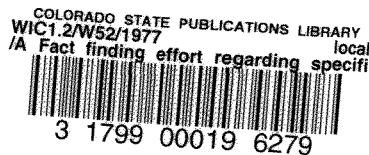


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A FACT FINDING EFFORT REGARDING SPECIFIC ASPECTS OF THE
WESTERN INTERSTATE COMMISSION FOR HIGHER EDUCATION,
ITS BUDGET AND STUDENT EXCHANGE PROGRAM

By:

Olympus Research Centers
Kenneth C. Olson, President

Introduction

This draft report presents the responses of Olympus Research Centers to a series of specific questions regarding the Western Interstate Commission for Higher Education (WICHE), its budget and student exchange program posed by the Western Governors' Task Force on Regional Policy Management. The questions were addressed to Olympus in a letter from Philip Burgess, Staff Director of the Task Force, to Kenneth C. Olson, President of Olympus, dated July 12, 1977, attached as Appendix 1. In formulating these responses, the Olympus study team visited WICHE headquarters in Boulder during the week of August 9, 1977 and conducted fairly lengthy interviews with the Executive Director, the Controller, and the staff of the student exchange program. Much shorter interviews were conducted with other WICHE staff including the Deputy Director and the Program Directors. Additional information was acquired through telephone conversations with the Executive Director following the site visit.

It should be noted that Olympus was not charged to assess or evaluate most WICHE operating programs. Essentially, the study team accepted as being correct the prior evaluations commissioned by WICHE and by the California Postsecondary Education Commission performed by Jerome Evans and C. Brice Ratchford, respectively. These evaluations found WICHE programs to be generally well operated by competent staff and with fairly high levels of satisfaction among those benefiting from the programs. Only a few questions were raised regarding specific projects. Thus, the interviews with program directors were oriented only toward developing responses to one or more specific questions which were part of this study.

It should be noted, parenthetically, that the Olympus team was impressed with the competence and cooperation of all of the WICHE staff who were interviewed. Every request for information was responded to promptly and no information requested was withheld or deemed to not be available for the purposes of this study.

The pages which follow are essentially straightforward responses to questions which ask for production of facts or the detailing of operating procedures which should not basically be subject to factual argument. However, it is recognized that the same set of facts are often interpreted differently by different observers. In addition, some facts are deemed to be more important than others. The Olympus team has attempted to highlight certain facts or provide interpretations of selected data which seemed pertinent and appropriate given the responsibility of the WESTPO Task Force. The WICHE staff may very well believe that the presented data leads to different conclusions from those which are presented by Olympus. We have told the WICHE staff that they will have an early opportunity to respond to this report.

The remaining pages of this report restate the questions listed in the Burgess letter and provide the Olympus response.

To What Extent Have WICHE's Administrative Costs Increased? The primary growth in administrative costs over the past five years occurred between FY 1974 and FY 1976. During that period, administrative costs increased from \$566,436 to \$822,194. Since that time, administrative costs have been stable, with the revised FY 1978 budget calling for administrative costs of \$826,053. Because of inflation the relatively constant administrative funding has been able to support less people -- the administrative staff dropped from about 40 in FY 1976 to about 31 in the FY 1978 budget.

Administrative costs have, not surprisingly, responded to the total level of activities of WICHE and NCHEMS.¹ The pattern of administrative costs in relation to total WICHE expenditures is shown below:

Administrative Cost as Percentage
of Total Expenditure

FY 1974	10.5%
FY 1975	9.5%
FY 1976	10.1%
FY 1977	12.8%
FY 1978 est.	18.0%

The sharp increase in administrative costs is caused by a reduction in total expenditures (the base for the percentage calculation) from a little over eight million in FY 1976 to an estimated \$4.5 million in FY 1978. If WICHE's volume of contracts and grants in FY 1978 is greater than currently estimated,

¹In FY 1978 NCHEMS is independent of WICHE, but has contracted to buy administrative services from WICHE. Total administrative costs from prior years has included NCHEMS, so comparisons over time include NCHEMS in all years. Comparisons exclude support fees paid to schools by states through WICHE. This is because support fees are not part of WICHE's operating budget and do not require additional administrative support when support fee levels are raised (in contrast with changes in SEP student or institution volume).

the administrative costs as a percentage of total costs would fall. The converse is also true, as adjustments in administrative costs would not be made as rapidly as changes in grant and contract funding.

How Are These Increases in Administrative Costs Related to Various WICHE Program Elements? As noted above, administrative costs have not increased in the past several years and thus there is no increase to be associated with general increases in the volume of grants and contracts. State "hard money" contributions and the administrative costs of programs administered with "hard money" have basically been constant.

How are State Dues Allocated Among the Various WICHE Program Elements? Part of the answer to a subsequent question includes the matrix (see page 8) prepared by WICHE staff showing some 20 different programs as rows and various program fund sources as columns. This matrix indicates that state source funds (dues, state carryover funds and interest on state funds) are used for the direct costs of Student Exchange, Western Council on Higher Education for Nursing and Commissioner Meeting Expense. In addition, state funds are used for a variety of administrative costs. Separate state contributions for mental health are used for mental health programs and administrative costs as described below.

The matrix shows uses of state funds in FY 1978 (including mental health) as follows:

Direct Costs

Student Exchange Program	\$153,237
Higher Education for Nursing	51,158
Commissioner Meeting Expense	38,000

Continuing Education for Planning and Manpower Development in Mental Health and Human Services	\$ 17,086
Mental Health and Human Services	60,180
TOTAL DIRECT COSTS	<u>\$319,661</u>
TOTAL INDIRECT COSTS	<u>\$421,640</u>

The indirect costs being paid for with state (and non-state) funds include the aspects of the organization that are not attributed directly by WICHE to a particular program. They include the salaries and expenses associated with such functions as executive direction, personnel, internal planning and evaluation, affirmative action, public relations, library services, duplicating and mailing, and the like.

