the State System of Higher Education has jurisdiction over only the public four-year colleges and universities. Community colleges are not a part of the State System of Higher Education. The term public postsecondary education includes both the community colleges and the four-year colleges and universities.

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INTRODUCTION

Widespread concern about the perceived decline in quality of Oregon's higher education institutions prompted

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the League of Women Voters of Oregon to adopt in 1983 a study of public postsecondary education in Oregon. Although some 25 independent institutions certainly contribute to higher education in the state, the scope of this study is limited to public colleges, universities, and community colleges. This report will focus on the following subjects:

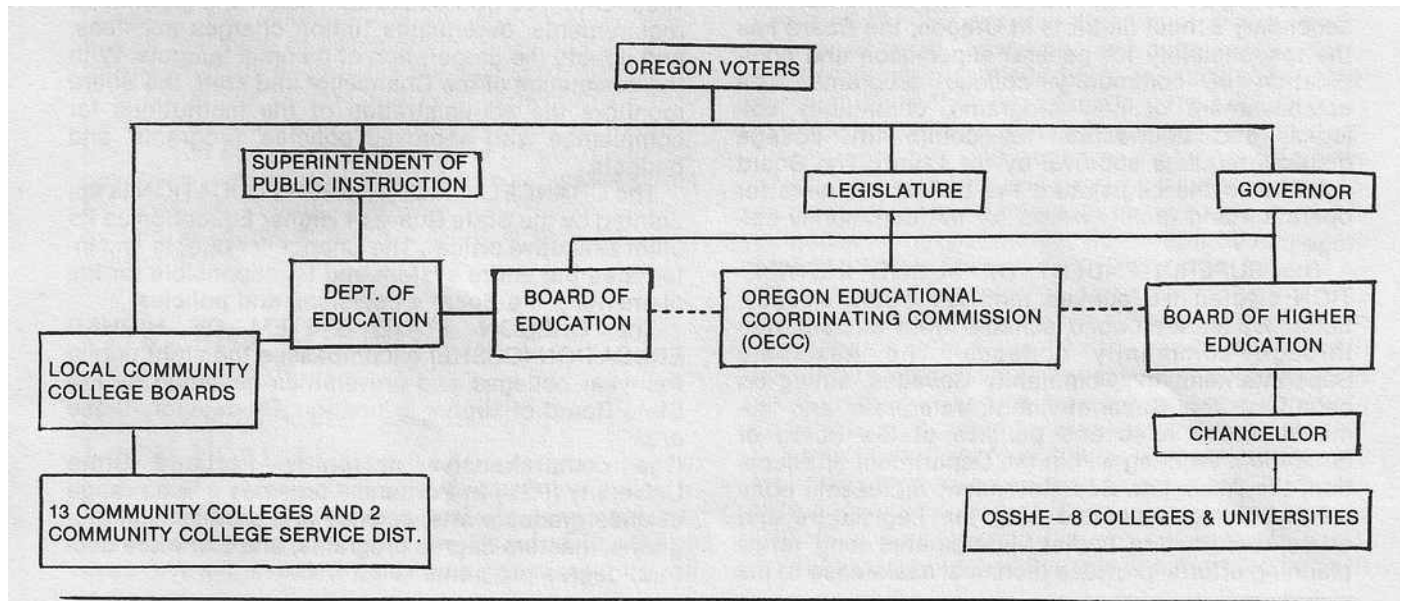
- 1) Governance-the current system and alternatives;
- 2) Funding-major revenue sources and expenditures for community colleges and for four-year colleges and universities;
- 3) Roles-the specific missions and philosophical purposes of the educational components as well as of higher education as a whole, the interrelationship of roles with governance and funding.

Brief History

In 1868, the Oregon State Agricultural College in Corvallis was designated the state's land grant college by the Legislature. In 1872, classes began in the newly built University of Oregon in Eugene. From these beginnings the system of higher education in Oregon developed. In 1887, the University of Oregon Medical School began operation in northwest Portland. Normal schools were established in Monmouth and Ashland in 1882 and in LaGrande in 1929. The Legislature authorized the granting of four-year degrees at Portland State College in 1955 and at Oregon Technical Institute in 1959, bringing to eight the number of public postsecondary institutions in Oregon.

During the next two decades, most of the institutions underwent name changes, but most important in this 20-year period were changes precipitated by the rapid population growth in the state. Beginning in 1961, community colleges were established, and existing schools and programs were expanded to meet steadily increasing enrollments. Although today, in 1984, enrollments are no longer increasing, evidence of the earlier expansion still exists. Oregon now has 23 public postsecondary institutions on 21 campuses serving over 177,000 individual students.

DESCRIPTION OF PRESENT SYSTEM



The above chart gives a general overview of the lines of authority in the present public postsecondary educational structure in Oregon. Broken lines signify coordination.

The GOVERNOR appoints members to boards and commissions relating to education (described below) and, through the Executive Department, compiles and recommends a budget to the Legislature for approval. Throughout the biennium the Executive Department allocates money and regularly reviews spending patterns.

The LEGISLATURE has several committees that deal with education: 1) Ways and Means reviews budgets of

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agencies, boards, and commissions; 2) Revenue determines the tax structure and distribution formulas; and 3) Education committees handle bills dealing with substantive or policy issues, e.g. tenure, affirmative action, athletics. The Senate has confirmation power over the Governor's appointments.

The OREGON EDUCATIONAL COORDINATING COMMISSION (OECC), established by the 1975 Legislature, is a seven-member lay commission appointed by the governor for four-year terms. The Commission has broad responsibility for planning, coordinating, and evaluating educational program from kindergarten through postgraduate levels. Commission duties are to assess the budgetary priorities of the education governing boards and advise the Governor and the Legislature of these assessments, review all proposed new public and private postsecondary programs and locations, develop a standardized statewide data system, develop a comprehensive plan for education, and administer assigned state and federal programs. The Commission employs an executive director and a staff of eight professional and three clerical workers.

