Curricular Allocations, Board Policies With Respect to

(Reviewed and accepted by the Oregon State Board of Higher Education, Meeting #423, May 20, 1975, pp. 476-483.)

EVOLUTION OF THE CURRICULAR ALLOCATIONS CONCEPT IN OREGON

The concept of curricular allocations in Oregon is clearly articulated by ORS 351.200(1) quoted on pp. 1-2; but it did not originate with this legislation.

For more than 70 years, the responsibility for allocating curricula among Oregon's public four-year colleges and universities has resided in a coordinating body established by the legislature, the State Board of Higher Curricula from 1909 to 1929, and the State Board of Higher Education thereafter.

State Board of Higher Curricula (1909-1929)

The Oregon State Board of Higher Curricula was established by the 1909 legislative assembly and empowered:

"to determine what courses of studies or departments, if any, shall not be duplicated in the higher educational institutions of Oregon, and to determine and define the courses of study and departments to be offered and conducted by each such institution..."

Jurisdiction of the Board extended over the University of Oregon and Oregon State College (now Oregon State University), but only with respect to curricular matters. Thus, although the two institutions retained their separate governing Boards, in matters of curricula, decisions of the Board of Higher Curricula were paramount.

Oregon's normal schools, incidentally, were not under the Board of Higher Curricula.

Significant strides were taken under the State Board of Higher Curricula to curtail duplication of offerings at the University of Oregon and Oregon State College and to differentiate the functions of the two institutions.

Among the Board's most significant rulings were those made between 1913 and 1919 allocating all engineering to Oregon State College and denying the College courses in architecture (1913), awarding undergraduate commerce to Oregon State College and work in "higher commerce" to the University of Oregon (1914), and denying the University courses in stenography, typewriting, and stenotype (1919).

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2 Policy statements reviewed and accepted by the Board on May 20, 1975, were contained in the report, Curricular Allocations in the Oregon System, State System of Higher Education -3xy-9x Years of Planned Development, Office of Academic Affairs, April 28, 1975. Narrative portions of this report have been updated for use of the Board's Committee on Instruction in 1975, 1979, 1984, and 1985, as reported herein
State Board of Higher Education (1929 to Present)

In 1919, the legislative assembly abolished the governing boards of the University of Oregon, Oregon State College, and normal schools. It also terminated the Board of Higher Curricula and created a single Department of Higher Education governed by a lay board of nine members (since increased to 11 members) serving nine-year terms (since reduced to four-year terms).

A first act of the new Board was to authorize a study of higher education in Oregon, conducted under the auspices of the United States Office of Education. The report resulting from the study (issued in May 1931) made six fundamental recommendations with respect to differentiation and coordination of curricula of the institutions under the jurisdiction of the Board, as follows:

1. Lower Division. Unspecialized freshman and sophomore work... in all the arts and sciences assigned on identical basis to the University and the State College. Junior college privileges assigned to Southern and Eastern Oregon normal school.

2. Natural Sciences. A great school of science to be developed at the State College.

3. Humanities and Social Sciences. A great school of arts, literatures, and social sciences to be developed at the University.

4. Professional Schools. The professional schools based essentially upon the natural sciences confined to the State College.

5. Professional Schools. The professional schools resting essentially upon the arts, literatures, and social sciences including the concentration of business administration, confined to the University,

6. Teacher Training. Elementary teacher training exclusively reserved to the normal schools. Secondary and higher teacher training divided between the University and State College on basis of major curricula. Training of administrators emphasized at the University; junior high school teachers trained jointly at State College and Oregon Normal School at Monmouth.

In March 1932, the State Board of Higher Education, after soliciting and receiving from each of the institutions observations and recommendations concerning the report's recommendations, adopted curricular allocations for its institutions as shown in Figure 1, following this section.

The curricular allocations made in 1932 by the Board of Higher Education have been modified from time, in accordance with changing times and changing needs of the state. But notwithstanding numerous changes in personnel since 1932, minutes of discussions of curricular allocations over the more than 50 intervening years reveal that the Board's aims have been remarkably consistent, namely:

1. To decrease or avoid costs that would result from unnecessary and undesirable duplication of major functions by the several institutions.
2. To improve the quality of specialized programs, particularly graduate and professional programs, by centering them in designated institutions as an allocation to the institution(s), rather than allowing their development in all institutions.

3. To improve the curricula of each institution by achieving the foregoing goals, while simultaneously preventing unnecessary and undesirable proliferation of courses, services, and programs within each institution.


