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HIGHER EDUCATION STUDY COMMITTEE

Report to the Legislative Council
and the Members of the
Second Session of the Sixty-fifth General Assembly
State of Iowa
1974

F I N A L R E P O R T

HIGHER EDUCATION STUDY COMMITTEE

The Higher Education Study Committee was first established in July of 1971, with the following membership:

Representative Richard W. Welden, Chairman
Senator Rudy Van Drie, Vice Chairman
Senator Charles F. Balloun
Senator Marvin W. Smith
Senator Minnette Doderer
Representative Willard Hansen
Representative George N. Pierson
Representative James D. Wells

The charge given to the Committee by the Legislative Council, based upon HCR 9 introduced in the Sixty-fourth General Assembly, 1971 Session, was as follows:

A study of higher education in Iowa to define the role of each type of institution receiving legislative support, with particular attention to types of program offered, numbers and cost of students served, and entrance and graduation requirements, as well as the overlapping offerings by two-year, four-year, and graduate institutions of all types in Iowa, with legislative proposals developed for an Iowa Master Plan for Higher Education.

Committee work began with a review of the Report of the Governor's Educational Advisory Committee, which was issued in October of 1971, and continued with presentations from each of the three major segments of higher education in Iowa - the Regent universities, the area schools, and the private colleges and universities - relating to the topics contained in the charge to the Committee. The Committee also met with the Director of the Higher Education Facilities Commission and the Director of the Office for Planning and Programming.

By the end of the year the Committee determined that the job before it would require more time and more staff assistance, and it requested permission to seek extra funds with which to employ an educational consultant.

Early in 1972 the Committee, in the name of the Legislative Council, applied for and received a grant of \$28,300 through the Higher Education Facilities Commission, to conduct a "Comprehensive Study of Planning and Coordinating Higher Education Programs and Facilities in Iowa". The Committee's proposal, approved by the Higher Education Facilities Commission, was divided into two parts, as suggested by the original charge to the Committee, and was stated as follows:

PART I. ROLE AND SCOPE. Define the role and scope of higher education institutions in Iowa, including area schools, Regent universities, and private colleges and universities. Assign priorities for the allocation of state resources to higher education institutions for the 1973-1975 biennium, including recommendations for current and capital budget requirements.

PART II. MASTER PLAN. Make recommendations concerning a master plan involving some method for long-range continuing coordination and planning for higher education programs and facilities in Iowa, including programs and facilities of public and nonpublic higher education institutions in Iowa, in order to eliminate duplication and bring about the best possible utilization of existing facilities and to control or give direction to the construction of new facilities.

In May of 1972 the Committee interviewed a number of consultants and consulting firms who were interested in working on the study. Because the proposed study was of such complexity, it was decided to select a consulting firm with nationwide resources, but with a Des Moines office for effective liaison and understanding of the Iowa situation. The firm of Peat, Marwick, Mitchell & Co. was chosen and contracts were entered into in June of 1972, with the expectation that the consultants' report would be completed in about one year. Dr. Clyde N. Carter, a principal in the management consulting department of the firm, Mr. John A. Bennett, who is in charge of management consulting activities for the Des Moines office of the firm, and Mr. Kenneth Anderson, an education specialist associated with the firm, met and worked with the Study Committee throughout the project.

The early work by the consultants consisted of fact-finding and contacts with many persons involved in the field of higher education in Iowa. Meetings were held with members of the State Education Budget Revision Project, the Coordinating Council on Post High School Education, the Iowa Association of Private Colleges and Universities, the Iowa Association of College Presidents, and the Iowa Council of Area School Boards. In September of 1972 the Committee invited each of the three segments of higher education to send representatives to form an Advisory Board, which met separately with the consultants and staff, and then with the Committee, to assist in developing statements of objectives for each segment of higher education in Iowa, and to discuss the advantages and disadvantages of alternative systems for long-range planning or coordination of higher education.