Organization of Community Colleges

The STATE BOARD OF EDUCATION consists of seven lay members appointed by the Governor for four-year terms. In addition to establishing and administering policies for the 309 public elementary and secondary school districts in Oregon, the Board has the responsibility for general supervision and coordination of community college programs. The establishment of new programs, community colleges, and boundaries for community college districts requires approval by the Board. The Board submits to the Legislature the budget requests for operation and facility needs for the community colleges.

The SUPERINTENDENT OF PUBLIC INSTRUCTION, elected to a four-year term, is the state's educational leader for public schools from kindergarten through community colleges. The Associate Superintendent for Community Colleges, acting on behalf of the Superintendent, interprets and administers the rules and policies of the Board of Education. Working within the Department of Education, the Associate Superintendent represents community college interests with the Legislature and other coordinating bodies, coordinates long range planning efforts, provides technical assistance to the individual schools, and gathers enrollment, program, and financial data.

COMMUNITY COLLEGE BOARDS are elected in each of the 15 districts. They are the policy determining authority for the community colleges and service districts. Local boards are responsible for deciding on programs and personnel, controlling property, setting tuition levels, and adopting budgets.

The 13 COMMUNITY COLLEGES and 2 COMMUNITY COLLEGE SERVICE DISTRICTS vary course offerings according to the needs and desires of their respective districts. Curriculum may include; 1) vocational-technical training which can lead to a two year associate degree; 2) developmental programs designed to upgrade basic skills, such as high school equivalency, English as a second language, and adult self-improvement courses; 3) lower division courses which can prepare students for transfer to four-year colleges; and 4) hobby and recreation classes. Community college districts encompass approximately 85 percent of the state's population. The 13 Community Colleges are located in or near the following cities:

Albany, Astoria, Bend, Coos Bay, Eugene, Grants Pass, Gresham, Ontario, Oregon City, Pendleton, Portland, Roseburg, and Salem. The two COMMUNITY COLLEGE SERVICE DISTRICTS are located in Bay City (Tillamook Co.) and The Dalles (Wasco Co.), and differ from the 13 community college districts in that service districts cannot own property and must contract for educational services.

COMMUNITY COLLEGE PRESIDENTS of the 13 colleges and 2 service districts are employed by the locally elected community college boards to administer the policies and programs of those boards.

Organization of the Four-year Colleges and Universities

The STATE BOARD OF HIGHER EDUCATION consists of eleven lay members, nine appointed to four-year terms and two student members appointed for two-year terms. The Board determines system-wide policy, establishes institutional guidelines, approves curricular program additions and deletions, and oversees the management of real property and investments. The Board sets admission and graduation requirements, determines tuition charges and fees, and directs the preparation of biennial budgets. With the assistance of the Chancellor and staff, the Board monitors the administration of the institutions for compliance with approved policies, programs, and budgets.

The CHANCELLOR OF HIGHER EDUCATION is appointed by the State Board of Higher Education as its chief

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executive officer. The Chancellor directs and integrates the entire system and is responsible for implementing the Board's decisions and policies.

The OREGON STATE SYSTEM OF HIGHER EDUCATION (OSSHE) encompasses the eight public four-year colleges and universities governed by the State Board of Higher Education. By category these are:

One **comprehensive** university-Portland State University (PSU) in Portland-provides a wide range of undergraduate arts, science and professional programs, masters degree programs, and 3 or more doctoral degree programs.

Two **comprehensive research** universities-Oregon State University (OSU) in Corvallis and the University of Oregon (UO) in Eugene-provide comprehensive university programs with a significant commitment to basic and applied research. In addition to a wide range of baccalaureate and masters degree programs, each university offers 50 or more doctoral degree programs.

Three **regional, multi-purpose** colleges-Eastern Oregon State College (EOSC) in LaGrande, Southern Oregon State College (SOSC) in Ashland, and Western Oregon State College (WOSC) in Monmouth-provide access and diversity of opportunity in liberal arts and sciences at the associate, baccalaureate, and master's degree levels.

One **polytechnic** college-Oregon Institute of Technology (OIT) in Klamath Falls-offers undergraduate instruction in applied engineering, applied sciences and liberal arts, and awards associate degrees and baccalaureate degrees.

One **academic health** center-Oregon Health Sciences University (OHSU) in Portland-offers a wide variety of public health services along with educational programs at the predoctoral, postdoctoral, and professional levels in bio-medical sciences, dentistry, medicine, nursing, and other health-related disciplines. OHSU also conducts vital bio-medical research.

PRESIDENTS OF OSSHE INSTITUTIONS are appointed by the State Board of Higher Education, and they meet monthly as members of the chancellor's executive staff. The Presidents have responsibility for administering the policies and programs set by the Board at their respective institutions, and they submit new programs and budgets to the board for approval.

GOVERNANCE

Governance is defined by Webster as "control or rule." In this particular context it means the organizational structure, the lines of authority- colloquially, "who's in charge." In the United States there are many systems of governance of public postsecondary education and none is directly parallel to Oregon's. For example, the higher education structure in the state of Washington is highly decentralized, each of its six institutions having its own governing board; yet its community colleges have a centralized statewide board. At the other end of the spectrum is the state of Idaho, where a single board has governing authority over all public education from kindergarten through graduate school. The Oregon system attempts to reach a balance between local control and centralized authority.