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<tr>
<th>Curricular Area or Unit</th>
<th>Recommended by Federal Survey Commission 5/13/31 (Survey Report, pp. 276-277)</th>
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| **Elementary Teacher Training** | At Normal Schools
"1. The training of teachers for the elementary schools should be done at the three Normal schools." | Oregon Normal School
Southern Oregon Normal School
Eastern Oregon Normal School |
| **Liberal Arts and Sciences** | At Eugene and Corvallis
"2. Unspecialized freshman and sophomore work referred to as lower division work in all the arts and sciences should be available on essentially identical terms." | Lower Division
"Lower division work to be offered on both of the major campuses."
At Corvallis
"3. A great School of Science should be developed at Corvallis, based on lower division courses that may be pursued at either the University or State College."
School of Science
"Upper division and graduate work in pure science...centralized in a School of Science to be located at Corvallis."
At Eugene
"4. A great School of Arts, Literature and Social Sciences should be developed at Eugene, based on lower division courses that may be pursued at either the State College or the University."
College of Arts and Letters
"Upper division, graduate and professional work in this field (literature, language and arts), to be given only at Eugene."
College of Social Science
"School of Social Science at the University...that upper division and graduate work be limited to the unit at the University." |
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| Professional Schools    | At Corvallis "5. The professional schools based essentially on the natural sciences should be located at Corvallis... Teacher training in the sciences and their applications." | School of Agriculture  
School of Engineering  
School of Forestry  
School of Home Economics  
School of Pharmacy  
Secretarial Training  
School of Education |
|                         | At Eugene "6. The professional schools resting essentially upon the arts, literatures and social sciences should be located at Eugene... Teacher training in the arts, literatures, and social sciences and their applications." | School of Business Admin.  
School of Fine Arts  
School of Journalism (April 30, 1932)  
School of Law  
School of Physical Education  
School of Education |
| At Portland             | "The professional schools... include...medicine..." | School of Medicine  
"The continuance of the Medical School to be located at Portland." |
Curricular Allocations, Policies and Procedures Governing

Under the curricular allocations system, institutions may offer only those instructional programs and courses that have been approved for them by the State Board of Higher Education.

In the area of curriculum and instruction—as in other areas of its operation—the Board functions in accordance with well-thought-out policies. These policies guide the Board in acting and inform the institutions about the general principles the Board will observe as it deals with issues in the areas of curriculum and instruction. During the period 1973-1976, the Board and its Committee on Instruction, Research, and Public Service Programs reviewed policies in respect to curricular allocations, institutional guidelines, program duplication and elimination, and program review. Following are summaries of policy statements adopted during that review.

Board Posture Toward Curricular Allocations

1. The Board of Higher Education seeks to be sensitive to and aware of the educational needs of the state, needs that the Oregon University System ought, within its general mission, to serve.

2. The Board welcomes the efforts of its institutions to plan vigorously for meeting the changing needs for public higher education in Oregon, consistent with the missions of the institutions, and bearing always in mind that the Board must assess institutional requests for new programs in the light of whether the program can be demonstrated to be in the best interests of the state as a whole, and within the economic capacity of the state to support.

   It is to be emphasized that curricular planning includes not alone identification of unmet educational needs and the development of coursework designed to serve them; it includes, as well, the responsibility to evaluate existing programs in some systematic, orderly way, and to reduce or to eliminate those whose continuance at current levels "cannot be justified by defensible criteria."

3. The Board's decisions on instructional requests for authorization of new instructional programs must rest upon a solid base of factual data relating to:

   a. The extent and nature of the state's need for the proposed new program (considering the existence of any similar programs already being offered in the System or by the community colleges or independent colleges and universities).

   b. The appropriateness of the proposed new program to the institution's mission and objectives.

   c. The capacity of the requesting institution to offer a program of substantial quality.

   d. Costs to the state—both initial and long term—of financing a program of reasonable quality of the kind being requested.
The outline endorsed by the Board March 23, 1976, as the basis for developing requests for
authorization of new degree and certificate programs. Is included as an Appendix A, Guidelines
for Review of New Programs.

**Basic Premises Underlying Curricular Allocations**

1. Based upon more than 45 years of corporate experience in the field, the State Board of
Higher Education reaffirms its support of the principles of curricular allocations as being
fundamental to effective curricular planning and development within the Oregon
University System.

2. Board's reaffirmations of curricular allocations rest on the following premises:

   a. A system of coordinated development of collegiate curricula is vital to Oregon
      since it enables the conservation of limited resources and their allocation in
      accordance with a strategy that assures adequate availability of educational
      opportunities for qualified youths.

   b. Not all duplication of curricula is wasteful. Duplication of courses or of curricular
      programs is an evil only when it results in unnecessarily costly courses or
      instructional programs, or a reduction in the quality of the courses or programs
      either existing or to be offered.

      In many instances, student interest in and need for given courses, or for access to
      given instructional programs, is sufficiently great that these courses or programs
      can be offered at two or more institutions without unnecessarily high costs and
      without reduction in the quality of the offering.

   c. The concept of differential functions for institutions lies at the heart of the
      curricular allocations concept. Such differentiation promotes:

      (1) Specialization by the institutions, leading to the development of high-
          quality programs in curricular areas assigned any given institution. This is
          particularly critical in the professional and graduate areas, where anything
          less than a program of the first order puts Oregon students at a genuine
          disadvantage. Limitation of institutions to certain specified professional
          and graduate programs lessens the possibility that funds needed to
          maintain these programs at a high level of excellence will be drawn off for
          support of other programs the institution might otherwise seek to establish.