Because of the planned schedule of work by the consultants, it was necessary for the Committee to be reestablished and to function during the 1973 interim. Since a number of the members of the original Study Committee would not be returning for the Sixty-fifth General Assembly in 1973, Chairman Welden asked

that new members be appointed in advance of the 1973 session. The newly appointed members then met with the Study Committee and the consultants before the 1973 session began and during the session in order to be able to continue the Committee's work without serious disruption in the 1973 interim. The members of the Study Committee, as constituted for the 1973 interim, are as follows:

Representative Richard W. Welden, Chairman
Senator Willard R. Hansen, Vice Chairman
Senator Leonard C. Andersen
Senator John S. Murray
Senator Minnette F. Doderer
Representative Sonja Egenes
Representative Philip B. Hill
Representative James D. Wells

The newly constituted Study Committee hurried to complete the first part of its work plan with the consultants before the 1973 legislative session began. It reviewed and discussed statements pertaining to the overall goals and purposes of the state's higher education endeavor and the role and scope of the three segments, and drafted a basic statement regarding the direction of Iowa postsecondary education. The end products of this deliberative process, "The Goal of Iowa Postsecondary Education" and the "Role and Scope of Iowa's Postsecondary Institutional Segments", were approved by the Study Committee on January 5, 1973, and served as a guide to the Committee's subsequent recommendations for educational planning. It is hoped that these documents will provide direction to future activity by the legislative and executive branches of government, postsecondary education governing boards, and individual institutions throughout the state. "The Goal of Iowa Postsecondary Education" and the "Role and Scope of Iowa's Postsecondary Institutional Segments" are presented following page III-2 of the report prepared by Peat, Marwick, Mitchell & Co., a copy of which is attached and by reference made a part of this Report.

As a result of federal enactment of the Education Amendments of 1972 authorizing establishment of state postsecondary education commissions, the Study Committee and consultants thoroughly studied the implications of section 1202 of the Higher Education Act in relation to long-range planning and coordination for postsecondary education programs and facilities in Iowa. The Study Committee's discussion of a 1202 Commission and other facets of statewide planning and coordination during two January meetings led to the drafting of a bill by the Legislative Service Bureau for the creation of a commission for Iowa postsecondary education to serve as successor to the Higher Education Facilities Commission. The bill was introduced in the 1973 session as House File 464. The Committee's desire for a bill draft resulted from federal requirements that enabling legislation be enacted prior to July 1,

1973. On that date, federal programs specified for the 1202 Commission jurisdiction would require the existence of such an agency if the State desired to participate in those programs.

However, in early March a communication from the United States Office of Education stated that implementation of the 1202 Commission-related requirements would not take effect on July 1, 1973, and that planning for such a Commission should be held in abeyance. With that communication it was decided that the Committee's future activity should address its original charge to recommend a system for long-range planning for postsecondary education in Iowa. Because of other legislative responsibilities, the Higher Education Study Committee activities were postponed for the duration of the General Assembly session.

In July of 1973 the Study Committee reconvened and reviewed SCR 55 and HCR 60, which were added to the Committee's charge after their introduction during the 1973 session. The two resolutions ask for study of the problems of duplication of curriculum, state support of the area schools, emphasis in curriculum in the area schools, funding methods, and cost analysis in all segments of higher education in Iowa. In response the Committee requested Legislative Service Bureau staff to compile additional data for its review, and surveys were conducted of higher education funding methods in all states, and per pupil costs in all segments in Iowa. The Committee also reviewed the present methods for allocating state support to the area schools, and learned that the area schools are attempting to develop recommendations for a more equitable funding system which takes into consideration program costs and sources of revenue, including state, federal, and local funds, and tuition.

In August the Committee reviewed the tentative final draft of the consultants' report, which recommends statutory establishment of a Commission for Iowa Postsecondary Education to accomplish systematic planning and coordination of Iowa's postsecondary education. The consultants' report documents the lack of comparable data in the state relating to the segments of higher education, and concludes that an organizational structure is needed from which information will be generated for use in decision making by all those concerned with postsecondary education in Iowa. In response to concerns of Committee members, information was sought from all states which presently have coordinating agencies for higher education, in order to determine costs of operating the agencies and their success in establishing data collection and reporting systems. However it was recognized that because of many variables it is difficult to compare the costs of the activities of agencies in other states to the possible costs of the activities contemplated for an agency in Iowa.