The state funds bear a disproportionate share of the overhead costs of the WICHE organization as can be seen from the table below drawn from FY 1978 budget materials:

	<u>Direct</u>	<u>Indirect</u>	<u>Indirect/Direct Ratio</u>	<u>Totals</u>
STATE FUNDS	\$ 319,661	\$421,640 ²	1.32/1	\$ 741,301
NON-STATE FUNDS	<u>1,675,955</u>	<u>160,900</u>	.096/1	<u>1,836,855</u>
TOTALS	\$1,995,616	582,540		2,578,156

X Put another way, over half of every state dollar goes to pay administrative costs of WICHE while only about a tenth of every non-state dollar pays for these administrative costs.

²Indirect costs associated with the state programs can be viewed in one of two ways. The first way is to use the WICHE approach of isolating certain indirect costs, namely administrative costs, and not associating them with individual programs, while counting other indirect costs as part of programs. This is the approach used with the Commission in presenting the budget. The second approach, which is reflected on the matrix prepared by WICHE staff that is part of this report, is to allocate all indirect costs to some program. This results in a larger allocation of indirect costs, which is the one reflected in the numbers in the text as indirect costs.

This result is neither error nor accident. It reflects a deliberate policy on the part of WICHE management to use state funds to pay part of the indirect costs of accepting federal and foundation grants and contracts. The total state indirect cost contribution shown above will be used in FY 1978 as follows:

	<u>Amount</u>	<u>Percent</u>
Indirect costs associated with state funded programs	\$150,991	36%
Unreimbursed indirect costs on grants due to grantor ceilings on indirect cost recovery	177,585 ³	42%
Unreimbursed indirect costs on grants due to deliberate decision to accept lower indirect cost charge	58,760	14%
Administrative costs not allocated to programs because federal government will, as general policy, not allow reimbursement	34,304	8%

Thus, the state contributions that were used in support of the direct costs of state programs (\$319,661) and the indirect costs associated with those programs (\$150,991) total \$470,652 or 63% of total state funding in FY 1978 of \$741,301. In other words, about one of every three state dollars (including carry-over funds and interest) that WICHE gets in FY 1978 will, under its current budget, be used to subsidize federal and foundation grants and contract costs.

In understanding the uses of state funds in WICHE, it is important to recognize the impact of changes in anticipated volume of grants and contracts that occur after the budget has been adopted for a fiscal year. WICHE leadership views the administrative budget as basically fixed, once it is adopted. Should grant and contract volume be larger than anticipated, these

³See footnote number 2.

administrative costs are spread over a larger volume of grants, thereby producing a lower prorated cost for each grant and for student exchange. However, the overhead rate is not adjusted during the year. As a result, additional income is generated but not spent thereby adding to the surplus or contingency reserve. (Of course, WICHE could amend its budget to expend such surplus.) The reverse effect is generated by lower than anticipated volume of grants and contracts.

Develop a matrix that clearly delineates WICHE programs and associated costs, identifying the sources of funds used to support those programs and specifically identifying the utilization of state dues. Such a matrix appears on page 8. It was prepared by the WICHE staff and has been accepted by Olympus as a reasonable representation of the division of costs among programs and funding sources.⁴

The direct costs on lines (1) through (20) represent those costs that are clearly identifiable with particular programs such as the salaries and fringe benefits associated with project staff, printing and long distance calls associated with the project and the like. As noted earlier, the indirect costs are merely prorations of overhead. An examination of the relationship between administrative costs (line 21) and total costs (line 22) for each column will show that the percentage allocation of administrative costs from state funds is much higher than for other funding sources. This results from the use of state funds to, in effect, subsidize the administrative costs associated with other grants and contracts as discussed earlier.

Another way of viewing the costs of any single program is to ask what it would cost to administer that program on a "stand alone" basis. For example

⁴Olympus did not audit WICHE accounts to determine whether accurate charges were made for particular services, etc. WICHE is audited by a private accounting firm and several federal agencies, and we have no reason to believe that anything is wrong with the accounting procedures.

WICHE
Estimated Expenditures by Program and Funding Source⁽¹⁾
Proposed FY1978 REvised Budget (8/12/77)

Program	Federal Funds											Other Non- Federal. Non- State	Total
	State Dues	State Carryover Funds	Int.on State Funds	Mental Health State Contrib.	HEW			National Inst. of Corr.	National Endow. for the Humanities	Comp Employ.& Econ. Training Act	Econ. Devel. Admin.		
					Div.of Nursing	NIMH	RMP						
1. Student Exchange Program Manage- ment & Development ⁽²⁾	\$118,759	\$ 21,913	\$ 12,565	\$	\$	\$	\$	\$	\$	\$	\$	\$	\$153,237
2. Western Council on Higher Educa- tion for Nursing	39,685	7,426	4,047										62,955 114,113
3. Commissioner Meeting Expense	29,450	5,434	3,116										38,000
4. Nursing Research Development					85,000								85,000
5. Analysis and Planning for Im- proved Distribution of Nurs- ing Personnel & Services					163,000								163,000
6. Compilation of Nursing Educa- tion Research Tools					71,000								71,000
7. Training Nurses to Improve Patient Education					91,000								91,000
8. Cultural Diversity in Nursing Curricula												98,000	98,000
9. Continuing Education Program for Nurses in Id., Mont., & Wyo.					21,000								21,000
10. Evaluation of State Mental Health Programs to Meet Accountability Demands						41,000							41,000
11. Continuing Education for Planning & Manpower Devel. in Mental Health & Human Services				17,086		127,000							144,086
12. Methodology for Determining Advanced Education needs of State Mental Health Staffs						29,000							29,000
13. Community Resource Management teams Corrections								43,000					43,000
14. Institute for Jailer Management Training								129,000					129,000
15. Planning Theory for State Mental Health Agencies						46,000							46,000
16. Strengthening the Bi-Lingual - Bi Cultural Components of the Deli- very of Mental Health & Human Services ⁽³⁾						70,000							70,000
17. Mental Health & Human Services				60,180									60,180
18. Planning Resources in Minority Education ⁽³⁾												104,000	104,000
19. Resources Devel. Internship Pro. ⁽³⁾									50,000	75,000	125,000	164,000	414,000
20. Regional Medical Program ⁽⁴⁾							81,000						81,000
21. Admin. & Admin. Services ⁽⁵⁾	286,106	52,791	30,272	52,471	40,300	49,000		15,500	4,400	6,600	11,000	34,100	582,540
22. Sub-Total	\$474,000	\$ 87,564	\$ 50,000	\$129,737	\$471,300	\$362,000	\$ 81,000	\$187,500	\$ 54,400	\$ 81,600	\$136,000	\$463,055	\$2578,156
23. SEP Support Fees													900,000
24. Total Estimated Disbursements													\$11578,156

