

ADMINISTRATIVE REFORM MEASURE

BEFORE THE OREGON LEGISLATURE

One Board of Five Members for All State Institutions of Higher Education--Abolishes Separate Boards of Regents and Many Offices--No Duplication of Courses.

Reforms in Our Higher Institutions of Learning.

There is no greater issue before the people of Oregon than the reformation along constructive educational lines of the higher institutions of learning. The State Grange at its last annual meeting at Eugene had submitted a report by suit Richardson, C. E. Spence and E. Hofer treating with the subject of raising revenues for higher educational institutions aside from a direct tax. That report was printed as part of the proceedings of the State Grange and is interesting reading. In the conclusion of that report the committee makes this recommendation:

"Your committee is of the opinion that these institutions can be more economically run by being all under one state board of control. We therefore would recommend that there be a state board created for the purpose of overseeing, directing and managing our higher institutions of learning. This board should consist of not less than three nor more than five persons. It should be a mixed board, composed of both men and women, and so arranged in the election or appointment of the members that the majority of either sex over the other shall not exceed one. This board should have full charge of the expenditure of all money used in providing for and carrying on these institutions. It should be its duty to oversee and provide suitable buildings, apparatus, teachers and everything needful for the proper prosecuting of the work; to see that there is no unnecessary duplication of studies in the different schools; to keep an accurate account of all expenditures of money and report the true state of affairs to the legislature at the beginning of each regular session, and to furnish the legislature with estimates of the amounts needed for supporting the different institutions for the time intervening between the regular sessions of the legislature. By placing them all under one board of control we believe they can be more economically carried on; besides, it would do away with the political scandal which has heretofore been attached to the appropriations made by the legislature for the support of these institutions.

"In conclusion, your committee would recommend that this State Grange take steps to collect reliable information touching upon these natural resources of our state which are now fast passing into private hands, and lay the matter before the proper authorities, and use the best efforts at its command to secure to the state in perpetuity these valuable resources for the benefit of the whole people.

The committee above named proceeded to have prepared a draft of a bill to place all the higher institutions of learning under one board, and the bill is printed herewith. The bill is not perfect, but can be easily made to cover the situation, and it is believed by the committee would result in a great saving in expenses of administration as well as improvement in the public service that is covered by these institutions.

The committee expects that there will be opposition to this reform bill, as there always is to every new step in the development of the government.

Copies of this bill are being sent to all members of the State Grange and subordinate Granges and to members of the general assembly and to regents of the various institutions affected thereby.

The committee will gladly receive suggestions for the perfection of the bill or eliminate any defects contained in the measure. The bill does not intend or attempt to determine what support the institutions shall receive. It aims at better administration.

Arguments for One Board.

A large board or commission means large expenses for mileage and per diem for from nine to twelve persons for each board. The present three boards contain over thirty persons. The normal school board has nine members, the agricultural college thirteen, the state university nine members. Each separate board has, besides a salaried secretary, treasurer and bookkeeper. These would be done away with and each institution would have only a registrar and the business of the institution would be done through the president and his private secretary direct with the one board.

Out of all these boards of over thirty persons, and probably ten employees, one board could be formed that would give all five institutions better business administration and cost far less than administration by three larger boards, which are gotten together with difficulty and great expense.

The normal school board that has handled the affairs of the four normal schools for two years past, which is the smallest of the boards, is too large and has unanimously adopted a resolution to create one board of five members for all five higher schools. Large boards mean few meetings or great expense for mileage. A small board means concentration on business, smaller expense. The nor-

mal school board of nine members is too large, and whether one board is created for all five institutions or not, all three boards should be reduced to five members each. The smaller boards might be composed entirely of business men and educators and with no state officials on those boards, and still better in the opinion of many persons, one board of five members, with no state officials on it, would be still better for the schools and the taxpayers.

Whether one board or three is continued, smaller boards are in the line of progress. With all the schools running under separate local boards there is all the stimulus of local enterprise and local rivalry to extend their functions in all directions and increase their appropriations largely for work done that is duplication.

How to cut out duplicate courses of study, how to introduce better business management, how to secure better educational administration, higher professional standards in each institution, and confining that institution to its legitimate functions as provided by law—these problems are alone possible of solution under one board.

