

## CONSENSUS RESPONSES (DUE MARCH 1, 2017)

Name of League/Unit LWV RV Number Participating\_10/\_\_\_

Contact Person\_\_\_Jackie Clary \_\_\_Pres LWVRV\_\_\_\_\_ Contact Phone\_\_\_541-479-4486\_\_\_\_\_

### 1. Is 40-40-20 a realistic or an aspirational goal?

*In 2012, the state set an educational goal of 40% of residents completing a bachelor's degree or beyond, 40% having education beyond high school (certificates, associate degrees, internships etc.) and the remaining 20% a high school degree. This is referred to as the 40-40-20 goal. Many see this goal as aspirational. For more information, see pages 13-17.*

#### 1. What are the important components to the realization of this goal?

- 40,40,20 was created without benchmarks, deliverables, and definitions of the results expected. The 40-40-20 Goal has no assessment of funding needed to support the student or the institutions. What is the funding assessment for what would be the additional cost? Public willingness is needed to add to the tax base in order to cover this kind of expansion of education outcomes.
- Student readiness at all levels from cradle to college. Each grade of education needs to be funded to prepare each child for competence, students graduating from high school need to be college ready.
- Measurement of who is part of the cohort that is to be counted.

#### 2. What are the obstacles to reaching the goal?

- Funding by the state is not adequate in order to reach this goal.
- Barriers to non- traditional students, child care, transportation,
- Course work credit that can transfer.

#### 3. In what ways does the goal need to be modified?

- Restore the Achievement Compacts.
- More attention given to vocational training

Comments: The goal is unrealistic. The policy was passed into law, but then in 2015 the strategy to achieve it was abolished. The elimination of the Oregon Education Investment Board (OEIB) and the dilution of the Achievement Compacts indicate that this policy cannot be effectively implemented.

### **The study discusses the scope of responsibilities of HECC.**

*HECC oversees all public higher education in Oregon, as well as licensing of private career schools, workforce development, state funding recommendations, and other higher education related activities. For more information, see pages 10-12 and 32-33.*

#### 2-A. Is the scope of HECC's role appropriate?

Comments:

No, HECC as a coordinating committee has questionable 'authority' to govern. "Governance is defined by Webster as "control or rule." In this particular context it means the organizational structure, the lines of authority, or colloquially, "who's in charge." from the 1985 LWVOR Post-Secondary study. The HECC, as a Commission of non- educational professional members, may not have the expertise to fulfill this charter. The members serve at the will of the Governor.

We suggest that the HECC have arbitration power to settle disputes that may develop between universities or community college interests.

Presumably the HECC will be the primary advocate of funding for Post-Secondary education. All community colleges and universities must be willing to trust that such advocacy is fair and representative. This collaboration will require extensive communication between institutions and fair representation on the Commission. The scope is huge, and

the different roles for the seven offices overseen by the executive officer are not always clear. The website does not outline the divisions and overlap. Nonetheless, the scope is necessary in order to weigh all the factors supporting the strategic plan.

**2-B. What should be HECC's priorities? (Name 3 – 4) Among HECC's functions are:**

- a. preparation of one strategic vision for higher education,*
- b. developing biennial budget recommendations,*
- c. distribution of appropriated funds and development of funding mechanism*
- d. developing standards for dual credit, transfer, credit for prior learning*
- e. administering grants, scholarships, and student access programs*
- f. evaluating "success" through data collection and analysis,*
- g. working with other departments to implement federal Workforce and Opportunity Act*
- h. Licensing private career and trade schools*

**First Priority** - *f. evaluating "success" through data collection and analysis,* in order to make any meaningful policy measurement is needed.

**Priority 2** - *b. developing biennial budget recommendations,* coordinating the budgets coming from each of the universities and community college districts; budgets are then passed on to the Legislature after consolidating building or operating expenses. But the HECC is only a pass through. The idea that they are setting priority is suspect given the competing authorities of the boards of each institution.