CURRENT GOVERNANCE IN OREGON

Aspects of Central and Local Control

While there are some aspects of centralization in the governance of community colleges, the local control aspect is most evident. The Board of Education does set some basic guidelines, prioritizes the re

quests for funds from the community colleges, and takes these requests to the Legislature. An office in the Department of Education oversees the coordination of community college programs. Nevertheless, the local boards are the primary authority for community colleges. This allows them the flexibility to respond quickly to local needs.

Within OSSHE there are important aspects of both central and local control. The presidents have substantial autonomy within their institutions. They make decisions concerning specific funding allocations and changes in curriculum and faculty. However, they must present to the Board of Higher Education all budgets and new programs. The individual institutions are subject to the system-wide policy determinations and guidelines of the Board of Higher Education and the administrative decisions of the Chancellor. The Board and the Chancellor also lobby the

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Legislature on behalf of the institutions.

This greater centralized authority vested in the Board of Higher Education is only as effective as the people appointed to serve on it. As with most citizen boards, Board of Higher Education members often must rely on staff information and recommendations. Thus depending on their perceptiveness and resourcefulness, members can passively accept the status quo or they can influence significant decision making. The working relationship between the Chancellor and the Board of Higher Education is also significant, for it can affect the system as a whole as well as the individual institutions.

Accountability to the Legislature

Since their beginning in 1961, the community colleges have maintained a fairly good relationship with the Legislature. The fact that a majority of their funding comes from local property taxes and tuition limits the legislative control over community college budgets. Community colleges presently prefer this method of financing because it allows more flexibility and responsiveness to local needs.

In contrast, the public four-year colleges and universities, primarily funded by the state, have not always enjoyed a congenial relationship with the Legislature. Educators distrust legislative interference with academic freedom, while some legislators are dissatisfied with the lack of financial accountability of higher education. The Legislature is able to control the actions and policies of most state funded agencies and departments by passing laws which limit authority and by appropriating or not appropriating money. OSSHE has eluded much of this influence by not submitting a line-item budget as do other agencies. Instead, OSSHE submits a report on how the last biennium's state appropriation was spent and adds a certain amount for new programs and inflation in its request for the new biennium. With over 9000 cost centers-virtually every department in each institution has its own budget-the complete OSSHE budget would be formidable to evaluate.

Some legislators feel that in as much as the umbrella Department of Human Resources (DHR) submits a complete budget each biennium, so should OSSHE. But comparing the two departments is difficult because most of the services provided by DHR are controlled by strict federal and state standards and criteria. No such standards exist on a state or national level for higher education.

The Chancellor's Office is preparing a budget model called the Basic Allocation System (BAS) which it claims will allow an easier analysis of the OSSHE budget. BAS compares the funding of individual departments in Oregon institutions with those across the nation, as well as within the system. This basis of comparison and allocation is still controversial. The State Board of Higher Education has not yet fully approved BAS, but is expected to do so.

Duplication

During the recent years of budget cuts, Oregon's post-secondary institutions attempted to eliminate excess duplication in course offerings. But some duplication is inevitable and can be justified. Every college and university offers basic courses in order to be accredited. Some lower division courses are taught by both community colleges and the four-year schools in order to facilitate transfer of community college students to four-year colleges or universities. Similar courses taught in different departments within an institution generally are discipline-specific courses offered on demand and funded according to enrollment. Similar graduate degrees are offered by both of Oregon's research universities, but each school specializes in a different area. In comparison with states of similar size and population, Oregon has little duplication in its graduate programs.

In order to save money, some legislators have suggested eliminating certain institutions. They point to schools which, in their opinion, have poor locations, offer programs duplicated elsewhere, or are under enrolled. These proponents prefer the closure of an institution in order to infuse the remaining schools with money and students. They argue further that the location of several schools resulted largely from accident and political connections. Opponents say that it is unrealistic to rewrite history by ignoring the specific roles of each institution. There are conflicting estimates as to whether such closures would or would not substantially cut administrative and maintenance costs.

Coordination- The Duties of OECC

The Oregon Educational Coordinating Commission (OECC) was created to provide the legislative and executive branches of state government with an independent commission to evaluate the fiscal and program requests from all

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levels of education. The OECC is not a governing body dealing with day-to-day administrative details, but rather is free to concentrate on making good public policy for education.

However, the OECC has not been entirely successful. Some of its responsibilities were once those of the two state education governing boards and of the individual institutions themselves; so it is not surprising that many of the latter resent the "intrusion" of the OECC or feel that it is an unnecessary bureaucratic layer. Bills to abolish the Commission have been introduced in the Legislature, but they have never come to a floor vote. Actually, the Legislature has acted only to expand the Commission's duties.

The 1975 statute creating the OECC outlined planning as one of its primary duties, and in 1979-80, the Commission made a major planning effort. However, between 1980 and 1983, the Legislature cut the OECC staff and asked for more immediate advice on how to cope with the state budget crisis. In 1983, the Legislature decided once again that long range planning was important, and it appropriated money for the OECC to implement this function.

Planning

Some observers feel that the present weak economy calls for the flexibility of short term priority setting. Others are concerned about the lack of long range central planning for all public education in Oregon. Until recently there had only been a few abortive attempts to formulate statewide comprehensive goals for education. Most planning efforts have been limited to a particular education segment. The community colleges, through the Department of Education, have been undergoing a long range planning process since 1977, for state-level as well as local planning purposes. In 1983, the new Chancellor initiated the preparation of *A Strategic Plan for OSSHE, 1983-87*, but by design, it was limited in scope. The Superintendent of Public Instruction responded to the surge of interest in "excellence in education" by directing eight task forces to examine the state's public schools.