NOTES: See attached sheet

NOTES TO MATRIX TABLE

- (1) Amounts are shown by program for estimated direct costs. Indirect cost allocations are not included by program but are given in total on the line labeled administration and administrative services costs.
- (2) Does not include support fees estimated at \$9,000,000 for FY 1978 paid by the sending states to the receiving schools through WICHE. (See line 23).
- (3) Funding pending in part or in total.
- (4) Phase out of this program which is subcontracting in its entirety to the Mountain States Health Corporation, Boise, Idaho.
- (5) Excludes costs of \$170,000 charged back to accounts for printing and mailing services on a per job basis, and \$243,513 in costs which will be reimbursed by NCHEMS for administrative services provided by WICHE under a contract. All other costs of the office of the Executive Director, office of the Deputy Director, Staff Services office, Communications Unit, WICHE General Publications, Business office, Purchasing, Mailing Services, Editing, Duplicating, Personnel Management, Affirmative Action, and Library are included on this line.

the student exchange staff could purchase some administrative services from an existing regional organization, such as the Federation of Rocky Mountain States or its successor organization, or could operate as a free standing incorporated entity. In such a situation the total cost of the program would probably be less than the total for SEP shown budgeted from state funds. This situation, which is not new, can best be understood by referring back to an earlier table in this report on the disposition of state dues.

Develop a Matrix indicating the allocation of staff resources among programs. The requested matrix appears on page 11. It is the equivalent in FTE of the dollar distribution presented in the table used in the answer to the preceding question and is subject to the same comments made with respect to that matrix.

Is WICHE's federal grant and contract procurement in competition with state agencies and universities in the region, or are federal grants and contracts with WICHE primarily for projects for which only multistate entities are eligible?

Analyze WICHE contracts over the past two years, specifically identifying those grants and contracts for which multistate applicants/institutions were exclusively eligible or where preferences were given by the grantor to proposals from multistate entities/applicants.

Both these questions basically relate to the extent to which WICHE is diverting funds from other institutions in the West rather than generating funds that otherwise might not be available at all.

To understand the details which follow, it is important to recognize some of the economic and institutional patterns of not-for-profit institutions being supported by government and foundation grants and contracts. Successful

WICHE
Estimated FTE Staffing by Program and Funding Source
Proposed FY1978 Revised Budget (8/12/77)

Program	State Dues	State Carryover Funds	Int.on State Funds	Mental Health State Contrib.	Federal Funds							Other Non- Federal, Non- State	Total
					Div.of Nursing	HEW		National Inst. of Corr.	National Endow. for the Humanities	Comp. Employ.& Training Act	Econ. Devel. Admin.		
						NIMH	RMP						
1. Student Exchange Program Management & Development	4.8	.9	.5										6.2
2. Western Council on Higher Education for Nursing	1.3	.3	.1									1.9	3.6
3. Nursing Research & Development					4.0								4.0
4. Analysis & Planning for Improved Distribution of Nursing Personnel					1.3								1.3
5. Compilation of Nursing Education Research Tools					2.0								2.0
6. Training Nurses to Improve Patient Education					3.2								3.2
7. Cultural Diversity in Nursing Curricula					2.0								2.0
8. Evaluation of State Mental Health Programs to Meet Accountability Demands						1.5							1.5
9. Continuing Education for Planning & Manpower Development in Mental Health & Human Services						3.0							3.0
10. Community Resources Management Teams - Corrections								1.5					1.5
11. Institute for Jailor Management Training								4.0					4.0
12. Strengthening the Bi-Lingual - Bi-Cultural Components of the Delivery of Mental Health & Human Services						3.0							3.0
13. Mental Health & Human Services				.4									.4
14. Planning Resources in Minority Education												3.0	3.0
15. Resources Development Internship Program									.6	.9	1.5	2.0	5.0
16. Administration & Administrative Services ⁽¹⁾	10.3	1.9	1.0	1.8	1.4	1.7		.5	.2	.2	.4	1.3	20.7
17. Total	16.4	3.1	1.6	2.2	13.9	9.2	--	6.0	.8	1.1	1.9	8.2	64.4

NOTES: (1) Excludes proportionate FTE staff related to chargebacks and NCHEMS Administrative Services Contract.

grantsmanship depends primarily upon the reputations of one or more specialized individuals -- their past work, their support among practitioners in the field and their contacts with key personnel in the grantor agency. To some extent this reputation may be identified with an institution such as Olympus Research or WICHE (a result that the institution always tries to achieve) but it generally takes a considerable period of time to establish an institutional reputation in a field. Thus, the single most important variable in WICHE's ability to get grants and contracts is the WICHE professional staff rather than the institution's multistate character.

Like many other organizations that have been successful in the grants and contracts economy, WICHE operates primarily on the basis of sole source awards. An analysis of all of WICHE's current grants and contracts identified only one contract out of a total of 19 that was the result of competitive bidding, a project involving determining the needs for advanced education of state mental health staff members. A comparable review of the much larger universe of all grants and contracts active in FY 1976 and/or FY 1977 indicated only one other situation involving formal competition, a project for compiling nursing research instruments.