One board for all these educational institutions would introduce order and system, would correlate the functions of those institutions and enable the state to develop educational work along such lines as are most needed by the people. The highest permanent proper development of higher education is possible under one board.

The one board of five regents should be composed of men who are not residents of the locality where the institution is located. There should be no men on such a board who have local or "home" interests to protect or promote, or who would go to trading to protect local issues.

Similar Action in Washington.

The following telegram from Olympia, Wash., to the Oregonian shows that similar action is contemplated in the state north of us:

"The state board of control will recommend to the next legislature that the positions of twenty-five regents and trustees of the state higher educational institutions be abolished and in their stead a central body of three educators and business men be appointed to have full charge of the state college, state university and three normal schools.

"J. H. Davis, of the board, who penned the recommendations today, favors paying the board members \$3600 a year each, and declares the proposed businesslike method will prove a saving over the present plan of no-salaried regents. He points out all the regents are men of affairs whose personal interests occupy so much of their time that they cannot give proper attention to the schools.

If the plan goes through the legislature it will only be after a bitter fight. University and college and each of the normals have ever been bitter rivals for legislative favors in appropriations, and each would fear the other might get an advantage under the three-man board plan.

"State college enthusiasts, and they are the most active workers and most successful here every session, will no doubt oppose the plan, seeing in it an attempt to do away with the present actual control of that institution by President Enoch A. Bryan. It is not certain that Governor Mead will endorse the plan.

(Title of the Act.)

An act entitled "An act providing for the government and control of the University of Oregon, at Eugene; the Agricultural college of the state of Oregon, at Corvallis; the Oregon State Normal school, at Ashland; the Eastern Oregon State Normal school, at Weston; and such other normal schools as may be hereafter established, by one board appointed by the governor, called 'The Board of Regents of the Higher Educational Institutions,' prescribing courses of study therefor and also for abolishing the several existing boards as follows: The University of Oregon at Eugene; the Agricultural College at Corvallis; the Board of Regents of Normal schools and repealing Sections 3510, 3511, 3512, 3513, 3514, 3515, 3516, 3517, 3518, 3519, 3520, 3521, 3522, 3523, 3524, 3525, 3526, 3527, 3528, 3529, 3530, 3531, 3532, 3533, 3534, 3535, 3537, 3538, of Bellinger and Cotton's Annotated Codes and Statutes of Oregon and also all of Chapter 189, General Laws of Oregon, 1907, and all acts and parts of acts in conflict herewith.

HIGHER EDUCATIONAL INSTITUTIONS.

Section 1. Name of Act.

This bill shall be known as the Board of Regents for Higher Educational Institutions bill.

Section 2. Name of "Higher Educational Institutions."

When used in his act, the term Higher Educational Institutions, means the University of Oregon, at Eugene; the Agricultural College of the State of Oregon at Corvallis; the Oregon State Normal school, at Ashland; the Southern Oregon State

Normal school, at Ashland; the Eastern Oregon State Normal school, at Weston; and such other normal schools as may hereafter be established.

Section 3.

When used in this act, the term board of regents, means "The Regents of the Higher Educational Institutions of Oregon."

Section 4. Government of Higher Educational Institutions.

The general government, supervision and direction of said Higher Educational Institutions is hereby vested in a Board of Regents, to be called "The Board of Regents of the Higher Educational Institutions of the State of Oregon," who are hereby constituted a corporation for that purpose, with power to sue and be sued; to make contracts, and to enact, and from time to time to vary and amend all such bylaws and regulations as in their discretion shall seem necessary or proper for the benefit, development, and successful working of the said universities, colleges and normal schools, and said board of regents shall have power to sell or dispose of such personal property or any part thereof, when in their judgment it shall be for the interest of the state; and shall possess all other powers necessary or convenient to accomplish the objects and perform the duties prescribed by law. The board of regents shall not sell, mortgage or dispose of in any way any real estate, nor borrow money without the express authority of the legislature.

Section 5. Regents--Their Terms and Vacancies.