As stated above, the OECC was given legislative appropriations and direction in 1983 to develop goals and objectives for all Oregon education from kindergarten through graduate studies. Task forces have been appointed and public hearings are currently being held on their recommendations. The completed plan will be presented to the 1985 Legislature. While it is possible that little will come of this exercise, it is also quite possible that coordination of educational effort will result. The OECC has the power to submit specific plans to the Legislature for resolving disputes between education segments, but this authority has not yet been tested.

SUGESTIONS FOR CHANGE

Real and perceived problems with higher education in the areas of duplication, financial accountability, management, coordination, and planning have prompted the Legislature and others to propose various changes in the system of governance. Following are summaries of the most frequently mentioned proposals with arguments for and against each.

A "Superboard"

Almost every legislative session since 1957 has seen bills drafted to establish a single board or superboard of education. The intent has been to streamline the governing system through a single, centralized authority responsible for determining education policy for all levels from kindergarten through post-graduate. In one proposal the separate existing Boards of Education and Higher Education would report to the superboard. Another version would have the members of the superboard meet on a rotating basis in sub-committees—one for four-year colleges and universities, one for kindergarten through grade 12 (K-12) and possibly a third one for community colleges. Individual institutions would report directly to a sub-committee which would relate to the full superboard.

Supporters claim a superboard could determine educational policy for all levels on the basis of statewide priorities and eliminate excess duplication, thus making better use of resources. Some legislators feel it would be easier for them to deal with only one budget and one board. They point to the single Human Resources budget as an example.

Opponents feel a single board would be another level of bureaucracy which would limit the flexibility of the system and increase the distance between the board members and the individual institutions. They suggest that the heavy time commitment required and the complexity of the issues involved might be too great for a lay board. Opponents fear that it would be extremely difficult and complicated to formulate a unified budget because the three education segments are funded from different sources. Also there is concern about how a superboard would affect the present

balance of power.

More Centralization of Community College Governance

There have been several proposals for a separate board for the governance of community colleges, with or without a superboard. Supporters feel that community colleges deserve their own board to have a strong advocate. A separate board could mean better coordination among community colleges and with the four-year schools on curriculum matters, better statewide response to changing needs of economic development, and improved centralized purchasing power. Opponents support the present system which allows flexibility and responsiveness to the local needs in areas of curriculum and spending. They contend that a separate board could increase costs of tasks that are currently handled efficiently under the Board of Education.

Another proposal would shift the governance of community colleges to the Board of Higher Education. This move could encourage more cooperation with the higher education system and the coordination of lower division transfer classes. Opponents feel the community colleges would lose their autonomy and voice. They think it would be more difficult to coordinate the vocational training programs taught in both community colleges and secondary schools. Also they feel the different sources of funding for community colleges could further confuse an already complex OSSHE budget.

A third proposal would create a state level executive for community colleges parallel to the Chancellor and the Superintendent, but with continued association with the Board of Education. Supporters feel this compromise would accomplish centralization benefits and create an advocate without the cost of a separate board. Opponents contend an appointed Superintendent of Community Colleges equal to an elected Superintendent of Public Instruction (K-12) might cause too much tension in the Department of Education.

Modifying Governance of Four-year Colleges and Universities

Some educators have suggested that there be two separate boards for colleges and universities. Because colleges play a different role than universities, they often fail to attract as much attention as they deserve or to secure an appropriate ratio of funding. Proponents feel a separate board for colleges would correct this imbalance. Opponents contend that states which do have separate boards for colleges and universities (California, Texas, and Illinois) experience legislative lobbying fights and political competition far worse than that which occurs in our present system. They feel duplication and lack of coordination would more likely occur in such a system.

Others have proposed that universities have branch campuses, allowing shifts of programs and instructors. They feel that this arrangement would introduce more flexibility into the university system, enabling it to respond better to the educational demands of a changing economy, such as the current plea for an expanded engineering program in the Portland area. Supporters point to the successful merger of the schools of education at WOSC and OSU as a forerunner of this proposal. SOSC could be a branch of UO and EOSC could be a branch of OSU.

Opponents believe that in practice the branch campus arrangement would not work well. They feel that faculty members want to control their own careers and would object to long distance commuting to teach wherever assigned, particularly without any financial incentive. Also this arrangement might make it difficult for faculty and students to develop satisfactory relationships. Furthermore, opponents say this proposal ignores the lessons of Oregon history. In 1932, the five existing institutions were combined into one institution with five campuses under one Chancellor. Less than a year later, however, the Board of Higher Education restored the office of president at each individual institution because it felt proper management could not take place without them. Opponents of a single university with branch campuses feel this principle still holds true.

Changing the OECC

Proposals regarding the OECC have also been suggested. One proposal would abolish the OECC and would return education coordination to the voluntary cooperative status that existed prior to 1975.

Another more frequently mentioned proposal would strengthen the OECC by giving it more authority to enforce its recommendations within the context of a statewide education plan. Proponents argue that a stronger OECC could disapprove new programs not consistent with statewide goals and objectives and thus prevent unnecessary duplication among the education segments. A stronger OECC could prepare a consolidated budget covering all the

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state's public educational institutions and better insure that resources be allocated among programs in a coordinated fashion.

Opponents feel that a strengthened OECC would duplicate the responsibilities of the governing boards and would only put more distance between the institutions and the Legislature. With regard to a unified budget, some object to having the requests of each education segment presented to the Legislature by a coordinating agency, which they feel could not sufficiently understand the specific needs of each segment. Also, opponents claim that the additional funding required for any expansion of OECC's powers could be better spent in actual educational programs.

Discussion

While many of these alternatives have been discussed in the Legislature, none has been realistically or politically achievable. Many feel that the Oregon system has fewer problems in governance than other states' systems and that modifying the present system would be more appropriate than major restructuring, such as establishment of a superboard. There is some thought that many of the complaints or criticisms about the present system of governance stem not from actual problems with the system but from an inadequate level of funding of the existing institutions.