Thus, WICHE does not normally engage in competition with other Western institutions or, for that matter, other institutions anywhere in the country. Discussions with WICHE staff indicate a reluctance to enter competitive procurements for business reasons (e.g., avoiding high overheads associated with extensive proposal writing and the like) and because no carefully defined policy exists giving guidance on circumstances under which competition might develop with another Western institution such as a state agency or university. Given the sensitivity of WICHE staff to possible criticism on this point and the aversion to other than "sole source" situations, we would expect the

incidence of head-to-head competition with other Western institutions to be rare and, when it occurs, accidental.

This is not to say that the existence of WICHE does not divert grant and contract funds from other Western institutions.

An analysis of grants and contracts in FY 1976 and FY 1977 indicates no situations in which a regional entity such as WICHE was an exclusively eligible grantee. There are a number of grants in which some form of regional or multistate service was desired, but such service could have been provided by (1) an institution of a single state serving several states with an ad hoc multistate advisory committee, (2) a consortium of institutions from various states, or (3) an existing multistate entity. In such cases, an existing multistate entity, such as WICHE, does enjoy a competitive advantage for a number of reasons. First, the entity has staff on board and thus contacts with some grantor agencies. Second, proposal preparation can concentrate on the substance of the work rather than organization of advisory committees or consortia. Third, the organization has administrative staff, negotiated overhead rates, etc. already in place. Fourth, an existing organization has an established reputation which an ad hoc organization created to apply for a single grant does not.

Obviously, federal agencies sponsoring work in such areas as the training of nurses and mental health personnel would provide some funding in these areas to serve the Western states if WICHE did not exist. Some funding of this type is already received directly by such states as California. However, we believe that WICHE has generated more funding in some areas than foundation and federal officials would have felt obliged to provide because of satisfaction by grantors with the work being done by WICHE. We cannot speculate on whether, if there had never been a WICHE involved in such grants, some other Western institution would

have developed a comparable reputation and ability to attract grants or whether such institution or institutions would evolve if WICHE discontinued seeking grants and contracts.

Provide an overview of WICHE's internal program planning and development process and assess the extent to which program development is driven by the Commissioners (in contrast to the extent to which program development is driven by WICHE staff and/or the availability of federal funds). Program development in WICHE is driven by a number of different actors including:

- (1) State elected officials and their immediate staffs
- (2) State agency personnel
- (3) State universities and other educational institutions
- (4) Client individuals and non-governmental groups ranging from Indians to nurses
- (5) Individual potential grantees wishing to use WICHE as a vehicle
- (6) WICHE Commissioners
- (7) Grantors, including both the federal government and foundations

The development of a program in WICHE is similar to the passage of a bill by a state legislature. An idea is developed, discussed with a number of affected parties, introduced in some fashion such as a draft bill or concept paper, discussed with a wider group, revised and reworked, discussed further and amended and finally some final action is taken such as the initiation of a program or passage of a bill. In this process, it is extremely difficult to answer questions such as "Whose idea was that, anyhow?" or "Who was the force that really put that one through?"

It is, of course, possible to attempt to track the formal actions that relate to certain programs or activities, as is done, for example, in a

memorandum to Kent Briggs from Phil Sirotkin dated July 13, 1977 (attached as Appendix 2). It is also possible to trace origins of specific projects as is attempted in the WICHE "Statement of Mission, Functions, and Program Scope and General Operating Principles." It is also possible to attempt to specify procedures and guidelines for setting program priorities, as is done in a current draft WICHE administrative procedures memorandum. All of these efforts, however, miss the informal dynamics of program development. While the formal initiative for a project may come from Governors or Commissioners, their interest may have been stimulated by staff. Where a program is stimulated by staff, staff interest may have developed out of informal conversations with individual Commissioners or state agency personnel.

Based upon a review of minutes of the Commission over the past two years and interviews with the program directors, we feel comfortable with the following generalizations about the WICHE program development process:

- (1) Federal and foundation funding sources do not generally drive the WICHE agenda, with a few exceptions such as some EDA sponsored activities. The WICHE staff does not leap for anything where it looks like money might be available. However, the availability of funding does determine which items of interest to WICHE will be pursued. For example, the heavy emphasis of WICHE in the nursing and mental health fields compared to, say, child care or public health, has something to do with available funding sources.
- (2) Until about a year ago (coinciding with a new Executive Director and interest in WICHE by the Western Governors' Task Force), the involvement of the Commissioners in setting program priorities was slight. They acted more as a ratifying body than one that

was actively involved in the process that lead to proposals and projects. In the past year, there has been more active involvement by the Commissioners and more questioning of the scope of some WICHE activities. We know of no case where the Commissioners have actually turned down a staff proposal, but are told by WICHE staff that they have, on occasion, been steered toward and away from various projects by informal interaction with Commissioners and more formal action of WICHE committees.

- (3) Within any broad program area (e.g., higher education planning, nursing education), program initiatives tend to develop from the staff and those with whom the staff is working (e.g., nursing deans) rather than from the Commissioners.

WICHE has developed fairly elaborate mechanisms for programming planning and examination of WICHE futures. In addition, grant applications continue to require the approval of the Commissioners and, as noted above, the Commissioners are becoming involved in program planning. However, it will probably always be the case that after broad program areas are decided upon, the development of specific proposals will rest primarily in the hands of WICHE staff, the groups being served and the funding sources.

What are the major characteristics of the management and operation of the student exchange program? More specifically, what proportion of state dues is allocated to the SEP; how many FTE's are assigned to the SEP; and what functions do these FTE's perform? WICHE's Student Exchange Program (SEP) is presently administered by one senior professional (Ed.D.) and two junior professionals (non-degree) supported by one secretary. Effective October 3, a second senior professional (Ph.D.) will join the staff to direct the new focus

on "expanding regional cooperation in graduate education." This effort is a partial response to the Governors' call for a comprehensive needs assessment on higher education in the West. The new position will be supported by state contributions but an application for grant funds to support an additional two professionals and one secretary (for two years) has been submitted to the Carnegie Corporation.