The tentative final draft of the consultants' report was distributed to the Advisory Board, to other representatives of all segments of higher education, and to all interested parties. Comments were solicited, and in September the President of the Board of Regents, a representative of the Department of Public Instruction, a representative of the area school superintendents, a representative of the private colleges and universities, a representative of the Iowa Higher Education Association, and a representative of the Student Iowa State Education Association submitted comments on the report. The Committee requested modification of the first draft of the report by the addition of supplementary information.

Because of concern expressed by some of the representatives of segments of higher education that an agency for planning and coordination of higher education in Iowa would become a "super board", the Committee reiterated and emphasized that it does not intend to, and has never considered, proposing establishment of a governing board, or "super board" over other agencies now governing higher education in Iowa. In its frequent discussions with the consultants relating to the powers and duties to be assigned to a planning agency, the Committee agreed that the agency would be authorized only to study and make recommendations.

In October the work of the consultants was concluded with submission of its report entitled "Structure for Decisions - A Study of the Planning and Coordination of Postsecondary Education in Iowa". The Committee voted to accept the report of the firm of Peat, Marwick, Mitchell & Co.

To complete its work the Committee asked for a redraft of House File 464 to include a statement of the goal of postsecondary education in Iowa as formulated by the Committee, to lessen the bill's emphasis on participation in federal programs, and to provide positive direction to a commission for Iowa postsecondary education to conduct planning and advisory activities to the extent that ~~state or federal funds are made available to it.~~ The proposed commission will replace the present Higher Education Facilities Commission and continue the tasks now assigned to that agency. The draft as developed by the Committee is attached and by reference made a part of this Report.

HOUSE FILE _____

Prepared for Higher Education
Study Committee.
December 10, 1973

Passed House, Date _____ Passed Senate, Date _____

Vote: Ayes _____ Nays _____ Vote: Ayes _____ Nays _____

Approved _____

A BILL FOR

1 An Act relating to establishment of a commission for Iowa post-
2 secondary education.

3 BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF IOWA:

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1 Section 1. Chapter two hundred sixty-one (261), Code 1973,
2 is amended by adding the following new sections:

3 NEW SECTION. POLICY--GOAL. It is the intent of the general
4 assembly and the purpose of this Act to provide for continuous
5 long-range planning and coordination of postsecondary education
6 in Iowa. To implement this purpose the following statement
7 of the goal of Iowa postsecondary education is adopted:

8 1. The basic goal of Iowa postsecondary education is to
9 meet the educational needs of the individual student and the
10 society served. Two subsidiary goals originating from the
11 basic goal are:

12 a. To provide postsecondary education that will enable
13 individual students to fulfill their potentialities to the
14 highest extent possible.

15 b. To provide educational and technical services through
16 instruction, research and public service that will undergird,
17 stimulate and enrich the economic, civil and cultural life
18 of society.

19 2. To achieve this basic goal, postsecondary education
20 should incorporate several concepts, as follows:

21 a. WIDESPREAD EDUCATIONAL OPPORTUNITY. Opportunities
22 should be available for interested students who wish to pursue
23 education without restrictions caused by geographic, financial
24 or other barriers.

25 b. DIVERSITY OF PROGRAMS AND SERVICES. Programs and ser-
26 vices offered in ~~diverse forms and settings~~ should be made
27 available to meet the needs, interests and abilities of stu-
28 dents beyond high school age to ensure their appropriate prep-
29 aration for living within an increasingly complex society.

30 c. HIGH QUALITY. All programs and services offered should
31 be of the highest quality in order that students may partici-
32 pate in the best possible educational endeavor incorporating
33 competent instructional personnel with appropriate instruc-
34 tional materials and equipment.

35 d. INSTITUTIONAL INTEGRITY. Institutions should be assured

1 the right to develop and conduct educational programs and
2 services without undue external forces impinging upon the
3 basic integrity of the individual institution that maintains
4 programs and services consistent with the institutional objec-
5 tives and statewide planning and coordination policies and
6 procedures.

