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D. A. Stephens

IOWA COOPERATIVE STUDY
OF POST HIGH SCHOOL EDUCATION
COORDINATION & GOVERNANCE
A PRELIMINARY REPORT OF COMM 'G'

Association of Private Colleges
and Universities

Board of Public Instruction

Board of Regents



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COOPERATIVE STUDY OF POST HIGH SCHOOL EDUCATION

ROOM 301 • UNIVERSITY HALL • IOWA CITY, IOWA 52240
Telephone—Area 319: 353-4034

COORDINATION AND GOVERNANCE

A PRELIMINARY REPORT OF COMMITTEE 'G'

JUNE 1966

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TABLE OF CONTENTS

Chapter	Page
I. GOVERNANCE AND COORDINATION: A COMPLEX PROBLEM	1
II. THE ORGANIZATIONAL PATTERN OF HIGHER EDUCATION IN OTHER STATES	7
III. IOWA COLLEGES AND UNIVERSITIES: PRESENT MEANS FOR COORDINATION AND GOVERNANCE.	22
IV. RESULTS OF INTERVIEWS, DISCUSSIONS, AND MEETINGS WITH COLLEGE ADMINISTRATORS.	51
V. SUMMARY, CONCLUSIONS AND RECOMMENDATIONS,	58
APPENDIX A -- SURVEYS OF HIGHER EDUCATION IN IOWA	
APPENDIX B -- POLICY QUESTIONS, IOWA COOPERATIVE STUDY OF POST HIGH SCHOOL EDUCATION	

CHAPTER I

GOVERNANCE AND COORDINATION: A COMPLEX PROBLEM

Since the establishment of the State Board of Education in 1909 (now the State Board of Regents), there have been seven studies or surveys of higher education in Iowa. Five of the surveys were authorized by the Board of Regents (or the old State Board of Education). In addition to the five Regents-sponsored surveys, the public institutions have been included in the overall state government study of 1933 (the Brookings Report) and in the Gibson Study of Post-high School Education in 1960 which was authorized by the State Legislature. (Excerpts of these surveys may be found in Appendix A).

Beginning in 1912 with the finance committee survey to the present day, the Regents and other agencies have been concerned with problems of coordination and duplication. A study of the history of the surveys reveals that each succeeding survey made tended to justify program additions at the various institutions which earlier surveys had called unnecessary duplication.

This trend in Iowa follows a nation-wide pattern over the years. In other words higher education institutions (especially four-year colleges and universities) are becoming more similar than dissimilar. Our society is characterized by rapid change and an explosion of knowledge. The rate of change in the technological, political, social and economic sectors of our society has been an ever-accelerating one. Thus one finds today that a basic aim of education is that of educating

people to cope with change. Students no longer can pursue a given field and learn a given field to follow for life. Now more than ever a broad liberal education is essential to anyone who is to cope with the modern world. Thus today it is not possible to say that a student following a course in agriculture or engineering should not have a sound education in the humanities and the liberal arts. In the early days of higher education in this state, attempts were made to limit studies in the various liberal arts fields to certain institutions. This has not proven feasible or satisfactory.

Now that larger numbers of students are seeking higher education at an ever-increasing rate, state governments are once more looking at means by which unnecessary duplication can be cut down. The problem is an extensive one and is difficult to "pin down." When is duplication necessary and when is it undesirable? Who determines this and how is undesirable duplication prevented? It would appear at this time in history that:

1. Undergraduate programs in all kinds of four-year institutions tend to be more alike than unlike. That is, there exist many approaches to preparation of undergraduates, but the emphasis is still aimed at a broad liberal arts program. So one can conclude that at the undergraduate level similar courses or programs will be found in all institutions. Thus duplication is justifiable.
2. At the graduate level and in advanced professional schools such as medicine, veterinary science, etc., it is easy to see that care must be taken not to duplicate unless the needs

needs of the state or the nation tend to justify the establishment of a new program.

3. In other areas at the graduate level the problem is difficult. For example the recruitment of quality faculty for areas which do not offer advanced graduate work is difficult. The college market is such that many prospective professors prefer to teach in colleges and universities that offer doctorates in their field. This is more true in professional fields such as education, business, engineering, etc., than in the liberal arts, but it is a problem for the liberal arts college, too. In fact good liberal arts colleges across the nation are giving professors time off to do personal research and writing.

The college or university which has advanced doctorate work in some fields, but does not offer advanced graduate work in others, finds itself with a "first and second class citizen"--if not in the eyes of the administration and student, at least in the eyes of the professor.

Good examples of this are Iowa State University and the State College of Iowa. The professor of English or political science at Iowa State lives in an advanced research atmosphere, but does not fully participate in it. The State College of Iowa offers advanced graduate work in education, but not the doctorate. The liberal arts departments do not

offer advanced graduate work unless it is somehow tied to education. This creates a two-fold problem for the State College of Iowa. First, the problem of recruiting personnel for the liberal arts who are content to not participate in graduate work in their own area. Second, the problem of operating a college which over the years has been designated as one primarily concerned with the preparation of personnel for schools and colleges, but at the same time having to compete for staff with schools such as the University of Iowa and Iowa State which award doctoral programs and have undergraduate programs in education. As a consequence of these kinds of dilemmas, the college or university president and the controlling board are constantly made aware by faculties for the need to enhance programs and offer advanced degrees.

4. Higher education must cope with the fact that education beyond high school will be practically universal and the program offered must be adaptable to many ability levels.
5. Community college planning calls for a broad comprehensive program which ranges from the most excellent comprehensive vocational technical programs to excellent comprehensive two-year college transfer programs. Through proper coordination these programs should be transferable to any four-year college in the state without loss of credit. In many states including Iowa in the past and present, course titles and courses have been given names and numbers similar to those in state four-year schools so that students can transfer

- them. This appears to be a mistake and prohibits the development of new approaches and good curriculum planning for the two-year community college in its transfer program.
6. Most people tend to agree that community colleges should not offer duplicate programs in highly specialized job-oriented vocations. The problem that arises is that when a given college is prohibited from offering a certain program, the student must enroll in such a program in another district to get it. In other words, he may live close to a college, but not a program.
 7. In Iowa one of the most rapidly expanding phases of higher education is the growth of new private colleges. Several have just opened and several more are planned. There is no organization or means through which people in communities have an opportunity to assess the feasibility of such expansion or the effect that it will have on existing colleges.
 8. Throughout the nation and in Iowa, communities see a college as an economic asset. This is without a doubt true. Because of the greater number of demands for higher education it has become a new industry. However, in the interest of youth, the kind, type, location, and nature of collegiate programs should be determined by the needs of youth in this age. Economic benefit to a given community is a secondary consideration in good educational planning.
 9. Many states are resorting to different means to coordinate and govern higher education, some by voluntary means and others

through mandatory legislation creating state super boards over existing boards.

10. The development of community colleges and area vocational-technical schools presents a new challenge for coordinating and governing education. The above observations and comments are meant to serve as a backdrop revealing complexity of the problems.

CHAPTER II

THE ORGANIZATIONAL PATTERN OF HIGHER
EDUCATION IN OTHER STATESFour-Year Colleges and Universities

Higher education differs between states and thus any attempt to draw parallels between Iowa and other states is dangerous. Table I contains a distribution of the 209 state boards responsible for public higher education.

TABLE I

DISTRIBUTION OF 209 STATE BOARDS
RESPONSIBLE FOR PUBLIC HIGHER EDUCATION,
BY TYPE, REGION, AND STATE: 1960¹

Region and State	Total number of boards	Govern- ing Boards	Govern- ing coordi- nating boards	Coordi- nating boards	Other boards
1	2	3	4	5	6
NORTHEAST					
Connecticut	2	-----	2	-----	-----
Maine	3	1	2	-----	-----
Mass.	8	5	1	-----	2
N. H.	2	1	1	-----	-----
New Jersey	2	-----	2	-----	-----
New York	2	-----	1	-----	1
Pa.	17	14	1	-----	2
R. I.	1	-----	1	-----	-----
Vermont	2	1	1	-----	-----
NORTH- CENTRAL					
Illinois	5	1	2	-----	2
Indiana	4	-----	3	-----	1
Iowa	2	-----	1	-----	1
Kansas	2	-----	1	-----	1
Michigan	6	5	1	-----	-----

TABLE I (continued)

Region and State	Total number of boards	Governing boards	Governing coordinating boards	Coordinating boards	Other boards
1	2	3	4	5	6
NORTH-CENTRAL (cont.)					
Minnesota	3	-----	2	-----	1
Missouri	8	7	-----	-----	1
Nebraska	4	1	1	-----	2
N. D.	1	-----	1	-----	-----
Ohio	6	6	-----	-----	-----
S. D.	1	-----	1	-----	-----
Wisconsin	4	-----	2	1	1
SOUTH					
Alabama	4	3	1	-----	-----
Arkansas	8	7	1	-----	-----
Delaware	3	2	-----	-----	1
Florida	2	-----	1	-----	1
Georgia	1	-----	1	-----	-----
Kentucky	8	6	-----	1	1
Louisiana	2	-----	2	-----	-----
Maryland	5	2	2	-----	1
Mississippi	4	-----	1	-----	3
N. C.	14	11	2	1	-----
Oklahoma	7	4	2	1	-----
S. C.	6	6	-----	-----	-----
Tennessee	2	-----	2	-----	-----
Texas	11	6	3	1	1
Virginia	7	2	4	1	-----
W. Va.	2	-----	2	-----	-----
MOUNTAIN					
Arizona	2	-----	1	-----	1
Colorado	5	1	3	-----	1
Idaho	1	-----	1	-----	-----
Montana	1	-----	1	-----	-----
Nevada	1	-----	1	-----	-----

TABLE I (continued)

Region and State	Total number of boards	Govern- ing boards	Govern- ing coordi- nating boards	Coordi- nating boards	Other boards
1	2	3	4	5	6
MOUNTAIN (continued)					
New Mexico	8	7	-----	1	-----
Utah	4	-----	3	1	-----
Wyoming	2	1	-----	-----	1
PACIFIC					
Alaska	2	-----	1	-----	1
California	3	1	2	-----	-----
Oregon	2	1	1	-----	-----
Washington	6	5	-----	-----	1
Hawaii	1	1	-----	-----	-----
Total	209	108	65	8	28

¹U. S. Office of Education, Department of Health, Education and Welfare, "State Boards Responsible for Higher Education" (Washington, D.C.: U.S. Printing Office, 1960).

In Table I a governing board refers to a board that is responsible for governing a given institution. A governing coordinating board is a board responsible for governing two or more institutions and also coordinates their activities. A coordinating board is usually a "super board" established to coordinate other boards. Other usually refers to state board of public instruction, vocational board, etc. The classifications are rough. Some states may have altered their

organization slightly since 1960. However, it gives a fairly accurate picture of the nation as a whole.

The reader will note that Iowa has two boards, one a "governing coordinating board" and one "other board." The State Board of Regents is the "governing coordinating board" and the State Board of Public Instruction is the "other."

In contrast to Iowa, Wisconsin has four boards -- two are "governing coordinating boards," one is a "coordinating board" and one is listed as "other." In the case of Wisconsin there is a Board of Regents for the University of Wisconsin (which operates several extension centers in the state offering two-year programs). There is also a Board of Regents which operates seven state universities (which were previously called state colleges). Wisconsin has had for a long period of time a state board for vocational education which operates vocational technical programs in a separate system in the state. Over these three boards (there is no board for public education) there has been imposed by legislation a Coordinating Committee to coordinate the activities of the three boards. This Coordinating Committee as first mandated by the legislature was composed mainly of representatives of the institutions involved and the Committee had little power.

In 1965 new legislation was passed, changing the composition of the board by reducing the number of institutional representatives and increasing the number of citizens. A copy of the amended statute creating a coordinating committee for higher education in Wisconsin follows:

STATE OF WISCONSIN

Assembly Bill 797

Effective September 22, 1965

CHAPTER 291, LAWS OF 1965

AN ACT

AN ACT to repeal 39.024 (3) (f); to amend 39.024 (1), (2) (a) and (3) (a); and to create 20.415 and 39.024 (2) (d) of the statutes, relating to membership of the co-ordinating committee for higher education, authorizing employment of a staff and making an appropriation.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 20.415 of the statutes is created to read:

20.415 HIGHER EDUCATION, CO-ORDINATING COMMITTEE FOR. (1) ADMINISTRATION. There is appropriated on July 1, 1965, \$145,000 and on July 1, 1966, \$154,000 from the general fund to the co-ordinating committee for higher education to carry out its functions under s. 39.024.

SECTION 1m. 39.024 (1) of the statutes is amended to read:

39.024 (1) The purpose of this section is to provide for the direction and co-ordination of the activities of the university of Wisconsin and the state colleges, schools of vocational, technical and adult education and county teachers colleges by providing a permanent joint committee to make a continuing study of the state-supported institutions of higher education under their jurisdiction, and the relation thereto of the needs of the people of Wisconsin, to recommend necessary changes in programs and facilities, to provide for a single, consolidated, biennial budget request for the university of Wisconsin and the state colleges, and that portion of the budget request of the state board of vocational and adult education described in sub. (3) (c); and to report the results of its studies and recommendations to the governor and the legislature.

SECTION 2. 39.024 (2) (a) of the statutes is amended to read:

39.024 (2) (a) To carry out the purposes of this section, there is created a co-ordinating committee of 19 (sic) 17 members, 3 (sic) one from the regents of the university of Wisconsin, 3 (sic) one from the board of regents of state colleges, 3 (sic) one from the state board of vocational and adult education, 4 (sic) 9 citizens, the president of the board of regents of the university of Wisconsin, the president of the board of regents of state colleges, the state superintendent of public instruction and 2 members (sic) one member of a county teachers college

board, other than a county superintendent of schools, (sic) appointed annually by the governor from recommendations made by the association of county teachers college boards. The appointive regent members and the appointive members from the state board of vocational and adult education of the committee shall be selected by a majority vote of the board of which they are members and shall be selected each year at the annual meeting of the (sic) their board. The citizen members shall be appointed by the governor with the advice and consent of the senate. Terms of citizen members shall be for 8 years. Citizen members serving on the effective date of this amendment (1965) shall serve out their full terms. The governor shall first appoint 2 of the citizen members added by this amendment (1965) for 2 years and one each for 2 (sic) 4, 6 and 8 years, and thereafter for 8 years. The necessary reductions in membership of the present committee provided by this paragraph ~~(1963)~~ (sic) amendment (1965) shall be accomplished when appointments are to be made next.

SECTION 3. 39.024 (2) (d) of the statutes is created to read:

39.024 (2) (d) Executive director. The committee shall appoint and fix the salary of a full-time executive director who shall have a recognized and demonstrated interest in and knowledge of public higher education. The executive director shall employ, with the approval of the committee, such professional and clerical staff as is necessary, outside the classified service.

SECTION 3m. 39.024 (3) (a) of the statutes is amended to read:

39.024 (3) (a) The committee shall determine what over-all educational programs shall be offered in the several units of the university, the state colleges, the collegiate transfer and technical education programs of the schools of vocational, technical and adult education and county teachers colleges to avoid unnecessary duplication and to utilize to the best advantage the facilities and personnel available for instruction in the fields of higher education. No new educational program shall be developed or instituted at any institution of higher education except with the committee's approval. No educational program for which the legislature has made an appropriation existing at any institution of higher education shall be abandoned except with legislative approval.

SECTION 4. 39.024 (3) (f) of the statutes is repealed.

SECTION 5. Within 30 days after the enactment of this act, the regents of the university of Wisconsin, the board of regents of state colleges and the state board of vocational and adult education shall each meet to select their respective member on the co-ordinating committee for higher education. Upon the selection by each group of its member, the terms of such group's former appointed members shall terminate. Thereafter, appointments shall be made at the time prescribed under section 39.024 (2) (a) of the statutes.

SECTION 6. If the executive director or any professional staff of the co-ordinating committee for higher education are appointed from the faculty or staff of any of the higher education institutions participating in the co-ordinating committee, such institution shall grant the appointee a leave of absence for the duration of his service with the co-ordinating committee, and his tenure at the institution shall in no way be affected by the granting of such leave of absence.

SECTION 7. This bill is declared to be an emergency appropriation bill, recommended by the joint committee on finance, in accordance with the requirements of section 16.47 (2) of the statutes.

A study of the Wisconsin law reveals that this Coordinating Committee has considerable legal control over the Board of Regents of the University of Wisconsin, the Board of Regents of the state universities, and the State Vocational Board in regard to: 1. duplication, 2. facilities, and 3. new programs at any institution.

Other states have coordinating boards which involve the public and private schools. Usually these boards are voluntary or they are created by the legislature to make recommendations and report to it and the people of the state and to carry on a continuing study of higher education.

Perkins in a provocative book entitled The University in Transition uses California as an example of the emerging concern for coordinating efforts. He says:

"In California the University itself is a coordinating unit, which embraces seven more or less autonomous campuses into one grouping. Four-year colleges make up another group, and junior colleges make up still a third. The private colleges and universities are the uneasy partners in this statewide system -- proud of their independence but somewhat concerned about its consequences, wanting invitations to the party, but not sure they want to dance."²

²James A. Perkins, The University in Transition. (Princeton, N.J.: Princeton University Press, 1966), p. 67.

The literature at this moment is vague regarding the role of the private colleges in coordination of effort in higher education in the United States. The trend tends to be toward participation in efforts to coordinate higher education in terms of planning.

Public Community Colleges (Junior Colleges)

At the present there is a wide diversity in the statewide supervision of public junior colleges. According to S. V. Martorana, patterns of current legislation regarding the statewide supervision of public junior colleges indicate that the character and pattern of state control of public junior colleges is still to be determined. "Clearly the predominate pattern of general legislation is to include the public junior college as an integral part of the overall state system."³ He adds, however, that it is not clear whether this integration is to be accomplished by association with the central secondary and elementary board or by association with boards of higher education.

Table II contains a listing of states and the organizational patterns identified by Martorana.⁴ Martorana does not make completely clear the difference between his classifications "State Board of Education" and "State Department or Superintendent of Education." In most all cases where there is a state board of education, the state superintendent reports to this board and is its chief executive officer. Martorana used the statutes of each state to arrive at his classification.

³E. J. Gleason, Jr. (ed.), American Junior Colleges (6th ed.), (Washington, D.C.: American Council on Education, 1963), chap. 4, p. 37.

⁴Ibid., p. 36.

TABLE II
STATE AGENCY RESPONSIBLE FOR SUPERVISION
AND COORDINATION OF JUNIOR COLLEGES⁵

State	State Board of Education	State Depart- ment or Super- intendent of Education	State Board of Higher Education	Board of 4-year State University	Sepa- rate State Jr. College Board or Commission
Alabama	*	-	-	-	-
Alaska	-	-	-	*	-
Arizona	-	-	-	-	*
California	*	-	-	-	-
Colorado	*	-	-	-	-
Connecticut	*	-	-	-	-
Florida	*	-	-	-	-
Georgia	-	-	*	-	-
Idaho	*	-	-	-	-
Illinois	-	*	-	-	-
Iowa	-	*(1)	*(1)	-	-
Kansas	*	-	-	-	-
Kentucky	-	-	-	*	-
Louisiana	-	*	-	-	-
Maryland	*	-	-	-	-
Massachusetts	-	-	-	-	*
Michigan	*	-	-	-	-
Minnesota	*	-	-	-	-
Mississippi	-	-	-	-	*
Missouri	*	-	-	-	-
Montana	*	-	-	-	-
Nebraska	-	*	-	-	-
N. H.	*	-	-	-	*(2)
New Jersey	*	-	-	-	-
New Mexico	-	-	*(3)	*	-
New York	-	-	*	-	-
N. C.	-	-	*	-	-
North Dakota	*(1)	-	*(1)	-	-
Ohio	-	-	-	*(4)	*(3)
Oklahoma	*(1)	-	*(1)	-	-
Oregon	*	-	-	-	-
Rhode Island	-	-	*	-	-
S. C.	-	*	-	-	-
Texas	-	*	-	-	-

⁵Ibid.

TABLE II (continued)

State	State Board of Education	State Depart- ment or Super- intendent of Education	State Board of Higher Education	Board of 4-year State University	State Jr. College Board or Commission
Washington	*	-	-	-	-
West Virginia	*(1)	-	-	*(1)	-
Wisconsin	*(5)	-	-	-	-
Wyoming	-	-	-	-	*
Total Num- ber of States	20	6	8	5	6

(1) Responsibility shared with other state agency.

(2) For area community colleges only.

(3) For fiscal matters only.

(4) For two-year branch colleges only.

(5) State Board of Vocational and Adult Education.

In most states the state board of education was identified as the responsible agency. In some states (including Iowa) the state superintendent was specifically mentioned in the statutes. This can be a "play on words," because the state board in Iowa and other states delegates authority to a chief executive officer. As a consequence, even though the state superintendent is not designated, but the state board is, operationally the state board would no doubt hold the state superintendent responsible.

The public junior college or community college presents a challenge to the traditional scholars in higher education who are used to identifying a state board (regents in most cases) which controls the public four-year colleges and universities on a statewide basis. The community college presents a different structure in that there is a two-level decision-making system with a local board which has many broad powers in regard to programs, staffing, facilities, financing, etc., and at the same time a state board with many regulating powers over local boards. Many times this generates a considerable amount of discussion and sometimes controversy between "local control" and "state control." In most states, state control over public four-year colleges and universities is accepted because the idea of these institutions serving the entire state is accepted. This is not the historical pattern for community colleges. However, the emerging concept that the community college has a statewide responsibility is gaining rapid acceptance.

In its early conception the junior college started out as a part of a local school system with the local school responsible for grades

kindergarten through 14. The most prevalent movement in the nation is that of removing the junior college from the local school system and establishing a separate district with one or more public school systems. The new Iowa pattern of including several counties is the most promising development and is consistent with what is happening in other states.

The junior college (community college) has suffered in the past by being associated primarily with elementary and secondary education. Its mission is different, and the concept of universal higher education has not been fully accepted so it became an appendage to the local system. Even the comprehensive community college which includes terminal programs of a vocational technical nature is preparing young people for the same job market as the four-year college or university. In many cases the graduates of vocational technical programs supplement the work of graduate engineers, etc.

Today the case can be made that the community college has as much (or more) in common with higher education as with secondary education. At this point in history it would appear that:

1. The community college is a unique institution not completely a part of higher education or completely a part of secondary education. It is between both and must coordinate with both, but at the same time have the necessary independence from both so that it can develop programs aimed at the needs of youth seeking opportunities in the community college.
2. The community college cannot be completely locally oriented. While it serves many local needs, it also serves state, regional, and national needs.
3. As these institutions emerge there is, no doubt, a built-in conflict between local control and state control. The problem of which board should have jurisdiction over specific phases of the community college programs and operations is one which remains to be clarified. If the junior college

is to serve a statewide function and even a regional or national function, state boards and departments are in a better position to assess needs than local boards.

The key is the quality of leadership provided at the state and local levels. The community college administrator must have a very broad perspective and a grasp of the dynamics of what is taking place in American society. His outlook must be both within the district and far beyond it.

He must identify with four-year college and university presidents and with the local labor, business, and industrial leaders.

4. If the community college is to serve a state and national need, then it follows that increased state and federal support must be provided.

The various alternatives now in practice for operating community colleges appear to be the following:

1. A complete state system of community colleges operated by a separate state community college board with no local boards and no local participation in financing. (By local we mean a school district, a county or several counties.)
2. A state-local partnership with a two-level board structure. A local board and a state board with both state and local participation in policy decisions on programs, facilities, faculty, and financing. This system may have a separate state board for community colleges or use the state board of education.
 - a. This system can be broken down even further by creating a special division for community colleges either as a part of the state department of education or as a separate unit under the state board with the head of this unit reporting directly to the state board of education. This administrative arrangement calls for a dual executive arrangement which is considered by students of administration to be undesirable.
 - b. The other arrangement is a separate state board for community colleges, with a separate state department which works with local boards.
3. A system of community colleges operating under a board of regents responsible for universities and colleges. These would be a definite part of the higher education picture. This system would not have local boards.

4. A system whereby the community college is wholly a part of a local school district.

Summary

In conclusion this portion of the report reveals that there is no set pattern for organizing higher education which appears to be the best for all states. However, the following generalizations can be made:

1. In most states the coordination of effort between colleges and universities is being recognized as a crucial and important factor. The coordinating efforts are of two kinds-- voluntary, without state mandate, and state-mandated coordination. Most of the legislation is aimed at public institutions, but private colleges are becoming increasingly involved in coordinating activities.
2. Those who advocate voluntary coordination say:

It preserves the autonomy of the institution. It affords institutions freedom to advance the quality of their programs without restraint or dictation by an external agency. Coordination is achieved by persons directly responsible for and intimately acquainted with the institutions involved.

It recognizes the nature of a college or university as a developmental arm of society rather than as an element in a department of state government.

It is a means of establishing mutual confidence among the administrative officers of the institutions.

It enables the institutions to present a united front to the legislature.

The advocates of voluntary coordination recognize, however, that a reasonable degree of statewide coordination must be achieved and maintained because taxpayers and legislators rightly demand it.⁶

3. Those who favor some kind of mandated system say:

A limitation of systems of voluntary coordination is

⁶A. J. Brumbaugh, Statewide Planning and Coordination of Higher Education, (Atlanta: Southern Regional Education Board 1963), p. 29.

that they tend to preserve the status quo of institutions. Also, the participants in coordination are representatives of the institutions themselves who act without the benefit of lay members representing the public interest. In the words of Lanier Cox, vice-chancellor, the University of Texas:

Voluntary coordination has the advantage of maintaining institutional autonomy, but its success is entirely dependent upon individual willingness to cooperate and the extent of that willingness has been directly related to the absence of competing interests. Not wanting to be told how to run his own institution, a college president is hesitant to set a precedent by joining and telling another of his presidential colleagues how to run his. Even if decisions are reached, continual adherence or compliance is only as binding as the compulsion to comply. Coordination which goes only so far as gentlemen's agreements in support for requests for increased appropriations is not enough.⁷

⁷Ibid.

CHAPTER III

IOWA COLLEGES AND UNIVERSITIES:
PRESENT MEANS FOR COORDINATION AND GOVERNANCEThe Growth of Iowa's Colleges and Universities

The growth of Iowa's public and private institutions of higher education tells a story of change, merger, strife, cooperation, expansion, and modification. Of greater significance, however, it is a story of the endeavors of the people of Iowa to meet the constantly changing needs of a dynamic society. In many instances Iowa was a pioneer in college and university growth. For example Iowa was the first state to seek and obtain approval for a land grant institution. It was the first state west of the Mississippi to found a four-year liberal arts college (Grinnell) and an all-women's college (Clarke). It was the second state to develop a statewide governing body for all public institutions of higher education.

Because of the dynamic nature of institutional growth, few of Iowa's colleges and universities are similar in form, program, governance, and even location to their first beginnings. Many private colleges began as seminaries for theological training or as secondary school academies, gradually developing into two-year colleges and later four-year colleges. One of the earliest colleges, Loras, traces its history to 1839 with the establishment of St. Raphael Seminary; in 1873 the seminary, which was closed during the Civil War, became Saint Joseph College. In 1914 the name was changed to Dubuque College, re-named Columbia in 1920, and given its present name of Loras in 1939.

The history of other colleges and universities tells of similar changes.

The dynamic nature still persists. Within the last decade three of today's twenty-five private colleges became four-year institutions, one graduating its first senior class last year.

This gradual evolution of higher education in Iowa included all types of institutions--private junior colleges, private four-year colleges, the Board of Regents institutions, and the public junior colleges. As society continues to place new demands upon these institutions, they can be expected to change and alter their programs, methods, policies, procedures, and organizational patterns.