Thus, the basic SEP program (together with the related WICHE scholars, WICHE fellows, community college and mineral engineering programs) is currently administered by a 4.0 FTE staff. This is down from about 5.5 FTE prior to the appointment of the current SEP director. The budgeted cost of the SEP for FY 1978 is \$153,237 for operation of the program, plus certain central service costs (e.g., executive direction, personnel, mail room, accounting) which under WICHE's budget procedure are estimated to be \$50,371 in FY 1978. The total cost is about 27% of all costs supported with state dollars in FY 1978. The budgeted FTE for FY 1978 is 6.2.

The functions performed by the SEP staff are summarized as follows:

- Program Director -- supervises program and other staff, handles all policy and program related work with receiving institutions and sending state certifying officers. Makes state visits, negotiates cooperative agreements on request of sending states with institutions outside region.
- Staff Associate I -- manages all aspects of the SEP exchange function. This includes furnishing state certifying officers with application forms and information on SEP, tracking and recording certifications and admissions to receiving institutions, and processing support for billings and payments.

- Staff Assistant II -- performs basic data and statistical services for SEP including details on admissions, enrollment and graduation within each program area, handles publication production for SEP, responsible for recent analyses on residence of SEP graduates in selected fields.
- Secretary -- performs normal clerical duties.

Provide details on the states of origin and destination of students participating in WICHE-sponsored student exchange programs.

Provide a state-by-state analysis of the professional areas of training of students in the WICHE student exchange program and compare these areas of professional training with profiles of professional manpower demands in each of the sending states.

The five-page detail of state student exchange experience for 1976-77 (beginning on page 19) indicates current levels of enrollment and fees exchanged by academic discipline and state in both "sending" and "receiving" states. Drawn from the WICHE Annual Summary of Distribution of Student and Support Fees, this detail identifies Alaska as the only WICHE state which only "sends" students and California and Colorado as the two states which only "receive." Washington is primarily a "receiving" state while Oregon is, on balance, more a "receiving" state than a "sending" state. The remaining states are predominately "sending" states.

This information, and comparable information for prior years, simply indicates current levels of activity in the SEP. It does not reflect trends in activity levels or "states of origin and destination of students participating" in the SEP, if those latter terms are meant to identify output (graduation) of professionals from each state, and the location where WICHE-SEP

WICHE REVIEW
1976-77
Detail of State Student Exchange Experience
By Academic Discipline

State	Medicine				Dentistry				Veterinary Medicine			
	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received
Alaska	21	--	109,062	--	7	--	38,666	--	3	--	21,000	--
Arizona	19	15	109,667	75,000	52	--	313,999	--	42	--	245,000	--
California	--	34	--	186,335	--	122	--	759,997	--	9	--	46,500
Colorado	--	55	--	301,000	--	--	--	--	--	146	--	893,500
Hawaii	--	1	--	5,000	31	--	196,666	--	22	--	129,000	--
Idaho	49	--	256,000	--	33	--	178,500	--	12	--	56,000	--
Montana	51	--	275,000	--	16	--	77,334	--	38	--	219,000	--
Nevada	28	6	140,000	36,000	20	--	122,000	--	16	--	101,500	--
New Mexico	--	17	--	94,000	16	--	79,333	--	24	--	138,500	--
Oregon	--	16	--	88,000	--	44	--	220,000	30	--	158,500	--
Utah	--	25	--	130,333	20	--	104,666	--	34	--	206,500	--
Washington	--	42	--	210,000	--	27	--	128,000	--	89	--	464,000
Wyoming	44	--	239,334	--	38	--	189,333	--	35	--	209,000	--
Totals	212	211*	1129,063	1125,668*	233	193*	1300,497	1107,997*	258	244*	1484,000	1404,000

*Failure of totals to balance reflects enrollment of students at institutions out of the WICHE region

Medicine	1	\$ 3,395
Dentistry	40	192,500
Vet. Med.	14	80,000
	<u>55</u>	<u>\$275,895</u>

WICHE REVIEW
1976-77
Detail of State Student Exchange Experience
By Academic Discipline

State	Dental Hygiene				Physical Therapy				Occupational Therapy			
	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received
Alaska	1	--	2,000	--	1	--	3,470	--	--	--	--	--
Arizona	--	--	--	--	10	--	18,000	--	10	--	28,000	--
California	--	3	--	6,000	--	23	--	58,543	--	3	--	8,400
Colorado	--	--	--	--	--	2	--	6,400	--	9	--	25,200
Hawaii	--	--	--	--	1	--	2,800	--	15	--	28,800	--
Idaho	--	6	--	12,000	5	--	15,200	--	3	--	8,400	--
Montana	5	--	10,000	--	8	--	24,270	--	6	--	15,200	--
Nevada	11	--	22,000	--	3	--	9,870	--	--	--	--	--
New Mexico	--	--	--	--	--	--	--	--	3	--	8,400	--
Oregon	--	5	--	10,000	12	--	36,533	--	33	--	81,733	--
Utah	--	--	--	--	--	6	--	18,000	--	--	--	--
Washington	--	--	--	--	--	10	--	30,400	--	62	--	146,533
Wyoming	2	5	4,000	10,000	1	--	3,200	--	4	--	9,600	--
Totals	19	19	38,000	38,000	41	41	113,343	113,343	74	74	180,133	180,133

WICHE REVIEW
1976-77
Detail of State Student Exchange Experience
By Academic Discipline

State	Optometry				Podiatry				Forestry			
	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received
Alaska	3	--	8,400	--	--	--	--	--	1	--	1,500	--
Arizona	16	--	43,200	--	6	--	27,801	--	--	6	--	8,250
California	--	80	--	237,600	--	18	--	97,664	--	--	--	--
Colorado	--	--	--	--	--	--	--	--	--	18	--	24,250
Hawaii	18	--	52,800	--	--	--	--	--	3	--	4,000	--
Idaho	11	--	30,000	--	1	--	6,400	--	--	2	--	3,000
Montana	29	--	66,600	--	3	--	16,550	--	--	6	--	8,000
Nevada	17	--	42,000	--	--	--	--	--	--	--	--	--
New Mexico	20	--	57,600	--	1	--	2,113	--	28	--	39,500	--
Oregon	39	118	102,000	286,200	5	--	32,000	--	--	5	--	7,500
Utah	6	--	21,600	--	2	--	12,800	--	--	2	--	3,000
Washington	33	--	92,400	--	--	--	--	--	--	--	--	--
Wyoming	6	--	7,200	--	--	--	--	--	7	--	9,000	--
Totals	198	198	523,800	523,800	18	18	97,664	97,664	39	39	54,000	54,000