FUNDING

Regardless of the method of governance, a quality system of education must have adequate funding. The difficulty lies in the definition of the terms "quality" and "adequate." A review of the current funding situation gives an indication of the adequacy of funding. The sources and distribution of funding for the community colleges differ from the four-year colleges and universities, and therefore, each is presented separately.

COMMUNITY COLLEGE FUNDING

Sources of Funding

Community colleges have three main sources of revenue: state general fund appropriations, local property taxes, and student tuition and fees.

- **State Appropriations**-The state support of community college operating costs is determined by the number of full-time equivalent (FTE) students participating in vocational training, adult education, and lower division programs. (Hobby and recreation class costs are not reimbursed by the state.) Each college is entitled to be reimbursed according to a formula set by the Legislature each biennium. Until 1979, this commitment covered from 40 to 47 percent of each college's expenditures, with the Legislature's "target" being 48 percent. Since then, however, the combination of increasing enrollment and diminishing state funds resulted in the state's being unable to meet its share of the costs. By 1982-83, state support of community colleges was down to 32 percent of actual expenditures.

- **Property Taxes**-To date the community colleges have been able to adjust to reduced state funding by cutting their costs and by passing higher property tax levies. In the 12-year period between 1970 and 1982, community college revenues from local taxes and other sources increased from an average of 33.2 percent to 45.7 percent of total income. If a property tax limitation were to be passed, community colleges would be put under tremendous financial pressure.

- **Tuition**-Each local community college board determines student tuition and fees for its institution. In accordance with their open access policy, community colleges have generally held tuition levels to about 20 percent of the cost of instruction by either reducing program levels or increasing their property tax. Currently the average yearly tuition at a community college in Oregon is \$508.

It is somewhat misleading to make national tuition comparisons among two-year colleges because each state's schools are different-ranging from junior colleges to strictly vocational centers. The tuition at the multi-function community colleges in Oregon is about equal to the national average of \$500, although it is about 33 percent higher than the \$382 average of the 13 western states. This regional average, however, is substantially lowered by the inclusion of California, which until now charged no tuition, and of Hawaii, which charges a minimal \$90 a year.

Expenditures

- **Faculty Salaries**-The average salary for a community college instructor in 1982-83 was \$22,345, which is slightly below the national average of \$23,000. (The limitations which apply to national tuition comparisons also apply to salaries.) Since 1979, local community college boards have had the option of contributing six percent of each employee's salary to PERS (Public Employees Retirement System) in lieu of a raise in salary. Gradually, local boards decided to participate in this program, and now all of them do so. When this and other fringe benefits are added to the straight salary figure, the average total compensation of the community college instructor in Oregon becomes \$29,200, which is above the national average of \$27,000. Community colleges hire substantial numbers of part-time faculty, but there is no statewide information on their numbers or salaries.

- **Capital Construction**-In 1961, the Legislature pledged a 65 percent level of state support for the cost of constructing community college buildings. While tremendous growth in enrollments in the 1960's prevented the complete fulfillment of this pledge, the Legislature did make substantial effort to meet its obligation before or after construction. Now, although facility needs are submitted to the Legislature, no funds have been appropriated since 1981. Some community college construction, primarily remodeling, is occurring, but such projects are funded from local bonds or levies.

OSSHE FUNDING

An analysis of the income and expenditures of the Oregon State System of Higher Education is difficult because it encompasses so many varied functions and services. Some tables use data for just six institutions (excluding the relatively more expensive operations of OHSU and OIT) and others use the entire department's budget (including student loans, grants, and statewide public services, such as the University Hospital, Cooperative Extension Service, Agricultural Experiment Station, etc.). The following discussion is restricted whenever possible to the basic operational costs of the systems institutions.

Sources of Funding

Revenues for the basic operating budget of OSSHE come primarily from the state general fund and student tuition.

- **State Appropriations**-Traditionally, state appropriations have provided 67 to 74 percent of the OSSHE instructional budget, but recent cutbacks reduced the state's share to approximately 62 percent in 1982. While the actual dollar amount of state funds increased 126 percent from 1970 to 1982, the cost of instruction increased 174 percent during that same 12-year period. The portion of the state General Fund allocated to the Department of Higher Education declined from 24.4 percent in 1967-69 to 12.8 percent in 1982-83. (see Table 1) In comparison with other states, Oregon ranked 39th in 1981-82 state appropriations per FTE to its public four-year colleges and universities.

- **Tuition**-The second largest source of revenue for the OSSHE instructional budget is tuition. It varies according to institution, residency, and graduate or undergraduate status. The State Board of Higher Education determines the tuition policy and has tried to keep the level to about 25 to 30 percent of the cost of instruction. However, faced with -severe budget reductions in 1981, the Board decided to raise student tuition rather than make further cuts in existing programs. Median resident tuition and fees have increased from \$408 in 1970 to \$1,380 in 1983, now accounting for approximately 38 percent of the cost of instruction.

Although tuition and fees have been frozen at the 1983 levels, they are the highest in the 13 western states-63 percent above the regional average. However, there seems to be a trend upward by other states. There is also a widening gap separating the tuition level at the four-year colleges and universities from the level at the community colleges. In 1970, tuition at an OSSHE institution was an average of \$137 more than at a community college. Today it is approximately \$810 more, nearly a 500 percent increase. During the same time period the Consumer Price Index increased 152 percent and the four-year college and university tuition rates increased 232 percent.