The governor of the state of Oregon, on or before the first Monday in June, 1909, nominate and appoint, by and with the advice and consent of the senate for the government of the Higher Educational Institutions established, and which may hereafter be established, and for the performance of the duties prescribed to them, a board of five regents, called "the board of regents of Higher Educational Institutions," not more than three of which shall belong to the same political party. The term of the regents commencing with the first Monday in June in the year in which appointed, shall be five years and until the appointment and qualification of their respective successors; except that the regents first appointed under this act shall be divided into five classes of one each, and the term of office of said classes so first appointed shall respectively, on two, three, four and five years, and until their successors are appointed and qualified, and their successor in office shall continue so divided into five classes of one each, so that the term of office of one regent shall expire each year, and all vacancies occurring in said board, shall be filled in like manner for the remainder of the term, except that a vacancy occurring during a recess of the senate shall be filled by appointment by the governor until the adjournment of the next session of the legislative assembly;

Provided that the governor shall declare the office of an incumbent vacant upon the happening of any of the following causes:

1. The death or resignation of the incumbent.
2. When an incumbent shall be removed from office or his election thereto shall have been declared void by the judgment or decree of any competent court.
3. When an incumbent shall become a resident of the county in which is located any one of the Higher Educational Institutions.
4. When an incumbent shall cease to discharge the duties of his office for two consecutive months, unless he shall have been prevented from discharging such duties by sickness or other unavoidable cause.

Section 6. Duties of President of Board.

The regents shall elect from their number a president of the board, who shall be called the "president of the board of regents," whose duty it is to preside at all meetings of the board, to call special meetings of the same upon the written request of any two members thereof, and to perform such other duties as may be provided by law or prescribed by the board; but if said president, for any cause, shall not be present at any meeting of said board, the members present, if a quorum, may elect a president to preside at such meeting; who shall thereupon have the power and perform the duties of the president of the board of regents during said meeting.

Section 7. Meetings of the Board.

The board of regents shall meet at such place as they may by resolution designate, on the second Tuesday of each of the following months: September, October, November, December, January, February, March, April and May. Said board shall also meet annually at the respective administrative buildings of the several Higher Educational Institutions at such times during the month of June as shall be designated by the president of the board of regents, which meetings shall be designated as the annual meeting of the board of regents.

Said annual meetings must be called in the same manner as provided herein for calling special meetings. The monthly and annual meetings may be adjourned from time to time, to duties imposed upon them; but no special meetings of the regents shall be called by the president, except upon a previous written notice to each member of the board of the time and place of such meeting, and said notice shall be issued by the secretary of the board, upon the direction of the president thereof, to be inserted in the call for said meeting and filed with the secretary, any may be served by the secretary by delivering the same personally to each member, or mailing it to his address at the postoffice nearest his usual place of residence, not less than ten days before the time appointed for said meeting.

Section 8. The Election of a Secretary.

The board of regents shall at their annual meetings elect a non-member of the board as secretary; of the board who shall hold his office for one year and until his successor is elected and qualified. The secretary shall be provided with an office, suitably furnished, at the State Capital provided with the necessary lights and heat to be paid by the state as the expenses of state officers are paid. The secretary shall be allowed such compensation and such clerical assistance as may be determined upon by the board of regents to be paid as other employees of the board are paid.

The secretary shall give a bond to the Higher Educational Institution for the faithful performance of his duties, in such an amount and with such a number of sureties as the board of regents may prescribe, to be approved by the president of the board of regents.

Section 9. Powers and Duties of the Secretary.

The powers and duties of the secretary shall be as follows:

1. To have the custody of the books, papers and documents belonging to the Higher Educational Institutions.
2. To keep a record of the transactions of the board of regents.
3. To keep full and accurate accounts of the money and other property of the Higher Educational Institutions.
4. To do such other things as the board of regents may direct; but in the exercise of powers and discharge of his duties he shall be subject to the direction of said board.

Section 10. Powers and Duties of Board of Regents.