WICHE REVIEW
1976-77
Detail of State Student Exchange Experience
By Academic Discipline

State	Graduate Library Studies				Law				Pharmacy			
	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received	Students Sent	Students Received	Fees Paid	Fees Received
Alaska	2	--	3,750	--	71	--	173,125	--	1	--	2,500	--
Arizona	--	2	--	5,000	--	--	--	--	--	--	--	--
California	--	2	--	4,167	--	50	--	125,625	--	3	--	11,250
Colorado	--	10	--	25,000	--	4	--	10,000	--	1	--	2,500
Hawaii	--	1	--	1,250	--	--	--	--	8	--	23,750	--
Idaho	--	--	--	--	--	3	--	7,500	--	--	--	--
Montana	--	--	--	--	--	3	--	7,500	--	--	--	--
Nevada	--	--	--	--	36	--	90,000	--	--	--	--	--
New Mexico	13	--	31,667	--	--	3	--	7,500	--	--	--	--
Oregon	--	--	--	--	--	17	--	42,500	--	--	--	--
Utah	--	--	--	--	--	1	--	2,500	--	--	--	--
Washington	--	--	--	--	--	26	--	60,000	--	5	--	12,500
Wyoming	--	--	--	--	--	--	--	--	--	--	--	--
Totals	15	15	35,417	35,417	107	107	263,125	263,125	9	9	26,250	26,250

WICHE REVIEW
1976-77
Detail of State Student Exchange Experience
By Academic Discipline

Graduate Nursing Education					Totals				
State	Students Sent	Students Received	Fees Paid	Fees Received		Students Sent	Students Received	Fees Paid	Fees Received
Alaska	--	--	--	--	Alaska	111	--	363,473	--
Arizona	--	--	--	--	Arizona	155	23	785,667	88,250
California	--	--	--	--	California	--	347	--	1,542,081
Colorado	--	--	--	--	Colorado	--	245	--	1,287,850
Hawaii	--	--	--	--	Hawaii	98	2	437,816	6,250
Idaho	--	--	--	--	Idaho	116	11	550,500	22,500
Montana	--	--	--	--	Montana	156	9	703,954	15,500
Nevada	--	--	--	--	Nevada	131	6	527,370	36,000
New Mexico	1	--	1,667	--	New Mexico	106	20	358,780	101,500
Oregon	--	--	--	--	Oregon	119	205	410,766	654,200
Utah	--	--	--	--	Utah	62	34	345,566	153,833
Washington	--	1	--	1,667	Washington	33	262	92,400	1,053,100
Wyoming	--	--	--	--	Wyoming	137	5	670,667	10,000
Totals	1	1	1,667	1,667	Totals	1,224	1,169	5,246,959	4,971,064

graduates are practicing their profession. Information on activity trends and output is found in the WICHE report "State and Student Participation in the WICHE Student Exchange, 1953-1977." A few comments regarding WICHE reporting on the SEP experience are in order. The WICHE tables do not count students covered under non-WICHE bilateral exchanges within the WICHE region such as WAMI or the Idaho-Utah and Wyoming-Utah exchanges in medicine. The tables do count students from WICHE states placed in programs outside the WICHE region under bilateral agreements administered by WICHE, but do not count out-of-region bilateral agreements not administered by WICHE. (WICHE currently does not have complete information on the number, character and magnitude of bilateral agreements developed by WICHE states as discussed below.

Based upon "educated estimates" of the effects of these reporting anomalies, it would appear that dentistry, veterinary medicine, optometry and law are expanding; medicine, physical therapy, occupational therapy, podiatry and pharmacy are fairly stable; and dental hygiene, forestry and library studies are declining. Relatively new programs in public health and graduate nursing are almost dormant, but show activity in the estimates for 1977-1978. (Architecture has just been added to the SEP.)

If "destination" of WICHE-SEP students is defined as the place where graduates of the SEP currently reside, and practice their profession, some limited information is available. WICHE has developed their first analysis of the location of SEP graduates in the fields of veterinary medicine and dentistry during 1977. These WICHE reports shows that 51% of the located SEP graduates in veterinary medicine and 59% of the located SEP graduates in dentistry were located in 1975 in the home state which had "sent" them as exchange students. Individual state percentages vary from 43% (Montana) to

67% (Alaska) in veterinary medicine and 40% (Alaska) to 75% (Utah) in dentistry. Many of the SEP graduates from these programs were located in WICHE "sending" states other than their home state. Additional SEP graduates were located in WICHE receiving states. The numbers and percentages of SEP graduates in these programs are tabulated below:

WICHE-SEP GRADUATES 1975	VETERINARY MEDICINE		DENTISTRY	
	Number	Percent	Number	Percent
Located in Home State	378	51	248	59
Located in Other "Sending" States	89	12	24	6
Located in WICHE "Receiving" States	<u>175</u>	<u>24</u>	<u>124</u>	<u>29</u>
TOTAL Located in WICHE States	642	86	396	94
Located Outside Region	<u>102</u>	<u>14</u>	<u>26</u>	<u>6</u>
TOTAL Graduates Located	744	100	422	100
Deceased or Unknown	<u>26</u>	--	<u>79^a</u>	--
TOTAL SEP Graduates	770	--	501	--

^a61 with temporary address

A similar study of graduates in medicine is underway and studies are planned for optometry, physical therapy, and occupational therapy.