Iowa can be characterized as a "private college state." It has one of the highest ratios of private colleges per capita in the nation (an asset that should be capitalized on). Iowa is unique in the Midwest in that it has only three state-supported colleges and universities. It did not adopt the concept of regional four-year colleges or universities as found in Illinois, Nebraska, Wisconsin, Minnesota, South Dakota and Missouri.

Iowa has one Board of Regents to govern and coordinate its public four-year colleges and universities, a pattern advocated by students of administration of higher education. The state also has the typical two-level administrative and board structure for community colleges and vocational schools.

In the sections that follow a brief description is offered of

- (1) the constitutional and statutory basis for the regents schools,
- (2) the present means used to coordinate between the regents schools,
- (3) the statutory basis for community colleges and means for coordinating,

and (4) the governing arrangements of the private colleges.

Constitutional and Statutory Bases of the Three Public Institutions of Higher Education

The basic purposes for which the three institutions of public higher education in Iowa were founded are contained in various state and federal statutes and, in the case of The University of Iowa, in the State Constitution.

The following discussion brings together only the constitutional and statutory provisions relating to the institutions. Actions of the governing boards in establishing educational policies are discussed elsewhere in this report.

The University of Iowa

On July 23, 1787, the United States Congress provided that two townships of land were to be set aside in each territory for the use of a university whenever the territory should become a state. By act of Congress, approved July 20, 1840, two townships of land were granted to the Territory of Iowa for the purpose of establishing a state university when the territory became a state. Five years later the Congress passed another law which provided for the transfer of this land when Iowa was admitted to the Union.

The drafters of both the rejected Iowa Constitution of 1844 and the adopted Iowa Constitution of 1846 incorporated provisions looking forward to the establishment of a state university for the promotion of literature, the arts and sciences, and to be endowed with the Congressional grant of land. (Proposed Constitution of 1844, Art. 10, sec. 5; Constitution of 1846, Art. 10, sec. 5)

In accordance with the Constitution of 1846 the First General Assembly of Iowa on February 25, 1847, established in Iowa City the "State University of Iowa." The act creating the University said little concerning the purposes for which the University was established except that "whenever, in the opinion of the Superintendent of Public Instruction, it is necessary, a professorship for the education of teachers of common schools may be instituted, in such manner as in the opinion of said Superintendent will best promote the interests of common schools throughout the State." (Iowa Laws 1846-47, ch. CXXV, sec. 6)

When the Constitution of 1857 was adopted it located the state university permanently in Iowa City and specified that interest from the university fund (the congressional land grant) should be used to support the University in the promotion of literature, the arts, and sciences. (Constitution of 1857, Art. IX, 1 st., sec. 11, 2nd, sec. 5; Art XI, sec. 8)

To implement the 1857 constitutional provisions, the Seventh General Assembly in 1858 passed legislation declaring the object of the University to be "to provide the best and most effectual means of acquiring a thorough education, and a perfect knowledge of the different branches of literature, the arts and the sciences, with their various applications." (Iowa Laws 1858, ch. 52, sec. 74) The act also provided for a "Normal Department...in which shall be taught the theory and practice of teaching, and everything which enters into it as an art, including all the most approved methods and processes now in use in all the varieties of teaching." (Iowa Laws 1858, ch. 52, sec. 91)

And to fulfill the objects of the University, the Board of Trustees was authorized to establish departments and to alter or change them as needed. (Iowa Laws 1858, ch. 52, sec. 83)

This legislation was held unconstitutional as a violation of the prerogatives of the State Board of Education. Consequently, on December 25, 1858, the Board enacted legislation stating the object of the University to be "to provide the best and most efficient means of imparting to the youth of the state, of both sexes, upon equal terms, a thorough education and a perfect knowledge of the different branches of literature, the arts and sciences, with their various applications." (Revised Code of 1860, ch. 84, sec. 1926) Further, the Board legislated that "There shall be attached to the university a collegiate department, in which, as soon as may be deemed expedient by the board of trustees hereinafter provided, regular college classes shall be formed or provided for, and a president and the necessary professors and tutors elected. There shall also be a normal department to the University, in which shall be taught the theory and practice of teaching, and everything which enters into it as an art, including all the most approved methods and processes now in use in all the varieties of teaching." (Revised Code of 1860, ch. 84, sec. 1927) In addition the University was to "consist of such departments as the board of trustees shall determine, subject to the provisions of this act, and the same may be altered or changed as they may prescribe....The method and course of instruction in each department shall be prescribed by the board of trustees, who shall also confer such degrees, and grant such diplomas, as are usually conferred and granted by other universities, or such others

as they may think proper." (Revised Code of 1860, ch. 84, sec. 1933)

This legislation of the State Board of Education continued as the basic University act until the Board was abolished in 1864. During the 1864 session the General Assembly stated that the "objects of ~~the~~ State University of Iowa, established by the Constitution at Iowa City, shall be to provide the best and most efficient means of imparting to the youth of the State of both sexes upon equal terms a liberal education and a thorough knowledge of the different branches of literature, the arts and sciences, with their various applications." There was also to be a "Collegiate department, in which, ...regular College classes shall be formed or provided for" and a normal department "in which shall be taught the theory and practice of Teaching, and everything which enters into it as an art, including all the most approved methods and processes now in use in all the varieties of teaching." Finally, this act required "a system of gymnastic exercises and physical training," as soon as funds were available. (Iowa Laws 1864, ch. 59, secs. 1-2)

In 1870 the General Assembly created a Board of Regents as the governing body of the University and made a new statement of the objects of the University. In this legislation the objects of the University were declared to be "to provide the best and most efficient means of imparting to young men and women on equal terms, a liberal education and thorough knowledge of the different branches of literature, the arts and sciences, with their varied applications. The university, so far as practicable, shall begin the courses of study in its collegiate and scientific departments, at the points where the same

are completed in high schools; and no student shall be admitted who has not previously completed the elementary studies, in such branches as are taught in the common schools throughout the state." The act also provided that the University should include "collegiate, scientific, normal, law and such other departments, with such courses of instruction and elective studies as the board of regents may determine; and the board shall have authority to confer such degrees, and grant such diplomas and other marks of distinction as are usually conferred and granted by other universities." (Iowa Laws 1870, ch. 87, secs. 1,5)

In 1966 the statute states that "its object shall be to provide the best and most efficient means of imparting to men and women, upon equal terms, a liberal education and thorough knowledge of the different branches of literature and the arts and sciences, with their varied applications. It shall include colleges of liberal arts, law, medicine, and such other colleges and departments, with such courses of instruction and elective studies as the state board of regents may determine from time to time. If a teachers' training course is established by the board it shall include the subject of physical education. Instruction in the liberal arts college shall begin, so far as practicable, at the points where the same is completed in high schools." (Iowa Code 1962, sec. 263.1) Also by law included in the University are the Institute of Child Behavior and Development (the objects of which are the "investigation of the best scientific methods of conserving and developing the normal child, the dissemination of the information acquired by such investigation, and the training of students for work in such field"), the Bacteriological Laboratory, the University Hospitals,

Psychopathic Hospital, the Hospital-School for Severely Handicapped Children, and the State Sanitarium at Oakdale. (Iowa Code 1962, secs. 263.5, 263.7, 263.9) The code provision that "For the purpose of supplying a cabinet of natural history, all geological and mineralogical specimens which are collected by the state geologists, or by others appointed by the state to investigate its natural history and physical resources, shall belong to and be the property of the university, under the charge of the professors of those departments," also might be construed to imply the statutory existence of such departments. (Iowa Code 1962, sec. 263.3)

Iowa State University of Science and Technology

The purposes for which the Iowa State University was established were clearly outlined in early federal and state legislation. Although the University antedates the Morrill Act, perhaps the best statement of purpose is found in the Morrill legislation. That act, approved July 2, 1862, granted certain lands to the several states for the "endowment, support, and maintenance of at least one college where the leading object shall be, without excluding other scientific and classical studies and including military tactics, to teach such branches of learning as are related to agriculture and the mechanic arts, in such manner as the legislatures of the States may respectively prescribe, in order to promote the liberal and practical education of the industrial classes in the several pursuits and professions in life."

The state statute establishing the University (originally named the Iowa Agricultural College and later the Iowa State College of Agriculture and Mechanic Arts) stated that it was "to be connected

with the entire Agricultural Interests of the State, and that the course of instruction should include such branches as natural philosophy, chemistry, botany, horticulture, fruit growing, forestry, animal and vegetable anatomy, geology, mineralogy, meteorology, entymology, zoology, the veterinary art, plain mensuration, levelling, surveying, bookkeeping and such mechanic arts as are directly connected with agriculture." In addition the trustees were authorized to establish other studies not inconsistent with the purposes of the organic act. (Iowa Laws 1858, ch. 91, sec. 15)

This basic legislation remained effective until 1884 when the General Assembly repealed the Code section setting forth specific courses and substituted the proviso that "there shall be adopted and taught at the state agricultural college a broad, liberal and practical course of study in which the leading branches of learning shall relate to agriculture and the mechanic arts, and which shall also embrace such other branches of learning as will most practically and liberally educate the agricultural and industrial classes in the several pursuits and professions of life including military science." (Iowa Laws 1884, ch. 27, sec. 1) A school of mines was established by law in 1894 (Iowa Laws 1894, ch. 107, sec. 1) and a department of ceramics in 1906. (Iowa Laws 1906, ch. 124, sec. 1) Currently the statute provides that "There shall be adopted and taught at said Iowa State University of Science and Technology practical courses of study, embracing in their leading branches such as relate to agriculture and mechanic arts, mines and mining, and ceramics, and such other branches as are best calculated to educate thoroughly the agricultural and industrial classes in the several pursuits and professions of life, including military tactics. If a

teacher's training course is established it shall include the subject of physical education (Iowa Code, 1962, Sec. 266.2). These statutes and the change in name in effect establish a broad-based university able to reach into all phases of Iowa life.

In 1862 the General Assembly accepted the provisions of the Morrill Act and named the Agricultural College as the state's land grant college. (Iowa Laws 1862, Ex. Sess., ch. 26)

State College of Iowa

The State College of Iowa (originally the Iowa State Normal School and later Iowa State Teachers College) was established to provide trained teachers for the common schools of the State.

As early as 1849 the State of Iowa provided for the establishment of three state normal schools, and two of these operated for brief periods between 1849 and 1853. From 1853 until 1872 the Normal Department of the State University provided training mainly for elementary teachers, but thereafter the training was directed primarily toward the preparation of high school teachers and administrators.

Because of this lack of training facilities for elementary teachers, there was much agitation throughout the state for the establishment of normal schools. Eventually, in 1876, the Sixteenth General Assembly created the Iowa State Normal School at Cedar Falls "for the special instruction and training of teachers for the common schools." (Iowa Laws 1876, ch. 129)

From the beginning, however, the College has trained teachers for all levels of public school teaching. Until 1951 this training was limited to the undergraduate degree; in 1951 the College was authorized to grant the master's degree; and later the educational specialist degree was authorized.

Currently the statute provides that "The primary responsibility of the College shall be the preparation of teachers and other educational personnel for schools, colleges, and universities, and the provision of consultative and other services, including experimentation with instructional content, method, and materials, for the improvement of the educational programs of schools of the state. The college may also offer programs of instruction in the liberal and vocational arts and such other educational programs as the state board of regents may from time to time approve." (Iowa Code 1962, sec. 268.2)

It is clear from the statutes that the State Legislature has not felt itself competent to determine every facet of the educational programs of the institutions. From the beginning of each institution the legislature has been content to outline in broad terms the role of each institution and then it has delegated to some other agency, whether Board of Regents, Board of Trustees, or State Board of Education, the power to establish needed courses of instruction and elective subjects to round out the general structure established by law.

Coordination of the State Institutions of Higher Education

The primary purpose for the establishment of the State Board of Regents (originally the State Board of Education) in 1909 was to provide machinery for the coordination of the three state institutions of higher education. In its first biennial report the board made certain statements which indicated it was aware of this purpose:

"It was evidently the intention of the Legislature that the three State institutions governed by the Board should be co-ordinate parts of the general educational system of Iowa.

"As a governing body, its duty is to keep a sense of proportion among the three institutions intrusted to its care and to co-ordinate their activities.

"It has been and shall continue to be the purpose of this Board as far as possible to put an end to rivalry and reduce duplications to a minimum....It was natural that there should be duplications of work under the old system, and it will not be possible to do away entirely with these duplications even after the lapse of some years, but the Board feels confident that they can be and will be reduced to a minimum.

"The change in government of the State's educational institutions was not decreed by the Legislature without a deep conviction in the public mind that a change was necessary. Not every member of this organization was originally in favor of this change, but after an opportunity to study from an inside viewpoint the questions involved, the necessity for closer co-ordination, a reduction of duplications, and the end of rivalry is clear to all."

The various efforts of the Board to coordinate are discussed in some detail in the staff paper entitled "Surveys of Higher Education in Iowa." Perhaps the two most important recommendations to come from the surveys were those dealing with "major and service lines" and the establishment of interinstitutional committees. The "major and service lines" concept served a useful purpose, but with the growth of the three institutions it has been of relatively small importance.

Interinstitutional Committees

Attempts were made to use interinstitutional committees to solve

interinstitutional problems prior to the recommendations of the Strayer Report. But it was not until the Board implemented the Strayer recommendations in 1951 that the interinstitutional committees became truly significant. In that year the Board abolished the old Standing Survey Committee (Correlative Committee) and established three interinstitutional committees composed of representatives of each of the three institutions: the Committee on Educational Coordination, the Business Managers' Committee on Coordination, and the Registrars' Committee on Coordination. In 1953 a Sub-Committee on Library Coordination was attached to the Committee on Educational Coordination, in 1954 a Purchasing Agents' Sub-Committee on Coordination was attached to the Business Managers' Committee on Coordination, and in 1962 a Committee on Extension Service Cooperation was created. The name of the latter committee was changed to State Extension Council in 1966; it reports to the Board through the Committee on Educational Coordination.

Functions and Powers and Duties of the Committees

Committee on Educational Coordination

Functions -- To study such aspects of the relationships of the teaching, research, and service programs of the institutions as may be referred to it by the Board or that may come to its attention from other sources from time to time.

Powers and Duties

1. The Committee is required to report directly to the Board at each regular meeting. In case of disagreement among members of the Committee, majority and minority reports and recommendations may be submitted.

2. In order that the presidents of the three institutions may be fully informed and may register agreement or disagreement with the terms of any report of the Committee at the Board meeting at which the report is to be presented, the Committee must, not less than ten days before submission of a report to the Board, furnish a copy of the report to the presidents of the three institutions of higher education. When majority and minority reports are to be submitted to the Board, each president must be furnished with a copy of both.

Sub-Committee on Library Coordination

Powers and Duties

1. To organize and name its chairman.
2. To meet regularly from time to time to consider matters in connection with the coordination of library resources.
3. To consider such other related matters that are referred to it by the Committee on Educational Coordination.
4. To submit reports and recommendations to the Committee on Educational Coordination to be handled in the same manner as reports and recommendations of that Committee are handled.

Business Managers' Committee on Coordination

Powers and Duties

1. To organize and name its chairman.
2. To develop uniformity in accounting, financial reporting, and general business procedure.
3. To submit reports and recommendations to the presidents and the superintendents of the institutions for such criticisms and suggestions as they may wish to make.

4. After the Committee has had time to consider such amendments as the presidents and superintendents may propose, to present the report to the Board for action.

Purchasing Agents' Sub-Committee on Coordination

Powers and Duties

1. To organize and name its chairman.
2. To meet from time to time to determine to what extent their methods of purchasing are uniform or can be uniform and improved.
3. To consider such other related matters as are referred to it by the Business Managers' Committee on Coordination.
4. To submit reports and recommendations to the Business Managers' Committee on Coordination to be handled in the same manner as reports and recommendations of that committee are handled.

Registrars' Committee on Coordination

Powers and Duties

1. To organize and name its chairman.
2. To meet regularly from time to time to consider the possibility of coordinating student records in respects other than the enumerating of students.
3. To devise and submit to the Board a method of counting and reporting numbers of students so that valid comparisons of enrollments in the state institutions can be made.
4. To submit reports and recommendations to the presidents of the institutions for such criticisms and suggestions as they may wish to make, and, after considering such amendments as the presidents may propose, to present the report to the Board for action.

State Extension Council

Powers and Duties

1. Prepare an inventory of the extension resources of each institution, review existing programs, and make recommendations for any needed improvements.

2. Survey the continuing and emerging problems of the people of Iowa with which extension services should be most concerned.

3. Make recommendations concerning expanded cooperative efforts and coordination to meet the problems studied.

4. Make recommendations concerning the establishment and operation of new programs or the discontinuance of a program.

5. Prepare an annual report for presentation to the Board at a stated time which will include a review of extension accomplishments through the efforts of the individual extension services and through cooperative endeavors.

Statutory Provisions Governing Area Community Colleges and Vocational Schools

While the State Legislature recognized the junior college as early as 1927, it was not until the Sixty-First General Session in 1965 that real studies were made to provide for a comprehensive community college vocational technical program in the state which has resulted in 16 Area Community College or Vocational Technical School Districts.

The Sixty-First General Assembly passed a great number of acts relating to community or junior colleges, the two most pertinent being S.F. 550 and S.F. 553. Selected provisions of these acts are as follows:

Senate File 550

S.F. 550 provides for the establishment and operation of area vocational schools and area community colleges; establishes a division of community and junior colleges within the State Department of Public Instruction and an Advisory Committee to the State Board of Public Instruction on community and junior colleges; and requires the establishment and enforcement of approval standards for public and area community and junior colleges and area vocational schools.

Selected provisions of the Act are:

Section 1. It is hereby declared to be the policy of the state of Iowa and the purpose of this Act to provide for the establishment of not more than twenty (20) areas which shall include all of the area of the state and which may operate either area vocational schools or area community colleges offering to the greatest extent possible, educational opportunities and services in each of the following, when applicable, but not necessarily limited to:

1. The first two (2) years of college work including pre-professional education.
2. Vocational and technical training.
3. Programs for in-service training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private.
6. Student personnel services.
7. Community services.
8. Vocational education for persons who have academic, socio-economic, or other handicaps which prevent succeeding in regular vocational education programs.
9. Training, retraining, and all necessary preparation for productive employment of all citizens.

Section 3. Boards of education of two (2) or more counties are hereby authorized to plan for the merger of county school systems, or parts thereof, for the purpose of providing an area vocational school or area community college. Such plans shall be effectuated only upon approval by the state board and by subsequent concurrent action of the county boards of education at special meetings, called for that purpose, or at the regular July meetings of the county boards. No area which has less than four thousand (4,000)

public and private pupils in grades nine (9) through twelve (12) shall be approved by the state board as a merged area.

Section 4. Upon recommendation of the county board of education and approval by the state board in an area plan, a county school system may be divided to permit parts of the system to merge with one (1) or more merged areas in establishing an area vocational school or area community college.

Section 5. Plans formulated for a merged area when submitted to the state board shall include the following:

1. A description of the geographic limits of the proposed area.
2. Total population, population trends, population density, and projected population density of the area.
3. Total school enrollments in grades one (1) through eight (8) within the area.
4. Total school enrollments in grades nine (9) through twelve (12) within the area.
5. Projections of school enrollments within the area.
6. A description of the types of educational offerings and capacities of educational facilities beyond high school existing within the area, or within fifty (50) miles of the center of the area.
7. Identification of educational programs needed within the area.
8. An evaluation of local interest in and attitude toward establishment of the proposed area vocational school or area community college.
9. An evaluation of the ability of the area to contribute to the financial support of the establishment and operation of the proposed area vocational school or area community college.
10. Estimated number of students within the area who are eligible to attend.
11. The curriculum intended to be offered, and assurances that adequate and qualified personnel will be provided to carry on the proposed curriculum and any necessary related services.
12. The location or locations where the proposed area vocational school or area community college is to be constructed or established if such location or locations have been agreed upon.
13. The boundaries of director districts which shall number not less than five (5) or more than nine (9) if such districts have been agreed upon. Director districts shall be of approximately equal population.
14. When it is intended that one (1) or more existing vocational schools, community colleges, or public junior colleges are to become an integrated part of an area vocational school or area community college, specific information regarding arrangements agreed upon for compensating the local school district or districts which operate or operated any existing school or college.

15. Such additional information as the state board may by administrative rule require.

Section 8. When a plan is approved, the state board shall issue an order of the approval. The order shall:

1. Officially designate and classify the area school to be established as an area vocational school or area community college.
2. Describe all territory included in the county school systems which is to be a part of the approved area.
3. Officially designate the location or locations of the area vocational school or area community college. If the plan did not specify a location, the state board shall so determine.
4. Officially designate the boundaries of director districts.

Section 12. The governing board of a merged area shall be a board of directors composed of one (1) member elected from each director district in the area by the electors of the respective district.

Section 16. A merged area formed under the provision of this Act shall be a body politic as a school corporation for the purpose of exercising powers granted under this Act, and as such may sue and be sued, hold property, and exercise all the powers granted by law and such other powers as are incident to public corporations of like character and are not inconsistent with the laws of the state.

Section 17. The board of directors of each merged area shall prepare an annual budget designating the proposed expenditures for operation of the area vocational school or area community college. The board shall further designate the amounts which are to be raised by local taxation and the amounts which are to be raised by other sources of revenue for such operation. No tax in excess of three-fourths (3/4ths) mill shall be levied on taxable property in a merged area for the operation of an area vocational school or area community college.

Section 18. In addition to revenue derived by tax levy, a board of directors of a merged area shall be authorized to receive and expend:

1. Federal funds made available and administered by the state board, for such purposes as may be provided by federal laws, rules, and regulations.
2. Other federal funds for such purposes as may be provided by federal law, subject to the approval of the state board.
3. Tuition for instruction received by persons who reside outside the area, or by persons twenty-one (21) years of age or over or who are high school graduates residing within the area, to be charged and collected in accordance with the rules adopted by the state board.

4. State aid to be paid in accordance with the statutes which provide such aid.
5. State funds for sites and facilities made available and administered by the state board.
6. Donations and gifts which may be accepted by the governing board and expended in accordance with the terms of the gift without compliance with the local budget law.

Section 19. Boards of directors of merged areas may acquire sites and erect and equip buildings for use by area vocational schools or area community colleges and may contract indebtedness and issue bonds to raise funds for such purposes.

Section 20. Taxes for the payment of bonds issued under section nineteen (19) of the Act shall be levied in accordance with chapter seventy-six (76) of the Code. The bonds shall be payable from a fund created from the proceeds of such taxes in not more than twenty (20) years and bear interest at a rate not exceeding five (5) percent per annum.

Section 21. No indebtedness shall be incurred under section nineteen (19) of the Act until authorized by an election. A proposition to incur indebtedness and issue bonds for area vocational school or area community college purposes shall be deemed carried in a merged area if approved by a sixty (60) percent majority of all voters voting on the proposition in the area.

Section 22. In addition to the tax authorized under section seventeen (17) of this Act, the voters in any merged area may at the annual school election vote a tax not exceeding three-fourths (3/4ths) mill on the dollar in any one (1) year for a period not to exceed five (5) years for the purchase of grounds, construction of buildings, payment of debts contracted for the construction of buildings, purchase of buildings and equipment for buildings, and the acquisition of libraries, and for the purpose of maintaining, remodeling, improving, or expanding the area vocational school or area community college of the merged area.

Section 23. The board of directors of each area vocational school or area community college shall:

1. Determine the curriculum to be offered in such school or college subject to approval of the state board.
2. Change boundaries of director districts in merged areas after each decennial census or change in boundaries of the merged area to compensate for changes in population if such population changes have taken place.
3. Have authority to determine tuition rates for instruction.
4. Have the powers and duties with respect to such schools and colleges, not otherwise provided in this Act, which are prescribed for boards of directors of local school districts by chapter two hundred seventy-nine (279) of the Code.

5. Establish policy and make rules, not inconsistent with law and administrative rules, regulations, and policies of the state board, for its own government and that of the administrative, teaching, and other personnel, and the students of the school or college, and aid in the enforcement of such laws, rules, and regulations.

Section 24. The board of directors of a merged area initially organized for the establishment of, and which is operating, an area vocational school may with the approval of the state board expand the curriculum of the school to qualify as an area community college. The state board shall upon approval officially classify the school as an area community college.

Section 25. The state board shall:

1. Have authority to designate any vocational school or community college as an "area vocational education school" within the meaning of, and for the purpose of administering, the Act of Congress designated the "Vocational Education Act of 1963."
2. Change boundaries of director districts in any merged area when the board of directors of the area fails to change boundaries as required.
3. Change boundaries of merged areas to take into account mergers of local school districts and changes in boundaries of local school districts, when necessary to maintain the policy of this Act that no local school district shall be a part of more than one (1) merged area.
4. Administer, allocate, and disburse any federal or state funds made available to pay any portion of the cost of acquiring sites for and constructing, acquiring, or remodeling facilities for area vocational schools or area community colleges, and establish priorities for the use of such funds.
5. Administer, allocate, and disburse any federal or state funds available to pay any portion of the operating costs of area vocational schools or area community colleges.
6. Approve, in such manner as it may prescribe, sites and buildings to be acquired, erected, or remodeled for use by area vocational schools or area community colleges.
7. Have authority to adopt such administrative rules and regulations as it deems necessary to carry out the provisions of this Act.
8. Have the power to enter into contracts with local school boards within the area that have and maintain a technical or vocational high school and with private schools or colleges in the cooperative or merged areas to provide courses or programs of study in addition to or as a part of the curriculum made available in the community college or area vocational schools.

Section 26. Any local school district which operated a community

or junior college for any period between September 1, 1964, and the effective date of this Act may continue to operate such college. Existing public community or junior colleges may be converted into area vocational schools or area community colleges in the manner provided in this Act. In addition, an existing public community or junior college may be converted into an area vocational school or area community college by agreement between the board of directors of the local school district operating the community or junior college and the board of directors of the merged area. Such agreement shall be effective only if approved by the state board of public instruction. Such agreement shall provide for reasonable compensation to such local school district.

Where the board of any local school district operating a community or junior college and the board of directors of the merged areas are not in agreement on the reasonable value of any public community or junior college which is to be converted, the matters of disagreement shall be decided by three (3) disinterested arbitrators.

Section 27. There is hereby established within the state department of public instruction a division of community and junior colleges. The division shall, under the supervision of the state superintendent, exercise the powers and perform the duties with respect to area and public community and junior colleges imposed by law upon the department.

Section 28. The state department, with the approval of the state board, shall appoint a full-time director of the division of community and junior colleges and may employ such other qualified personnel as shall be necessary.

Section 29. There is further established a state advisory committee on community and junior colleges which shall consist of nine (9) members.

Section 30. The members of the state advisory committee shall serve for terms of four (4) years.

Section 31. Prior to August 1 of each year, the advisory committee shall meet and organize. The committee shall annually elect a chairman and such other officers as committee members deem necessary. Advisory committee members shall meet at least four (4) times a year and at such other times as the chairman or the state superintendent deems necessary.

Section 32. The advisory committee shall advise the state board on the establishment of area community colleges, on the adoption of standards for area and public community and junior colleges, and other matters relating to area and public community and junior colleges under the jurisdiction of the state board and state superintendent.

Section 33. Approval standards for area and public community and junior colleges shall be established by the state board of public instruction and the state board of regents, acting jointly, with the advice of the state advisory committee on community and junior colleges. Such standards shall be issued and enforced by the state department of public instruction which shall certify as approved any area on public community or junior college meeting such standards. Approval standards for area and public community and junior colleges shall include standards for administration, certification and assignment of personnel, curriculum, facilities and sites, requirements for the awarding of diplomas and other evidence of educational achievement, guidance and counseling, instruction or instructional materials, maintenance, school library, and staff.