**Priority 3** - *h. Licensing private career and trade schools*

All of the functional priorities are important. Items *d, f, g,* and *h* are tasks which cannot be done by the regional and individual education institutions. *a, b, c,* and *e* will require significant input from the separate schools.

*See page 11 of the report.*

### **3 State Funding For Higher Education**

*Over recent years, state funding for higher education across the country has decreased. Public higher education institutions must seek funding elsewhere, primarily through tuition increases and additional private funding. Although tuition has increased dramatically in recent years, in-state tuition does not fully cover the cost of education. As a result, universities have sought non-resident students with their much higher tuition to supplement the costs. For more information, see pages 23-26 and 33-34.*

**3-A. How should limited state funds be prioritized?**

**Priority 2** - # 1 Higher education general operating expenses

**Priority 3** - # 2 Higher education capital expense

**Priority 1** - # 3 Financial aid for state students

Comments: Limited state funds should be found by raising taxes, and eliminating tax breaks. Funds collected should be earmarked and not simply made available for other state general fund uses.

**3-B. Should the state funding source for each of the following be:**

Through the general fund?

In 1990 the voters passed a proposition that took local tax money and added it to the general fund. Using the general fund to finance education has been a failure. Funds that were to equalize funding to less well-off districts were used to balance the budget for other state expenses. In 2011 Oregon's high school graduation rate was 60 percent; with increased funding it rose to 66 percent in 2016, indicating that funding to public education increases student graduation rates.

A designated separate funding source?

When state revenues are limited, what are other possibilities?

Eliminate the Kicker. Use Kicker money to create an endowment for public education from K- through-college.

1. 3. Financial aid for state students Without enrolled students you don't have schools
2. 1. Higher education general operating expenses - Including building maintenance.
3. 2. Higher education capital expenses. Deferred building maintenance costs more in the long run. If you don't keep adding classrooms and buildings if you will create shortages of space in the future. The more buildings, the bigger student population, the bigger the operating expense. Demographics indicate that high school graduates population will not increase over the next 10 years. Building additional programs should be rated to the demographics. Upgrading or replacing non-earthquake-safe buildings is necessary.

### 3-C. What role should the Legislature and HECC each play when allocating these funds?

Comments: The state legislature allocates the money is actually allocated. This means that each entity (K-12 School Districts, Community College Districts, and the seven universities) are competing for the same pot of money. The HECC is a coordinating committee. The role of the HECC would be to try to get the entities to work together. The HECC's role is to consolidate the budgets from each entity and taking one 'ask' to the legislature. Some entities may feel they are going to get cut out of what they see is in their best interests. The concern is that each entity will lobby for only their benefit to their legislator. Some source of power needs to represent the interests of the State at Large. It seems practical that the chief education officer would deal with needs of the cost to the state of educating from cradle to career. With "achievement compacts" which would be the policy to tie each entity to outcome-based funding. The buy-in to an 'achievement compact,' creates local responsibility to a state-wide plan. A state-wide policy would be both local and in the interest of the state at large.

### 3-D. What is the state's responsibility for assuring an appropriate balance for in-state and out-of-state students at the individual universities?

Comments: If the state wants more placement of resident students, then the State should fund the universities for the full amount to educate in-state students. Parents who take a position that the universities are filling seats with out-of-state students that should be for resident students must understand that more funding for the university system can educate more resident students.

There are enough seats for in-state students currently and it is not a problem

## 4 Distribution of funding to the various public higher education institutions

4. HECC is responsible for determining the distribution of funding to the various public higher education institutions. Prior to 2014, the distribution was chiefly based on enrollment. HECC has developed a Student Success and Completion model based on three components: mission differentiated funding, activity-based funding and completion funding. As time goes on, HECC proposes to place more emphasis on completion. For more information, see pages 14-20, 23-26, and 33-35.