With regard to analysis of state by state details of areas of professional training and comparing this analysis to "profiles of professional manpower demands in each of the sending states," there remains a major problem. No standard data series or special studies which consistently specify manpower demands by state and by professional specialty has been discovered to date by the Olympus study team. Manpower demand projections for some WICHE professional occupations have been developed in some states by the research and analysis

sections of state departments of employment security. Other projections for some of these occupations have been prepared by other state entities including manpower planning units, higher education coordinating or governing agencies and health planning agencies. No consistency has been discovered among these projections within a state. National projections for some occupations have been prepared by the U.S. Departments of Labor and Health, Education and Welfare as well as by some professional associations. These projections are ordinarily not disaggregated to the state level and generally are not consistent with each other in either methodology or results.

WICHE apparently does not have a current program to develop manpower demand information to be used by states in planning their participation in the SEP. The only information furnished to Olympus in this area, a 1976 study of supply and demand for optometric services, appears to have had little correlation with, or impact on, state funding and enrollment decisions.

This study effort, however, has made no attempt to ascertain the factors which go into individual state decisions on WICHE-SEP participation and funding. Discussion with WICHE staff suggests that each state has a unique approach to resolving these questions, with past levels of state participation, state fiscal condition and levels of support fee payments being key factors. Providing opportunity for students to enter professional fields of their choice is apparently also considered by the states, but rising costs and past mis-matches in supply and demand for specific states raise serious questions regarding state subsidy of student choice.

Review issues related to bilateral agreements outside the compact: the character, direction, magnitude, and momentum of bilateral agreements -- including a synopsis of how the WICHE staff and/or Commissioners view the issues and problems related to bilateral agreements and what actions they are taking in response.

The following summary of bilateral contracts (beginning on page 30) in the region was furnished by WICHE staff. An ad hoc sampling of two states undertaken by WICHE staff prior to the WICHE annual meeting, disclosed other agreements not shown on the summary. The summary also fails to identify the WAMI agreement. In addition, WICHE does not have current information regarding the number of students and the level of support fees covered in each agreement. (In response to a direct request from Olympus, invoking the task force's interest in the information, WICHE has agreed to try to acquire details on all bilateral agreements extant in the region.) These problems in data availability make some of the following observations on bilateral contracts subject to interpretation, but they seem to be a fair assessment of the current situation with regard to bilateral contracting.

- (1) The lack of data on the full extent of bilateral agreements from the region makes the true scope, character, and momentum of student exchange activities within the WICHE region somewhat unknowable. In addition, current WICHE reporting is skewed by inclusion of out-of-region contracts administered by WICHE and failure to include out-of-region contracts not WICHE administered. This same problem is evident when in-region bilateral agreements such as WAMI are not included in WICHE reports.
- (2) It would appear that the planned effort in sharing graduate resources in higher education must necessarily build upon a far more precise understanding of the level and growth trends of all graduate professional education exchange agreements under which WICHE states attempt to secure professional training opportunities for their residents. Indeed, it seems to be of considerable importance that the administration of the current WICHE-SEP program

itself be based upon such an understanding. For example, a number of WICHE sending states have contracts for out-of-region training slots in veterinary medicine. Some of these slots might be provided within the region if there was an adequate understanding among the schools offering this program of the total scope of demand within the region.

- (3) At the present time, bilateral agreements fit into the two general categories of in-region and out-of-region contracts. It seems obvious that in-region bilateral agreements, which are generally entered into at support fee levels differing from those approved by WICHE, are highly disruptive of the regional student exchange concept. Out-of-region contracts, in contrast, can be disruptive, but in a secondary sense. It is assumed that most out-of-region contracts exist because training slots are secured at support fee levels lower than those paid through WICHE. While this is cost-effective in the short run for sending states, failure to develop programs in the region committed to serving WICHE students might well lead to serious future inability to meet demand.

The WICHE staff views in-region bilateral agreements with considerable concern, recognizing their potential for disruption of the WICHE program. However, they feel powerless to effect a change in these situations. They point out that WICHE is a cooperative entity with no coercive powers. In particular regard to the Idaho and Wyoming agreements with the University of Utah for medical training, it appears that the principal incentives for continuing with these contracts are the way in which the funds received by the University of Utah are handled, the extent to which they are relatively flexible in use

by the University and the higher level of support paid to Utah. It does seem apparent that solution of such problems is a regional higher education policy matter requiring the unified support of the Governors and legislatures of affected states.

With regard to out-of-region agreements, it is our judgment that the SEP staff does not have adequate concern about the long term potential of these contracts to harm the success of the SEP. This is reflected in both the failure of the staff to articulate such concerns and the lack of current detailed information and planning relative to the scope, direction, and impact of out-of-region agreements.

If the higher education "master plan" activities requested by the Governors is undertaken by WICHE with standard planning techniques, bilateral contract issues should not be overlooked.

SUMMARY OF BILATERAL CONTRACTS
July 1977

State	Field	School	WICHE Involvement	Payment
Alaska	No contracts			
Arizona	Veterinary Medicine	Kansas State U.	WICHE administered and negotiated	Support fee level
California	No contracts			
Colorado	No contracts			
Hawaii	Veterinary Medicine	Kansas State U.	WICHE administered	1977-78 payment not settled
Idaho	Medicine	U. of Utah ^a	Non-WICHE	Not at support fee level
	Dentistry	Creighton U.	WICHE administered	Not at support fee level
Montana	Dentistry	U. of Minnesota	Non-WICHE	Not at support fee level
Nevada	Medicine	Tufts U. U. of Alabama	Non-WICHE	Not at support fee level No tuition bene- fit to student
	Dentistry	Creighton U. Marquette U.	Non-WICHE	Not at support fee level No tuition bene- fit to student
New Mexico	Dentistry	Baylor Creighton U. Marquette U. Tufts U. U. of Missouri, Kansas City Washington U.	Non-WICHE	Not at support fee level
	Veterinary Medicine	Kansas State U.	Non-WICHE	Not at support fee level
	Optometry	U. of Houston	Non-WICHE	Not at support fee level

SUMMARY OF BILATERAL CONTRACTS CONTINUED

State	Field	School	WICHE Involvement	Payment
Oregon	Veterinary Medicine	Kansas State U. Iowa State U.	Non-WICHE	Not at support fee level
Utah	Veterinary Medicine	Kansas State U.	Non-WICHE	Not at support fee level
Washington	No contracts			
Wyoming	Medicine	U. of Utah ^a Creighton U.	Non-WICHE	Not at support fee level
	Dentistry	Creighton U. U. of Nebraska	WICHE administered	Support fee level Fall 1977
	Veterinary Medicine	Kansas State U.	WICHE administered	Support fee level
	Optometry	Southern Calif. ^a College of Optometry Pacific U. ^a	Non-WICHE	Not at support fee level

^aNote that in these cases the contracts are between a WICHE state and a WICHE receiving program. In all other cases, the contracts are between a WICHE state and an out-of-region school.