Section 36. Section two hundred eighty-six A point three (286A.3), Code 1962, is hereby amended by striking lines four (4) through eighteen (18) and inserting in lieu thereof the following:

"Approval standards for public community and junior colleges shall be established and approved as prescribed in section thirty-three (33) of this Act, with said standards to be issued and enforced by the state department of public instruction. Eligibility for receipt of state aid for public community and junior colleges shall be determined by the state board of public instruction and the state board of regents. No aid shall be paid to a public community or junior college unless such college meets approval standards."

Section 37. Section two hundred eighty-six A point four (286A.4), Code 1962, as amended by chapter one hundred seventy-three (173), Acts of the Sixtieth General Assembly, is hereby amended as follows:

1. By adding the following to subsection three (3):
 "Merged areas operating an area vocational school or area community college shall be entitled to general school aid. The general school aid funds allocated to each merged area operating an area vocational school or area community college shall be determined by multiplying two (2) dollars and twenty-five (25) cents by the average daily enrollment of students who are residents of the state and who are attending the vocational school or community college and are carrying twelve (12) or more semester hours of work plus the full time equivalent of students carrying less than twelve (12) semester hours of work. Multiply this product by the actual number of days the school or college was officially in session. The aid computation shall be made separately for each area vocational school or area community college."

Section 38. Section one (1) of chapter one hundred seventy-three (173), Acts 60th General Assembly is amended by striking from line seven (7) the words "one dollar and a half" and inserting in lieu thereof the words and figures "two (2) dollars and twenty-five (25) cents."

Senate File 553 (Coordinated Effort Mandated between Regents and State Board

The following are selected provisions of the Act as it pertains to the community colleges and area vocational technical schools:

Section 2. Chapter two hundred fifty-seven (257), Code 1962, is hereby amended by adding thereto the following new section:

"In addition to the responsibilities of the state board of public instruction and the state superintendent of public instruction under other provisions of the Code, the state board of public instruction shall establish standards, regulations, and rules for the approval of all public, parochial, and private nursery, kindergarten, elementary, junior high, and high schools and all area vocational schools, area community colleges and public community or junior colleges in Iowa. With respect to area or public community or junior colleges, such standards, regulations, and rules shall be established by the state board of public instruction and the state board of regents, acting jointly.

"10. The state department of public instruction shall supervise and evaluate the school program in the several school districts of the state for the purpose of school improvement and approval.

"The state superintendent shall make recommendations and suggestions in writing to each school, college, and school district which is subject to this section wherein the department of public instruction determines, after due investigation, that deficiencies exist.

"In addition to all other requirements of the laws of Iowa, every school, college or school district subject to this section shall have and provide adequate administration, school staffing, personnel assignment, teacher qualifications, certification, facilities, equipment, grounds, graduation requirements, instruction, instructional materials, maintenance, and policies on extra-curricular activities. Public junior or community colleges shall provide adequate courses of study.

"The state board of public instruction shall adopt approval standards, regulations, and rules to implement, interpret, and make effective the provisions of this section. In adopting the same, the board shall take into account recognized educational standards. Standards, regulations and rules shall be adopted without specific regard to school population.

"Such standards, regulations, and rules shall be subject to the provisions of chapter sixty-six (66), Acts of the Sixtieth General Assembly, as amended. In addition, such standards, rules and regulations shall be reported by the state board to the general assembly within twenty (20) days after the commencement of a regular legislative session, and the general assembly may enact

changes therein. No school, college or school district shall be removed from the approved list for failure to comply with such standards, rules, or regulations, until at least one hundred twenty (120) days have elapsed following the reporting of such standards, rules, and regulations to the general assembly as provided in this section.

"11. The state board of public instruction shall remove for cause, after due investigation and notice, any such school, college, or school district failing to comply with such approval standards, rules, and regulations from the approved list; which removal shall, during the period of noncompliance, permit parents of children eligible for school attendance to request the county board of education to designate their children to an approved school with the district of residence responsible for the tuition and transportation costs. A school, college, or school district which is removed from the approved list in accordance with this section shall be ineligible to receive state financial aid during the period of noncompliance. In lieu of removal, the state board may allow a reasonable period of time for compliance with such approval standards, rules, and regulations, if such school, college, or school district is making a good faith effort and substantial progress toward full compliance and if the failure to comply is due to factors beyond the control of the board of directors or governing body of such school, college, or school district.

"12. The department of public instruction shall give any school, college, or school district which is to be removed from the approved list at least one (1) year's notice."

Private Four-Year Colleges

Of the twenty-five private four-year colleges, nineteen are co-educational, four are women's colleges, and two are men's. Those schools that are not coeducational are Catholic. Of the nineteen co-educational colleges, four indicate in their bulletins that they are independent of a church although they all trace their lineage to a church affiliation and continue to emphasize the development of Christian ideals. The denominations represented by the remaining colleges include: Methodist (4), Presbyterian (3), Reformed Church in America (2), Lutheran (2), Evangelical United Bretheren (1), Latter-Day Saint (1), Christian Reformed Church of Midwest (1), and Quaker (1).

All of the twenty-five four-year colleges are members of the North Central Association of Colleges and Secondary Schools. All but one indicate their teacher educational programs are approved by the State Department of Public Instruction. Fourteen indicate membership in a teacher-accrediting agency (either the American Association of Colleges for Teacher Education or the National Council for Accreditation of Teacher Education). Eighteen indicate membership in the American Association of Colleges. Three are members of the Association of Colleges of the Midwest. At least fourteen hold membership in the American Council on Education. Two are members of the Central States College Association.

Four of the Catholic colleges are governed by a religious order and their boards consist solely of members of that order. The other two Catholic colleges are considered diocesan schools and have governing boards consisting of both lay and religious persons. The number of persons on governing boards tends to be largest in independent four-year colleges; Table III describes the composition of the governing boards of the private colleges in Iowa. A description of the boards of each individual institution is included in the Appendix. Of the 776 members of boards of trustees in Iowa's private colleges, 206 or 26.5 percent are officially affiliated with a church. Five hundred thirty-two, or 68.6 percent, live in Iowa. Almost 63 percent of the members of boards of Catholic colleges are members of a religious order. While almost all (98.6) percent reside in Iowa, this high figure results from the fact that their residence is determined by the location of the institution. Although on an average 26.8 percent of the members of boards of trustees of the denominational colleges are church

TABLE III

Composition of Boards of Trustees of Iowa's Private Colleges
By Type of College and By Selected Characteristics of Board
Members

Type of College	Residency				Characteristics of Board Members				Total	
	Iowa		Out State		Lay Person	Religious Status	Church Official			
Junior College										
Catholic (2)	10	100	0	0	0	0	10	100	10	
Other Denominations (2)	28	96.6	1	3.4	18	62.1	11	37.9	29	
Four-Year College										
Catholic (6)	69	98.6	1	1.4	26	37.1	44	62.9	70	
Other Denominations (15)	331	63.8	188	36.2	380	73.2	139	26.8	519	
Independent (4)	94	63.5	54	36.5	146	98.6	2	1.4	148	
Total (29)	532	68.6	244	31.4	570	73.5	206	26.5	776	

officials, this figure varies considerably from college to college (See Appendix). Over one-third of the members of both the denominational and independent colleges live outside the State of Iowa.

All of the private institutions of higher education in Iowa included in this study are members of the Iowa Association of Private Colleges and Universities. This organization does not attempt to supervise or control the activities of any of its members. It imposes no standards or regulations. Its primary purpose is to offer a forum for discussion of issues confronting private institutions of higher education and to develop a common or mutual program of requests for legislative action. The recently enacted state scholarship program, for example, received impetus and support from this association.

All but two of the private colleges included in this study are members of the Iowa College Foundation, an organization aimed at acquainting business and industry leaders to the purposes of member colleges, interpreting the aims, functions, and needs of member colleges, enabling business and industry to invest in private higher education through a single, statewide agency, soliciting funds for the benefit of expansion of member colleges, and distributing funds to members as directed by contributors or according to a formula adopted by the organization.

Private Junior Colleges

Presently there are four private junior colleges in Iowa. Two of these colleges are Catholic; the other two are affiliated with the Lutheran Church. Both Catholic junior colleges are women's colleges while the two Lutheran junior colleges are coeducational. All four

are accredited by the North Central Association of Colleges and Secondary Schools and hold membership in the American Association of Junior Colleges. One of the Lutheran colleges has a board of trustees consisting of sixteen members all from Iowa and all lay people (not associated directly or officially with the church). The governing board of the other Lutheran college consists of twelve members, eleven of whom are from Iowa. All members are lay people. Both of these institutions are members of denominational boards of education which play important supervisory roles in their operations. Each of the governing boards of the two Catholic junior colleges consists of five people, all members of the religious order administering the school.

Summary

This section of the report has attempted to set forth the legal structure in Iowa which provides for the government and coordination of higher education in the state.

The state has three systems: 1. Regents schools, 2. the public community colleges, and 3. the private colleges (junior and four-year). There is little or no machinery which provides for coordination among all systems. Coordination machinery is provided within systems (among Regents schools, among community colleges, and among private colleges).

The only commission which covers all systems is the Higher Education Facilities Commission. The operations and functions of this commission are not included in this report, but will be in the revised and completed study. The importance of this commission in the higher education scene should not be underestimated. It was authorized originally to allocate and distribute federal funds for facilities. It now administers the State Scholarship Program as well as certain portions of other federal aid programs.

Chapter IV

RESULTS OF INTERVIEWS, DISCUSSIONS, AND MEETINGS WITH COLLEGE ADMINISTRATORS

The Coordination and Governance Committee decided it was necessary to identify some of the major problems facing Iowa colleges and seek the opinions and attitudes of Iowa college administrators on them. As a result four area meetings were organized (northeast, east central, northwest, and central) with Iowa college administrators. Every Regents' institution president attended a meeting; all private colleges were represented with the exception of one; also the dean or administrative officer of most of the existing junior colleges attended.

The director of the study, the assistant director, the president of the Iowa Association of Private Colleges and Universities, and the chairman of the committee attended the meetings. An agenda was prepared and used at all meetings (a copy of the agenda is attached as Appendix B).

The meetings may be summarized as follows:

Community Colleges

1. The general consensus at all of the meetings was that the junior college as it is emerging should offer terminal and transfer programs. There were two college presidents who expressed grave concern over the consequences to their college if a community college were to open a transfer two-year liberal arts program in or close to the communities where these colleges operated.

For the majority of college administrators, the emerging comprehensive college would not have an adverse effect because they did not recruit students on a local basis.

A number of college presidents felt the comprehensive community college would enhance their college operation.

2. Item 2 on the agenda -- should community colleges be required by law to provide a stipulated percentage of their courses in vocational and technical education -- received no discussion at any of the meetings.
3. Several four-year private college administrators felt that their college should or could offer two-year terminal programs in vocational-technical education.
4. On the question of the comparative merits of extending the community college system vs. expanding the scholarship program in order to provide education to larger numbers of Iowa youth, the general consensus appeared to be that these were not opposing ideas. The outcome of the discussion was that the state scholarship program should be expanded and so should the community college program.

Governance and Coordination

5. Items 6 and 7 dealt with the need for coordination and posed the question of mandatory vs. voluntary coordination.

There was unanimous agreement that coordination was necessary, and a general consensus that adequate machinery did not now exist. The administrators present were in almost unanimous agreement that such coordination should be of a voluntary nature and that a voluntary coordinating agency should be established. Several of the college administrators dissented because they felt a voluntary agency with no legislative enactment or backing would tend to promote a status quo.

At one of the early meetings a proposal was suggested that a voluntary coordinating board with staff might be established. This board would receive financial support from the colleges and universities involved. The board would be composed of two representatives from the Regents schools, two representatives from the community colleges, two representatives from the private colleges, and six lay citizens. This idea tended to receive support at the meeting where it was proposed and at subsequent meetings.

6. One of the areas which received considerable discussion at all of the meetings was the control and governance of the community college system. While there were a number of college administrators opposed to the idea, the general consensus of those present at all of the meetings was that the community colleges should operate under a separate state board. The major reasons offered were that the

present state board of education was spread too thin in operating many and diverse programs at the secondary level, and that the community college would have a better chance to develop an image of its own if it operated under a separate board.

Student Migration

7. On questions 8 and 9, Iowa college administrators tended to agree that they should serve in-state and out-state students. Several presidents pointed out that their institutions were concerned with serving students from all over the nation and the world, and would not care to commit themselves to raising the proportion of Iowa students now served. The majority of presidents indicated they were indeed interested in serving more Iowa students but that this called for long-term planning for facilities and staff, and it would no doubt require some kind of state financial aid if they were to expand appreciably.
8. Question 10 on the agenda raised the question of the need for more public four-year schools, private schools, liberal arts schools, etc. At only one of the meetings was the question of an additional public four-year college raised for discussion. The idea of regional four-year colleges serving regions of the state came in for discussion at this meeting. It was pointed out that if the concept of regional four-year colleges were to be adopted, it would call for more than one additional public four-year college in the state. No consensus was reached on this question at the meeting where it was raised.
9. Opinion was divided on the need for regulatory legislation in the state for the establishment of private colleges. There appeared to be a consensus that private college development should not be prevented; however, means should be available by which people in the state who are interested in private college development can get vital information and help, and have assurance that the college will have adequate basis for accreditation.

The discussion on the above nine areas has been greatly reduced for the purposes of this report. The reader should remember that this was one way of getting viewpoints, ideas, and discussion.

Followup Letters

After the meetings the director of the study contacted the various college administrators and asked them to cite examples of problems

that colleges should cooperate on that would require some kind of coordination.

The following are excerpts of ideas and problems which sixteen college presidents and three junior college deans felt needed coordination between various sectors of higher education.

1. The State Coordinating Agency should carry on long-range planning, using this study as a starting point. It should be available to the Legislature for advice and should have up-to-date information on higher education in Iowa.
2. A State Coordinating Agency could coordinate certain fiscal operations, student personnel operations, etc., through primarily central computer services.
3. This agency could carry on studies which would aid in making intelligent decisions on financing colleges (public and private).
4. Study and provide means for joint efforts in faculty recruitment. Study the wisdom of judging the quality of a faculty in terms of number of terminal degrees (Ph.D.) and in terms of teaching and research.
5. Long-term planning on a state basis is a constant process and all colleges and universities should be participating in this.
6. Study the feasibility of the state colleges and universities limiting enrollment at the freshman and sophomore levels and strengthen the junior college system.
7. In order to keep alive interest in and to provide the machinery for dealing with post high school education in Iowa, would it be possible to form a committee with representation from the Board of Regents, the State Department of Public Instruction, the Iowa Association of Private Colleges, and members chosen from the general citizenry of Iowa. Then the fruits of present study could be evaluated and measures taken to implement programs which could be of significant value for the higher educational program in Iowa.
8. At this juncture in the history of community colleges would it not be wise to define what the role of these institutions is to be? How are we to differentiate between two-year institutions which offer a liberal arts training and those which offer vocational and technical courses? Should two-year

institutions offer both? Should some offer both and others either one or the other?

9. What about present four-year liberal arts colleges? Should study be made of the possibility of these institutions offering two-year terminal courses? Is it possible that a type of terminal program be set up which could fit in with a four-year liberal arts program for those who indicate the desire and ability to complete such a program after having done work in the terminal program? Obviously there would be some loss of credit since some courses would not be transferable to the liberal arts program.
10. In seeking means to encourage Iowa students to attend Iowa colleges perhaps state scholarships to the individual students would have merit. However, if all states do the same what would then happen eventually to out-of-state students? If grants from the state could be given to Iowa colleges for Iowa students and, perhaps, to supplement library and science budgets, could not tuition rates be made more reasonable so as to attract not only Iowa students but others as well?
11. Are we in this connection paying enough attention to the advantages for Iowa when large numbers of out-of-state students enroll in Iowa colleges? Think of the economic factors as well as the cultural benefits.
12. Coordinating machinery is needed to handle the following problems:
 - a. Can private colleges assist in providing general education for two-year programs?
 - b. Can private colleges think of elementary offerings in business and home economics, since these will be offered in the two-year schools?
 - c. Will the two-year school drive us out of state in recruitment?
 - d. Should we depend on two-year institutions to screen the number of marginal cases?
13. I tend to be a free enterprise man with respect to higher education; however, it would seem that reliable and consistent communications and mutual consultation would be desirable. For example, decisions on division of labor, on establishment of new institutions, on representing the whole educational community in matters of federal and state policy, on fighting off political control, on opposing cheap standards.

14. There is much opportunity to share between colleges on matters of staffing, placement of graduates, joint use of library resources, purchasing and extension services.
15. Share faculties, course offerings, use every means to reduce unit costs. These need coordinated effort and planning.
16. Coordination is needed between colleges on teacher-training programs.
17. Import an "eminent scholar or scholars" every year who might be shared between two or more colleges.
18. Is closed-circuit television for instruction a possibility for sharing faculty and resources between the colleges and the state universities.
19. We need continuous effort on coordinating the administration of federal funds. Maybe some modification of the facilities commission is needed.
20. I believe that the larger colleges and universities could be helpful to the smaller ones in the matter of making library materials available. However, this sort of arrangement just does not simply happen on its own. Somebody has to work to bring about this coordination.
21. A coordinating committee might very well give detailed study as to how the private colleges could be more fully and conveniently included in some of the newer federal programs in order to avoid the necessity of creating additional public four-year and two-year colleges.
22. The committee could also give continued study of ways and means through which the public and private four-year colleges could act as "big brother" in assisting the junior and community colleges in the improvement of quality. One possible device for helping accomplish this goal might be through a statewide television network which could be used to enrich the program of junior colleges.

The above listing of matters which need the concern and thought of responsible college administrators is merely a few examples of the kind of needs which requires attention in Iowa. These problems were identified by college administrators; no doubt there are many others. Some of the above were direct quotes and listings were the consolidation

of suggestions made by college administrators. Undoubtedly not every administrator would agree that all of the problems listed are appropriate for consideration.

Laymen were not consulted for advice on this, and no doubt they would have other ideas to offer.

Chapter V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The patterns adopted for the administration, governance, and coordination of higher education in the various states are diverse. Each state has its own heritage, culture, and problems in higher education and all of these have a great bearing on how the state attempts to organize to meet the needs of post high school youth. The number of boards responsible for the governance and coordination of higher education in each state varies, with some states having a separate governing board for each public four-year college or university, plus other boards for junior colleges, and separate boards for vocational technical. Other states have grouped several state colleges under one board, and have a separate board for a state university and other boards for community colleges and area vocational technical schools. In some states private colleges are part of a mandated coordinating agency; in other states they are not.

Many states (especially those with multiple boards) are resorting to a "super board" which coordinates activities of the various institutions.

Coordination of the higher education enterprise has been a gradual development, and the rate of the addition of mandatory coordinating boards has increased as the financial requirement for higher education has greatly increased. Voluntary coordination agencies are developing in many states, while others are abandoning them in favor of

mandatory coordination.

The role of the private college in coordination efforts with state colleges and universities to meet the demand for higher education is an emerging one. There appears little doubt, however, that they have a place and a responsibility in this coordination function.

In most states the community colleges are under the control of a state board of education which has responsibility for public elementary and secondary schools. Some states are designating separate boards for this purpose.

One of the major concerns of community college leaders is that this college has not been able to develop an identity of its own. It has either been treated as an appendage of the secondary school system or it has been forced to be a small model of the undergraduate first two years of a four-year college or university. It is generally agreed that the community college must be independent of both, but must coordinate closely with both the secondary school and the four-year college.

Implications for Iowa

Iowa is a state which has twenty-seven private colleges (with several more planned). It has only three state-supported four-year colleges and universities. As of this writing there are sixteen districts which are or will be offering comprehensive community college programs or vocational technical programs only.

Iowa now has only two state boards responsible for public post high school education, the State Board of Regents and the State Board of Public Instruction. Many of the problems of coordination

between public institutions have been solved in Iowa because all three of the state-supported four-year colleges and universities are under the State Board of Regents. Over the years the Board of Regents has placed heavy responsibility on the administrators and faculty of these schools to meet through a committee system to resolve problems and make recommendations to the Regents. The Regents members have refrained as much as possible from becoming involved in the administrative affairs of these state schools by using a committee system of administrative faculty who report to the board and presidents. Only recently the Regents have taken further steps to reorganize the Regents' office so that more administrative detail can be handled by the presidents and an executive secretary of the Regents, thus giving the Regents members more time for policy considerations.

The community colleges operate under the Board of Public Instruction and sixteen area boards. The activities of this organization are coordinated by the State Board of Public Instruction through the State Department of Public Instruction. This is a two-level board arrangement found in many states. For the first time the junior college in Iowa now has a separate board at the local level to plan and foster its development. It also has a separate administrator who reports to this board.

The area boards must coordinate with all other area boards and expect more coordination at the state level than has been the case for public elementary and secondary schools over the years.

The latest legislation created a special division for community colleges and area vocational technical schools within the State

Department of Public Instruction. This division must be well supported financially and assume a vigorous role in state leadership if the community college is to develop a strong independent status in this state.

The Iowa private college can be characterized as church-related (with some notable exceptions). Regardless of the fact that most private colleges have a higher proportion of clergy on the boards, the student bodies and faculties tend to be heterogeneous in makeup. The many private college administrators, it would appear, must constantly make the board of the college aware of the needs of youth beyond a given faith.

Iowa private colleges are not necessarily Iowa-oriented, with some colleges having only a small percentage of Iowa students and others having a large proportion of Iowa students. The plea is made that these colleges might maintain a balance between their national and religious outlook, and at the same time study the needs of Iowa youth.

The Iowa private colleges have coordinated their activities through the Iowa Association of Private Colleges and Universities. It is anticipated that this organization will continue to foster and promote cooperative planning and studying of higher education throughout the private colleges and universities to even a greater degree.

Recommendations

While the committee cannot complete all of its recommendations without a closer look at all aspects of this study, it does feel that it can make several as follows:

1. It is recommended that a voluntary Coordinating Agency for Post High School Education be established.
 - a. This agency should represent Regents schools, community colleges, and private colleges and possibly lay citizens.
 - b. The financial operation of such a body should be a responsibility of all institutions of higher education within the state.
 - c. A permanent staff capable of carrying on the tasks of the organization should be employed.
 - d. The task of this agency should be limited to areas of coordination, particularly interinstitutional communication, statewide fact finding, and identification of needed research.
 - e. It should be of enough stature and have enough knowledge that it can serve as an advisory body to the Legislature and the public.
 - f. The Coordinating Agency should in no way infringe upon the autonomy of an individual institution.

The committee believes that the establishment of such a committee will not result in uniformity, standardization, and loss of individuality. This is one vehicle for all facets of higher education to communicate, share information, get cooperation, and reach sound decisions for Iowa youth.

2. The last session of the Legislature created an entirely new organization for community colleges; this included new districts, separate local boards and a new division in the State Department of Education.

The committee cannot overlook the majority feelings of college administrators that a separate state board for community colleges should be established. There is no doubt that this would focus more attention on the community college at the state level, and would relieve the present State Board of Public Instruction of a heavy burden which it must carry with elementary and secondary districts.

It must be admitted that the feasibility of this recommendation has not been studied. For the first time there are separate local boards whose primary concern is the community college. (This means that in Iowa there are now or will be over a hundred laymen and sixteen administrators on sixteen boards whose primary concern is the community college, vocational-technical school). This will call for extensive time and energy in coordination because these administrators and

boards should be making demands for community college needs unheard of up to this point in history.

Federal requirements call for one board to administer the vocational programs. If a new board were established either it or the present State Board would administer the funds, thus causing either the public school system or the community colleges to report to more than one board. Such an arrangement is unsatisfactory. This fact explains why in many states, vocational schools are separate from community colleges.

If a separate board were to be established, it would increase the number of state agencies concerned with public higher education from two to three. There is little doubt, too, but what a sizable separate state department would need to be established if the state is to be active in financing these schools. In fact this department would no doubt be considerably larger than the present Regents office.

In light of the fact that Iowa is entering into a new era in community college development, and that the new boards and the new divisions have not had an opportunity to function, it would appear that a recommendation to establish a new agency would be premature at this time.

However, it is strongly recommended that authority and responsibility be delegated to the new division director to create a strong community college system. If after a reasonable time there appears to be a need for stronger state representation for community colleges, then other alternatives should be considered. These include:

- a. A separate state board and department. This could include eliminating local boards and local financial support or keeping local boards and financial support.
 - b. Putting them under the Board of Regents and either eliminating local boards and local support or keeping both.
 - c. Making them extensions of individual institutions.
3. The Higher Education Facilities Commission has not been included in this study. It is recommended that further studies on coordination and governance and the role of this commission in the future of higher education in Iowa be given careful consideration.
 4. One of the first responsibilities of a new coordinating agency for higher education should be to recommend procedures and guidelines for the establishment of new colleges in Iowa (private and public).
 5. It is recommended that a continuous study of post high school education in Iowa be maintained.

APPENDIX A

Surveys of Higher Education in Iowa

Prepared by:

Institute of Public Affairs

The University of Iowa

This report attempts to describe the external patterns by which institutions of higher education in Iowa are governed. It also attempts to describe the means by which the activities of these institutions are coordinated. By coordination we mean those activities carried out jointly or cooperatively and voluntarily or involuntarily between institutions.

SURVEYS OF HIGHER EDUCATION IN IOWA

Since its establishment in 1909 the State Board of Regents (the State Board of Education until 1955) has authorized five surveys of the higher educational institutions under its jurisdiction. The first four surveys dealt primarily with the subject of duplication of educational effort among the three state institutions. The last survey, embodied in the so-called Strayer Report, was more concerned with administrative problems but did make some suggestions in regard to duplication and coordination.

In addition to the five Regents-sponsored surveys, the public institutions have been included in the over-all state government study of 1933 (the Brookings Report) and in the Gibson study of post high school education in 1960.

Finance Committee Survey of 1912

At the April 3, 1912, meeting of the Board the following resolution was introduced and laid over for further discussion:

"WHEREAS: In view of these facts: first, that the Iowa State Board of Education was created by the 33rd General Assembly to govern the three State institutions of higher education; second, that as such a governing body the duty of the Board is to promulgate and maintain a right sense of proportion among the three institutions entrusted to its care and to co-ordinate their activities; and third, that it was the evident intention of the Legislature that such coordination would reduce all duplications of work in the three institutions to a justifiable minimum.

"THEREFORE, BE IT RESOLVED: That the Iowa State Board of Education ask Dr. Kendrick C. Babcock, expert in higher education, of the Bureau of Education, Washington, D. C., to make a study of the three institutions of higher education in Iowa, and to outline and report to the Board a plan looking toward a closer coordination of the work of these institutions."

In the meantime the Finance Committee submitted to the Board a preliminary report on the subject of duplication. On the basis of this preliminary report, on July 16, 1912, the Finance Committee was directed "to report to this Board at its next meeting the feasibility and advisability of carrying out the coordination of work in the three institutions, and particularly the consolidation of engineering schools at Ames and Domestic Technology at the University . . ."

This report of the Finance Committee was presented to the Board at its October 8-9, 1912, meeting and contained the following statements and recommendations.

"The Committee has had this work, which it regards as the most important and far reaching with which the Board is charged, in mind ever since the new organization for the government of Iowa's higher educational institutions was perfected. We are of the opinion that there should be no further delay in making clear the position of the Board on this all important question. If coordination, in the opinion of the Board, is possible, and a plan of coordination can be agreed upon, it should be announced and put in force at an early date. If, on the other hand, coordination is deemed impossible, that conclusion should be frankly made public, to the end that uncertainty as to the future of certain departments may not longer continue. Doubt as to the future of a department is a severe handicap, affecting adversely both faculty and students.