      (2) Effective concentration of the state's limited resources in the development
          of at least one high quality program in a given professional or graduate
          area, in lieu of several anemic, deficient ones.

   d. Within certain professional, semi-professional, or graduate areas, requiring costly
      equipment, highly specialized faculty, and/or unique building facilities, a single
      institution should be given exclusive responsibility for development of a program
      of excellence. Other System institutions wishing to offer the prerequisite or initial
courses in the field should be authorized to do so only if the program they intend offering is keyed to that of the institution having exclusive jurisdiction in the subject area.

e. The assignment of exclusive jurisdiction to an institution cannot be considered irrevocable. Population shifts, changes in career choices, and other economic and social changes require that curricular allocations be adaptable to changing needs. There must be avenues for reassessing curricular allocations with a view to changing them where circumstances warrant.

Nonetheless, whatever curricular allocations are in effect at any given moment must be clearly understood by institutions as binding, and must be adhered to until and unless, on the evidence available, the Board changes the allocations.

f. In meeting its curricular responsibilities, the Board should have as its primary consideration the assurance of adequate availability of educational opportunities for qualified youth without unnecessary or unwise duplication of educational resources.

Graduate and Professional Education

Graduate programs and some professional programs (both undergraduate and graduate) tend to cost more than other programs. Without an allocations system in these areas, the resources of the state will be inadequate to the needs of providing a truly high-quality program at any single institution in the state.

However, the Board recognizes that in some graduate and in some professional areas, characterized by widespread student interest and moderate costs, it is feasible for the System to establish new (additional) programs to serve additional students (some of whom would find it difficult financially to enroll in the existing programs) in lieu of continued expansion of existing programs. In considering institutional requests for authorization of graduate and/or professional programs:

1. The Board will consider each request on its merits. Institutions making such requests will be expected to evaluate their proposals for the Board in such terms as the following:

   a. The relationship of the proposed program to the objectives of the institution as these are apparent in the approved System and institutional guidelines.

   b. The relationship of the proposed program to existing System programs in the same field. Is the new program intended to supplement, complement, or duplicate existing System program? In the light of the existing System programs in the same field, why is the proposed new program needed? Is it designed to serve primarily a regional need? A state need?

   c. The growth prospects of the proposed program. How many students will it serve now? In the immediate future? In the distant future?
d. If it seems pertinent to the subject area in question, the employment opportunities for persons prepared in the proposed program.

e. The capacity of the institution to offer a high-quality program in the subject area being considered.

(1) What facilities has the institution appropriated to the needs of a high-quality program in the field (library, laboratory, or other facilities and equipment)?

(2) How many faculty members are qualified to participate in the program?

(3) Does the institution have such related undergraduate and graduate programs as may be essential to give needed support to the proposed new program?

(4) What elements of the program, if any, are presently in operation in the institution?

(5) In instances in which the institution has an undergraduate program in the subject area or field in question, has the undergraduate program been fully accredited by the appropriate accrediting agency?

f. The cost implications of the proposed program—both current and capital costs. What is estimated to be the total costs of instituting a high-quality program in the field in question—both immediate and long-range costs?

g. The relationship of the proposed new program to future aspirations of the institution. Is the proposed program the first of several curricular steps the institution has in mind in reaching a long-term goal? What are the next steps to be, if the Board approves the program presently proposed?

h. Projected student credit hour cost of instruction in the proposed program. Given the estimated costs of operating a program of excellence in the fields in question and the number of students who can be expected to enroll, will the student credit hour cost be a reasonable one? If not, can the student credit hour cost be justified on any rational basis?

2. The Board will seek to inform itself concerning at least three other relevant questions:

a. What is likely to be the impact of the proposed program upon similar programs in the System? Professional programs tend to be expensive programs. If, by the addition of a second or third graduate and/or professional program in the same field in the System, there would appear to be a threat to the continued accreditation of an existing program, the Board will wish to give approval to the new program only if the advantages of such approval outweigh the disadvantages.
b. Can the same program be offered more efficiently or to the benefit of more students in some other institution of the System?

c. What other alternative means are there for meeting the needs that have been identified in the proposal?

General Policies Applying to Professional Programs. The following general policies will guide the Board in assessing institutional requests for authorization of professional programs. The Board will:

1. Approve a new professional program only if the Board feels assured of the availability, at the time or in the immediate future, of sufficient funds to develop the program to a respectable standing, to enable it to become accredited, and, once accredited, to maintain its accreditation. Cost estimates should be in terms of an ongoing, high-quality program—not a minimal, beginning program.

2. As a general principle, establish new professional programs, not before offered by the System, at the most appropriate institution, considering such factors as: institutional mission, the locus in the System of such supporting programs and other institutional or community resources as are required to give strength to the new program, the location in which the program would be accessible to the most students.

3. Act on the principle that as a general policy, with some provision for justifiable and planned exceptions for cause, if the System's first program in a professional field is situated at the University of Oregon or Oregon State University, the second authorized program should be developed where it can serve the largest number of students at the least personal financial cost. The program at the resident institution would serve the entire state; the second program would serve primarily the needs of the students in the region in which the institution is located.

1. As a general principle, be reluctant to approve any professional program that, as it is conceived, cannot, within a reasonable period of time, be accredited. A professional education should offer a student the basis for advancement in the field and flexibility of employment.