7 e. EFFECTIVE OPERATION. All postsecondary educational
8 activity should be conducted in such a manner that the greatest
9 possible educational return for individuals and society be
10 realized in relation to the available resources invested in
11 the activity. The allocation and utilization of economic,
12 personal and institutional resources should be analyzed in
13 terms of effective institutional operations.

14 f. COORDINATION AND COOPERATION. Coordination and cooper-
15 ation between and among individuals and institutions engaged
16 in postsecondary education is essential. In addition, the
17 postsecondary educational sector in the state should seek
18 ways to work in a coordinated and cooperative manner with
19 Iowa's elementary and secondary sector and with other
20 postsecondary institutions in the adjoining states.

21 NEW SECTION. DEFINITIONS. As used in this chapter, unless
22 the context otherwise requires:

23 1. "Commission" means the commission for Iowa postsecondary
24 education established in section two hundred sixty-one point
25 one (261.1) of the Code.

26 2. "Federal law" means the Higher Education Act of 1965,
27 Public Law eighty-nine dash three hundred twenty-nine (89-
28 329), and federal regulations promulgated under it, as amended
29 to January 1, 1974.

30 NEW SECTION. EXECUTIVE DIRECTOR. The governor, with the
31 approval of two-thirds of the members of the senate, shall
32 appoint an executive director of the commission, who shall
33 serve at the pleasure of the governor. The executive director
34 shall be selected primarily for administrative ability and
35 knowledge in the field of postsecondary education, without

1 regard to political affiliation. The executive director
2 shall not, directly or indirectly, exert influence to induce
3 any other officers or employees of the state to adopt a politi-
4 cal view, or to favor a political candidate for office.

5 The executive director shall advise the commission on
6 matters relating to postsecondary education, carry out all
7 directives from the commission, and hire and supervise the
8 commission's staff pursuant to its directions.

9 Sec. 2. Section two hundred sixty-one point one (261.1),
10 Code 1973, is amended by striking the section and inserting
11 in lieu thereof the following:

12 261.1 COMMISSION CREATED.

13 1. A commission for Iowa postsecondary education is estab-
14 lished, to serve as successor agency to the higher education
15 facilities commission. On the effective date of this Act,
16 supplies, files, records, equipment, and all other property
17 in the possession of the higher education facilities commission
18 shall be transferred to the commission, office space assigned
19 to the higher education facilities commission shall be assigned
20 to the commission, and the status of employees of the higher
21 education facilities commission shall be continued as provided
22 under chapter nineteen A (19A) of the Code.

23 2. The governor, with the approval of two-thirds of the
24 members of the senate, shall appoint the members of the commis-
25 sion, and shall comply with the requirements of federal law
26 to assure that the membership is broadly and equitably repre-
27 sentative of the general public and public and private non-
28 profit and proprietary institutions of postsecondary education
29 in the state. In making appointments the governor shall take
30 affirmative action to recruit and select commission members
31 without discrimination on the basis of race, color, national
32 origin, or sex, and to include both men and women.

33 3. Seven members of the commission shall be public members
34 who are residents of the state, who possess appropriate knowl-
35 edge, experience, and ability for commission membership, and

1 who are not paid officials or employees of any postsecondary
2 educational institution in the state. In making appoint-
3 ments the governor shall give consideration to representation
4 of consumer interests, including but not limited to the inter-
5 ests of students, parents, employers, and employees.

6 4. Four members of the commission shall be educational
7 members who are residents of the state, and who reflect a
8 diversity of perspectives, experiences and skills within the
9 postsecondary educational community. One of the educational
10 members shall be appointed to represent the universities gov-
11 erned by the state board of regents, one to represent the
12 area schools, one to represent the private colleges and uni-
13 versities, and one to represent the private specialized or
14 proprietary schools.