### 4. What outcomes are important in evaluating the success of postsecondary education?

Comments:

- Outcomes: Higher Education has different value for different people. The notion that education's primary aim is to provide employment ignores the state's interest in, for instance, insuring an informed citizenry in civic affairs. The current employment picture and demand for jobs does not foretell future needs for employment. Education policy should meet the demands of the public and students, as well as provide serious student advising, with particular attention to institutional websites.
- Mission differentiation funding: State schools in some states get most of their funding from grants earmarked for research and non-instructional work from outside sources. This approach, like OSU, should be encouraged, given the low level of public financial support for education.
- Activity based funding: This model for funding should be reduced, while retaining at least 50% of the current approach

- **Outcome-based and Completion Funding:** In order to provide the metrics to evaluate outcomes, there will need to be a much more complete method of tracking students through employment information and career/education data. Again, advising functions will require more attention. It is important to note that assessing the satisfaction of former students is an important key.
- The number of students with a job after graduation constitutes a measure of funding model success. Outcomes are helpful which measure 1) employment after 5 years and 10 years 2) situations in which graduates are employed 3) participating in a non-profit company / organization, and 4) started an independent business. Have the graduates been employed at a level that has allowed them to pay off their loans? This measurement idea has some problems, such as: How to count some degrees that are less marketable; degrees that are important to the public good; or consideration for situations compelling out-of- workforce for child rearing responsibilities, or if a student did not have debt. Additionally, it punishes the universities if the business cycle is down and employment is depressed.
- The retention of students who are not from a privileged background persisting until graduation is a great indicator of success.
- Because of a lack of racial diversity across the state, the recruiting of incoming students using the Equity Lens creates a funding advantage for the urban PSU and a disadvantage for rural EOU and SOU. Though the Equity Lens may be a great indicator of success, it needs to be balanced for state demographic differences.

## 5. Additional components of the higher education

*Additional components of the higher education enterprise, including research, outreach, and athletics, have become important considerations of the mission and financial status of public institutions.*

### 5-A. How important are these to the institution, students, alumni, faculty?

Comments: The research universities have institutes. Oregon State (OSU) built a Forest Institute in 2015. The donations flowing into OSU after the spin-off was an example of industry focusing funds. Institutes provide funding to attract additional faculty, with endowed chairs that can increase salaries of experts in specific fields giving students and post docs access to faculty and give industry access to research friendly to their interests.

The big risk is that the Technical and Regional Universities (TRUs), who have a more expensive mission, are disadvantaged because in Oregon the TRUs were prevented from developing as research institutes. The beginning of institutes at SOU will take several years, even with the beginning of the collaboration with Oregon Shakespeare Festival, developing a wine institute, or developing marijuana institutes, all are possibilities. But until these resources become a funding leg for the TRUs, the state may be setting the Technical and Regional Universities (TRU) and OSU Cascades up for failure, without added funding allocations to provide resources for the higher cost missions, which serve a unique and critical public purpose.

[Http://www.oregon.gov/highered/institutions-programs/public/Documents/Univ-Finance/sscm%20powerpoint%20added%20to%20short%20updated%20february%202017.pdf](http://www.oregon.gov/highered/institutions-programs/public/Documents/Univ-Finance/sscm%20powerpoint%20added%20to%20short%20updated%20february%202017.pdf)

**Outreach** is the work done to encourage students to apply and persistence to graduation. The outreach includes programs that bring middle school students to college. Outreach is developing a culture of higher education for families that have never considered college for their children. The worth to the students is that the colleges have more diverse student bodies; the advantage for faculty is that the students get more assistance and are able to persist. The concern is that privileged of education will be diluted. This is a short sighted concern, the more adults that are educated at the university level, the more adults will be equipped to function in a complex technical civilization.

**Athletics** Student athletes get better grades graduate. Therefore athletics has an important role. The success of athletics as a contribution to the mission of the university is not consistent across the seven universities. Some athletic programs are costing the university by requisitioning significant monies to support winning athlete team travel expenses putting both student fees and board of trustees at a disadvantage, when athletics need to be made solvent.