The general powers and duties of the board of regents shall be as follows:

1. To control and provide for, subject to the conditions herein made, the custody and occupation of the Higher Educational Institutions' grounds and buildings, and the books, papers and documents belonging to the Higher Educational Institutions.
2. To manage, control, and apply all property, of whatever nature, which may hereafter be given to or appropriated for the use, support, or benefit of the Higher Educational Institutions, according to the terms and conditions of such gift or appropriation;
3. To appoint and employ presidents of the Higher Educational Institutions, and the requisite number of professors, teachers, and employees and to prescribe their compensation and tenure of office or employment;
4. To demand and receive the interest mentioned in section 3528 and 3529, of Bellinger and Cotton's Annotated Codes and Statutes of Oregon.
5. To prescribe a fee for admission into said Higher Educational Institutions, to be applied to the payment of incidental expenses, and the rate of tuition for instruction therein;
6. To supervise the general course of instruction in the Higher Educational Institutions, and to enact rules and by-laws for the government thereof, including the faculty, teachers, students and employees therein; provided, that the course of instruction and studies at the Agriculture College shall be in accordance with the objects sought by congress in the establishment of state agricultural colleges, namely, "instruction in agriculture and the mechanical arts." Provided, further, that a uniform course of study shall be adopted for the several normal schools and the various text books to be used in such schools shall be such books as are selected by the State Text-Book Commission for use in the public schools of Oregon.

Section 11. To confer, on the recommendation of the faculty, such degrees as are usually conferred by universities, or as they shall deem appropriate; and

Section 12. To prescribe the qualifications for admission into the Higher Educational Institutions.

Section 13. To remove at pleasure any president, assistant, or other officer or person from any office or employment in connection with any Higher Educational Institution.

Section 14. To purchase any needful and

proper apparatus, books or articles to assist in instruction, and to provide for all necessary fuel or supplies for the conduct of the Higher Educational Institutions.

Section 15. To enact rules and by-laws for the government of the Higher Educational Institutions, including the faculty, teachers, students and employees therein.

Section 16. To cause notice to be given of the opening of such schools and the several terms thereof.

Section 17. To prescribe rules and regulations for the admission of students to the Higher Educational Institutions; but every applicant for admission shall undergo an examination to be prescribed by the board, and shall be rejected if it shall appear that he is not of good moral character.

Section 18. To cause lectures on art, science, or branch of literature to be delivered in any such schools on such terms and conditions as they may prescribe.

Section 19. To confer by by-laws upon the presidents of the several Higher Educational Institutions the power to suspend or expel pupils for misconduct or other cause prescribed in such by-laws.

Section 20. To confer diplomas on such persons as the faculty may recommend for graduation.

Section 21. Model school. The board shall have power to organize in connection with each normal school, such model schools as they may deem expedient for the illustration of the best methods of teaching and government.

Section 22. Quorum of Board.

At the meetings of the board of regents, three members shall constitute a quorum, but a less number may meet and adjourn from time to time.

Section 23. Board Not to Exceed Appropriations.

It is hereby made the duty of the board of regents of Higher Educational Institutions to limit the number of teachers and their compensation, and all other annual expenses thereof, to the amount appropriated by the legislature for that purpose; and all expenditures made by said board, in excess of the sums so appropriated, are hereby declared to be unlawful and void, and shall be deemed a malfeasance on the part of said board, for which the members thereof can be removed from office by the governor.

Section 24. Removal of Regents--Disqualifications of Officers, Etc.

Any regent may be removed from office for cause upon a reasonable notice by the governor. No regent or officer, trustee or person appointed or employed in any position or capacity connected with the Higher Educational Institutions, shall at any time be interested in any contract for erecting or furnishing any building or furnishing any supplies or act as agent of any author or publisher of or dealer in school books, maps or charts, or school library books, or school furniture or apparatus, or become interested directly or indirectly in the publication, manufacture or sale of any such agent or otherwise, except solely as author or inventor, and for a violation hereof any regent shall be expelled from the board by a majority vote of the regents; provided, that the purchase and use of books and appliances written or invented by persons connected with any of the schools shall not be deemed to be prohibited.

Section 25. No Political or Sectarian Test Allowed.

No political or sectarian test shall ever be allowed or applied in the appointment of regents, professors, teachers, or employees of the Higher Educational Institutions, nor shall the majority of regents be, at any one time, members of any one religious denomination, or be appointed from or reside within any one county of the state.

Section 26. Compensation of Regents.