15 5. Members of the commission shall serve for four-year
16 terms, beginning on July first of the year of appointment,
17 except that of the initial appointments, three of the public
18 members and two of the educational members, to be selected
19 by lot, shall serve for two-year terms. No member shall be
20 appointed for more than two successive terms.

21 6. A vacancy occurs when a member ceases to act in the
22 capacity which qualified him for appointment, or upon the
23 resignation or death of a member. A vacancy shall be filled
24 within sixty days for the unexpired term, in the same manner
25 as the original appointment was made.

26 Sec. 3. Section two hundred sixty-one point two (261.2),
27 Code 1973, is amended by striking subsections one (1), two
28 (2), and three (3).

29 Sec. 4. Section two hundred sixty-one point two (261.2),
30 Code 1973, is amended by adding the following new subsections:

31 NEW SUBSECTION. Develop and recommend to the governor
32 and to the general assembly a comprehensive ongoing plan for
33 all segments of Iowa postsecondary education. The plan must
34 be consistent with the goal of Iowa postsecondary education
35 as provided in section one (1) of this Act.

1 NEW SUBSECTION. Perform the following duties and exercise
2 the following powers only when funds are available under the
3 federal law, the Education Amendments of 1972, Public Law
4 ninety-two dash three hundred eighteen (92-318), or the General
5 Education Provisions Act, Public Law ninety dash two hundred
6 forty-seven (90-247), to assist in administration and imple-
7 mentation of the programs:

8 a. Serve as the state commission required under section
9 one thousand two hundred two (1202) of the federal law, and
10 have authority to establish committees and task forces as
11 provided for in that section, comply with all federal require-
12 ments for the state commission under that section and other
13 sections of the federal law, and apply for funds to enable
14 it to expand the scope of the studies and planning required
15 in title ten (X) of the federal law, through comprehensive
16 inventories of, and studies with respect to, all public and
17 private postsecondary educational resources in the state,
18 as provided for in section one thousand two hundred three
19 (1203) of the federal law.

20 b. Develop and submit a statewide plan for the expansion
21 or improvement of postsecondary education programs in community
22 colleges and establish an advisory council on community col-
23 leges as required under section one thousand one (1001) of
24 the federal law, and perform all functions required of the
25 state commission in order for the state to participate in
26 the program to improve educational opportunities available
27 through community colleges, as contained in part A, title
28 ten (X) of the federal law.

29 c. Apply for funds to strengthen the advisory council
30 on vocational education and initiate and conduct a comprehen-
31 sive program of planning for the establishment of a program
32 designed to promote and encourage occupational education,
33 as provided in section one thousand fifty-six (1056) of the
34 federal law, have authority to request technical assistance
35 in planning, designing, and carrying out the program, and

1 perform all functions required of the state commission in
2 order for the state to participate in the program contained
3 in part B, title ten (X) of the federal law. However, the
4 state board of public instruction shall serve as the state
5 agency which will have sole responsibility for fiscal manage-
6 ment and administration of the program in accordance with
7 the plan, as provided in section one thousand fifty-five
8 (1055) of the federal law.

9 d. Serve as the state agency required under section six
10 hundred three (603) of the federal law, submit a state plan
11 for participation in the program of grants for instructional
12 equipment, administer the program, and have authority to
13 comply with all federal requirements and perform all functions
14 required of the state agency in order for the state to partici-
15 pate in the program contained in part A, title six (VI) of
16 the federal law.

17 e. Serve as the state commission required under sections
18 seven hundred four (704) and seven hundred sixty-five (765)
19 of the federal law, submit a state plan for participation
20 in the program of grants for the construction of academic
21 facilities, administer the program, and have authority to
22 perform all functions required of the state commission in
23 order for the state to participate in the program contained
24 in part A, title seven (VII) of the federal law.

25 f. Serve as the state agency required to make findings
26 in relation to applications for emergency assistance by public
27 and nonpublic institutions, as provided in section one hundred
28 twenty-two (122) of the Education Amendments of 1972, Public
29 Law ninety-two dash three hundred eighteen (92-318).