"The task which, in the opinion of your Finance Committee, was specifically implied when this Board was created is not without difficulty. Reconstruction in any field is no easy task. Educational institutions are invariably jealous of their prerogatives and cherish their traditions as something sacred. It is not to be expected that any particular institution of higher learning will willingly give up anything it possesses, even though it is as clear as day to the unprejudiced observer that it would be for the benefit of the state as a whole to make such a sacrifice.

"This fact, therefore, must be faced at the outset, namely that little practical help in the solution of the Board's great problem is to be expected from the officers and faculties of the several institutions. They are too near the question involved to view the problem from the standpoint of the whole. It was because this fact was recognized by the legislature that this central authority was created. It is clear now that if this central authority had existed from the beginning few of the mistakes which are now apparent and which it is sought to remedy would have been made. The trouble has been that these institutions

have developed separately and with little regard for each other. It is perfectly natural that, organized and governed as they are, conditions should be as they are. The question now is: Should these conditions, confessedly extravagant and productive of weaknesses, be perpetuated for sentimental and selfish reasons?

"Your committee answers these questions emphatically in the negative. At the same time, in attempting a solution, due regard has been paid to the human element and to the fact that reconstruction and construction do move are two different things. Neither have we forgotten that public institutions, and especially educational institutions, cannot be dealt with as privately owned and controlled institutions may be handled. If it were possible to approach this problem without being compelled to take into consideration anything but the future, leaving out of the question the attitude of alumni, illogical as it often is, and omitting local considerations and certain legal complications, and looking only to economy and efficiency, the wisest solution would be to consolidate these institutions at one place. The initial loss in the abandonment of one or more plants and in the enlargement of the other would seem great, but it would be economy in the end. The time was when this might have been done without entailing any great burden, but that time has passed, and such a solution would not be sustained by public opinion. Institutional pride and tradition are too strong for this.

"Realizing, therefore, that these institutions must remain separate, the task to which your committee has addressed itself is to formulate a plan which shall reduce duplications to a justifiable minimum, and serve the educational needs of the State in the most effective manner throughout the long future, in comparison with which the years that have already elapsed are as so many heart throbs.

"Some time ago, a memorandum setting forth a tentative plan of coordination was somewhat carefully prepared. The recommendations contained in this memorandum were as follows:

"First: That all work in Engineering be centered at the Agricultural College.

"Second: That all courses in professional education and in Liberal Arts now offered at the Iowa State Teachers College, which extend beyond the Sophomore year, be discontinued.

"Third: That all courses in general science and in domestic science now existing at the College of Agriculture be discontinued, and that the field of household arts be opened at the University.

"The undersigned were satisfied that, taking all things into consideration, this plan offered the best possible solution of this coordination problem. Further study did not materially alter our opinion; . . ."

This portion of the report was signed by W. R. Boyd and Thomas Lambert.

The third member of the Finance Committee, D. A. Emery, objected to certain proposals and submitted this statement in support of his position:

"I concur in all the conclusions reached in the foregoing report, except those in reference to the State Teachers College.

"The report seeks to limit the field of this institution to the training of teachers for the elementary schools of the State, which of course would not include the high schools.

"The law establishing this school, and which is still in force, says that it shall be 'for the special instruction and training of teachers for the common schools.'

"The fact that the high school is a part of the common school system of this State will not be questioned. Therefore, the trustees of this institution were clearly within the line of their duty under the law when they caused it to keep pace with the growth and advancement of the common schools; and when a large majority of the best high schools of the State refused, as they have been doing for some time, to employ a teacher not a college graduate, the trustees were fully justified in providing a full college course. Furthermore, the legislature has in a certain sense approved their action in so doing by recently making the name of the institution the State Teachers College. I do not believe the State Board of Education has authority under the law to change a condition thus legally established.

"Neither do I believe it would be the exercise of sound judgment to make this change. There is room there now for five or six hundred more elementary teachers, and it would be difficult to show that the cutting off of this college course would cause more of these teachers to attend. This result might be accomplished by the establishment of additional normal schools, limited to this class of teaching.

"In conclusion, allow me to say that we have at Cedar Falls a normal school that is not excelled by any in this country. It has been presided over for twenty-five years by a man of exceptional ability as an executive and a teacher. The plant is almost complete for conducting successfully all the work above outlined. If the legislature would establish three small normals in different quarters of the State for the instruction of teachers for the elementary schools only, placing them all under the direction of the President of the Teachers College, we would then have a normal school system that would be of a very high order."

After a thorough discussion and consideration of the Finance Committee's report, the following resolution was presented and adopted by the Board.

"Mindful of the intent of the 33rd General Assembly, which called into being the present form of government of Iowa's institutions of higher learning, the State Board of Education has from the beginning had under consideration the coordination of the several institutions committed to its care, to the end that there might be created for the people of the State a comprehensive system of higher education, wherein duplications would be reduced to a justifiable minimum and the highest efficiency attained. The final results of this study are summed up in a report of the Finance Committee of this Board this day submitted. It is therefore agreed that the following changes be and are hereby ordered:

"First: That all work in Engineering be centered at the College of Agriculture and Mechanic Arts, and that the College of Applied Science at the University be discontinued.

"Second: That all courses in professional education and in liberal arts now offered in the Iowa State Teachers College, which extend beyond the Sophomore year, be discontinued, and that similar courses at the University be further developed.

"Third: That the general science course and the department of Home Economics now existing at the College of Agriculture and Mechanic Arts be discontinued, and that a Department of Home Economics be opened at the University.

"Fourth: That the above changes go into effect in toto in September, 1913; and further, it is recommended that the General Assembly establish additional normal schools."

The vote on adopting the resolution was six to one in favor, with two members absent and not voting. After adoption of the resolution the following statement was released to the press:

"The Board of Education has this day taken action touching a matter which it regards as the most important and far-reaching duty with which the Board is charged. It has been in mind ever since the new organization for the government of Iowa's higher educational institutions was perfected. This action has been taken after mature deliberation, and is considered the best possible solution of the problem, all things being considered. The intent of the General Assembly creating this Board was exceedingly plain. Duplications

as between the several institutions were to be reduced to a justifiable minimum. The task thus imposed was not without great difficulty. Reconstruction in anything is no easy task. Educational institutions are invariably jealous of their prerogatives and cherish their traditions as something sacred. It was not to be expected that any institution would willingly give up anything it possessed, even though it was very clear to an unprejudiced observer that it would be for the benefit of the state as a whole to make such sacrifice.

"It was clear, therefore, from the beginning that little practical help in the solution of the Board's great problem was to be expected from the officers and faculties of the institutions. They were too near the problems involved to view the questions from the standpoint of the whole. It was because this fact was recognized by the legislature that the Board of Education was created. If this central authority had existed from the beginning, few of the mistakes which are now apparent, and which it is sought to remedy, would have been made. The trouble has been that our educational institutions have developed separately and with little regard for each other. It was perfectly natural that, organized and governed as they were, conditions should be as they are. The question confronting the Board was: Should these conditions, confessedly extravagant and productive of weaknesses, be perpetuated for sentimental and selfish reasons?

"The Board has answered this question emphatically in the negative. At the same time, in attempting a solution, due regard has been paid to the human element and to the fact that reconstruction and construction de novo are two different things. Neither has it been forgotten that public institutions, and especially educational institutions, cannot be dealt with as privately owned and controlled institutions may be handled. If it were possible to approach this problem without being compelled to take into consideration anything but the future, and looking solely to economy and efficiency, the wisest solution would be to consolidate these institutions in one place. The initial loss in the abandonment of one or more plants and the enlargement of the other, would seem great, but it would be economy in the end. The time was when this might have been done without entailing any great burden, but that time has passed, and such a solution would not be sustained by public opinion.

"The Board realized, therefore, that these institutions must remain separate. The obligation was to formulate a plan to reduce duplications to a justifiable minimum and to serve the educational needs of the state in the most effective manner throughout the long future, in comparison with which the years which have already elapsed are as so many heart throbs.

"Some time ago a memorandum setting forth a tentative plan for coordination was carefully prepared. The recommendations contained in this memorandum were as follows:

"First, that all work in engineering be centered at the Agricultural College.

"Second, that all courses in professional education and in liberal arts, at the Iowa State Teachers College, which extend beyond the Sophomore year, be discontinued, and centered at the University.

"Third, that all courses in general science and domestic science now existing at the College of Agriculture be discontinued, and that the field of household arts be opened at the University.

"Reasons for these recommendations may be briefly summed up. It was deemed indefensible for the state to maintain, within 125 miles of each other, two colleges of engineering covering practically the same field--as indefensible as it would be to maintain two colleges of medicine or two colleges of law. It was deemed equally indefensible to maintain two colleges of liberal arts, one at Cedar Falls and the other at Iowa City. And it was further held that the State Teachers College would better serve the educational needs of the State by concentrating its energies on the training of teachers for the elementary schools. To develop a thorough college of liberal arts at the Teachers College, in connection with professional courses in education, would necessitate strong departments in the modern and ancient languages, in philosophy and psychology, and in each of the sciences, also extensive laboratories, libraries and museums. All of these now exist and must continue to exist at the University, where the annual cost of this work in salaries to professors and instructors is \$167,805. Moreover, the facilities for professional training in education are thoroughly established at the University, and by comparatively slight increase in expenditure will be adequate to supply the entire demand. There are also at the University advanced and graduate courses, in the various liberal arts subjects, enrolling 223 graduate students, most of whom expect to teach. To duplicate these courses at the Teachers College is deemed futile extravagance.

"Finally, the Board holds that the most potent educational need in Iowa today is a supply of properly trained teachers for the rural and elementary schools. To meet the demand in this field will more than exhaust the present resources of the Teachers College. This institution should not only bend all of its energies to this mission, but it should encourage the establishment of several additional institutions in other parts of the state to aid in the same service.

"Under the proposed plan of coordination, the function of the State Agricultural College will be almost exclusively, to serve agriculture and the profession of engineering in Iowa. Naturally, this work will necessitate certain duplications of the University courses in mathematics, in English, in modern languages, and in economics. Such duplications now exist and they should continue to exist with this restriction: At the State Agricultural College they

should each serve as a means of efficiency to a professional course in Engineering, Agriculture and Veterinary Medicine, and not as a part of a general and separate culture course. In other words, it is clearly not wise for the state to support a college of liberal arts at Ames, and to duplicate this work at the University.

"Domestic Science is transferred to the University, first, because domestic science for women should be pursued in connection with a wide range of subjects in liberal culture. These now exist at the University. Second, in justice to the increasing number of women at the University, this field of instruction must be established at an early date. Third, the Board has committed itself to the development of a college of fine arts at the University, and this in connection with the strong college of liberal arts, is a most valuable adjunct to those interested in household arts."

Once the Board's report and decision on coordination was made public, great pressure was exerted to force the Board to rescind its action. The opposition culminated in an attempt by certain members of the General Assembly to secure passage of a resolution to require the Board to retain the status quo. Although the resolution was adopted only by the House of Representatives, the Board at its April 3-4, 1913, meeting voted unanimously to rescind its order of October 8, 1912, relative to changes in the courses of study in the different institutions. That the legislature was not in sympathy with the Board's far-reaching proposals was further evidenced by its appropriation of funds for the construction of a new engineering building at the University of Iowa.

Bureau of Education (Claxton) Survey of 1915

In February of 1915 the Board requested the United States Bureau of Education to assist in the preparation of a budget for the three state institutions of higher education. In its letter of request the Board stated that it had "no desire to reopen the coordination question in the sense of combining the colleges of engineering and home economics as organized at the State University

of Iowa and the Iowa State College of Agriculture and Mechanic Arts, or the abandonment of the college courses at the Iowa State Teachers College; but the Iowa State Board of Education would like to know whether it would be possible, without resorting to such radical action as mentioned above, to reduce duplications. "

On May 15, 1915, the Board authorized the U. S. Commissioner of Education, P. P. Claxton, to make a survey of the three institutions and stipulated the following matters upon which information and counsel were especially desired:

1. The duplication in courses in education and psychology between the State university and the college of agriculture and mechanic arts.

2. The extent to which courses in liberal arts are offered at the Iowa State College of Agriculture and Mechanic Arts.

3. The advisability of giving courses in journalism at the State college of agriculture and mechanic arts and the desirability of establishing a school of journalism, with a recommendation as to its location.

4. The status of graduate work at each of the three State institutions, with the expression of an opinion by the investigators as to the possibilities of preventing duplication in this department.

5. The feasibility of consolidating the extension work of the three State-supported institutions.

6. The adequacy of the buildings, and the economy exercised in their use, at the State university, the State college of agriculture and mechanic arts, and the State teachers college. Specifically the opinion of the investigators was requested as to whether a general library and auditorium, or a botany and geology building, should be provided at the State university within the next biennium.

7. The best avenues of expansion of the State university and the State college of agriculture and mechanic arts, with special reference to the advisability of adding new colleges or departments to meet present or future educational needs of the State. The investigators were asked especially for a recommendation concerning the establishment of a college of commerce.

Preliminary to discussing the matters referred to it by the Board, the commission dealt extensively with duplication in general and then came up with a principle of "major and service lines" as the basis of its recommendations.

The survey commission studied each of these matters and also the general problem of duplication and coordination. As a result, 52 recommendations were presented to the Board of Education, of which at least 20 dealt with duplication and coordination. These 20 recommendations, together with the commission's reasoning, are set out below.

Duplication

Recommendation No. 1. -- The adoption of the principle of "major and service lines of work" at the three state institutions.

In dealing with the problems of duplication the commission was guided by what may be described as the principle of "major and service lines" of work. In accordance with this principle, the survey commission believed that each institution should have assigned to it certain major fields which it might be expected to develop to their fullest extent. The commission believed that by following this principle the status of most subjects would be settled automatically and that in the future it would determine whether in a particular institution subjects should be developed beyond their elementary stage. Moreover, the principle could apply to extension work as well as to intramural work.

"Major lines" were described as the primary fields of each institution. According to the commission, there should be no material overlapping of major lines. "Service lines" were defined by the commission as "such subordinate subjects as are essential to the proper cultivation of a major line," but the amount required generally would not be large. Also, the commission believed that institutions might well "overlap as regards the relation of their service lines to one another and more particularly as regards the relation of their major to their service lines."

The commission cited as examples of major lines agriculture, veterinarian medicine, home economics and certain departments of engineering at the State College, and English, Latin, German, French, history, music, political science and psychology at the State University. This principle would, according to the commission, make all other subjects at the State College service subjects and not to be "developed beyond the point at which the needs of the major subjects are applied." At the State University, agriculture and certain fields of engineering, if permitted at all, would serve only as service subjects contributory to its major lines.

The commission pointed out, however, that certain subjects such as chemistry, physics, zoology, bacteriology and botany may not readily be divisible as "major" or "service" lines. Each of these has a place at both the State University and the State College.

Recommendation No. 2. -- The creation of an annual conference consisting of members of the faculties of the institutions and the state board of

education, to adjust questions of overlapping not automatically determined, by the establishment of major lines for each institution.

Recommendation No. 3. -- The readjustment of the work in engineering at the State University and the State College, according to one of three methods:

- (a) A horizontal division assigning graduate work to one school and undergraduate work to the other. (Judged impracticable by the commission.)
- (b) The union of the two schools at one place. (Thought by the commission to be possibly inexpedient because of the state of public opinion.)
- (c) A vertical division of work, assigning some branches of engineering to one institution and some to the other.

The commission was of the opinion that in a state with geographical, economic, and social characteristics of Iowa there might well be justification for several state institutions of collegiate grade and that there was no very grave objection to be urged against the practice of offering strictly collegiate work in three different places. But the commission was unable to see any justification for sweeping duplication in the range of advanced and professional work such as medicine and law. Neither could it find much justification for two engineering schools.

While the commission was unanimously of the opinion that the ideal solution would be to merge the two schools at the State College it realized that institutional and popular sentiment in Iowa probably would not permit that.

Therefore the commission recommended that a definite vertical or topical division of engineering be worked out by the board of education with the advice of a small group of expert engineers not connected with either institution, and that when such a division was determined that it be rigidly enforced by all the educational authorities concerned. It appeared to the commission that municipal and sanitary engineering, hydraulic engineering and perhaps structural engineering should be conducted at the State University, while highway, transportation, electrical and mechanical engineering should be developed at the State College. The necessity for work in mining, ceramic and chemical engineering, and the location of this work, were deemed matters for future consideration.

Recommendation No. 4. -- The discontinuance of the last two years in liberal arts at the Iowa State Teachers College with suggestion of three-year non-degree courses for rural and grade teachers.

In making this recommendation the commission reasoned: (1) that the State University and the State College were able to care for all students who might want to earn a bachelor's degree at a state institution in Iowa; (2) that the atmosphere of the Teachers College was not unequivocally collegiate and that students who received training there for the bachelor's degree were "likely to miss certain valuable elements in such training," and (3) that the work offered in the third and fourth years of college was relatively small and "only barely sufficient to round out a senior-college curriculum."

The commission pointed out that the discontinuance of the last two years of collegiate work at the Teachers College "would in the long run contribute to the efficiency of the State institutions as a whole," and would permit

that institution to concentrate its resources on the first two years of work for the preparation of teachers for the rural and grade schools.

In addition, the commission recommended that if the board concurred in the belief that the function of the Teachers College should be to train rural and grade school teachers, and not the preparation of high school teachers or the granting of a bachelor's degree for work in liberal arts, that the courses for such teachers be made three years in length, with one year devoted to professional subjects and the remainder to subject matter courses.

If the board of education was unwilling to accept the above recommendation, the survey commission advised that the last two years of work in the Teachers College be strengthened "to bring it more nearly into line with the curricula of first-class institutions conferring the bachelor's degree."

Graduate Work

Recommendation No. 8. -- The encouragement of the development of graduate work at the State University and the State College along the major lines of the institutions.

In presenting this recommendation the survey commission dealt extensively with the status of graduate programs at the State University and the State College in 1915. A resumé of this discussion is not germane to this study. The commission pointed out, however, that application of the principle of major and service lines to graduate work might avoid serious duplication and the friction of competition.

The commission was of the opinion that "graduate work of a high character is, and ought to be, carried on with increasing efficiency at both

the Iowa State University and the Iowa State College." At this time the degree of master of didactics was conferred at the Teachers College, but the commission believed this to be more nearly an extended undergraduate course, with a thesis, than organized graduate work based upon an undergraduate foundation.

It was clear to the commission that graduate work should develop along major lines. The Iowa State College, for example, should follow those major lines of work for which the institution was constituted. "Its graduate work, therefore, should be supplementary to that of the State university, and coordinate with it, but without any such overlapping as is permissible and perhaps desirable in the first two years of undergraduate curricula in certain courses." Whenever either institution diverged from this principle, the commission believed that it should be brought back by the board or by some other correlating agency.

Recommendation No. 12. -- The creation of a standing committee on graduate work, to consist of two members of the State board of education and three members each from the institutions giving graduate work, the latter to be elected for a term of years by the graduate faculties.

The commission recognized the difficulty which existed and which it felt was bound to continue in defining the scope of the graduate work to be carried on by the State University and the State College. To make the necessary adjustments, the commission recommended the creation of a standing committee on graduate work with "power to review the present offerings of

graduate courses, to make such definitions and adjustments between institutions as may be required in order to secure conformity to the principle of major lines . . . and that no institution under the authority of the board shall inaugurate any new lines or announce any new courses without the approval of this committee in advance."

Under such an arrangement the commission felt that it was conceivable, for example, that such a committee would decide that graduate work and research in such subjects as history, modern languages, political science, psychology, mathematics, and education ought to be developed only at the State University; that such subjects as agronomy, animal husbandry, horticulture, and entomology should be developed only at the State College; and that certain specified branches of such subjects as chemistry, botany, zoology, and bacteriology may be properly developed in one location or the other, but without duplication."

Liberal Arts at the State College

Recommendation No. 13. -- The strict enforcement by the State board of education of the principle that departments of liberal arts and sciences at the Iowa State College of Agriculture and Mechanic Arts shall be simply service departments; especially the revision of the work offered in the departments of economic science, geology, physics, and mathematics, to secure conformity to this principle.

Recommendation No. 14. -- The abandonment of courses in chemistry at the Iowa State College which neither contribute to the major lines of that institution nor reenforce the work of the experiment stations.

Recommendation No. 15. --The revision of the requirements for the degree of bachelor of science in the division of industrial science, to render it impossible to secure the degree on completion of industrial and professional courses (in contradistinction to liberal arts courses) equal in amount to those required in technical curricula.

Because the present study is directly related to the subject of liberal arts courses at Iowa State College, the commission's findings in this regard are reproduced below.

"The commission has been asked by the State board of education to investigate the following question: 'Does the liberal arts work offered at the Iowa State College of Agriculture and Mechanic Arts come within the proper scope of that institution when considered in connection with the other educational institutions of the State?' In the judgment of the commission, the issues raised by this question, as by the question relating to graduate work, are vital. They lie at the very root of the State's higher educational problem . . .

"The necessity of introducing some courses in liberal arts and science subjects into the curricula leading to the various degrees at the Iowa State College will not be disputed. While the work prescribed for degrees in agriculture, engineering, home economics, veterinary medicine, etc., is more or less technical in all the State universities or land-grant colleges, such work is nevertheless undergraduate, and, with the possible exception of veterinary medicine, not professional in its nature. It is now upon a scientific collegiate basis, rather than upon a mechanic arts or purely vocational basis. The first two years of the undergraduate curricula in agriculture and engineering in nearly all of the strong universities of the United States and in specialized institutions like the New York College of Agriculture in Cornell University and the Massachusetts Institute of Technology are largely made up of work in the fundamental mathematical and scientific subjects, such as botany, chemistry, mathematics, and zoology, in combination with varying amounts of English composition and literature, history, modern languages, economics, political science, and sociology. It happens not infrequently also that general or survey courses in the latter group of subjects are put into the last two years of the undergraduate course. It is of the greatest importance in this connection to keep clearly in mind the distinction, which is elaborated elsewhere in this report, between the major lines of work in an institution like the Iowa State College, and the group of liberal arts and science subjects here under discussion. The latter are and ought to be auxiliary or service subjects, which serve either as the foundation or as buttresses for the main structure.

"The principle on which liberalizing subjects, whether humanistic or scientific, should be included in the schedule of work of an institution organized by the State for the express purpose of developing curricula in agriculture, engineering, etc., may be stated thus: Only such liberalizing subjects should be incorporated in the offerings of the institution, and only in such amounts, as will wisely reenforce the technical or semitechnical specialized curricula for whose development the institution was constituted. In all institutions like the Iowa State College attempts to develop courses in these subjects for themselves are certain to be made. Strong teachers will naturally urge elaboration of the subjects in which they are interested, sometimes in disregard of the purposes of the institution as a whole. Courses may even be offered as a means of holding students already registered who have changed their professional or academic intentions. If there be such students in the institution, they should, of course, be directed to seek instruction in other institutions emphasizing other curricula.

"It is the commission's opinion that all these attempts should be checked by the governing board, even though the plea be made that the cost of such tentative development is small, or that the number of students is not large, or that a local demand is to be met. To take specific examples, the development of extended courses in psychology, in the history and theory of education, in political science, or in advanced mathematics, in the Iowa State College should be authorized by the board only upon proof that such courses are indispensable for the purpose of supporting regular work in the major lines already mentioned. The problem of the relation between undergraduate work and graduate work in the different departments in the Iowa State College is more fully discussed in another place. If the principle of the establishment of major lines of work, forming the main structure in the curricula of the State institutions, be accepted, another principle will be at once clearly defined. All departments of an institution must be treated alike in the matter of thoroughly adequate provisions of men and apparatus with which to do the work required by the purposes of the college. All departments need not be treated alike, however, in facilities of expansion and outreach into graduate courses and research. A service department is a service department and not a major department, and it must so remain, if waste and unwarrantable duplication of effort and expenditure are to be avoided.¹

¹Certain departments, like chemistry and botany, by their intimate and organic relation with the research work of experiment stations, will need to develop specialized forms of work in the direction of major lines; for example, soil chemistry, organic chemistry, plant pathology, and dairy bacteriology. But in all such cases a clear differentiation of departmental functions should be enforced, for the State does not need two groups of research men and two research laboratories for plant pathology or dairy bacteriology. It is even conceivable that a strong man in one of the other State institutions might develop his talents along one of these lines to a point which would make it desirable to transfer him to the State college staff instead of continuing his work on the old location."

"Courses in practically all of the subjects referred to above are taught in the Iowa State College and embodied in widely varying proportions in the curricula leading to different degrees. Some of them, for example, English and mathematics, are required of nearly all students in agriculture, engineering, and home economics. The commission finds no evidence that the number of instructors in these fundamental subjects, as taught in the first and second years, is too large or that the services of these instructors are uneconomically utilized. Furthermore, the number of semester hours required in these subjects in the curriculum of the first two years does not appear excessive or ill balanced. Work in English composition, elementary mathematics, and like subjects for students of the first and second years, if the number of students in each place exceeds 200, is probably carried on just as economically and just as effectively in two or three places as in one. Two hundred students will keep fully occupied two instructors in first-year mathematics, two in chemistry, and two in rhetoric; similarly, laboratory space for 600 first-year students in chemistry and zoology would not be greatly economized if work were to be done in one place, as contrasted with a more or less equal distribution of it in three places. In other words, the commission finds no evidence of unnecessary or wasteful duplication of work of the first and second years in the three State-supported institutions in Iowa. Each has its corps of instructors for these years fully occupied, and pressure upon its space for the work of these two years is not below normal.

"Substantially the same thing is true of the essential service courses in the third and fourth years in the curricula in agriculture and home economics in the State college. The prescribed courses in such curricula, in mathematics, physics, chemistry, botany, zoology, English, economics, education, and psychology is warranted by the normal needs of these groups of students. In order to meet the requirements of the State law in regard to the certification of teachers, students who wish to be prepared upon graduation to teach agriculture, home economics, and manual training must have had instruction in certain prescribed subjects. The obligation to give this instruction can scarcely be called optional for the institution unless some device is worked out by which a student may obtain these courses elsewhere through an organized plan of inter-institutional movement of students. Such plans are not yet common in America.

"In the more advanced and specialized courses the commission finds considerable duplication of courses offered elsewhere. Much of this seems unwise and unwarranted when judged by the principle announced by the college as covering its service department of instruction. The commission finds an illustration of this tendency in the department of chemistry. The college must maintain its undergraduate work in chemistry upon a high level; it must provide every necessary facility for the chemical side of the work of the agricultural and engineering experiment stations. Undoubtedly it must also develop certain lines of graduate work in chemistry connected with the agricultural experiment station, which has a special obligation to the Federal Government and the engineering experiment station. It does not follow,

however, that the college would be warranted in attempting to establish a great school of chemical instruction and research, covering every phase of the vast and varied subject. If the State is to support several departments in different institutions, it may well insist upon strictly defined specialized lines for each institution. Unquestionably the State college must undertake a great development of chemical research as related to agriculture, but the preparation of men to be research workers in numerous other branches of chemistry is not necessarily an obligation laid upon the State or upon this particular college.

"The commission recommends a thorough-going revision of the announcements of this department and the elimination of all courses that are not strictly in conformity with the principle of the development of major lines, and do not directly reenforce the work of the experiment stations. An advisory committee of members of the American Chemical Society, who have no relation whatever to the State college and State university, could undoubtedly assist the board very materially in determining the lines of advanced work in chemistry which each institution should cultivate.