The extent that athletic scholarships bring students to college seems to be for the 4 year institutions, and does not seem to be equally distributed to the community colleges. Leaving a disparity that seems to underlie the disguised privileged given to academic professions over the trade careers. The distribution of monies by Title 9 which requires women athletes get the same support as men is a federal issue. Yet, it plays an important part in the Equity Lens. The importance of 'Big Team' athletics, like that at UO (as outline in the study) is using the university, as a screen to promote 'sports entertainment' and does not serve the mission of academic faculty. The component of fitness in

student's education is important, but student fees should be used to create fitness centers.

## 5-B. Does the state have a responsibility to support these endeavors?

YES

**Athletics, No consensus**

**Outreach:**

- Yes, the state should fund Outreach and make it a part of each budget to continue programs that promote postsecondary education.
- Giving support to middle school programs that promote a culture of postsecondary education,
- Reach into high schools and continue to fund ASPIRE.
- Support Bridge programs and programs that develop incoming freshman. Programs that help with impostor syndrome and other barriers to college success and persistence.
- Fund financial counseling. To aid students in managing their finances while in school and for success after graduation in planning for solvent personal finances.
- Track students before graduation for advising in job placement or graduate school.

**Research:** Yes, the state has a responsibility to fund the Technical and Regional Universities (TRUs) until they can operate with the added advantage of research institutes. The state must remedy the suppression of institutes for the TRUs over the past 80 years.

## 6. Public Universities Oregon

*By 2015 all the public universities in Oregon had independent boards with responsibilities for most university actions. HECC supports and works with these boards. For more information, see pages 12 and 32-33.*

### 6. Is the new independent board structure a good alternative to the system-wide board that was previously in place?

LWV Oregon should advocate for changing the renewal of the Board of Trustees of the seven universities from simultaneously to staggered. The Board of Trustees terms should end on a staggered succession schedule in order to safeguard against all board members being removed by a Governor and replaced at one time.

#### Too Soon to Judge

The Universities may not compete to the same degree because they need approval from the HECC.

~~Boards need to decide if they should be appointing their own members,~~ particularly for fund raising purposes, provided they keep the stipulation that faculty and student representation continue. Institutions need to be willing to share students, so there needs to be significant interaction between the boards members.

It may be a decade before we see how this turns out. This question is kind of like after the horse is out of the barn, do you think that was a good idea. The attempt to make the HECC's mission, to keep the universities from competing with each other on programs, funding etc., may or may not work. One concern is that the universities will 'poach' students from the TRUs, reducing the mission of the regional schools.

Regional Schools will need to get an 'identity' that is independent. The ideal that the HECC will receive a strategic plan from each of the universities and then incorporate that into a statewide vision is doubtful. The vision was not in place before the OUS was dismantled.

On the advantage side, the universities are now more 'local', similar to the community college districts. A board of trustees has more buy-in from regional and local interests. The faculty unions could have more leverage since they only have to lobby a local board of trustees. The universities with bigger endowments may have the option of subsidizing middle class students, like many private colleges do. We have already seen the inflow of endowment money to the UofO and to the Forest Research Institute at OSU. Donors who want to target money to a specific program know the donation is for only one university. This is a development endowment advantage for an independent university with a large alumni base. It may be a disadvantage for the smaller universities that have

smaller alumni bases. With the independent boards there is the concern that some of Oregon's seven public independent universities may not survive. The TRUs will lose viability. If Southern Oregon University and Eastern Oregon University dissolve a significant local economic asset, local employment both directly and externally to the related university would be lost.

Each of the universities has a hired lobbyist to advocate for its interest with the legislature to advance its provincial interests. One of the unintended consequences of the independent boards is if a university's lobbyist sees an advantage for their interest, they will lobby at the expense of what is a state-wide interest.