30 g. Have authority to serve as the state agency to submit
31 applications for incentive grants to assist the state in pro-
32 viding grants to eligible students in attendance at
33 institutions of higher education, serve as the single state
34 agency for administering the grant program, and take part
35 in hearings if an application is disapproved, as provided

1 in sections four hundred fifteen A (415A) through four hundred
2 fifteen D (415D) of the federal law.

3 h. Review projects or programs for the improvement of
4 postsecondary educational opportunities which are developed
5 by institutions of postsecondary education and submitted for
6 funding under section four hundred four (404) of the General
7 Education Provisions Act, Public Law ninety dash two hundred
8 forty-seven (90-247), as amended by section three hundred
9 one (301) of the Education Amendments of 1972, Public Law
10 ninety-two dash three hundred eighteen (92-318), and have
11 authority to submit its comments and recommendations as
12 provided for in that section.

13 NEW SUBSECTION. Provide assistance to the general assem-
14 bly or any of its committees, when requested.

15 NEW SUBSECTION. Submit a report to the governor and the
16 general assembly not later than December thirty-first of each
17 year, based upon the fiscal year ending on the last preceding
18 June thirtieth. In addition to a statement of the commission's
19 activities and a financial statement, the report shall include
20 the commission's recommendations for and an evaluation of
21 the effectiveness of the comprehensive ongoing plan and other
22 commission activities in guiding the development of Iowa
23 postsecondary education.

24 NEW SUBSECTION. Be authorized to:

25 a. Make recommendations to the state board of regents,
26 the board of public instruction, the governing bodies or
27 representatives of private nonprofit or proprietary postsec-
28 ondary institutions, the governor, and the general assembly,
29 on matters relating to Iowa postsecondary education, including
30 but not limited to the following:

31 (1) Existing and new programs, and voids or duplications
32 in programs.

33 (2) Budgets, and the desirability of greater uniformity
34 in budgeting and accounting procedures.

35 (3) Facilities, space utilization, and capital construc-

1 tion plans.

2 (4) Student admission standards, transfer policies, tuition
3 and fees, and aid programs.

4 b. Conduct studies as needed for preparing and revising
5 the comprehensive ongoing plan, or as requested by the general
6 assembly, and establish advisory committees as needed to study
7 particular areas.

8 c. Review the objectives of the segments of Iowa post-
9 secondary education in their relationship to the comprehensive
10 ongoing plan.

11 d. Establish and develop the following:

12 (1) A data gathering and reporting system.

13 (2) Cooperative relationships between the segments of
14 Iowa postsecondary education, the commission, the governor,
15 and the general assembly.

16 (3) Suggestions for educational priorities which are
17 compatible with the comprehensive ongoing plan.

18 e. Make recommendations to the governor and the general
19 assembly on methods of implementing the comprehensive ongoing
20 plan, including proposed legislation as needed.

21 Sec. 5. Section two hundred sixty-one point four (261.4),
22 Code 1973, is amended to read as follows:

23 261.4 FUNDS--COMPTROLLER--COMPENSATION OF COMMISSION.

24 The state comptroller shall keep an accounting of all funds
25 received and expended by the commission. Commission members
26 not regularly paid employees of the state shall be paid a
27 per diem of ~~twenty~~ forty dollars and necessary expenses which
28 amount is ~~hereby~~ appropriated from funds available to the
29 commission and shall be paid upon warrants issued by the state
30 comptroller.

31 Sec. 6. Section two hundred sixty-one point six (261.6),
32 subsection one (1), Code 1973, is amended to read as follows:

33 1. Contract, sue and be sued, and promulgate rules and
34 regulations necessary to carry out the provisions of ~~sections~~
35 ~~261-5-through-261-8~~ this chapter, but the commission shall

S.F. _____ H.F. _____

1 not in any manner directly or indirectly pledge the credit
2 of the state of Iowa.

3 Sec. 7. Section two hundred sixty-one point six (261.6),
4 Code 1973, is amended by striking subsection two (2) and
5 renumbering the remaining subsections.

6 Sec. 8. Section seventeen point four (17.4), Code 1973,
7 is amended by striking subsection eight (8).

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