"The charge has frequently been made and widely believed that the Iowa State College has endeavored to build up a curriculum in liberal arts and sciences leading to a nontechnical degree either in general science or in arts. The present president of the college and others in responsible positions disclaim in most explicit terms any attempt to build up such a curriculum. They insist that only such liberal arts subjects and only so much of such subjects will be taught by the institution as will be needed for a properly balanced and enriched curriculum in agriculture, engineering, home economics, and veterinary science. While the commission accepts this statement as an accurate description of the present intention, there is some evidence that an attempt was made at an earlier period in the history of this college to formulate a curriculum which might have been described not inaccurately as a curriculum of liberal arts and sciences, even though it was not intended to have it lead to the degree of bachelor of arts. The commission found some conflict of testimony as to the definiteness and vigor of this attempt. Possibly part of the difference of opinion rose from the difference of concept as to what was meant by a general or a liberal arts course. Since both the humanities and the sciences are now accepted as proper liberalizing disciplines, the commission does not distinguish between a curriculum in which a student may major in geology or mathematics and receive a degree of bachelor of science in general science, and a curriculum in which a student may major in philosophy or economics. Courses offered in several departments in the general catalog for 1915-16 indicate a past or present ambition to expand certain subjects beyond the needs of the curricula in which they constitute a subsidiary element.

"It is necessary, therefore, to examine the contention that all the work in liberal arts and pure science now offered is primarily subordinated to the interests of students taking one of the curricula leading to degrees in

agriculture, engineering, home economics, etc. In place of the "colleges" commonly found in the larger universities, this institution has a grouping of departments designated as "divisions," for example, the division of engineering, the division of agriculture. It is evident that the division of industrial science is constituted in a different manner from the other divisions, and that the procedure of a student in this division, if not his original intention, is likely to differ quite markedly from the procedure of a student who enters upon the curricula in agriculture or engineering. The catalog for 1915-16, page 232, states:

"The courses in industrial science are not 'liberal arts courses.' They are courses intended to fit the student for certain specialized fields of professional activity* * *. An opportunity is offered for the election of an amount of general work approximately equal to that allowed or required in other technical courses of the institution* * *. Neither are these courses to be regarded as general science courses, for as soon as the scientific and linguistic foundation of the freshman and a part of the sophomore year has been secured, the student is required to specialize in some science and to relate it definitely to its industrial and professional phases.

"The division of industrial science includes the departments of--

Bacteriology and hygiene.	Mathematics.
Botany.	Military science and tactics.
Chemistry.	Modern languages.
Economics.	Music.
English.	Physical training
History and psychology.	Public speaking.
Library.	Zoology.

"Logically geology and physics should be here, but they are, as it happens, departments in other divisions.

"In the division of industrial science there are four curricula leading to the degree of bachelor of science with major work in one of the following departments:

Bacteriology and hygiene.	Mathematics.
Botany.	Physics.
Chemistry.	Veterinary anatomy.
Economics.	Veterinary pathology.
Entomology.	Veterinary physiology.
Geology.	Zoology.

"Special groups in this department are:

Applied botany.

Applied entomology.

Applied chemistry.

Applied geology.

"Joint or five-year curricula are offered in chemical engineering, agricultural engineering, and home economics. A six-year combined curriculum with veterinary medicine is also provided.

"The curriculum of the freshman year in industrial science 'leading to the degree of bachelor of science (in some major science)' has no industrial subject whatever in its total of 34 or 37 hours, unless 2 hours of the industrial history of the United States or of the economic history of American agriculture be so characterized. In this respect the curriculum does not greatly differ from the curriculum in agriculture. In the sophomore year, 16 hours of 'science electives' and 12 hours of free electives are included in the total of 36 hours. The only industrial subjects that appear here in the science electives are veterinary anatomy, veterinary pathology, and veterinary physiology. The major for the junior and senior years requires that at least 20 hours out of a total of 64 shall be chosen from the major subjects enumerated above.

"From these statements it appears that a student in getting his bachelor of science degree might reduce the elements which are really industrial to a very low minimum. If his major were in economics, mathematics, or geology, he would have 2 hours of industrial subjects in the freshman year, none in the sophomore year, and a maximum of 24 in his junior and senior years, with a possibility of materially reducing the 24 with the approval of the proper authorities. This is not far from the substance of a curriculum in liberal arts and sciences. This distinction between a major in geology and a major in history is not material, if the principle of prescribed courses along major technological lines, in accordance with the purpose of the college, is accepted. While the curriculum does not permit a major in such humanistic subjects as English, modern languages, and education, each of these subjects may have a considerable representation through the free electives.

"It does not appear that many of the relatively small number of students taking the degree in industrial science have been allowed to abuse the opportunities which exist for making extreme schedules.

"In the following paragraphs the offerings of three of the departments included in the division of industrial science are analyzed with a view to determining how far they have conformed in their development to the limitations laid upon them as service departments subordinate to the major technological lines of the college. An analysis of the offerings of four other departments in the same division is given in the appendix, page 140.

"An analysis of the department of English and the department of literature, which appear to be really one department, shows that the

principle of subordination of the work of these departments to the major purpose of the college is well followed out. The unexpectedly large number of courses in these departments is due to the splitting up of the elementary work into courses which, in the main, duplicate each other, having slightly varied credit values for different groups of students--for example, those in home economics or in agriculture. In English 15 courses are announced, of which 1 set of 2 courses, with 3 credit hours each, is designed for agricultural engineers; another for agricultural students; still another, with 2 hours' credit, for women. The total offerings, including these duplicates, are 36 semester hours, or, eliminating duplications, 22 semester hours.

"In literature an elastic scheme of credit is elaborated. Literature 1, for example, may be taken for 1, 2, 3, or 4 hours' credit. The maximum obtainable in the general courses is 14 hours. An unusual group is described as 'Literature as related to technical subjects and courses.' One of these courses is 'The scientific age in literature.' Others are 'Literature of farm and community life,' 'Reading for children at home and at school,' and 'The farm library.' The total offerings in this group in the department of literature are 18 semester hours. No courses open to undergraduates and graduates, or to graduates only, are offered in these two departments.

"The announcements in the department of economic science ('Applied economics and social science') indicate a disregard of the sentiment which has kept English and literature purely service departments. Six courses, totaling 16 semester hours, are for undergraduates. Twenty-four courses, totaling 17 semester hours, are for undergraduates and graduates, including two 'seminar' courses ('current events,' 'reading economic magazines'), and one in research, involving public utilities, speculation, and 'various other problems and phases of social and industrial life.' One course in thesis and research work is for graduates only. The head of the department states that each course is given a distinctly agricultural or engineering bent and that it justifies itself as a semitechnical or industrial course, as distinguished from a liberal-arts course. It is the opinion of the commission, however, that so large a number of courses is unnecessary for the support of the allied interests, and that the wide differentiation indicated by the titles just quoted scarcely represents present institutional necessities. The commission would point out that the importance of a very thorough training in the principles of economics for an engineer who wishes to do research work in railroad rates, or in municipal or financial direction of public utilities, does not constitute an obligation on the part of this college to give such instruction, merely because it maintains a college of engineering and an engineering experiment station. A student wishing to make this combination of economics with engineering would do far better to go to an institution making a specialty of graduate work in economics. The State and the State college would be the gainer by such an arrangement, and would avoid the criticism which might be leveled at the present tendency to develop advanced and graduate courses in economics in this institution.

"The courses in geology are designed--to meet the requirements of students in civil engineering, students in the division of agriculture, students specializing in geology and botany, students in mining engineering, those who expect to become mining geologists and professional geologists, and students taking general courses.

"Accordingly, a student's major may be in geology in the division of industrial science. In so doing he would take a maximum of 49 hours in geology, mineralogy, and physiography, without choosing any electives from these subjects, save as alternates for prescribed courses. This curriculum, with geology as major, whether designed for professional geologists or 'students taking general courses,' does not differ materially from that which could be taken in a standard college of liberal arts and sciences, perhaps leading to an A. B. degree. It could not justly be described as auxiliary to any technological or semiprofessional purpose in agriculture or engineering.

"In the department of geology 28 courses are announced--4 for undergraduates, 18 for undergraduates and graduates, and 6 for graduates only. These represent a total of about 95 semester hours, covering work in geology, mineralogy, petrology, petrography, stratigraphy, cartography, physiography, and meteorology. The staff of instruction consists of one professor, who is also professor of engineering and vice dean of the division of engineering, and one assistant professor. Six graduate courses are announced by the professor, with no indication of alternation in the giving of the courses year by year. Special work in the thesis course, with five hours' credit, may be taken in such specialties as metamorphism and stratigraphic geology. Except for the courses that may be used for a major in industrial science or in one of the 'general courses,' the amount of work called for in this department by students in agriculture and engineering, even including mining engineering, would not require more than one-half the present offerings.

"The commission is clearly of the opinion that the work of this department, as announced in the catalogue for 1915-16, indicates the existence of a large duplication of the work done at the State university. Geology as a major subject in the curriculum in industrial science and in any other curriculum designed to train professional geologists should be eliminated from the State college. The State does not need two research or graduate departments of geology, for the number of graduate students is not likely, in the near future, to be very large. The State university is in direct contact with the office of the State geologist and the great collections belonging to that office. Because of the development already attained at the State university under these conditions, that institution is the logical and proper place for training all students who wish advanced work in geology. At the State university 19 courses, totaling 59 hours, are offered, besides 6 research courses, for which specific hours of credit are not announced. The department includes the same general scope of work as at the State college, and instruction is given by two professors, one instructor, and one assistant.

"The State college must, of course, provide general courses in geology, meteorology, etc., in a service department conducted as such for students in agriculture and engineering, but the department of geology should be kept at that limit. If, as is quite possible, a student should now and then be developed who desires to make geology a profession, or who seeks to strengthen himself as a mining geologist, provision should be made for his transfer to the State university or to some other institution with a sufficient number of mining or geological students in its advanced or graduate courses to give a distinctly professional atmosphere and momentum, to create in him a real scientific or professional enthusiasm. In 1914-15 the registration in mining engineering in the State college was: Senior class, 3; junior class, 4; sophomore class, 0; freshman class, 3. A group so small, even if kept carefully segregated, would be practically lost in the body of engineering and agricultural students.

"In order that the State college may avoid all further suspicion that it is endeavoring to build up a curriculum of liberal arts, the commission recommends that its officers take immediate steps (1) to confine the offerings of the departments included in the division of industrial science to such scope as is appropriate to purely service departments and (2) so to recast the requirements for the degree of bachelor of science in this division as to render it impossible for any student to secure the degree without pursuing industrial or professional courses to an amount substantially equal to that required in other technical courses in the institution. These steps the commission thinks are necessary to make the work in this department coincide with the catalogue announcement quoted on page 70."

Extension Work

Recommendation No. 16. --The strict application of the principle of the major lines of work to the development of the extension enterprises of the three state institutions.

According to the commission, extension work was a natural outgrowth of the enlargement of the fields and intentions of higher education. In Iowa it was found that while the extension activities of the three institutions were uncorrelated, there was "no damaging duplication" at the time [1915]. To prevent a conflict in extension services, however, the commission suggested the application of the principle of major lines to these services. From the

major lines allocated to the institutions the extension enterprises could be developed, making these enterprises parts of the regular institutional life rather than separate units.

Recommendation No. 17. --The establishment of a conference on extension work composed of members of the board of education and extension officers of the three institutions to discuss projects.

As a means of reducing differences and adjusting difficulties among the institutions in the field of extension work, the commission recommended the establishment of a conference composed of members of the board of education and the persons immediately responsible for extension work in each of the institutions. The duties of such a conference would be to guide the direction of extension activities, but it would be without legislative authority.

Duplication in Education and Psychology

Recommendation No. 18. --The imposition of no external limitation upon facilities offered at the three state institutions for giving work in home economics, agriculture, and manual training until the present force of teachers in the state schools is equipped to meet the obligations imposed by the state law.

Recommendation No. 19. --Thereafter the delimitation of work in psychology and education at the state college to the amount requisite to meet the requirements of the first-class state certificate.

To the commission, it appeared that there was an "appreciable

overlapping" of work in psychology and education at the State University and the State College. Such overlapping was considered necessary in the case of elementary psychology, and there was little question but that the work at the State College might well "touch upon educational psychology and some of the more practical of the applied branches of psychology." But as regards advanced work, the commission stated: "The more advanced work will continue to be developed and carried on at the State university, as in the immediate past."

In the matter of education, the commission felt that it was necessary to give basic instruction at both the State University and the State College, but there was some doubt as to whether the University should undertake work in agricultural education and as to whether the State College should train school administrators.

After discussing the need for teachers, the commission recommended that for the present no limitations be placed on teacher training programs for home economics, agriculture and manual training. But once the need for trained teachers was met, the commission questioned whether "there may not properly be a somewhat rigorous delimitation of the work in psychology and education at the State college such as will prevent the development there of more than that amount of work requisite to meet the requirements of the State law for first-class certificates. It is the understanding of the commission that such a policy is, as stated above, avowedly that of the present administration at the State College of Agriculture and Mechanic Arts. It is, however, equally obvious that, unless some rigid supervision is exercised, the

history of other institutions will be repeated and this work will little by little be allowed to grow until it has quite outstripped the original intentions of its founders. Certainly, with the exception of work in agriculture, the more advanced forms of training for teachers and especially for superintendents and supervisors who are to go into the higher branches of work in the State ought chiefly to be provided for at the State university. The facilities for such work are already fairly satisfactory there and can readily be developed into conditions of an entirely adequate kind with a smaller expenditure of time and money and among more congenial academic surroundings than elsewhere in the State."

Home Economics

Recommendation No. 21. --The development at the Iowa State University of home economics as a service department along lines that will make it of greatest value to students majoring in other courses of study.

Recommendation No. 22. --The avoidance by the university of courses that duplicate the work offered at the State College of Agriculture and Mechanic Arts in the preparation of high school teachers.

Recommendation No. 23. --The establishment at the university of special lines of work for the training of hospital dietitians.

Recommendation No. 25. --The provision of opportunities for preparation in institutional and cafeterial management at the State College of Agriculture and Mechanic Arts.

After reciting the status of home economics instruction at the three state schools, the commission felt "it unwise to develop at the State university

courses in home economics leading to degrees. The proper function of the department in the scheme of university instruction should be that of a service department. Because of both its practical and its cultural value, the continuance of home economics on this basis is amply justified in any institution frequented by women. That courses in the subject not only afford useful training in the arts and sciences involved in the maintenance of efficient homes, but that their content tends to broaden and humanize the experience of women students is commonly recognized. A certain amount of duplication in the fundamental lines of home economics teaching between the university and the State college is naturally unavoidable, as in the case of English and mathematics and other subjects generally held to be indispensable in both liberal and technical curricula. Unwarranted duplication can be prevented if the university department is kept from expanding beyond the limits of a service department.

"Having regard to the definite differentiation of the university department from the department at the State college, where home economics constitutes one of the major lines of work, the development of courses for the training of high-school teachers of home economics should not be encouraged at the university. But there is another field which the university department, as it expands, may enter legitimately and consistently with the principles here enunciated. It may contribute to the training of hospital dietitians. The conjunction at the university of a department of home economics with a hospital and a medical school of the first rank presents an unusual opportunity for the development of this type of instruction. . . . If the State desires to create such courses, they should be connected with the home economics department

at the university. This is not to be understood, however, as implying a recognition of professional courses in home economics at the university."

The commission was of the opinion that home economics at the State College had followed well-defined lines. "It has been planned primarily to train the college women to perform household tasks dexterously and to understand the scientific principles underlying these tasks, and it has prepared many women for teaching and directive positions. More recently there has been organized a strong technical course for women not desirous of receiving a college degree.

"There are certain directions in which the division of home economics may be developed logically and consistently with the principles already emphasized in this report. The State board may appropriately encourage the enlargement at the State college of facilities for preparing women for various positions of responsibility in dormitories, tea rooms, hospitals, and cafeterias. To this end it seems desirable that the college cafeteria be placed under the charge of the home economics division, and as far as possible used as a practice place. The training of hospital dietitians, however, appears, in view of the considerations already mentioned, to be more fittingly the function of the university department of home economics in conjunction with the university hospital. . . . In addition to training high-school teachers of home economics, a task to which the State college is already committed, the institution may well respond to the growing demand for the preparation of teachers of this subject for trade and industrial schools."

Capen Survey of 1926

Ten years after the Bureau of Education survey the Board of Education decided upon another inquiry on the subject of duplication among the three state institutions of higher education. The motivation for this new survey was provided by the following joint resolution, adopted by the Iowa General Assembly on March 13, 1925:

"Whereas, the state now maintains three separate educational institutions, - the State University of Iowa, the State College of Agriculture and Mechanic Arts and the State Teachers' College, - at separate places within the state, and

"Whereas, the General Assembly believes that the work of these three institutions should be so coordinated as to eliminate all unnecessary duplication of effort, either in the courses of study maintained or in other educational work done, and

"Whereas, the General Assembly believes that the elimination of such unnecessary duplication of effort will result in the reduction of the expenses of such institutions as well as in increased efficiency and results, NOW THEREFORE

"Be It Resolved and Enacted by the General Assembly of the State of Iowa:

"Section 1. That the Iowa State Board of Education be and it is hereby directed to at once make a careful study of conditions at the three institutions for the purpose of determining where such unnecessary duplication exists and where and in what manner the expense of maintaining the three institutions may be reduced.

"Section 2. That the Iowa State Board of Education be and it is hereby directed to at once and prior to the 1st day of July A. D. 1926 provide for the elimination of all unnecessary effort, both in the courses of study maintained and in other educational work done, and to report in detail the action taken to the Governor of Iowa on or before said date."

Upon passage of this legislative directive, the Board began a study of the situation. It invited Dr. Samuel P. Capen, Chancellor of the University of Buffalo and Chairman of the 1915 survey commission, to meet with the Board and discuss the matter. As a result of this meeting, Dr. Capen was authorized to select two other prominent educators to assist in a thorough study of duplication in the three state schools. The report of the committee was presented to the Board of Education on March 2, 1926.

In its report the committee acknowledged that duplication still existed in the three institutions, but maintained that it had not increased since the 1915 survey. The committee spelled out the historic reasons for duplication and then went on to state that the best guide for regulating duplication was adherence to the principle of major and service lines, as enunciated in the 1915 report.

As a result of its investigation the committee stated that duplication existed in the following four major lines, each of which was discussed in detail.

Civil, chemical, electrical and mechanical engineering

The training of teachers for high schools

The training of vocational teachers

Graduate work in subjects fundamental to the professional curricula of the State University and the State College

Duplication in Engineering

Recommendation No. 1. -- That the consolidation of the two schools of engineering was now inadvisable. It urged that the State Board of Education and the people of Iowa accept the existence of duplication in this field as a permanent condition of the higher educational enterprise of the State.

In dealing with duplication in engineering, the committee reviewed the recommendations of the 1916 survey and the then current status of engineering instruction at the State University and the State College. Because of changed conditions, however, the committee did not renew any one of the three alternative recommendations made in 1916. Rather, the committee felt that for the following reasons the two engineering schools should be accepted as a permanent division of this branch of instruction.

In the first place, the committee pointed out that both schools were operating at full capacity and it was "questionable whether they [the students] could be served as well in a single group as they now are in two. The committee has no doubt whatever that a student body of 3000 in engineering had better be divided than handled as a single unit."

In the second place, the committee stated that engineering training is expensive, with costly equipment and expert and highly paid instructors. To consolidate the two schools, for example, would merely mean adding instructors to the remaining school and the construction of expensive facilities. Indeed, the committee wished "to emphasize this point because evidently the opinion prevails in certain quarters that by concentrating all the work in engineering at Ames the whole current budgeted expense of the College of Applied Science [Engineering] of the State University (\$104,400) would be unnecessary. The opinion is entirely erroneous.

The main reason why the committee would not recommend consolidation of the two engineering schools at Ames, however, was the effect it would

have on other parts of the University, and particularly on such departments as physics, mathematics and chemistry which had recruited staffs to meet jointly the needs of the College of Engineering and their own particular subjects.

Although the committee would not recommend doing away with one of the engineering schools, it did not feel that duplication should be unrestricted. Rather, future developments should be controlled and "every possible encouragement should be given to both institutions to differentiate their respective efforts in engineering education."

Teacher Training

Recommendation No. 2. -- That the training of teachers for Smith-Hughes schools be carried on only at the Iowa State College of Agriculture and Mechanic Arts.

Recommendation No. 3. -- That the offering of degree curricula for vocational teachers of agriculture, home economics and trades and industries be permitted only at the Iowa State College of Agriculture and Mechanic Arts.

Recommendation No. 4. -- That the offering of degree curricula for teachers of physical education be permitted only at the State University of Iowa.

Recommendation No. 5. -- That the training of vocational teachers in commerce be permitted only at the State University of Iowa and at the Iowa State Teachers College.

Recommendation No. 6. -- That the State Board of Education insist that the Iowa State Teachers College place renewed emphasis on the training of teachers for elementary schools.

The committee summarized the teacher training situation in Iowa as follows:

One of the institutions only, the Iowa State Teachers College, trains elementary school teachers.

Two institutions, the State University and the State Teachers College, train teachers in general high school subjects.

All three institutions train vocational teachers for the secondary schools and teachers of physical education.

To the committee it seemed obvious that this situation in the state institutions represented a "perfect inversion of emphasis," and that it was not corrected by instruction in the private colleges of the state. In other words, the three institutions were competing in those fields in which there was already an adequate supply of teachers, but in the area most lacking in trained teachers-- elementary education--only one institution was giving training.

To remedy this situation the committee made the above recommendations. These recommendations were justified by explaining that "The Iowa State College of Agriculture and Mechanic Arts has the equipment and the institutional point of view which make it pre-eminently the place for the effective training of teachers of agriculture, home economics and trades and industries. These fields are its major lines. . . It must, therefore, - unless the Smith-Hughes fund is redistributed - train vocational teachers in all of these lines. . . The recommendations mean in concrete terms the abandonment by the Iowa State Teachers College of its majors in agriculture, home economics, manual training and physical education in the curriculum for the degree of Bachelor of Arts in Education. They mean that the Iowa State College should forego the

training of teachers of physical education. They mean also the abandonment by the State University of its offerings in vocational home economics to prepare teachers for Smith-Hughes schools. The recommendations do not imply, however, that these vocational subjects should not be developed at the Iowa State Teachers College and the State University as minor or service lines. . . or that physical education should not be a service line at the Iowa State Teachers College and the Iowa State College of Agriculture and Mechanic Arts.

The committee realized that the Teachers College maintained a training program for commercial teachers, but "in the interest of strict consistency the training of vocational teachers of commerce should be concentrated at one place; namely, the State University."

Although the committee made no specific recommendation in regard to the training of high school teachers in "general, liberal, and scientific subjects," it did point out that theoretically it might be desirable to concentrate these in the State University, but that "the movement to allow this function to be performed by the [Iowa State Teachers College] has gone too far to be halted." To prevent duplication in this field, however, the committee stated that the Teachers College should be a professional training school and not become a liberal arts college, although liberal arts courses must be taught in such a college. The committee was satisfied that at the Iowa State Teachers College the professional objective was predominant.

Graduate Work

Recommendation No. 9. -- That the Iowa State College of Agriculture and Mechanic Arts be permitted to offer graduate work only in its major lines.

Recommendation No. 10. --That the Iowa State Board of Education appoint a standing committee on graduate study consisting of members of the State Board of Education and members of the institutions offering graduate work, the committee to recommend to the State Board from time to time such division of the field of graduate study as will minimize duplication.

In regard to duplication in graduate work, the committee wrote what it termed a "purposely vague" discussion. The committee report stated that even a strict application of the principle of major and service lines would not altogether prevent duplication in graduate instruction at the State University and the State College because the major lines were so closely related. For instance, the committee pointed out, "biology and chemistry are major lines at the State University. Agriculture is one of the major lines of the State College. But agriculture is built up in large part of the materials of biology and chemistry. . . . Biology and chemistry as component parts of agriculture become to all intents and purposes major lines of the State College."

The committee admitted that it knew of no formula to remedy such a situation, for to stop graduate work in either institution in such instances would work to "hamper the full cultivation of a major line." According to the committee, it would be possible to divide the fields of graduate work, however. Chemistry, for example, "has undergone such a remarkable evolution in the past few years that it is now in reality several subjects. . . . The field of graduate work in chemistry might well be divided between the institutions at Ames and at Iowa City in accordance with the experience and predilections

of their respective staffs. . . Similar divisions of the field of advanced instruction in other subjects are equally possible."

The committee reported that duplication existed "in most of the subjects which are prominent components of agriculture, engineering, home economics and veterinary medicine, except certain of the strictly technical subjects in these fields which are cultivated at Ames alone." In only one instance was the committee able to find that the State College had extended its graduate instruction beyond the range of its major lines. That one deviation was in the field of English, where graduate instruction was offered to members of the instructional staff of that department. Apparently this one instance was the basis for the committee's recommendation No. 9.

Although the committee did not make a recommendation concerning a possible division of graduate work, it did recommend the creation of a committee on graduate study, presided over by a member of the State Board of Education. Such a committee, intimately associated with the institutions and the problems involved, could, said the study committee, create a scheme to avoid excessive duplication in graduate instruction which could be modified from time to time to meet changes in conditions as they arose.

Journalism

The question as to whether "the department of technical journalism at Ames represents the beginning of a school of journalism and if so to what extent it duplicates the work in journalism offered by the State University," received a negative response from the committee. The committee found no tendency

toward the development of a school of journalism. Rather, it was a service department whose principal function was to give students in the various curricula a limited training in preparing material for publication and whose secondary function was the training of a small number of young people for agricultural journalism.

Board Action on the Survey Recommendations

At its meeting held on June 9-10, 1926, the State Board of Education approved certain of the recommendations contained in the Capen Report, added certain others, and on July 1, 1926, filed with the Governor the report required by the General Assembly. At that time the Board stated that some of the recommendations had already been put into effect and that the others were to become effective as rapidly as possible. The report to the Governor contained these approved recommendations:

1. The Board believes that the consolidation of the two schools of engineering is not advisable.

2. That the training of teachers for Smith-Hughes schools be carried on only at the Iowa State College of Agriculture and Mechanic Arts. The Iowa State College of Agriculture and Mechanic Arts has the equipment and the institutional point of view which make it preeminently the place for the training of teachers of agriculture, home economics and trades and industries. These fields are its major lines. It receives the grants for teacher training provided by the Smith-Hughes Act. It must, therefore, unless the Smith-Hughes Fund is redistributed, train vocational teachers in all of these lines.

3. That the offering of degree curricula for vocational teachers of agriculture, home economics and trades and industries be permitted only at the Iowa State College of Agriculture and Mechanic Arts. This will mean the elimination of the semi-professional undergraduate course leading to the degree of Bachelor of Science in Home Economics at the State University.

4. That the offering of degree curricula for teachers of physical education be permitted only at the State University of Iowa. Service courses at the other two institutions are permissible.

5. That the offering of degree curricula in Commerce be permitted only at the State University of Iowa. Service courses along these lines at the State Teachers College are permissible.

6. That the Department of Public Health Nursing at the State University of Iowa be discontinued.

7. The committee of educational experts recommended "That the State Board of Education insist that the Iowa State Teachers College place renewed emphasis on the training of teachers for elementary schools." This recommendation is heartily endorsed.

8. That the State Teachers College establish one of its extension summer schools at Ames, the matter to be worked out in cooperation with the Iowa State College of Agriculture and Mechanic Arts, to the end that there should be training for rural elementary teachers, using the agricultural facilities of the latter institution. In compliance with the suggestion contained in this paragraph, such a school has already been established.

9. That the Iowa State College of Agriculture and Mechanic Arts and the State University of Iowa be permitted to offer graduate work in their respective major lines only.

10. That no curricula leading to a degree in journalism be given by the Iowa State College of Agriculture and Mechanic Arts, and that the course in journalism at the institution be a service course only.