Some other disparities are evident in Oregon's tuition policy. Oregon is one of a few states where nonresident graduate fees are lower than nonresident undergraduate fees. It is also one of a few states to charge graduate fees to "post-baccalaureate" students returning for a second undergraduate degree or retraining.

At the same time tuition and other costs have been increased, student financial aid, primarily through federal

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programs, has been curtailed. While there may be enough financial aid available to serve the very needy students, middle income students may be the most affected by the increasing costs of attending college. Aid does not seem to be keeping up with demand.

- **Research Gifts, Grants, and Contracts**-A vital source of revenue for the two research universities, OSU and UO, are the federal and private grants provided for research in all fields. In 1982-83, research grants made up 29 percent (\$53 million) of the basic operating budget at OSU, and 25 percent (\$26.1 million) at the UO. A federal agency negotiates the amount of overhead an individual institution is allowed to charge each researcher's grant to offset indirect research costs, i.e. administrative, library, physical plant, and maintenance costs .

This source of funding is not stable, however, as there is fierce nationwide competition for these grants. Professors associated with public institutions which are not adequately supported by state funds find it very difficult to attract grants. The amount of grant dollars received by Oregon universities is an indication of the quality of research being done by their respective faculty.

Expenditures

- **Faculty Salaries**-One of the largest items in the basic operating budget is for faculty salaries. While salaries are determined at each institution, the average for all ranks (from professor to instructor) at the two research universities in 1981-82 was \$25,900, and at the regional colleges and PSU, \$24,500. However, when total compensation is considered (including insurance, the state's PERS contribution, etc.) the averages are \$33,400 and \$31,400, respectively.

In order to retain and attract quality faculty, many feel that salaries should be nationally competitive. Straight salaries paid all OSSHE faculty ranks are below the national average as well as below the average in the 13 western states. However, when total compensation is used, Oregon ranks above the national and regional averages. Salary comparisons among states are difficult to assess. While Oregon's six percent retirement contribution is easily translated into dollars, the value of some fringe packages given by other states is subjective. For example, some state institutions offer free tuition to faculty dependents, a benefit highly prized, but difficult to translate into an exact dollar figure.

When straight salaries are used in comparisons, Oregon's two research universities fare poorly. Of the 24 public AAU (American Association of Universities) schools, the UO ranked 22nd in average salaries paid both full and associate professors and 24th in average salaries paid assistant professors. Of all 52 AAU universities, public and private, the UO ranked 46th in average salaries paid full professors and 47th in average salaries paid both associate and assistant professors. Of the 57 land grant universities in the United States, OSU ranked 48th in average salaries paid full professors and 47th in average salaries paid both associate and assistant professors.

There is considerable discussion of a faculty exodus from Oregon schools. Unfortunately there are no statewide figures available to show the numbers of faculty members leaving the State System and their reasons for leaving. However, a recent study reveals that 50 faculty members who left the UO between June 1980 and June 1982 now earn 40 percent more in their new positions than if they had remained in Eugene. As reasons for leaving the UO, 42 of the 50 cited lack of adequate funding in all areas, such as research funds, salary and income potential, and library inadequacies. There is no reason to believe that the situation at the other OSSHE institutions is markedly different. On the other hand, many faculty members remain because they enjoy the amenities of living in Oregon or because the national job market in their particular academic fields is saturated. Many were hired during the booming years of the 1960's and are now nearing retirement age. It may be difficult to replace departing or retiring key people with equally qualified personnel at current salary levels. In highly technical fields, OSSHE faces serious potential losses not only to other colleges and universities but also to private industry.

- **Libraries** In this age of information, it is difficult for any library to keep up with scholarly advances. With the reduced funding of the past several years, OSSHE libraries are at or below average in state support when compared with institutions of similar missions. For example, the UO, when compared to the 101 other members of the Association of Research Libraries, ranks 92nd in its ability to acquire books and 87th in its micro-form holdings.

- **Equipment** In the area of instructional equipment, inflation and technological advances have exacerbated the problems of reduced appropriations. Current funding is sufficient to replace equipment approximately once every 64 years.

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• **Capital Construction** The most recent legislative appropriation from the General Fund for capital construction, remodeling, and land acquisitions for the eight institutions occurred in the 1979-81 biennium and amounted to \$20,068,088. Construction projects totaling \$35 million will occur during the 1983-85 biennium, but funding will come from self-liquidating bonds, private gifts, and federal grants.

COMPARISONS AMONG EDUCATION SEGMENTS WITHIN OREGON

Table 1 Education Appropriations as a Percentage of General Fund Appropriations (1967-69 to 1981-83) Appropriations shown in thousands of dollars

Year	Total General Fund	Total of all Education		Basic School Support		Aid to Community Colleges		OSSHE		Financial Aid	
			%		%		%		%		%
67-69	567.5	327.9	57.8	155.9	27.5	20.8	3.7	138.5	24.4	.4	.07
69-71	717.7	397.2	55.5	177.8	24.8	32.1	4.5	165.0	23.0	1.1	.15
71-73	831.8	449.3	54.0	203.5	24.5	42.3	5.1	175.6	21.1	2.6	.31
73-75	1,183.6	610.2	51.4	314.3	26.6	54.9	4.7	208.4	17.6	4.4	.37
75-77	1,599.3	771.7	48.3	418.2	26.2	79.2	5.0	233.4	14.6	5.5	.35
77-79	2,068.6	1,066.4	51.6	607.7	29.4	103.5	5.0	291.8	14.1	9.5	.46
79-81	2,936.5	1,331.9	46.1	790.7	27.4	103.6	3.5	357.5	12.3	12.7	.43
.est 81-83	2,977.2	1,408.4	47.3	840.5	28.2	104.3	3.5	380.0	12.8	14.0	.47

"Excludes 30 percent property tax relief payments applied to reducing individual property tax bills for public schools and community colleges. Information excerpted from OECC Table 6/23/82.