## 7. State funded student aid programs for Oregon residents

*The Office of Student Access and Completion administers several state funded student aid programs for Oregon residents. The major programs include the Oregon Opportunity Grant, which can be used in any Oregon community college, public university or private college, and the new Oregon Promise program, which provides "free" tuition in Oregon community colleges for recent high school graduates. For more information, see pages 20-23.*

### 7-A. Is the Oregon Opportunity Grant an appropriate program?

Yes if it were fully funded, but it can't be counted on. It gives students and the universities a false picture of the funds available; it is inadequate.

1. How can the grants best be allocated and administered? **No Consensus**
2. The priority conflict is between students with financial need and the students who are best prepared.

How should it be funded?

By setting up an endowment and use the proceeds appropriately.

Comments: An endowment seems like the best long term solution. If you expect that the economy will have grown in the next 50 years, an endowment would be worth more. Considering the economic impact of climate change that may not be the case.

### 7-B. Is Oregon Promise a good model?

This program is only for the community colleges and only for students with the required GPA. The money is last-in. So students have to get money from family first if they can afford it. The way it was rolled out created a problem. The problem was created by draining students from the incoming freshman class at the Us, and putting the planning for the 2017-18 school year for the Us in limbo.

1. How can it be sustained and improved? **Funding**

The improvement would be to extend this to incoming freshman at the universities. Also it does not help after the first year. Once a student has made use of this they would need the funding each year until graduation, all four years.

It could be improved by selling the citizens of the state that this makes Oregon's futures better Comments:

### 7-C. Should the state develop additional ways to provide financial aid to Oregon Students? In what form?

This question is missing the reality that the individual university financial aid department is the first contact for a student. The administration of financial aid is located at each university or community college. The president and financial VP at the individual institutions coordinate programs for student financial aid.

Individual institutions might create a combination of federal grants and loans, parent contribution, tuition buy down, endowment scholarship, and foundation scholarships. The state should be funding the university to reduce the need to run the universities on student tuition.

Comments: This question is lacking a comprehensive discussion of student financial aid. What proportion of the operating expenses at the universities or community colleges are funded by the student? What portion of the cost to run academics of a university should be paid for by the state taxpayers? What are the subsidies to the

student?. How do loans to students fit into a long-term solution? What is the responsibility from the federal government? (See LWV 2010 US study). Pell Grants? What is a 'fair' portion for a middle class student family to pay or a low income student whose family can't contribute? What are the scholarship, grants and aid portions of funding? Where do tuition buy-down scenarios fit in? What is the impact of student debt on the national economy? Student debt is now larger than consumer debt. Student loan debt is mortgaging student's futures and is a drag United States economic contribution.

7-D. Should the state have a role in finding and administering federal and private scholarships, loans, etc.? Not sure of the meaning of the question. State Legislation? Or HECC?

Comments: Seems like this was a role for the state before the schools were split up, but has now been delegated to the independent universities who are doing this for their own student populations.

## 8. *Alternative paths to college credit*

*As part of efforts to reduce time to completion of a degree and reducing the cost of higher education, there has been a recent emphasis on alternative paths to college credit. As part of this program, high school students are offered a variety of opportunities to earn college credits in high school through Advanced Placement and International Baccalaureate programs and other state programs. At the same time, many higher education institutions are reporting that new students are not adequately prepared. See pages 17-20 and 34-36.*

8-A. What should be the state's role in developing these alternative paths, such as dual credit, reverse transfer, credit for prior learning?

Comments: State role: The HECC should retain authority in this role, in order to insure uniformity and fairness to students; The dual credit, reverse transfer, and prior learning criteria should be standardized.

In the old 'framework' you had to finish high school before you could start college. That did not work for ALL students. Some ambitious students wanted to do college work, but because they were underage, could not go to a city with a college to get college credits. The more credits received in high school the less time and expense to complete college.