11. That the degree curricula in forestry at the State College of Agriculture and Mechanic Arts be discontinued, and that forestry be made an elective and incorporated in the department of Horticulture. Iowa has no major forestry problems. Only the mountain states or states which have an area of cut-over lands have such major problems. Years ago a school of forestry was established by the Vanderbilts at Biltmore in North Carolina. It was finally abandoned because it was found that only a limited number of scientists were needed or could find profitable employment. Everything that Iowa needs along this line can be taken care of in a service course.

12. That a standing survey committee be created, to be composed of one member from the faculty of each institution, to assist the Board in the proper correlation of these institutions. To this committee will be added one member of the State Board of Education, to be selected by the President of said Board. He will have a vote and he will be chairman of the committee. A further statement relative to this recommendation is made in the concluding paragraphs of this report.

Public Reaction

As with the 1912 consolidation orders of the Board, the 1926 orders were not well received, particularly the two relating to technical journalism and forestry. As a result of threatened legislative interference and the intervention of Governor John Hammill, the Board at its May 6-7, 1927 meeting decided to rescind certain orders and revise others.

The orders concerning technical journalism and forestry were rescinded.

Recommendation No. 4 of the Board's report was changed to read:

That the persons majoring in Physical Education at the Iowa State Teachers College be granted the degree of Bachelor of Science in Physical Education, and that the State University be permitted to offer degree curricula for teachers of Physical Education. Service courses at the Iowa State College of Agriculture and Mechanic Arts are permissible.

Recommendation No. 9 was changed to read:

That the Iowa State College of Agriculture and Mechanic Arts and the State University of Iowa be permitted to offer graduate work in their respective major lines only.

. . . a Master's degree must not be conferred on anyone who has not taken graduate work in a major line.

The remaining recommendations were retained unchanged.

Brookings Institution Survey of 1933

The Forty-fifth General Assembly in 1933 created a Committee on Reduction of Governmental Expenditures to examine the "administration and conduct of the various departments, boards, bureaus, commissions, offices, institutions and agencies of the state, and the functions, duties, financial requirements, expenditures, operations, general condition, management and

future needs of each, for the purpose of determining whether or not the said departments, boards, bureaus, commissions, offices, institutions and agencies are overmanned, necessary, and are operated and conducted upon an economical basis . . ." The Institute for Government Research of the Brookings Institution acted as the agent of the Committee in making the study, and the survey of higher educational institutions was made by Dr. George F. Zook, a member of the Capen Committee of 1926.

In his report Dr. Zook commented on the degree to which recommendations of the 1926 committee had been carried out, and referred specifically to the abolition of graduate work in English at the State College, the abolition of vocational teacher training courses at the State University and the Teachers College, the attempt to set up a standing committee on graduate study, and "the effecting of parity among the institutions, both in fact and in the public mind." Dr. Zook also referred to the Board's refusal to approval graduate work in home economics at the State University.

Although Dr. Zook commended the Board and the institutions on what had already been accomplished, he stated that much remained to be done.

Engineering

In discussing duplication in engineering, Dr. Zook reviewed the previous surveys and recommendations and the current engineering courses offered in the two schools. His recommendation was that "In view of the great difficulties arising out of the depression and the decreased enrollments in engineering. . . the State Board of Education again canvass the situation thoroughly to ascertain whether it may not be feasible and desirable to consolidate

engineering instruction at one institution. Should it be decided not to attempt to do this, it is recommended that the institutions adopt a program of strictest economy through the elimination of all graduate work save in hydraulics and sanitary engineering at the University or, through a series of inter-institutional conferences, develop a joint program which will reduce to a minimum duplication in all work, including graduate study and research."

Home Economics

In regard to home economics, Dr. Zook asserted that inasmuch as home economics had been so extensively cultivated as a major line at the State College there was no reason why students should be permitted to major in this field at the State University or the Teachers College. Therefore, he recommended "that a major in home economics for general, professional, or teacher training purposes be permitted only at the State College of Agriculture and Mechanic Arts." A specific exception to this general recommendation was made, however, to permit students at the State University to major in nutrition and possibly to take some work in institution management in connection with the university hospitals. Dr. Zook also pointed out that this recommendation should not be construed so as to prevent a minor in home economics at the Teachers College or the election of courses in home economics for general cultural purposes at the State University or the Teachers College.

Teacher Training

The 1933 report stated that teacher training functions of the three state institutions were as follows:

State University

General high school subjects
 Special subjects, including home economics,
 art, music, industrial arts, journalism,
 physical education
 Graduate work and research, including the
 Ph. D. degree

State College

Smith-Hughes vocational subjects
 Special subjects, including agriculture,
 home economics and industrial arts
 Graduate work to the master's degree

Teachers College

Elementary school teacher training
 General high school subjects
 Special subjects, including commercial
 education, manual arts, physical
 education, home economics, music,
 art and agriculture

Although it appeared to Dr. Zook that there was a considerable separation of functions among the institutions relative to teacher training, he believed that the institutions might go further in eliminating duplication in this area.

To this end, the report recommended that "at the State Teachers College teacher training work in home economics and agriculture be offered only as minor subjects."

Technical Journalism

According to Dr. Zook there was some apprehension concerning technical journalism at the State College. He pointed out that the department offered two types of courses in this area: (1) service courses to students majoring in agriculture, home economics and engineering curricula, and

(2) majors in agricultural journalism and journalism in home economics. Also, staff members were engaged in editorial work in connection with college publications.

Because of the small amount expended for salaries in this department and the relatively small size of classes for majors, Dr. Zook felt that any apprehension in this area was unwarranted and he made no recommendations.

Graduate Work

The survey of 1933 reported that next to engineering, the most difficult and baffling problem of duplication was in the area of graduate work, although this problem was somewhat simplified because the State Teachers College did not offer graduate instruction.

Dr. Zook observed that the State College had been "restricted in graduate work to its major lines and the supporting basic sciences. These include agriculture, home economics, engineering, and veterinary medicine. The sciences have included particularly chemistry, botany, and zoology. Recently graduate work and research in agricultural economics has been expanded considerably. Physics is the most recent addition to the list of departments to arrange for the Ph. D. degree. Mathematics is seeking the same status." As for the State University, it was stated that there had been a "comprehensive program of graduate work and research, including liberal arts and science, education, commerce, child welfare, and medicine. To this in recent years has been added considerable graduate work and research in engineering."

Because of the large increases in the numbers of graduate students at the two institutions, the need for a satisfactory policy was noted by Dr. Zook. As he pointed out, research can be undertaken by faculty members without accompanying graduate instruction for graduate students, but graduate work "must always live in the atmosphere of research." "This distinction," said Dr. Zook, "is important for the reason that a moderate amount of care will enable the two institutions to avoid carrying on research on particular aspects of the same general field, together with the duplication of expensive research equipment. On the other hand, it does not eliminate the large amount of costly duplicate instruction in the general field of major interest. Decision to permit duplication of graduate work between two departments in the two institutions should not be determined merely by the question as to whether research projects overlap but rather after it can be shown that the amount of graduate instruction for the students in this field is large enough to be economical." At this point Dr. Zook went on to specific problems in the field of graduate instruction.

Home Economics. --With one major exception, the report agreed with the policy of the Board that graduate work in Home Economics should be carried out only at the State College. This major exception was:

The Child Welfare Research Station. --This unit of the State University was established by the General Assembly in 1917 for the purpose of "the investigation of the best scientific methods of conserving and developing the normal child, the dissemination of the information acquired by such

investigation, and the training of students for work in such field." Dr. Zook pointed out that in 1926 the Board, in order to prevent duplication, placed "the administration and supervision of the expenditures for child study and parent education at all three institutions under the general direction of the Child Welfare Station at Iowa City," and that through this procedure much had been done to coordinate the work "relative to resident instruction, graduate work, research, and extension work. . ." According to Dr. Zook, this plan also included the field of child nutrition research, and might well be the basis for a similar plan in the area of research in nutrition.

Agricultural Economics. --In this area Dr. Zook recommended that a joint program of research and graduate study be worked out between the State University and the State College. Although the State College had restricted its program to agricultural interests and had required doctoral candidates to spend one year at some other institution for instruction in theoretical economics, Dr. Zook felt that in this area there was considerable room for duplication.

Education. --As pointed out by Dr. Zook, the State University had developed an outstanding research and graduate program in education leading to the Ph.D. degree, and at the State College the necessary courses in psychology and education were offered which led to the master's degree. To him it was doubtful whether there was need for graduate vocational education beyond the master's degree, but if there was such a need a joint program should be worked out between the State University and the State College.

Graduate Committee. -- The Brookings report reviewed the history of the graduate committee appointed as a result of a recommendation of the 1926 survey committee, and the subsequent use of a joint committee composed of the two presidents, the two graduate deans, and two graduate faculty representatives from each institution, as methods to control duplication of graduate instruction in the two institutions. While the later procedure had produced some beneficial results in the settlement of graduate problems, the report outlined the need for a continuous coordinating process to consider other points of possible conflict between the State University and the State College.

The report pointed out that, in general, problems of duplication in undergraduate and graduate work fall into two types: (1) major educational policy matters, including duplication, and (2) policy matters in fields where duplication is necessary and desirable, but where in order to avoid unnecessary expense it is desirable to correlate graduate and research activities. Dr. Zook felt that it would be necessary for the Board itself to study and consider all major educational policies such as engineering, forestry, extension programs and home economics, but the joint committee method was highly suited to aid in the solution of problems arising from the other type of duplication.

The report also recommended that the institutions study the possibility of joint administration of certain services. As an example of such a possibility, Dr. Zook cited the extension services, which he thought might be centrally administered with the exception of the extension work in agriculture and home economics.

Capen Survey of 1939

The fifth survey of the institutions of higher education in Iowa was undertaken in March, 1939, by Dr. Samuel P. Capen, who had been a member of the 1915 survey commission and the 1926 survey committee.

In presenting some general observations on duplication, Dr. Capen asserted that if "a state maintains more than one institution duplication is unavoidable. Certain subjects are either fundamental or contributory to practically every form of professional education as well as to advanced general education. English, mathematics, economics and certain of the natural sciences, for example, must be taught in almost every higher educational institution. This fact is now commonly understood and is not a cause of public concern.

The type of duplication that is questionable, said Dr. Capen, "is the duplication of highly specialized training, mostly professional in character," and this type of duplication occurs "when a state maintains two or more institutions, or two or more divisions of different institutions, giving the same kinds of professional education."

This latter type of duplication was prevalent in Iowa at the time of the 1915 survey, Dr. Capen pointed out, but the application of the principle of major and service lines "has resulted in the elimination of several duplications which existed in 1915 and has nipped in the bud certain undertakings which might have developed into other expensive duplications," although the Board

had not been able to apply the principle strictly. Dr. Capen was convinced that although there were still duplications, no new ones had developed since 1925, and the area of duplications had been somewhat reduced. The fields in which duplication existed in 1939, he said, were:

Engineering

Training of teachers of general high school subjects

Training of teachers of special high school subjects including home economics, industrial arts, commercial education and physical education

Graduate work in subjects basic to the professional curricula of the State University and the State College

Engineering

Recommendation No. 1. -- That the State Board of Education limit the enrollment in the College of Engineering in the State University of Iowa to 500 students.

In coming to this recommendation, Dr. Capen stated that both institutions offered curricula in civil, chemical, electrical and mechanical engineering; the State University offered curricula in hydraulic, sanitary and commercial engineering, and the State College offered curricula in agricultural, architectural, ceramic, general and mining engineering. Thus it was obvious that duplication was only partial and that each institution offered certain un-duplicated curricula which were closely related to other divisions of the institution or which were possible because of geographical location. Indeed, in 1939 the duplication was exactly as it was in 1925.

As had the 1925 survey committee, Dr. Capen rejected the several proposals of the 1915 survey commission, on the basis of these reasons:

Consolidation of the two schools at Ames would entail large additional capital expenses and would not result in any substantial decrease in instructional cost. Whatever saving there might be in overhead expenses would for a number of years be more than offset by the cost of additional buildings at Ames.

It is still an unsettled question whether a single unit as large as that which would be created by the consolidation of the two schools can serve the students of this State as well as can two engineering schools of somewhat smaller size.

The budgets of both institutions are exceedingly modest. The appropriations for the College of Engineering at the State University are actually less than they were in 1925.

The effect upon other departments and divisions of the University of the removal of the College of Engineering would be serious. Many of these departments have been staffed with special reference to the needs of the College of Engineering and have been oriented in the direction of applied science.

Unless the State wished to abandon instruction in hydraulic engineering - in which the University has won a national reputation and toward which the Legislature has made substantial appropriations for permanent equipment--it would be necessary to continue instruction in this branch of engineering at Iowa City, even though the undertaking were directed from Ames.

But to maintain the proper relationship and to prevent further duplication of facilities, Dr. Capen made the above recommendation, the substance of which had been proposed by administrative officers of the university.

Training of Teachers of General High School Subjects

In 1939 both the State University and the State Teachers College were

preparing teachers of general high school subjects. Inasmuch as Dr. Capen could find no evidence that the Teachers College was becoming a combination teachers-liberal arts college as a result of such training, he made no recommendation in this area. As a matter of fact, because of the long standing duplication of such training, he reported "It is not conceivable that the State would now restrict this activity to either the State University or the State Teachers College."

Training of Teachers of Special High School Subjects

Recommendation No. 2. -- That graduate work in home economics at the State University be confined to the fields of nutrition and child welfare.

In 1925 the survey committee recommended:

1. That the training of teachers for Smith-Hughes Schools be carried on only at the Iowa State College of Agriculture and Mechanic Arts.
2. That the offering of degree curricula for the training of teachers of agriculture, home economics and trades and industries be permitted only at the Iowa State College of Agriculture and Mechanic Arts.
3. That the offering of degree curricula for teachers of physical education be permitted only at the State University of Iowa.
4. That the training of vocational teachers in commerce be permitted only at the State University of Iowa and at the Iowa State Teachers College.

The first and fourth and part of the second of these recommendations were effected by the Board, but in 1939 the State College and the State Teachers College continued to offer degree curricula in industrial arts, and all three

institutions offered degree curricula in home economics and physical education. To Dr. Capen the question was whether all such duplication should cease, as recommended by the 1925 committee. After a thorough discussion of the problem, he came to the conclusion that inasmuch as the three institutions together could not meet the demand for trained teachers in these fields that the existing duplication was not objectionable and costly, particularly if expansion of physical plant was not permitted.

Dr. Capen's only recommendation in this area is the one stated at the beginning of this section.

Graduate Work

Recommendation No. 3. -- That the State Board of Education authorize the administrative officers of the State University and the State College to appoint special joint committees of the staffs of these institutions to deal with each new problem of duplication in the field of graduate study as it presents itself and to report their recommendations to the presidents of the institutions and to the Board.

In formulating this recommendation Dr. Capen referred to the 1915 survey which had stated that duplication of graduate work cannot be altogether prevented when two or more institutions are cultivating the same subjects as component parts of their major lines. But, he added, "By reason of the difference in the objectives of the two institutions, . . . the duplicating departments will naturally have different emphasis."

Dr. Capen pointed out that the 1915 survey commission believed expensive

duplications in graduate work and research might be prevented by periodic conferences of representatives of the institutions meeting with a committee of the Board. The Board's efforts in this respect were not successful, and again in 1925 the survey committee recommended the appointment of a standing committee on graduate study. Such a committee was appointed and held several formal meetings, but, according to Dr. Capen, "The administrative officers and staffs of both institutions now favor the authorization by the State Board of Education of the appointment of ad hoc committees drawn from the faculties of the two institutions to deal with each question of departmental duplication, or threat of duplication, as it arises." Because of the success of such committees in the past, Dr. Capen recommended that they be appointed in the future to consider individual problems of duplication.

General College Curricula

As one phase of the survey, the Board asked Dr. Capen to "report on the extent to which self-contained junior college curricula are now offered by the three State institutions, and on the plans which the officials of these institutions may have for developing such divisions."

Dr. Capen reported that neither the State University nor the Teachers College had any plans for the establishment of a junior, or general, college and that "The orientation of the Division of Industrial Science at the Iowa State College is definitely scientific and technical. Although the subjects of instruction included within the Division are the same as those offered by standard

colleges of liberal arts, namely, the natural sciences, the social sciences, mathematics and the languages, the Division of Industrial Science is not a college of liberal arts. It does not offer a two-year curriculum. The officers of the College have no intention of offering such a curriculum in fundamental liberal and scientific branches. As soon as possible, however, they do plan to offer one and two-year vocational courses for high school graduates in the general fields of agriculture and engineering. Such courses would not compete with any others now offered within the State. They would represent a valuable extension of the service of the State College."

Economics and Sociology, Psychology, Journalism

Dr. Capen was asked whether the Departments of Economics and Sociology, Psychology, and Journalism at the State College were overexpanded. In the limited time available for his survey of the institutions, he concluded that these departments were not overexpanded and that while the departments might be large, this was in great measure due to the fact that the courses were component parts of other curricula offered by the State College.

Strayer Survey of 1950

In May of 1950 the State Board of Education entered into a contract with George D. Strayer, professor emeritus of education and formerly Director of the Division of Field Studies of the Institute of Educational Research, Teachers College, Columbia University, for the conduct of a survey of the three state institutions of higher education. Among other things, the survey

was to inquire into the "desirable relationships among the three institutions and within each of them for the maintenance of the best educational program available for the money appropriated," and "the development of the educational program in the three institutions having regard to the allocation of major functions among them." Dr. Strayer's report was submitted to the Board on October 19, 1950.

Unfortunately for the purposes of the present study, the Strayer report dealt more with administration of the board and the institutions than with educational functions. The report did, however, deal with the subjects of duplication and coordination of advanced graduate work and research and teacher training.

Coordination of Advanced Graduate Work and Research

The Strayer staff was of the opinion that duplication in undergraduate instruction was not too serious a matter inasmuch as the three institutions are relatively large and are physically apart, "especially where there is a substantial degree of differentiation among the institutions as to what fields are 'majors' and what fields are merely 'service departments.'" Indeed, reported the Strayer staff, "It is only in the cases of a few undergraduate specialties for which the total demand is small that any appreciable danger of undesirable duplication at the undergraduate level exists; and then only if the specialty is one which requires expensive equipment, and is being built up competitively as a 'major' at two or more centers geographically closer together than the total demand is likely to justify."

According to Dr. Strayer's report, the master's degree is more or less of an extension of undergraduate work and therefore the problem of duplication should not be particularly serious in that respect.

Although the situation with respect to advanced graduate work and research is entirely different, said Dr. Strayer, the State Board of Education should not "be especially insistent that strict allocations of research and graduate functions to the University and to the State College. . . be imposed." Indeed, because of the very creative nature of graduate and research work, "Any directive issued by the governing Board of the Iowa institutions which is designed to set up precise and rigid institutional allocations of functions at the advanced graduate and research level is bound to cause more harm than benefit."

From a study of graduate degrees conferred in 1948-49, and after cautioning that the figures might not be too precise, Dr. Strayer deduced that advanced degrees were offered in some 46 departments in the State University and in the State College combined. Of these, it appeared to Dr. Strayer that 22 departments were in the University only, six departments were in the State College only, and 18 departments existed in both. Of the 18 departments existing in both institutions, seven were in certain indispensable, fundamental sciences (bacteriology, botany, chemistry, geology, mathematics, physics and zoology), five were in engineering, one was in home economics, and five were in social sciences and related fields (economics, education, journalism, psychology and sociology).

Correlation of the work of the graduate departments existing in both institutions had been attempted by various methods and with varying degrees of success, the report continued. These methods included, for example, understandings that one institution would offer graduate instruction leading to the doctor's degree and the other would limit itself in the same area to the master's degree; informal allocations of functions by virtue of institutional selection of research areas for which it was particularly qualified; the interchange of faculty direction of theses, and joint meetings of departmental staffs.

While the Strayer staff believed that the above activities had been useful, it felt that the problem of coordinating the graduate work and research should be delegated to an interinstitutional Committee on Advanced Graduate Work and Research, reporting and responsible directly to the Board's

Interinstitutional Committee on Educational Coordination. -- This proposed committee would replace the use of ad hoc interinstitutional committees to study problems of educational relationships among the institutions. In the opinion of the survey staff, this proposed committee would not make administrative decisions either at the Board or institutional level, rather, its function would be to study and to make recommendations.

In addition to the parent Committee on Educational Coordination and the Committee on Advanced Graduate Work and Research, the Strayer report recommended the creation of an interinstitutional Committee on Library Resources for Advanced Work.

Preparation of Elementary Teachers

Dr. Strayer pointed out that, in general, only the State Teachers College was preparing teachers for the elementary grades, although occasionally one was trained at the State University. Because of the greatly increased need for trained teachers in this field, he raised the question as to whether the State University or the State College, or both, should expand facilities to prepare such teachers. After a discussion of the problems involved he did not arrive at any conclusion, but he did suggest that possibly it would be well to expand facilities in this area rather than attempt to strengthen only the one existing elementary teacher training institution.

Preparation of Secondary School Teachers

Because of the oversupply of trained teachers in certain fields, the Strayer report questioned whether the state needed three institutions to prepare certain teachers, particularly those in the field of science.

While the report made no recommendation in this respect, it did question whether the State College should continue to train such teachers "under the inappropriate name of vocational education." The report also stated that similar questions arise in connection with the training of teachers of the humanities and the social studies at the State University and at the State Teachers College.

The Strayer group recognized that it is impossible to strike a perfect balance between supply and demand, and it asserted that facilities should not be overexpanded because of this inability to predict the precise need for teachers.

Preparation of School Superintendents

Inasmuch as the State University had adequate facilities for the training of school superintendents to meet the needs of the state, and because of its established national reputation in this field, the Strayer report indicated that such training could not be justified at the State College or at the State Teachers College.

Master's Degree in Education at Teachers College

The survey staff recommended that the Teachers College be authorized to grant the master's degree in education. In the past, stated the report, the Teachers College had been restricted to the bachelor's degree as the result of a "long-standing convention as between the University and the Teachers College," and there had been some fear that if this convention were broken it might lead the Teachers College to go beyond its professional education function and set up liberal arts and science programs and possibly even offer the master's degree in subject-matter fields. The survey staff felt that the answer to these possibilities would have to come through exercise of the Board's control over the institutions.

The Strayer report pointed out that the master's degree "is recognized as the desirable professional standard by all distinguished teacher education institutions." Moreover, although the master's degree is offered at the State University and in some fields at the State College, the survey staff believed that the demand for the master's degree would be so great that it should be available in three different sections of the state.

Doud Survey of 1954

In his augural address of January 11, 1951, and again in a speech before the Governor's' Conference in 1953, Governor William Beardsley had suggested the need for a survey of the institutions of higher education in the state of Iowa. On September 30, 1953, the possibility of such a survey was discussed with the Iowa Legislative Budget and Financial Control Committee by former Senator Alden L. Doud. As a result, Mr. Doud was employed by the Committee "to make a factual survey of the privately endowed or supported colleges, junior colleges, and state owned schools, to present to the Committee for the purpose of deciding what position the State may adopt relative to further development and progress of education for the youth of our State."

The report of the Doud study was printed in 1954 and is labeled "A Factual Survey of Public and Privately Supported Colleges in Iowa as of June 30, 1954." The body of the report is limited to a tabulation of certain factual information--such as governing boards, administrative heads, number and rank of faculty, tenure, salary scales, enrollments, student aids, student costs, facilities, accreditation--and contains no recommendations.

The report was acknowledged by the Budget and Financial Control Committee in its report to the Fifty-sixth General Assembly, but the Committee made no recommendations based on the report.

Gibson Study of 1960

The last comprehensive study of higher education in Iowa was made in 1959 and 1960. The Fifty-eighth General Assembly appropriated \$25,000 to the Legislative Research Bureau for a "comprehensive study of the needs and facilities available for higher education in Iowa." Raymond C. Gibson, Professor of Higher Education, Indiana University, was selected by the Research Bureau to conduct the study.

In a series of four reports, Dr. Gibson dealt with the following subjects:

1. Projection of enrollments, 1960-1970
2. Manpower problems and higher education
3. Faculties, costs, scholarships, and administration
4. Junior Colleges

Each of these reports contains conclusions or recommendations which are summarized and reported in a volume labeled "Resources and Needs for Higher Education in Iowa...1960-1970." The recommendations are ~~repeated~~ reproduced below as given on pages 66-68 of the final report.

Legislative Action Recommended

1. Authorization for regional community colleges where 500 students are available.
2. Establish a plan of organization and support for community colleges.
3. Provide major salary adjustments in universities and teachers college.
4. Develop and accept a long-range building program at three state institutions.
5. Authorize funds for institutional research and coordination.
6. Relieve State Board of Regents of responsibility for Schools for Blind, Deaf and the Sanatorium.

7. Remove limitation on the number of alumni of state institutions who may serve on State Board of Regents.

8. Mandate a study of costs and facilities in the three state institutions of higher learning to develop acceptable standards to be used in determining appropriations.

9. Appropriate sufficient state aid for local schools to equalize educational opportunities for grade and high school students throughout the state.

10. Provide 2,000 college tuition scholarships, for Iowans attending any Iowa college, at \$600 maximum for the year 1962 to be increased by 2,000 for each year until 8,000 are in operation by 1965.

Action Programs Recommended for Boards of Control, Administrators, and Faculties

1. Plan for enrollment increases of 70 per cent at the undergraduate level and 122 per cent at the graduate level between 1960 and 1970.

2. Clarify objectives of higher education and revise curricula accordingly.

3. Revise and reform the liberal arts curricula in terms of present and future national and world requirements.

4. Relate higher education to the manpower demands of Iowa, and to the needs and interests of students.

5. Engage in research on the relationship between education, employment, and industrial development.

6. Provide research and personnel necessary for the training of technicians.

7. Increase number of graduates in professional fields.

8. Involve citizens in policy development.

9. Provide voluntary association of Iowa colleges and universities.

10. Engage in research on improvement in the process of teaching and learning.

11. Improve the administration of academic affairs.

12. Accelerate the preparation of college teachers.

13. Develop long-range building needs and plans for meeting these needs.

14. Engage in coordinated institutional research on higher education costs.

Action Programs Recommended for State Department of Public Instruction

1. Utilize local, state, and national support in developing comprehensive high schools in which vocational as well as general education courses can be offered to the youth of Iowa.

2. Plan for the education of craftsmen, clerical and sales workers, and technicians at the secondary and community college levels.

3. Develop vigorous in-service and adult education training programs, particularly to help Iowa workers adjust to changing job opportunities.

4. Begin study of regional needs for community colleges and their curricula including plans for technical institute curricula.

5. Keep the state legislature informed on ~~needed~~ needed legislation for participation in Federal Government grants for technical education.

6. Improve guidance and counseling in the secondary schools.

Appendix B

IOWA COOPERATIVE STUDY OF POST HIGH SCHOOL EDUCATION

P O L I C Y Q U E S T I O N S

COMMUNITY COLLEGES

1. Should community colleges aim primarily to provide terminal education or to serve a transfer function?
2. Should community colleges be required by law to provide a stipulated percentage of their courses in vocational and technical education?
3. Is it reasonable and desirable to expect some private junior colleges and four-year colleges to serve their respective communities by offering two-year terminal and vocational and technical courses?
4. What are the comparative merits of extending the community college system as opposed to expanding the state scholarship program to provide undergraduate college education to larger numbers of Iowa youth?

COORDINATION AND GOVERNANCE

5. What problems now exist in coordination and governance of higher education in Iowa?
6. Is it desirable to establish in Iowa an organization which within the framework of broadly stated principles has the authority to coordinate all higher education in the state?
7. Should a voluntary coordinating committee be established for the continuance and improvement of the existing informal relationship between institutions and agencies involved in higher education in the state?

STUDENT MIGRATION

8. Should Iowa colleges and universities be encouraged to continue the present rate of student migration from out of state into their institutions? To expand it? To curtail it?
9. Should Iowa colleges and universities, particularly private institutions, develop programs and practices which seek to decrease the out-of-state migration of Iowa students?