Each member of the board of regents shall receive \$--- per diem for services rendered, for each day said member shall be in actual attendance at any annual meeting or special meeting of the board and also the necessary traveling expenses incurred in traveling to and from each of such meetings.

Section 27. Duty to Report.

The president of said board shall, once a year, make a written report to the legislature; setting forth the condition of said Higher Educational Institutions, financial and otherwise, with such recommendations touching the same as he may think proper.

Section 28. The Faculty and Their Powers.

The president and professors constitute the faculty of the Higher Educational Institutions, and as such shall have immediate government and discipline of their respective institutions and the students therein.

Section 29. President and Duties of Faculty.

The president of each of the respective Higher Educational Institutions is also the president of the faculty, but whenever required by the board of regents, he shall per-

form the duties of a professorship; he is also the executive and governing officer of the school, except as herein otherwise provided; and, subject to the supervision of said board, he has authority to control and give general directions to the practical affairs of the school.

The State Treasurer is hereby made ex-officio treasurer of the Higher Educational Institutions with powers and duties as follows:

1. To receive, keep and pay out on warrants drawn in accordance with the powers of section 24 of this act, all the money of the Higher Educational Institutions.

2. To keep full and accurate accounts of all such money.

Section 20. Orders on State Treasurer--How Signed.

The Secretary of State shall audit all claims authorized by said board certified to by the secretary and president of the board of normal school regents, and draw his warrant on the state treasurer for the amount found due thereon in favor of the person entitled thereto, and no money shall be paid out of the treasury for the use of the state except upon verified claims in the manner herein provided; provided, that the salaries of instructors may be paid to the president of the school or person designated by the board of regents upon the pay roll, approved by the Secretary of State.

Accounts--How Made, Etc.

All payment for the erection, repairs, and enlargement of any building, or for fixtures or furniture therefor, and for all disbursements from the Higher Educational Institutions fund, in come or appropriation made by the legislative assembly, shall be made as prescribed by this section and not otherwise; and in case of a donation no such warrant shall be issued for any part thereof until the sums donated and prescribed shall have been paid into the state treasury nor in any case until the work shall be done, the services rendered, buildings erected or fixtures or furniture purchased under the direction of said board.

Section 21.--Creation of Fund.

The proceeds of the sale of any real or personal estate and all moneys received and tuition collected under this Act shall be paid to the State Treasurer to be placed in the fund known as the "Higher Educational Institution fund." The entire income of the Higher Educational Institution fund shall be placed at the disposal of the board of regents of the Higher Educational Institutions; provided, that when any one of the Higher Educational Institutions collects tuition, the same shall be kept in a separate fund for the use of such school; provided, further, that any fund, property donation, gift or appropriation that has heretofore, been, or shall be exclusively set apart or appropriated for the endowment, maintenance, or support of any one of the Higher Educational Institutions, the entire income of which fund shall be kept in a separate fund for the use of such school.

Section 22. Objects of Normal Schools.

The exclusive purposes and object of such normal school shall be the instruction and training of persons, both male and female, in the theory and art of teaching, and in all the various branches that pertain to a good common school education, and in all branches needful to qualify for teaching in the public schools, also to give instruction in the fundamental laws of the United States, and the rights and duties of citizens.

Section 23. Expiration and Beginning of Terms.

The terms of the now existing boards of regents of the Higher Educational Institutions shall expire at 1 p. m., June 21, 1909, and the board of regents appointed in accordance with section 6 of this Act shall meet at 1 p. m., June 21, 1909, and organize a board of regents in accordance with the provisions of this Act.

Section 24. Must File List of Property.

It is hereby made the duty of the now existing boards of regents for the Higher Educational Institutions at the time they cease to exist as a board of regents, to file with the new board of regents a complete statement of their respective institutions of resources, liabilities, real estate, buildings, equipment and apparatus, deeds, mortgages, all records, employees, courses of study, rules and regulations and such other items as may be of value to the incoming board of regents.

Section 25. Provision for Expenses.

The expenses for the administration of this Act shall be paid out of the general funds provided by the legislature or otherwise for the maintenance of such institutions, but such expenses shall be apportioned to the several institutions by this board in proportion to their respective total revenues from all sources whatever.

Section 26.

All acts and parts of acts in conflict herewith are hereby repealed.