This question begs the question, what agency sets the 'learning based outcome'. On June 8, 2016, the HECC subcommittee Student Success and Institutional Collaboration Subcommittee began the outline; thus none of the standards are ready. This is a project to establish course work consistency between the silos of education. The credit earned in high school advance placement, is equivalent to a college credit earned in community college, to a credit earned in a four year university.

How have credits been established? K-12 schools have curriculum standards. Universities have accreditation that establishes the curriculum that meets a 'credit'.

How do we keep ideological meddling out of the curriculum standards?

8-B. Is an increased emphasis on accelerated learning and college credit in high school appropriate at this time?

**YES**

If so, how? If not, why?

Accelerated learning/ college credit in high school: Provided the HECC sets clear and uniform standards for credit qualification, an emphasis is appropriate. Student debt is a very serious problem, and accelerated learning policies save students money and the track record for these students is documented [report].

Comments: Working out the credentialing of teachers to joint-teach college level courses with high school teachers could be problematic. Also, the teachers must be given monetary compensation that matches the increased credentialing they may need to be a high school teacher while teaching college level coursework.

## 9. Counseling and mentoring

*Adequate counseling and mentoring are seen as important factors in achieving improved student success and reaching out to underserved communities. See pages 15-16.*

### 9-A. What is the state's responsibility for ensuring adequate counseling and mentoring, including educating them on the cost and long-term impacts of postsecondary financing?

Comments: If an outcome model was used, it would force institutions to promote counseling and mentoring to encourage students to persist to graduation.

### 9-B. What is the state's responsibility for educating future students and their families about their options for postsecondary education?

Comments: Financial literacy training for high school students and for parents would be helpful.

The state has a responsibility to encourage our future citizens. Once we thought a person was an adult at 18 and high school was enough education. We now know human development extends to about age 24. Post-secondary education completes development of adults who will be holding the reins of our democracy, our economy, workforce, our culture, public health, the complexity of the technology solutions we depend on, and the problem solving skills needed to live with the uncertain climate.

In the 1930's an 8th grade education was what the tax base was set up to support. In the 1950's mandatory education through high school was stretching the property tax base to support public education K to 12, and college was a privilege for the wealthy. Now in 2016, postsecondary education costs fall on students who get loans to attend college. The scope of state responsibility over the past century and a half has expanded with the extension of education maturity to age 24.

The extension of tax supported postsecondary education is a public good that is needed for the next century. The conundrum is that the initial property tax structure to pay for education is insufficient.

Can a tax base be developed that taxpayers can afford or have the will to support. The public needs to decide if it is a public good to educate to 24, and if so, what kind of tax base do you develop to pay for it: (property tax, sales tax, pay it forward, employment tax, corporate tax, employer tax)

### Other Comments

Education should be on a continuum from Kindergarten to Career.

The postsecondary position should be incorporated into a State of Oregon Position for Public Education as a continuum toward lobbying for the K-12-community colleges and the seven universities. A LWV position that is about the development of programs for kindergarten, grade school support, middle school, preparation for college, high school, vocational. Also it should include the goal for postsecondary, graduate school and the graduation of professionals. A position for 'cradle to career'. Local Leagues might develop studies and positions regarding the community college or university local to their league.

### Is Post-Secondary Education a State LWV program or a local League program?

Now that all seven universities and 16 community colleges are locally controlled, is postsecondary education a state league or local league program?

Should our local league study postsecondary education for our local area since there is no longer a state wide university system. Leagues have universities local to their area, Lane League, UofO: Corvallis League, OSU: Portland League, PSU: Klamath has OIT: Rogue Valley has SOU and RCC. The state LWV Higher Education Position resulting from this study would not include the local universities boards or the community college districts.

With seven public independent universities, and 60 Community College Districts, lobbying is on behalf of the individual institution, with each CC and U having a lobbyist. How will LWVOR advocate for higher education when the institutions are distributed and local?