Appendix B (continued)

NEW COLLEGES

10. Does Iowa need more institutions offering post high school education? Public? Private? Vocational and technical? Liberal arts? Comprehensive?
11. Is there a need for any kind of regulatory legislation in the state for the establishment of private colleges?

DISCUSSION LEADERS

Willard R. Lane, Director
Iowa Cooperative Study on Post High School Education

Elwin D. Farwell, Chairman
Consultant Committee on Governance and Coordination

REFERENCE DOCUMENT

THE MECHANICS OF THE IOWA STATE BOARD
OF REGENTS

(Confidential - For Discussion
only - Incomplete)

Prepared for:

Governance and Coordination Committee
Iowa Cooperative Study of Post High School Education

Prepared by:

John Barrett

March 8, 1966

TABLE OF CONTENTS

	Page
I. Organization and Procedures of the Board	1
The Finance Committee	2
The Faculty Committee	3
The Building and Business Committee	4
II. Responsibilities of the Board	6
The University of Iowa	6
Iowa State University	7
The State College of Iowa	7
III. Institutional Administration and the Board	12

THE MECHANICS OF THE IOWA STATE BOARD OF REGENTS

I

Organization and Procedures of the Board

The Iowa State Board of Regents is composed of nine members who must be, in the words of the Code of Iowa, "selected from the state at large solely with regard to their qualifications and fitness to discharge the duties of the office". With the exception of this broad requisite, Regents members are not required to have any special qualifications, educational or otherwise, in order to qualify for appointment. However, no more than five members from any one political party may be appointed to the Board at one time.

The Board of Regents is required to meet a minimum of four times a year, as provided by statute. But, in fact, the Board has established an informal practice of gathering on the average of once a month for normally two-day sessions. Board meetings are open to the public, unless by special request the Board is agreed to conduct a private session.

Officers of the Board of Regents are elected by the Board membership. The President and Vice-President of the Board are elected from the ranks of the nine-member panel while the Regents' Secretary is specifically directed to be chosen from without the membership of the Board of Regents. The term of office for the President and Vice-President is two years, or until a successor is "named and qualified". This last provision of the organization

*rough draft
(only copy)*

Preliminary Report

Committee Discussion Only

Governance and Coordination
of
Institutions of Higher Education
in
Iowa

Prepared by

The Committee on Governance and Coordination

Elwin D. Farwell, Chairman

The Iowa Cooperative Study of Post High School Education

Willard R. Lane, Director

June 1966

Governance and Coordination

This report attempts to describe the patterns of governance and coordination in the institutions of higher education in Iowa. The term "governance" as used in this report refers to the organizational structure of an institution; the term "coordination" includes those activities carried out jointly or cooperatively and voluntarily or involuntarily by institutions. While the study does not set forth any criteria to which these patterns can be compared or evaluated, it does present and review the patterns of governance and coordination in other states. A brief history of the development of private and public colleges and universities is included to set a background or framework within which today's ^{patterns} description can be viewed.

The descriptions of patterns of governance and coordination in Iowa were drawn mainly from data and information found in college catalogs and bulletins. Additional data were obtained from discussions with college officials and members of the State Department of Public Instruction. Patterns in other states were obtained largely from the following four sources:

Carson, J., Governance Of College and Universities, McGraw-Hill, New York, 1960

Glenny, L. A., Autonomy of Public Colleges, McGraw-Hill, New York, 1959

Pattillo, M.M. and MacKenzie, D.M., Eight Hundred Colleges for the Future, Danforth Foundation, St. Louis, Missouri, 1965

Medsker, L. L., The Junior College: Progress and Prospect, McGraw-Hill, New York, 1960

Because of the diverse nature of the organizational structure of institutions of higher education and their methods of coordinating with other institutions, bold strokes are used to describe today's patterns of governance and coordination. The danger of over-generalizing is ever present, thus caution and care should be employed in applying statements made in this report to any particular institution. The study does not describe all activities aimed at coordination and cooperation among colleges and universities. Several schools are members of regional associations which

cut across state lines. No attempt has been made to describe or define the manner in which such associations influence individual institutional action. Some schools are cooperating with other schools within the state in joint programs. These activities are not discussed in this report. Most private colleges and universities are related to a church board. No effort has been made to determine the influence of such boards upon institutional action. The reader may find descriptions of the responsibilities and powers of these boards in a publication prepared by the U.S. Office of Education.¹ The Danforth Foundation publication mentioned earlier relegates these boards to a ^{generally} minor role, however, in the organizational structure of private colleges and universities.

1. Messersmith, J. C., Church Related Boards Responsible for Higher Education, U. S. Office of Education, Washington, D. C., Bulletin No. 13, 1954

The Growth of Iowa's Colleges and Universities

The growth of Iowa's public and private institutions of higher education tells a story of change, merger, strife, cooperation, expansion, and modification. Of greater significance, however, it is a story of the endeavors of the people of Iowa to meet the constantly changing needs of a dynamic society. In many instances, Iowa was a pioneer in college and university growth. For example, Iowa was the first state to seek and obtain approval for a land grant institution. It was the first state west of the Mississippi to found a four year liberal art college (Grinnell) and an all-woman's college (Clarke). It was the second state to develop a state-wide governing body for all public institutions of higher education.

Because of the dynamic nature of institutional growth, few of Iowa's colleges and universities are similar in form, program, governance, and even location to their first beginnings. Many private colleges began as seminaries for theological training or as secondary school academies gradually developing into two-year colleges and later four-year colleges. One of the earliest colleges, Loras, traces its history to 1839 with the establishment of St. Raphael Seminary; in 1873 the seminary, which was closed during the Civil War, became Saint Joseph College. In 1914 the name was changed to Dubuque College, renamed Columbia in 1920, and given its present name of Loras in 1939. The history of other colleges and universities tells of similar changes.

The dynamic nature still persists. Within the last decade three of today's twenty-five private colleges became four year institutions, one graduating its first senior class last year.

This gradual evolution of higher education in Iowa included all types of institutions -- private junior colleges, private four-year colleges, the Board of Regents institutions, and the public junior colleges. As society continues to place new demands upon these institutions, they can be expected to change and alter their programs, methods, policies, procedures, and organizational patterns.

The General Organizational Pattern of Iowa's Colleges and Universities

Today's organizational structure of Iowa's private and public institutions of higher education has been the result of a gradual evolution occurring during the past one hundred and thirty years. The three state institutions, (ISU, SUI, and SCI) are governed by the State Board of Regents. Jurisdiction over the public junior colleges is vested in local boards of education. (Illustrative of the dynamic nature of education is the recent establishment of area vocational schools and community colleges which will alter today's organizational pattern). Responsibility for the private institutions, both two-year and four-year, lies with the several independent boards of trustees of these institutions incorporated under state law. These boards are generally independent of any other agency although they often are affiliated with or related to a church organization or a central denominational authority.

In addition to the legal or corporate relationship that these institutions have with their governing boards, their membership in associations and their affiliation with other authorities or agencies frequently govern or, at least, influence educational policies and programs.

The Organizational Pattern of Higher Education In Other States

Before proceeding with a more detailed study of patterns of governance and coordination found in Iowa's colleges and universities, this report will attempt to describe briefly patterns found in other states. For an excellent and rather recent study of patterns of organizations in the United States the reader is referred to two recent publications, ^{one} by Lyman A. Glenny¹ and John J. Corson.² The following description of patterns of governance and coordination are based upon these two works.

1. Glenny, L.A., Autonomy of Public Colleges; The Challenge of Coordination, McGraw-Hill, New York, 1959
2. Corson, J.J., Governance of Colleges and Universities, McGraw-Hill, New York, 1960--

Public Four-Year Colleges and Universities: The question of how a state should best

~~organize its public four-year colleges and universities~~

organize its public four-year colleges and universities has received ~~xxx~~ considerable attention during recent years. Several states have considered recent legislation designed to make changes or to establish new state systems of higher education. Many changes may have been made recently that are not included in this description.

At least fifteen states have established a single board which governs and coordinates the educational programs in all ^{public} four-year colleges and ~~xxxx~~ universities. (States with public junior colleges do not include them under the administration of the state higher education agency although an exception is North Dakota where the two public junior colleges are governed by the State Board of Education). The states where a single "governing agency" controls all ^{public} four year colleges and universities are: Arizona, Florida, Georgia, Idaho, Iowa, Kansas, Mississippi, Montana, Nevada, New York, North Dakota, Oregon, Rhode Island, South Dakota, and Wyoming. Iowa, one of the first to establish such an agency (1909) represents the typical situation in which all three institutions are governed by one Board of Regents.

A second pattern of organization, while varying in method of operation from state to state, calls for a "coordinating agency." Under such a system, the governing body of each ^{public} institution administers its own institution, but its relationship to other institutions is directed by a state wide agency. In some states this relationship is extremely strong, determining all policies from finance to faculty, while in others this relationship is largely "advisory." States where such "coordinating agencies" are found include Kentucky, New Mexico, North Carolina, Oklahoma, Pennsylvania, Texas, Virginia , and Washington.

A third pattern of organization calls for voluntary cooperation and coordination between the public institutions of higher education within a state. In Minnesota, for example, this pattern is accomplished by a Liaison Committee consisting of representatives from the University's Board of Regents, the State College Board, and the State Board of Education. In Ohio and Indiana the state institutions have joined forces for many

years on a voluntary basis to join and consolidate their legislative requests and to discuss problems and issues of mutual concern. Wisconsin has developed a liaison committee which appears to be functioning exceptionally well.

Glenny concludes that the single governing agency, of the kind found in Iowa, is the most effective in developing coordination. He states, however, that the professional staff of that board must be capable of providing wise leadership.

The oldest type of coordinating system, the single board for governing all public institutions, most effectively performs the major functions of coordinating and unifying the system. Since the single board coordinating a large system may have too little time for the problems of each institution, a lay advisory council nominated by the president and appointed by the governor could fill the role of institutional advisor and promote favorable relations between community and college.

The effective coordination of higher education in each state can be accomplished through a formally established statewide board of lay members without infringing upon that freedom of institutions so necessary to the promotion of a vigorous educational system. But the professional staff of the board must have a thorough knowledge of higher education and be thoroughly cognizant of the values which it contributes to society. The ability and the outlook of the professional executive officer of the board, more than any other factors determine the effectiveness of the coordinating effort.

While Glenny's remarks or conclusions apply only to state institutions, he and others feel that the existence of strong central control by a governing agency will have a serious and significant effect upon other institutions and organizations within the state.

Public Junior Colleges

At the present there is a wide diversity in the statewide supervision of public junior colleges. According to S. V. Martorana, patterns of current legislation regarding the state-wide supervision of public junior colleges indicate that the character and pattern of state control of public junior colleges are still to be determined. "Clearly the predominate pattern of general legislation is to include the public junior college as an integral part of the overall state system." He adds, however, that it is not clear whether this integration is to be accomplished by association with the central secondary and elementary board or by association with boards of higher education.

Writing in the 6th edition of the American Junior Colleges, (American Council on Education, 1963), Martorana indicates that in twenty states supervision of public junior colleges is under the State Board of Education. In many of these states, however, special units with the State Board of Education are replacing the State Superintendent or the State Department of Education as the supervisor of public junior colleges.

In six states the State Department of Education or the State Superintendent is responsible for the public junior colleges, two fewer than 1960, as reported in the 5th edition of American Junior Colleges. Seven of the states which have placed the responsibility for supervising the public junior colleges under the State Board of Education, the State Superintendent or the State Department of Education, share the responsibility for this control with other agencies of the state.

In thirteen states the public junior colleges are under the supervision of a system of higher education or the controlling board of an institution of higher education. Eight are supervised by a state board of higher education and five by the board of a four-year state university.

Six states have special state boards which have been established to oversee the public junior colleges.

Each of the patterns suggested above has its advantages and disadvantages depending upon the characteristics of the state and the pattern of organization and control of the public junior college at the local level. The pattern which is ^{appropriate} superior for one state may not be ^{appropriate or suitable} superior for another.

The supervision of public junior colleges by the State Department of Education or by the State Superintendent would seem to ^{involve the usual S. D. & the state's} ~~have the drawback of maintaining~~ the junior ^{college} college-high school appearance. However, this method may well promote articulation between the high schools and the junior colleges and provide ease in state administration of public education. Realistically, it would appear as though the ^{there is too much of} ~~State Department of Education has its hands full in maintaining and supervising a sound system of elementary~~ and secondary schools without the additional work of supervising junior colleges.

to make the department of education to be in charge of the junior colleges

In the majority of states where public junior colleges are supervised by the State Board of Education special units within the board to handle all junior college affairs have been added, undoubtedly necessitated by the rapid growth of the junior college and related junior college problems requiring full-time consultants and supervision. Although a pattern such as this maintains close coordination between the State Board of Education and a unit which is in charge of junior colleges, it suggests that the size of the State Board of Education might become unwieldy, in many instances, the junior college division ends up as a weak sister in the department.

~~Not much removed from this pattern is~~ the establishment of an autonomous special unit in charge of junior colleges or a separate board to oversee the public junior colleges. *is now found in several states, appears to*

Leland Medsker suggests that one of the short comings of the American junior college has been its failure to gain an identity of its own. If the junior college is indeed to provide something for everyone, maintain adequate programs of a terminal and transfer nature, serve a larger and larger share of the nations young people who are seeking some post high school education, provide continuing education for adults, and become integrated in the system of post high school education, it would seem appropriate and desirable to establish a state board which is only responsible for the maintenance and supervision of these programs and the development of the junior college as a dynamic force in the state pattern of higher education.

Placing control of the junior colleges under a board of a state university serves to cement the articulation of college level programs. Experience has indicated, however, that this pattern frequently neglects the terminal aspects of junior college education and only provides the state with two year branches of the state university. The advantage of having the junior college as a responsibility of a system of higher education is again one of articulation of college programs, but with

unlike the boards of the junior college and university which provide a structure which is not a substitute for the functions of the junior college

the risk of the junior college being overshadowed by the problems of four-year institutions.

Regardless of the form state supervision takes, a strong argument for state leadership is made by Medsker^I who states:

The success of the junior college of the future will depend to a considerable extent on the leadership at the state level. In a few states positive leadership at this level is unfortunately not given the two-year colleges now in existence; in those states no state agency concerns itself with the potential role of an expanded system of two-year colleges. In other states well-qualified persons in a state agency devote full time to (1) working with existing junior colleges on curricula, finances, building programs, and legislation, (2) working with communities interested in or planning to establish junior colleges, and (3) assisting in the coordination of junior college education with other segments of education in the state. No matter how great the degree of autonomy of individual junior colleges in a state may be, it seems inconceivable that they can be maximally effective without over-all leadership of this type. Furthermore, as the demand for close coordination of all higher education becomes more necessary, the state must rely on someone as its principal liaison officer with junior colleges and between junior colleges and other segments of higher education.

The Iowa Pattern

This section of the report has been developed to provide an overview of the organizational structure of Iowa's private and public institutions of higher education. As stated previously, this structure is still developing as Iowa continues to meet new needs in higher education. The descriptions of the various institutions have been drawn largely from college bulletins and pamphlets and from discussions with college officials.

Board of Regents Institutions; Insert material from Dean Zenor.

I Medsker, L.L. The Junior College: Progress and Prospect, McGraw-Hill
New York, 1960, P. 305

Public Junior Colleges;

The development of Public junior colleges in Iowa has been a slow and painful struggle. Of the thirty-five junior colleges that have been established, only sixteen remain in operation today and five ^{of} ~~to~~ these were at one time closed and then reopened. Five other colleges have closed, reopened, and closed again. All of these changes have taken place since the Board of Education of Mason City established the first junior college in 1918. This college is one of eleven junior colleges that have remained in continuous operation since they were first opened.

While Mason City established a junior ^{college} in 1918, it was not until 1927 that enabling legislation was passed by the General Assembly permitting local boards of education to establish and maintain junior colleges. Legislation passed in 1931 prohibited the establishment of a junior college in districts with fewer than twenty thousand people.

State aid for the operation of junior colleges has been slow in coming. Not until 1949 was the first state aid program passed by the legislature, providing 25 cents per day per full-time student. In 1957 the state aid was increased to \$1 per day per full time student, or \$180 per year, and in 1965 to \$2.25 per full time student.

Colleges eligible for state aid must meet the standards developed cooperatively by the State Board of Public Instruction and the State Board of Regents. All junior colleges are members of the Iowa Association of Public Junior Colleges which serves in an advisory capacity to the college and to the two state boards just mentioned.

In 1965 the General Assembly passed legislation which established sixteen merged areas for the development of area vocational-technical schools and/or community colleges. The governing bodies of these schools, presently being elected in most areas, will consist of representatives from the various counties included

Presently the 16 merged areas are being established in the following counties: Adams, Boone, Buchanan, Butler, Cass, Cherokee, Clarke, Clay, Dallas, Davis, DeWitt, Dubuque, Hamilton, Harrison, Howard, Jasper, Johnson, Keosauqua, Linn, Madison, Mahoning, Marion, Marshall, Mason, Monroe, Montgomery, Muscatine, Pocahontas, Polk, Pottawattamie, Ringgold, Sac, Shelby, Sioux, Story, Tama, Taylor, Union, Van Buren, Warren, Wayne, Winnebago, Winneshiek, Woodbury, Wright, and Worth.

in a given merged area or region. Legislation also passed will permit these governing boards to levy a three-quarter mill rate per year for operational purposes and a three-quarter mill rate per year for a five year period for the cost of purchasing land and equipment for vocational-technical schools. State aid for these schools (whether they be vocational-technical schools or community colleges) was set at \$2.25 per day per full-time student.

Although the duties and powers given the governing bodies of the merged areas are broad, giving considerable autonomy to these boards, many actions require the approval of the State Board of Public Instruction. This State Board, in turn, has several duties and powers aside from that of approving the actions of the individual governing boards. The legislation further established within the State Department of Public Instruction a division of community and junior colleges to carry out the duties assigned to the State Board. In addition, a State Advisory Committee on community and junior colleges was appointed to work jointly with the State Board of Public Instruction and the State Board of Regents in establishing standards for the public community and junior colleges.

Private Junior Colleges;

*and in the approval of the
allocations made for these schools.*

Presently there are four private junior colleges in Iowa. Two of these colleges are Catholic; the other two are affiliated with the Lutheran Church. Both Catholic junior colleges are women's colleges while the two Lutheran junior colleges are coeducational. All four are accredited by the North Central Association of Colleges and Secondary Schools and hold membership in the American Association of Junior Colleges. One of the Lutheran colleges has a board of trustees consisting of 16 members all from Iowa and all lay people (not associated directly or officially with the church). The governing board of the other Lutheran college consists of twelve members, eleven of whom are from Iowa. All members are lay people. Both of these institutions are members of denominational boards of education which play important supervisory roles in their operations. Each of the governing boards of

the two Catholic junior colleges consists of five people all members of the religious order administering the school.

Private Four Year Colleges;

Of the twenty-five private four year colleges, 19 are coeducational, four are women's colleges, and two are men's. Those schools that are not coeducational are Catholic. Of the nineteen coeducational colleges, four indicate in their bulletins that they are independent of a church although they all trace their lineage to a church affiliation and continue to emphasize the development of Christian ideals. The denominations represented by the remaining colleges include: Methodist(4), Presbyterian(3), Reformed Church in America(2), Lutheran(2), Evangelical United Bretheran (1), Latter Day Saint(1), Christian Reformed Church of Midwest(1), and Quaker (1).

All of the twenty-five four year colleges are members of the North Central Association of Colleges and Secondary Schools. For that matter, membership in the N.C.A. is frequently underscored or pointed out early in the bulletins of these colleges. All but one indicate their teacher educational programs are approved by the State Department of Public Instruction. Fourteen indicate membership in a teacher accrediting agency (either the American Association of Colleges for Teacher Education or the National Council for Accreditation of Teacher Education) Eighteen indicate membership in the American Association of Colleges. Three are members of the Association of Colleges of the Midwest (A.C.M.). Fourteen show membership in the American Council on Education (A.C.E.) or participation in the College Entrance Examination Board (C.E.E.B.).

Four of the Catholic colleges are governed by a religious order and their boards consist solely of members of that order. The other two Catholic colleges are considered diocesan schools and have governing boards consisting of both lay and religious persons. The number of persons on governing boards tends to be largest in independent four year colleges; Table I describes the composition of

the governing boards of the private colleges in Iowa. A description of the boards of each individual institution is included in the Appendix. Of the 776 members of boards of trustees in Iowa's private colleges, 206 or 26.5 percent are officially affiliated with a church. Five hundred thirty-two, or 68.6 percent, live in Iowa. Almost 63 percent of the members of boards of Catholic colleges are members of a religious order. While almost all (98.6 percent) reside in Iowa, this high figure results from the fact that their residence is determined by the location of the institution. Although on an average 26.8 percent of the members of boards of trustees of the denominational colleges are church officials, this figure varies considerably from college to college. (See Appendix) Over one-third of the members of both the denominational and independent colleges live outside the State of Iowa.

All of the private institutions of higher education in Iowa ^{*included in this study*} are members of the Iowa Association of ^{*Several colleges*} Private Colleges and Universities. This organization does not attempt to supervise or control the activities of any of its members. It imposes no standards or regulations. Its primary purpose is to offer a forum for discussion of issues confronting private institutions of higher education and to develop a common or mutual program of requests for legislative action. The recently enacted state scholarship program, for example, received impetus and support from this association.

Table I Composition of Boards of Trustees of Iowa's Private Colleges
By Type of College and By Selected Characteristics of Board
Members.

Type of College	Residency				Characteristics of Board Members				Total
	Iowa		Out State		Lay Person		Church Official		
Senior College									
Catholic (2)	10	100	0	0	0	0	10	100	10
Other Denominations (2)	28	96.6	1	3.4	18	62.1	11	37.9	29
Four Year College									
Catholic (6)	69	98.6	1	1.4	26	37.1	44	62.9	70
Other Denominations (15)	331	63.8	188	36.2	380	73.2	139	26.8	519
Independent (4)	94	63.5	54	36.5	146	98.6	2	1.4	148
Total (29)	532	68.6	244	31.4	570	73.5	206	26.5	776

Subsequent meeting...

Conclusions, Implications and Recommendations

The history of post high school education in Iowa tells a story of dynamic, vital institutions meeting the needs of a dynamic, constantly changing society. As a agrarian society became more and more urban and industrialized, Iowa's colleges and universities responded to this change as they have responded to other changes. Certainly the recent action by the General Assembly in establishing area vocational schools and community colleges is illustrative of the modifications in the structure of higher education Iowans are willing to make to meet new demands in education. Thus, governing bodies of institutions of higher education, the State Board of Education, the members of the legislature, local boards of education, and the citizens of the state are to be commended for their awareness of educational needs and their willingness to take steps to meet these needs.

One of the first states to establish a single governing board for public institutions of higher learning, Iowa has avoided standardization, uniformity, mediocrity, and the loss of individual institutional character, frequent fears of those opposing a single agency. Rather it has maintained diversity of programs, institutional freedom, and individual initiative. Of most importance, however, the state has been assured that the policies and decisions affecting individual institutional operations have been made and executed by those directly responsible for policies and decisions---namely the governing board of the institution and its chief administrative officers. The board must continue to be jealous and protective of its powers and prerogatives, insuring always that Iowa's public institutions of higher education remain superior not through uniformity but through diversity.

The development of Iowa's public junior colleges has been haphazard. Fortunately much leadership has been provided by administrative officials of individual institutions. Some state leadership has been provided by the joint actions of the State Department of Public Instruction and the State Board of Regents. Recent legis-

lative action promises a more coordinated junior college program, especially in planning and developing institutions. A plea for strong state leadership is made, insuring that all youth are given the opportunities that their talents and abilities warrant. The role of the advisory committees, both that for vocational schools and that for community colleges, must be defined more clearly. *The committee recommends that legislative action be taken to establish a governing body for the public schools.* The plea for state leadership is not a plea for uniformity and standardization of programs. Rather it is a plea against excessive domination by the larger institutions of the state, a plea for diversity and comprehensiveness of programs, and a plea for the public's recognition and acceptance of the unique and special role of the junior college in the total picture of higher education.

Iowa's private institutions of higher education have played a significant role not only in providing education to a substantial number of Iowa students but also in developing the cultural and economic climate of the state. The balance between private and public institutions has not fostered an unhealthy competition, but rather a spirit of mutual concern and endeavor. In general, these colleges and their boards recognize, understand, and appreciate their contribution to higher education. Because of the large number of persons officially associated with a religious order or organization, some of these institutions have tended to emphasize the ideals and purposes of their particular denomination or sect, yet large segments of their student bodies are not members of their denomination. They have been influenced, too, by other central church authorities or boards of education. In one sense, then, a few schools have looked not necessarily at the educational needs of Iowa's youth but at the educational needs of the youth of the entire country as seen through the eyes of the church. The plea is made that these institutions, while still maintaining their national and religious outlook, study the particular needs of Iowa.

Private institutions have coordinated their legislative requests through their Iowa Association of Private Colleges and Universities. *Another purpose* It is hoped that this organization *will* continue to foster and promote cooperative planning and studying of

higher education throughout the state's private institutions to an even greater degree. The development and growth of private colleges and universities will continue. To insure that this growth is not haphazard and unplanned, thus dissipating today's resources and weakening the present structure, this association is ^{called upon} ~~in the best position~~ to coordinate new ventures in private higher education. In addition, this association by planning and implementing cooperative programs can assist immeasurably many institutions in strengthening existing offerings and curricula.

There is a distinct need for statewide coordination of higher education involving both private and public institutions. This study is an example of the kind of cooperative endeavor the governing boards of Iowa's institutions of higher education, coupled with the State Board of Public Instruction, can and must undertake. It is strongly suggested by this committee that steps be taken by the Board of Regents, the Association of Private Colleges and Universities, and the State Board of Public Instruction to develop some form of liaison insuring that all who are concerned with the education of Iowa's youth participate in the many plans that must be made as Iowa meets the numerous challenges it faces in higher education.

If a separate state governing body is established for junior colleges, this body must be included in a coordinating group. The committee does not recommend the specific nature of this coordinating group; it does, however, suggest several broad or general characteristics which should be considered in this group's organization:

- 1. All groups involved in the administration and supervision of higher education, both public and private, should be represented.*
- 2. Representation should reflect the number of students served by types of institutions.*
- 3. The financial operation of such a body should be a responsibility of all institutions within higher education within the state.*
- 4. A permanent staff, ^{permanent} ~~staff~~ capable of carrying out the tasks of the organization, should be employed.*

5. The coordinating body should in no way infringe upon the autonomy of an individual institution.

6. The fact that this body is a voluntary organization should be apparent in the minds of college officials and members of the coordinating body.

7. The tasks of a coordinating body should be limited to areas of coordination, particularly inter-institutional communication, state-wide job finding, and distribution of needed research.

The committee believes that the subcommittee of such a coordinating committee will not result in conformity, standardization and a loss of individuality and diversity, but that rather through open discussion and ~~guidance~~ through communication ~~the~~ educators can resolve common problems and reach sound decisions which affect the education of Iowa's youth.

of the Board has, in practice, led to consistent de facto reelection of Board officers. For example, the position of President of the Board, from 1909 to 1962, was held by only seven individuals.

The position of Vice-President of the Board has remained unoccupied since 1940, when a Board member declined to continue serving in that capacity, and the Board failed to name a successor.

The Board of Regents is additionally charged with the responsibility of electing a Secretary of the Board of Regents from outside its own membership. Statutory provisions stipulated that the Secretary of the Board shall also serve in the office of Secretary of the Finance Committee.