Table 1 shows dollar amounts and percentages of the state's General Fund allotted to each of the three education segments during each biennium from 1967-69. The community college share varied during this time period from a low of 3.5 percent to a high of 5.1 percent, with a fairly steady average of 4.4 percent. The portion allotted to public schools (K-12) varied from a low of 24.4 percent to a high of 29.3 percent, with an average of 26.9 percent. On the other hand, the OSSHE share of the General Fund dropped from 24.4 percent to 12.8 percent.

When comparing state appropriations to OSSHE and to K-12 and community colleges, one must realize that the latter depend on local property taxes as well. It is more realistic to compare the total public tax support to each education segment, regardless of the source (property tax, income tax, etc.). Dividing the total tax support for each segment by the number of full-time equivalent students (FTE) in that segment produces a more accurate basis of comparison, as shown in Table 2.

Table 2 Oregon Public Education Measures of Financial Support, 1981-82

Educational Segment	NO. of Students (FTE or ADM) (1)	State Appropriation	Local Tax Support	Total Public	State & Local Tax
				Support	Support per FTE
UO	14283	\$ 33,807,000		\$ 33,807,000	\$ 2,370
OSU	16191	29605000		29,605,000	2,446
PSU	8928	24045000		24,045,000	2,694
EOSC	1564	4703000		4,703,000	3,007
SOSC	3609	8389000		8,389,000	2,325
WOSC	2459	7366000		7,366,000	2,996
OIT	2332	6134000		6,134,000	2,630
OHSU (2)	1536	24282000		24,282,000	15,808
Total Ed. & General (8 Institutions) (3)	50880	154235093		154,235,093	3,031
Community Colleges (4)	56783	51200000	\$ 59,000,000	110,200,000	1,941
Public Schools (K'12)	438197	436938205	845258502	1,282,196,707	2,934

(1)ADM (average daily membership) is the unit of measurement used to quantify public school enrollment. FTE (full time equivalent) is used in the postsecondary schools.

(2)These figures combine the widely disparate costs of training dentists, doctors & nurses.

(3)The Education & General portion of the OSSHE budget includes other non-instructional activities, but excludes statewide public services, such as the University Hospital, Agricultural Extension, etc.

(4)student FTE and revenues include reimbursable and non-reimbursable activities.

SOURCE:OSSHE

On the basis of total public tax support, Oregon's community colleges receive approximately 127 percent of the

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national average, (note the great diversity of two-year colleges in the U.S.). Public schools (K-12) receive approximately 125 percent of the national average, and OSSHE receives about 80 percent.

Even though Oregon's personal income per-capita is below average, its total per-capita public support for postsecondary education is significantly above the national average. However, Oregon's actual support per student drops below average, primarily because Oregon's postsecondary enrollment, until 1983, has been consistently 15-20 percent higher than that in the average state.

While Oregon ranks sixth in the nation in total public support for elementary and secondary education, it ranks 39th in public support for its four-year colleges and universities. Only eight states fund their college students at a lower level than public K-12 students, and Oregon leads all eight in the margin of funding disparity.

ROLES AND PURPOSES

In contrast to governance and funding, the roles and purposes of public postsecondary education are less tangible. Nevertheless, this abstract area is closely interconnected with governance and funding, and decisions about roles are key to the priorities established in governance and funding.

INSTITUTIONAL MISSIONS

Each type of public postsecondary institution in Oregon has a different role and is aimed at different student populations.

Community Colleges

Community colleges have their role clearly delineated in the 1961 law which established them. The law balances a large degree of local autonomy with some state supervision. Community colleges are more comprehensive both in types of instructional programs they offer and in types of students they serve than other postsecondary institutions. Community college students commute, and three-fourths attend school part time.

The OSSHE Institutions

The roles of the State System institutions are not given in statute but rather are assigned by the Board of Higher Education. While these institutions strive to meet the needs of the entire state, they also provide public service to the communities in which they are located.

- The regional colleges appeal to students who want to attend a small college but cannot afford the tuition of a private school. Each school has a slightly different emphasis. SOSC gives special emphasis on the fine and performing arts. A suggestion, which does not yet have widespread support, is to make SOSC a university. EOSC serves the sparsely populated and large geographic area of the ten eastern-most counties in the state. WOSC, the oldest school in the system, has an excellent reputation for teacher education. Its merger with the OSU School of Education has been praised as a precursor of future program coordination within the State System.

- The specialized institutions have the most tightly outlined roles. OHSU is the only health sciences institution in the state, attracting and accepting a very narrow student population. OIT is one of the few of its kind in the nation. It has a reverse curriculum, with technical, "hands-on" courses given the first two years and more general courses offered in the last two years. This allows students to enter employment with an associated degree after two years, or receive a Bachelor's after four years.

- The research universities, OSU and UO, have been described as being greater than two halves of a whole university. Since 1929, OSU has traditionally offered upper division and graduate work in agriculture, engineering, and the sciences, while UO has emphasized humanities and the social sciences. Today both institutions are comprehensive universities, but the 1929 emphasis remains. This dichotomy is questioned by some who feel both OSU and UO should offer a wider range of courses. For example, the College of Liberal Arts at OSU would like to offer doctoral degrees.

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OSU and UO are nationally recognized research universities, developing new knowledge through basic and applied research and scholarship. Basic scientific research (understanding scientific principles) and the application of these principles are important contributions of universities to society. Some feel the emphasis on research lessens the commitment to teaching. Others say that faculty receive tremendous feedback from research and that their teaching is enhanced by up-to-date information and enthusiasm. In addition, active research is essential for educating graduate students, an important part of a research university's role. In a wider context research dollars provide jobs for the communities in which the research institutions are located. The funds come from outside state taxes, providing a broadened economic base.