These three offices, supplemented by numerous permanent and temporary committee chairmanships, have provided the basic organizational features of the Board of Regents, viz, formal offices.

The Finance Committee of the Board of Regents is one of three standing committees which the Board has historically utilized. Section 262.12 of the Code of Iowa provides that "the Board shall appoint a finance committee of three from outside its membership and shall designate one of such committee as chairman and one as secretary". Not more than two members of the Committee may belong to any one particular political party; the term of office for all three members is three years. The Finance Committee is charged with, among other duties, making "such investigations and reports and (performing) such ministerial duties as the board by resolution may direct..."

The 61st General Assembly of Iowa significantly revised the Code of Iowa's provisions, particularly in respect to the Finance Committee. Most importantly, Section 262.12, providing for the establishment of the Finance Committee, was repealed in its entirety. In lieu of this repeal, the Board was empowered to "exercise all the powers necessary and convenient for the effective administration of its office... and to this end may create such committees, offices and agencies from its own membership or others, and employ such persons to staff the same... as may be desired or determined by the board..." The Finance Committee, in sum, was amended to exist solely at the sufferance of the Board of Regents.

While it seems likely that the provisions established by the 61st General Assembly will likely herald extensive changes in the committee structure of the Board, it is nevertheless useful to examine the past committee structure of the Board, in order to gain an appreciation of how it has used committees to aid in the discharge of the Board's responsibilities. Two major standing committees of the Board are particularly instructive in this regard.

The Faculty Committee, in 1951, affirmed its responsibilities as relating to numerous academic affairs of concern to the Board as a whole: "...the Committee is interested in having all matters that the Board has a responsibility for included on the docket at the proper time. Catalogue changes and the many rules, regulations, and course offerings therein, as well as personnel, salaries, and tenure (are the

responsibilities of the Committee)". Like all Regents committees, the Faculty Committee is empowered chiefly with recommendatory powers and must look to the Board of Regents as the final authority in academic matters of the state educational institutions.

The Building and Business Committee has historically been charged with the responsibility of reviewing all questions related to the construction of capital improvements. Additionally, individual members of this committee were required to aid, individually, respective Regents' institutions in the discharge of "routine business", at times when the Board was not in session.

An intra-Board review, in 1956, in recommending procedural changes for the three major committees, delineated their respective duties as follows:

- a. Regular docket items from the institutions that have to do with faculty, curriculum and similar items, (must be) presented by the executives for the three larger institutions to the Faculty Committee, and by the Finance Committee for the three smaller institutions, where they are evaluated by the Finance Committee and presented to the Board...with recommendations.
- b. Regular docket items from the institutions that have to do with buildings, business matters, and similar items, to be presented by the executives for the three larger institutions, to the Building and Business Committee and by the Finance Committee for the three smaller institutions, where they are to be evaluated by the Building and Business Committee and presented to the Board.
- c. General items to be handled by the Board that are not items to be handled by (the two committees mentioned above are to be initially examined by the Board as a whole).

This general guide suggests that in theory as well as in practice, most of the major decisions relating to state educational institutions were lodged within the authority of the nine-member Board of Regents. This is not to minimize the activities of the major committees, but to suggest that the historical pattern -- as the recent activities of the 61st General Assembly emphasized -- has been a movement toward greater responsibility within the Board for the activities of its subsidiary committees.

Standing committees have frequently been supplemented, particularly in recent years, with numerous temporary committees, appointed to survey specific matters of concern to the Board. A complete list of temporary committees established in the history of the Board would be overwhelming. However, some conception of the nature and scope of inquiry of these temporary committees may be gained by briefly reviewing a few of the temporary committees which the Board has accredited in the past. Their titles are, for the most part, self-explanatory. Among these committees are: The Special Budget and Legislative Committee (empowered to investigate post-high school financing in the early 1950's); the Special Committee to Study Procedures (of the Board of Regents); the Committee on Iowa School Laws; and the Special Committee on Food Service and Dormitory Regulations.

As can be observed from these representative examples, the Board's temporary committees have largely been concerned with investigatory functions. The general practice has been to dissolve these committees

upon receipt of their reports, although in selected instances committees have been continued over a long period of time for further investigatory purposes.

II

Responsibilities of the Board

The Board of Regents has responsibility for the supervision of the University of Iowa, Iowa State University, the State College of Iowa, Iowa Braille and Sight-saving School, the State School for the Deaf, and the State Sanitarium at Oakdale* For purposes here, only the three major educational institutions will be referred to.

The University of Iowa "is recognized as having a broad mandate in order that it may continue to be a distinguished state university, offering pre-professional courses, the full panoply of undergraduate liberal arts and science courses, graduate work in law, medicine, dentistry, pharmacy, nursing, engineering, and allied fields related to these professional disciplines, as well as social work, business administration, journalism, education, library science, and all the liberal arts and sciences, with research, extension and public service functions clearly recognized and generously supported." In addition, as a formal statement of the Board of Regents noted in 1961, a "special responsibility" of the University of Iowa was recognized as continuing upper level undergraduate education, and graduate education, "within the limitation of its subject matter fields." The University, however,

*recently expanded to include sanitorium facilities.

"will offer no major programs in agriculture, architecture, forestry, industrial arts, veterinary medicine, agricultural, aeronautical, or ceramic engineering."

Iowa State University has been characterized by the Board of Regents as embodying an "essentially scientific and technological emphasis... It will give principal emphasis to the maintenance of strong professional colleges in agriculture, engineering, veterinary medicine, home economics, and the sciences, with graduate instruction, research, extension and public service functions within the limitations of its subject matter fields." The University is also, however, directed to "offer such science and humanities courses as are necessary to provide strong basic education for pre-professional work and sound general education..." Specifically, however, the Board has excluded from the concern of Iowa State University major programs such as "law, human medicine, dentistry, pharmacy... social work, speech pathology, and business education."

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In addition to outlining the academic scope of each of the Board's three major post-high school educational institutions, the 1961 statement also recognized that all three institutions may, of necessity, offer non-degree, terminal, programs in vocational education.

As the Board of Regents is the final supervisory authority for these three institutions, problems of coordination of respective educational programs largely fall to the nine-member panel. As one may observe, some duplication of programs does occur. And it is the responsibility of the Board to coordinate these programs for purposes of optimum educational value. In the light of this responsibility, the Board has rested its efforts chiefly on the outline provided by its "statement of caution with respect to unwarranted duplication in the future:"

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of the entire educational program. Until Iowa has demonstrated its willingness to adequately support the current programs of its existing institutions, there is no sound basis for the establishment of new state institutions nor for developing new, duplicating programs among existing ones. (emphasis added)

Past Board efforts to obviate unnecessary duplication were first formulated in 1926, when the Standing Correlative Committee was established. Seemingly, however, nothing further was done until 1944, when the President of the Board suggested that appointments to the standing committee be made and confirmed. A few years later, the committee was entirely dissolved, and a new standing committee, known as the Committee on Education Coordination, took its place. The duties of this committee were listed as follows:

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It would be an understandable reaction to be dubious about the value of such surveys, reports, committees, and other researches. But evidence belies this evaluation, for Board action subsequent to many of these reports has consistently paralleled suggested courses of action. Thus, following the Strayer Report, the Business Managers Committee, the Committee on Library Coordination, and the Registrars Committee all were established, and, so far as the evidence indicates, were relatively successful.

In recent years, questions relating to the problems of coordination, duplication, and general Board policies have again received pronounced attention from researchers such as the Iowa Cooperative Study of Post-High School Education.

Inter-institutional coordination extends beyond problems of duplication and procedure of the three major Regents' institutions, however. Iowa junior colleges, too, have assumed an increasingly important role in the educational plans, surveys, and recommendations of the research groups. Among the more important statements suggesting the Board's policies toward junior colleges, the 1959 joint announcement of the Board of Regents and the State Board of Public Instruction is most instructive. In this memorandum, the Board 1) defined the meaning of "junior college" as embodying a two-year program leading either to later college work or to a vocational/technical skill; 2) recognized that junior and community colleges are largely locally supported; 3) suggested that the prime emphasis of two-year college programs should be preparation for later post-high school studies; and 4) took cognizance of the fact that junior colleges have a unique ability for training students in vocational and technical areas.

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One last area of inter-institutional coordination deserving attention was illustrated most recently by a discussion before the Board's policy panel. As reported in the Daily Iowan, Dr. Robert C. Hardin called the Policy Committee Chairman's attention to the "exchanges of students for specialized training and help in diagnosis and treatment of handicapped

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Without doubt, this instance of close cooperation without unnecessary duplication of services may be a harbinger of future inter-institutional relations in the future.

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The Code of Iowa, Section 262.9, provides that the Board of Regents shall "elect a president of each... institution... of higher learning... and fix their compensation." A majority of six members of the Board is mandatory for an institution President to be elected.

Although the Board has the final authority in selecting successors to the presidency of respective state institutions of higher learning, this occasion has historically provided a supreme example of the manner in which the Board consults and seeks the advice of faculty members and state citizens' groups. For instance, when President Bowen of the University of Iowa was elected, the Board consulted numerous committees and faculty representatives before making a final determination. The

University Faculty Committee, the Board's own Educational Policy Committee, and a combination university-administration-alumni Advisory Committee all played particularly sensitive roles in assisting the Board in its decision.

Previous methods of determining faculty sentiment toward presidential candidates differed in form but rarely in substance. Thus, when President Gilmore's successor was being sought, in 1940, the individual deans of the University of Iowa colleges were empowered to meet with their faculty advisory committee. This committee, in turn, was held responsible for consulting with various other interested groups, such as the Alumni Association, before announcing their preferences and recommendations to the Board.

Board procedures for determining the powers and duties of institution presidents have by no means been as clear, however. Many of the Board's expressions regarding this important question have evolved over the past fifty years, occasioned by specific problems which arose at particular times. To catalogue such incidental expressions would be beyond the scope of this summary report. However, the Board has had occasion, at times, to squarely face this problem. Parallel with the development of procedures for the selection of institution presidents has developed a concise, though general, articulation of the presidents' powers and duties, viz, the Board of Regents and the institution faculties.

The instance of the hiring of Presidents Bowman and Pearson in 1911 and 1912, respectively, offers an instructive example. In a letter accompanying a note of acceptance in 1911, President Bowman briefly

outlined his view of the responsibilities of the president of the University of Iowa (paraphrased below):

- 1) In the selection of instructors and other faculty personnel, the Board must indicate the "general type of men desired", and the administrative branch of the University is then charged with the responsibility of securing individuals within the Board's enunciated framework for selection. Nevertheless, the Board retains final authority for the hiring of such individuals.
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President Bowman's suggestions were adopted in whole by the Board and then-Board President Trewin. The following year, the Board had occasion to choose a president for Iowa State University (then known as Iowa State College). Dr. Raymond A. Pearson's election to that post provided an opportunity for reaffirming the Board's view of the presidential powers first expressed in President Bowman's letter.

Acting as the Agent of the Board... the President, after being informed as to the general policy, is to be given the utmost liberty in carrying forward the work... (The President's position demands) firmness and kindness... (which) can accomplish greater results when it is generally understood that they are accompanied by authority to act. ...All technical and business matters concerning the College, ...requiring presentation to the Board... should be transmitted through the President.

President Pearson's letter encouraged the Board to formulate a reply, in which it outlined the relationship between the Board and respective institution presidents as follows:

Broadly speaking, the Board is the ultimate governing authority; the President is the executive in actual charge of the University. This implies that the Board originates general lines of policy, passes upon the specific recommendations of the President calculated to carry them out, and defines the relationship to each other of the various state institutions under its control.

That there have been disagreements between the Board and individual Presidents, both with respect to policies and procedures, is beyond question. Whenever learned men gather to formulate major policies, dissent and disagreement is bound to appear; indeed, its presence is vital to 'the market place of ideas'. But, on the whole, the Board and the individual presidents have well understood their respective roles, and surprisingly little confusion has resulted over the years with respect to the broad outlines of authority possessed by each. The matter of faculty member dismissals, however, and---in broad terms---academic freedom, provides an illustrative example of an area where passions invariably are aroused. That the Board and institution Presidents have successfully resolved these matters is testimony to the viability of the procedural and substantive organization of the Regents-Institutions organization.

Relation between individual educational institutions and the Board of Regents on matters of faculty procurement policy shed a great deal of light on the Board's attitudes toward 'academic freedom' issues. Historically, the Board and individual educational institutions have agreed upon a relatively constant protocol for the hiring, firing, and promotion of individual professors. The basic framework is one consisting of recommendatory powers of educational administrators and policy determinate powers resting solely with

the Board. Thus, when the University President, for cause, believes the dismissal of a faculty member to be in the best interests of the institution, he is empowered to recommend to the Board that action leading to that end be taken. The Board, in turn may or may not act in accord with that suggestion, but it would appear from Board policy statements that it largely follows the suggestion of the President.

A president's recommendations pursuant to the release of faculty members ordinarily emanates from recommendation of the particular college or department involved. At this picture, as we have seen, the President is afforded a wide range of discretion in determining whether or not to pursue that original recommendation.

It should here be emphasized, however, that at every juncture in this procedure, faculty members are accorded reasonable rights of inquiry and defense. Thus, a faculty member who believes his dismissal is unjust enjoys the right of access and appeal to first, his own department superiors; second, the President of the institution; and finally, the Board itself. While occasional examples of unduly harsh treatment of faculty members undoubtedly exist, the Board has explicitly indicated its general sympathy with and support for the due process of appeal.

Academic freedom disputes with respect to such things as freedom of speech rarely have arisen in Iowa's educational history, largely because of the Board's liberality of treatment of faculty rights and privileges. Where, for instance, a controversial speaker was recently banned from the campus of a major educational institution in the East, his appearance in

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REFERENCE DOCUMENT

THE MECHANICS OF THE IOWA STATE BOARD
OF REGENTS

(Confidential - For Discussion
only - Incomplete)

Prepared for:

Governance and Coordination Committee

Iowa Cooperative Study of Post High School Education

Prepared by:

John Barrett

March 8, 1966

TABLE OF CONTENTS

	Page
I. Organization and Procedures of the Board	1
The Finance Committee	2
The Faculty Committee	3
The Building and Business Committee	4
II. Responsibilities of the Board	6
The University of Iowa	6
Iowa State University	7
The State College of Iowa	7
III. Institutional Administration and the Board	12

THE MECHANICS OF THE IOWA STATE BOARD OF REGENTS

I

Organization and Procedures of the Board

The Iowa State Board of Regents is composed of nine members who must be, in the words of the Code of Iowa, "selected from the state at large solely with regard to their qualifications and fitness to discharge the duties of the office". With the exception of this broad requisite, Regents members are not required to have any special qualifications, educational or otherwise, in order to qualify for appointment. However, no more than five members from any one political party may be appointed to the Board at one time.

The Board of Regents is required to meet a minimum of four times a year, as provided by statute. But, in fact, the Board has established an informal practice of gathering on the average of once a month for normally two-day sessions. Board meetings are open to the public, unless by special request the Board is agreed to conduct a private session.

Officers of the Board of Regents are elected by the Board membership. The President and Vice-President of the Board are elected from the ranks of the nine-member panel while the Regents' Secretary is specifically directed to be chosen from without the membership of the Board of Regents. The term of office for the President and Vice-President is two years, or until a successor is "named and qualified". This last provision of the organization

of the Board has, in practice, led to consistent de facto reelection of Board officers. For example, the position of President of the Board, from 1909 to 1962, was held by only seven individuals.

The position of Vice-President of the Board has remained unoccupied since 1940, when a Board member declined to continue serving in that capacity, and the Board failed to name a successor.

The Board of Regents is additionally charged with the responsibility of electing a Secretary of the Board of Regents from outside its own membership. Statutory provisions stipulated that the Secretary of the Board shall also serve in the office of Secretary of the Finance Committee.

These three offices, supplemented by numerous permanent and temporary committee chairmanships, have provided the basic organizational features of the Board of Regents, viz, formal offices.

The Finance Committee of the Board of Regents is one of three standing committees which the Board has historically utilized. Section 262.12 of the Code of Iowa provides that "the Board shall appoint a finance committee of three from outside its membership and shall designate one of such committee as chairman and one as secretary". Not more than two members of the Committee may belong to any one particular political party; the term of office for all three members is three years. The Finance Committee is charged with, among other duties, making "such investigations and reports and (performing) such ministerial duties as the board by resolution may direct..."

The 61st General Assembly of Iowa significantly revised the Code of Iowa's provisions, particularly in respect to the Finance Committee. Most importantly, Section 262.12, providing for the establishment of the Finance Committee, was repealed in its entirety. In lieu of this repeal, the Board was empowered to "exercise all the powers necessary and convenient for the effective administration of its office... and to this end may create such committees, offices and agencies from its own membership or others, and employ such persons to staff the same... as may be desired or determined by the board..." The Finance Committee, in sum, was amended to exist solely at the sufferance of the Board of Regents.

While it seems likely that the provisions established by the 61st General Assembly will likely herald extensive changes in the committee structure of the Board, it is nevertheless useful to examine the past committee structure of the Board, in order to gain an appreciation of how it has used committees to aid in the discharge of the Board's responsibilities. Two major standing committees of the Board are particularly instructive in this regard.

The Faculty Committee, in 1951, affirmed its responsibilities as relating to numerous academic affairs of concern to the Board as a whole: "...the Committee is interested in having all matters that the Board has a responsibility for included on the docket at the proper time. Catalogue changes and the many rules, regulations, and course offerings therein, as well as personnel, salaries, and tenure (are the

responsibilities of the Committee)". Like all Regents committees, the Faculty Committee is empowered chiefly with recommendatory powers and must look to the Board of Regents as the final authority in academic matters of the state educational institutions.

The Building and Business Committee has historically been charged with the responsibility of reviewing all questions related to the construction of capital improvements. Additionally, individual members of this committee were required to aid, individually, respective Regents' institutions in the discharge of "routine business", at times when the Board was not in session.

An intra-Board review, in 1956, in recommending procedural changes for the three major committees, delineated their respective duties as follows:

- a. Regular docket items from the institutions that have to do with faculty, curriculum and similar items, (must be) presented by the executives for the three larger institutions to the Faculty Committee, and by the Finance Committee for the three smaller institutions, where they are evaluated by the Finance Committee and presented to the Board...with recommendations.
- b. Regular docket items from the institutions that have to do with buildings, business matters, and similar items, to be presented by the executives for the three larger institutions, to the Building and Business Committee and by the Finance Committee for the three smaller institutions, where they are to be evaluated by the Building and Business Committee and presented to the Board.
- c. General items to be handled by the Board that are not items to be handled by (the two committees mentioned above are to be initially examined by the Board as a whole).

This general guide suggests that in theory as well as in practice, most of the major decisions relating to state educational institutions were lodged within the authority of the nine-member Board of Regents. This is not to minimize the activities of the major committees, but to suggest that the historical pattern -- as the recent activities of the 61st General Assembly emphasized -- has been a movement toward greater responsibility within the Board for the activities of its subsidiary committees.

Standing committees have frequently been supplemented, particularly in recent years, with numerous temporary committees, appointed to survey specific matters of concern to the Board. A complete list of temporary committees established in the history of the Board would be overwhelming. However, some conception of the nature and scope of inquiry of these temporary committees may be gained by briefly reviewing a few of the temporary committees which the Board has accredited in the past. Their titles are, for the most part, self-explanatory. Among these committees are: The Special Budget and Legislative Committee (empowered to investigate post-high school financing in the early 1950's); the Special Committee to Study Procedures (of the Board of Regents); the Committee on Iowa School Laws; and the Special Committee on Food Service and Dormitory Regulations.

As can be observed from these representative examples, the Board's temporary committees have largely been concerned with investigatory functions. The general practice has been to dissolve these committees

upon receipt of their reports, although in selected instances committees have been continued over a long period of time for further investigatory purposes.

II

Responsibilities of the Board

The Board of Regents has responsibility for the supervision of the University of Iowa, Iowa State University, the State College of Iowa, Iowa Braille and Sight-saving School, the State School for the Deaf, and the State Sanitarium at Oakdale* For purposes here, only the three major educational institutions will be referred to.

The University of Iowa "is recognized as having a broad mandate in order that it may continue to be a distinguished state university, offering pre-professional courses, the full panoply of undergraduate liberal arts and science courses, graduate work in law, medicine, dentistry, pharmacy, nursing, engineering, and allied fields related to these professional disciplines, as well as social work, business administration, journalism, education, library science, and all the liberal arts and sciences, with research, extension and public service functions clearly recognized and generously supported." In addition, as a formal statement of the Board of Regents noted in 1961, a "special responsibility" of the University of Iowa was recognized as continuing upper level undergraduate education, and graduate education, "within the limitation of its subject matter fields." The University, however,

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President Pearson's letter encouraged the Board to formulate a reply, in which it outlined the relationship between the Board and respective institution presidents as follows:

Broadly speaking, the Board is the ultimate governing authority; the President is the executive in actual charge of the University. This implies that the Board originates general lines of policy, passes upon the specific recommendations of the President calculated to carry them out, and defines the relationship to each other of the various state institutions under its control.

That there have been disagreements between the Board and individual Presidents, both with respect to policies and procedures, is beyond question. Whenever learned men gather to formulate major policies, dissent and disagreement is bound to appear; indeed, its presence is vital to 'the market place of ideas'. But, on the whole, the Board and the individual presidents have well understood their respective roles, and surprisingly little confusion has resulted over the years with respect to the broad outlines of authority possessed by each. The matter of faculty member dismissals, however, and--- in broad terms---academic freedom, provides an illustrative example of an area where passions invariably are aroused. That the Board and institution Presidents have successfully resolved these matters is testimony to the viability of the procedural and substantive organization of the Regents-Institutions organization.

Relation between individual educational institutions and the Board of Regents on matters of faculty procurement policy shed a great deal of light on the Board's attitudes toward 'academic freedom' issues. Historically, the Board and individual educational institutions have agreed upon a relatively constant protocol for the hiring, firing, and promotion of individual professors. The basic framework is one consisting of recommendatory powers of educational administrators and policy determinate powers resting solely with

the Board. Thus, when the University President, for cause, believes the dismissal of a faculty member to be in the best interests of the institution, he is empowered to recommend to the Board that action leading to that end be taken. The Board, in turn may or may not act in accord with that suggestion, but it would appear from Board policy statements that it largely follows the suggestion of the President.

A president's recommendations pursuant to the release of faculty members ordinarily emanates from recommendation of the particular college or department involved. At this picture, as we have seen, the President is afforded a wide range of descretion in determining whether or not to pursue that original recommendation.

It should here be emphasized, however, that at every juncture in this procedure, faculty members are accorded reasonable rights of inquiry and defense. Thus, a faculty member who believes his dismissal is unjust enjoys the right of access and appeal to first, his own department superiors; second, the President of the institution; and finally, the Board itself. While occasional examples of unduly harsh treatment of faculty members undoubtedly exist, the Board has explicitly indicated its general sympathy with and support for the due process of appeal.

Academic freedom disputes with respect to such things as freedom of speech rarely have arisen in Iowa's educational history, largely because of the Board's liberality of treatment of faculty rights and privileges. Where, for instance, a controversial speaker was recently banned from the campus of a major educational institution in the East, his appearance in

Iowa was accepted calmly and in a dignified manner. While one instance doesn't necessarily indicate a total approach, it must be observed here that the absence of heated controversy over issues of academic freedom is at least partially indicative of a reasonable and intelligent Board attitude toward problems of chaotic consequences.

COORDINATION AND GOVERNANCE STUDY

- I. Determine the present system of coordination and governance
 - A. Governance
 1. Private - description by institution
 2. Public
 - a. Present Junior Colleges -
 - 1a. Legal basis from Code
 - 2a. Organization by institution
 - b. Vocational Technical Schools
 - 1b. Legal basis from Code
 - 2b. Organization by institution
 - c. Colleges and Universities
 - 1c. Legal basis from Code
 - 2c. Organization by institution
 - B. Coordination by (1) between public institutions and (2) between all post high school institutions.
 1. Legal provisions
 2. Working arrangements
 - C. Examination of other states systems
- II. Determine the recommended system of coordination and governance
 - A. Between private institutions
 - B. Between private and public institutions

1. Community colleges and baccalaureate degree institutions
2. Private and public institutions that grant the baccalaureate degree.

C. Public Institutions

1. Alternates to be examined
 - a. One board for all institutions
 - b. Two boards - 1 board for all public institutions not offering a baccalaureate degree, and one board for those institutions offering a baccalaureate degree
 - c. Three boards - same as b above with 1 additional board for vocational technical education
 - d. Multiple boards - 1 board for each post high school institution
 - e. Master board idea - either b, c, or d above with a Master board created for coordination purposes
2. Staffing for each of the alternatives above

III. Determine the method of implementing the recommended system of coordination and governance

- A. Necessary legal action
- B. Board Members
 1. Selection
 2. Tenure

IV. Consultants , Chairman

- A. Regents member
- B. Department of Public Instruction Board Member
- C. Trustee Private Colleges and Universities
- D. Political Scientist
- E.
- F.
- G.

V. Dates

- A. Information gathered by March 1, 1965
- B. Rough copy of preliminary report April 1, 1965

10/19/65

Guideline Questions for Programs and Function Study

1. What are the central purposes and functions of your institution?

We will be securing specific data regarding degree programs, etc. at a later date. Question number one requests a brief statement of institutional aims which will help to orient the members of the Study to the role of your institution.

2. What major extensions of existing instructional programs and other functions¹ are planned by 1970? 1980?

Please list instructional, programs by degree level; i.e., Doctoral, Masters, baccalaureate and first level professional, and less than baccalaureate degree level. It is acknowledged that your plans for 1970 will be much more precise than those for 1980.

3. What major new instructional programs and other functions are planned by 1970? 1980?

Please list new instructional programs by degree level.

4. Does your institution have distinctive programs and functions; i.e., those not duplicated in many other institutions in the State of Iowa?

5. Which of the programs and functions in question No. 4 should remain somewhat unique to your institution?

5-a Which programs and functions would represent an unnecessary and wasteful duplication of resources if developed in other institutions in Iowa in the next fifteen years?

5-b List the instructional programs and other functions which should be offered by your institution and at a limited number of other institutions.

6. What instructional programs and other functions at your institution might likely be de-emphasized in the future? Are you planning to discontinue any instructional programs or other functions or to reduce their level of support or significance? If so, please list these programs.

¹ Functions other than formal instruction would include research, and extension and other public services.

7. To what extent will your institution assist in educating the increasing number of students from Iowa expected in the future?

7-a What are the projected enrollments for your institution for the years 1970, 1975, and 1980? Please list these projected enrollments by level:

Graduate: including graduate professional; e.g., social work.

First Level Professional: programs not requiring a B. A. for entrance, but extending beyond the typical B.A. program; e.g., law, medicine, veterinary medicine, dentistry.

Baccalaureate degree level: including professional degrees at the baccalaureate level; e.g., engineering, teacher education, journalism, nursing, pharmacy. Also including pre-transfer programs in junior colleges, etc.

Less than baccalaureate degree level: programs not leading to bachelor's degree; e.g., practical nursing, engineering technician, terminal general education programs.

To assist each institution in making enrollment projections, Dr. Jon Doerflinger of Iowa State University is preparing tables of population projections, college going rates and in and out-state migration. These figures should reach you by October 21.

7-b What percentage of your students are residents of Iowa?
(By levels of 7- a)

7-c Do you expect this percentage to change by 1970, 1975, and/or 1980? If so, in what direction? (By levels of 7-a)

8. Are there any other features of your institution which should be considered in developing a long range plan of higher education in Iowa?

9. Do you have any comments regarding the future role of the different types of post high school institutions in Iowa? This includes:

Public colleges and universities
Public community and junior colleges
Public vocational-technical schools
Private colleges and universities
Private junior colleges
Other types of institutions

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