Portland State University - A Special Case

PSU was established as an extension center in 1946. The Legislature designated it a four-year college in 1955 and a university in 1969. While PSU is termed a comprehensive university, this definition is not clear. Its entrance requirements are the same as for a regional college, but it offers more than a regional college. On the other hand, it offers less than a research university. Many educators define a university as an institution which grants doctoral degrees and conducts research in a number of different fields. At present PSU conducts substantially less research (about \$2.3 million or six percent of its operating budget) and offers doctoral programs in only 5 areas (including some joint programs with other universities), whereas OSU and UO conduct a significant number and range of research programs and offer over 50 doctoral programs. Even though PSU would like to expand, reduced funding prevents duplication of courses already offered at OSU and UO.

Many Portland area citizens feel the largest metropolitan area in the state should have a full fledged, state supported university, but opponents argue that patience is required. PSU has come a long way in its brief history. Others in the state argue that limited financial resources and student population preclude the formation of a third research university in the state at this time. Some suggest that an ongoing cooperative effort among the 26 degree-granting institutions in the Portland area might be more beneficial than another research university.

RELATIONSHIP WITH ECONOMIC DEVELOPMENT

The downturn in Oregon's economy since 1980 has created another controversy as to the roles the public postsecondary institutions should play in the economic development of the state. While most leaders agree that a strong educational system is important to the state's economic well-being, they disagree on how declining state revenues should be spent. Some argue that the educational system should concentrate on courses leading to specific career clusters needed by prospective new industries. Others contend that public postsecondary institutions need to upgrade curriculum in order to prepare students for the challenge of modern-day technology. Supporters of the humanities point out that a sound liberal arts education is needed in virtually every field. Others claim that research is the most important attraction for new industry. And community colleges feel they should be properly recognized as the primary publicly-funded training resource for economic recovery.

OSSHE has made efforts to involve Oregon's public postsecondary educational institutions with economic development, but some feel that the State Executive Department could more effectively coordinate this involvement. Proponents argue that such central coordination would better serve all Oregonians.

STUDENT ACCESS

It is difficult to separate the role of an institution from the access it affords students. Whenever standards, tuition, curriculum, class times, locations, or financial aid programs are established or changed, accessibility is also manipulated. This manipulation of access, in turn, determines the roles of the institutions.

Geographical Access

There are public postsecondary institutions located in all areas of the state, except the sparsely populated southeastern corner. Present geographical access is generally good. Obviously, it is not possible to provide all levels of education in each locale.

Open Access

The 1961 law defined community colleges as open access institutions. They have complied with their statutory mandate to keep tuition low, general admission standards open, and locations within commuting distance of most students; they have also offered classes on weekends and evenings as well as during the day. Courses requested by students can be added upon demand and demonstrated need.

Academic Access

The four-year institutions do have academic entrance requirements, which limit access. Currently, OSU and UO require a high school grade point average of 2.75 for entering students. PSU and the three regional colleges require a 2.50 average. OIT admits students with a 2.25 average. Many feel these requirements are appropriate because they give the average student the opportunity to attend college.

Others suggest that raising admission standards, particularly those of the comprehensive research universities, might be the fairest way to limit enrollment, in light of possible future budget reductions. Some argue that if highly prestigious universities are the goal, only well-prepared and qualified students should be accepted; in the long run, a greater reputation for excellence might stimulate greater enrollment. With current FTE-based funding allocations, however, *any* drop in enrollment would cause a corresponding drop in funds, which might defeat the purpose of fostering universities of excellence.

Financial Access

In the present state of Oregon's economy, financial access is critical for many students. When the tuition at OSSHE institutions was raised in 1981, many students looked more carefully at the options available to them. Financial aid was increasing but still did not meet the demand. Many students opted to take their first two years at a community college, where the tuition was up to \$800 less per year.

Access to Lower Division Courses

Although enrollment to lower division collegiate courses had been gradually increasing at community colleges during the 1970's, it was in 1981, when OSSHE's tuition increased that more full-time students enrolled in lower division than in vocational courses. However, only one-fourth of community college students are full-time. Some educators criticize the community colleges for purposely competing with the four-year institutions, while defenders say community colleges are meeting the special demand of the community for low cost lower division college work.

Some contend that community college faculty are not fully qualified to teach lower division courses and that consequently students are getting less than they expect. Others argue that the necessary standards are maintained by the accreditation procedures which require lower division instructors at community colleges to have master's degrees and additional experience. In general, the few community college students who transfer in to OSSHE institutions (3,322 in 1982-83) do as well as other students. Furthermore, joint regional committees between community colleges and four-year institutions strive to coordinate curriculum.

One suggestion is the removal of lower division courses from the universities, making them available only at community colleges, where tuition costs are much lower. If this suggestion were to be implemented, the state would have to consider increasing state support to community colleges for lower division courses. Lower division enrollments in large university survey courses help equalize the smaller but more expensive upper division and graduate courses. They also provide employment for graduate students as teaching assistants, enabling them to get their advanced degrees. This proposal would deny students the opportunity to receive full college instruction at an Oregon public university and might motivate students to attend schools out of state.

CONCLUSION

The future of postsecondary education in Oregon is hanging in the balance. Decisions regarding governance, funding, and the roles and purposes of the public institutions will affect the state's ability to provide an adequately funded, quality system of public postsecondary education. Oregonians need to establish their priorities now in order to influence these decisions and thereby ensure that Oregon's public postsecondary education system will provide the

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proper balance for the years ahead.

The study committee wishes to acknowledge the special contributions of the following:

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