APPENDIX 1



Western Governors' Task Force
on Regional Policy Management

Suite 300-B
2480 West 26th Avenue
Denver, Colorado 80211
(303) 458-8000

Chairman: Roy Romer, Colorado
Vice Chairman: Bill Gordon, Alaska
Staff Director: Philip Burgess

July 12, 1977

Mr. Kenneth C. Olson
President
Olympus Research Corporation
1670 E. 1300 South
Salt Lake City, UT 84105

Dear Ken:

As you know, the sixteen-state Western Governors' Task Force on Regional Policy Management has been charged by the Governors whose states are signatories of the compact establishing the Western Interstate Commission on Higher Education (WICHE) to develop data (and, where appropriate, recommendations) that will permit each state's elected officials to more accurately assess the scope and magnitude of WICHE programs and the corresponding financial requirements of WICHE, particularly as they bear on levels of dues paid by the states to WICHE.

Though the scope and magnitude of WICHE programs have been an issue in one or more states for several years (as indicated by the reports assembled in the enclosed binder of background materials), the level of dues issue has developed this past year owing to recommendations by the WICHE Commission (1) that state dues be increased \$11,000 per annum -- from \$28,000 per state per year to \$39,000 per state per year and (2) that support fees for the Student Exchange Program be increased.

Because these financial support issues developed coincident with the work of the Task Force on Regional Policy Management, the Governors asked the Task Force to review WICHE programs, projects, and activities and to make appropriate recommendations to the Governors regarding the requested increases in student fees and in state dues.

In response, the Task Force established a Working Group on WICHE (paralleling other Working Groups on energy, agriculture, etc.) at its meeting in Denver on October 17-18, 1976. The WICHE Working Group, chaired by Kent Briggs (UT) and including Bruce Arkell (NV) and Bill Gordon (AK) met on several occasions (including meetings with the WICHE executive director and several WICHE commissioners) and subsequently prepared a report addressing these issues.

With respect to student exchange fees, the Task Force recommended that the increase in support fees requested by the Western Interstate Commission on Higher Education for the student exchange program should be supported.

However, with respect to the scope of WICHE programs and the \$11,000 per state dues increase recommended by WICHE, the Task Force recommended deferring decisions until the Task Force could have an opportunity to review the results of two external evaluations that were, at that time, in progress. Those two evaluations -- one commissioned by the California Post-Secondary Education Commission and prepared by C. Brice Ratchford, and the other commissioned by the WICHE executive director and prepared by Jerome Evans -- are now completed.

In reviewing these reports, however, the Task Force has concluded that they generally do not address the major strategic policy questions and related financial issues that need to be addressed. For example, the preface to the Evans' report candidly states:

"As its functions have evolved and its costs increased, WICHE has been subject to some criticism from public officials in the member states. This criticism, not surprisingly, has focused upon two matters: the increased cost to the states in the form of direct and indirect contributions to administrative costs and the scope and character of the projects WICHE has undertaken in recent years. As might be expected, there are officials in each state who are concerned about whether WICHE is continuing to serve the purposes for which it was established and whether the objectives it does pursue are worth the cost.

This study is not intended to provide a direct answer to either of those questions. Rather, it was undertaken at the request of the Executive Director to provide the Commission with an informal, independent evaluation of a representative sample of the projects administered by WICHE in 1976-77. The evaluation is based upon the views expressed by persons who have been participants in the projects -- the "consumers" of WICHE's services. Thus it may shed some light on the merits of WICHE's various undertakings, but only from the point of view of those who are the immediate beneficiaries...." (Evans, 1977, p. 4; Italics added).

The Task Force concurs in this characterization of the Evans report by its author and has noted that these disclaimers

apply substantially (though not entirely) to the Ratchford report. Accordingly, the Task Force Working Group on WICHE met on Sunday, June 26, in Salt Lake City and decided to undertake an independent fact-finding effort. This recommendation was approved by the full Task Force meeting in Salt Lake on Monday, June 27, and, as you know, the recommendation specifically indicated that the independent fact-finding effort should be performed by Olympus Research under your personal direction.

In general, the Task Force needs access to data that will permit it to address the questions noted above in the Evans report. For example,

1. To what extent have WICHE's administrative costs increased?
2. How are these increases in administrative costs related to various WICHE program elements?
3. How are state dues allocated among the various WICHE program elements?
4. What are the major characteristics of the management and operation of the student exchange program? More specifically, what proportion of state dues is allocated to the SEP; how many FTE's are assigned to the SEP; and what functions do these FTE's perform?
5. Is WICHE's federal grant and contract procurement in competition with state agencies and universities in the region or are federal grants and contracts with WICHE primarily for projects for which only multistate entities are eligible?

Therefore, based on the charge given the Task Force by the Governors, the work and discussions of the WICHE Working Group, and the Task Force deliberations and decisions on June 26-27, I would like to request on behalf of the Task Force the following specific tasks to be performed by Olympus Research for the Task Force:

1. Develop a matrix that clearly delineates WICHE programs and associated costs, identifying the sources of funds used to support those programs and specifically identifying the utilization of state dues.
2. Develop a matrix indicating the allocation of staff resources among programs.
3. Analyze WICHE contracts over the past two years, specifically identifying those grants and contracts

for which multistate applicants/institutions were exclusively eligible or where preferences were given by the grantor to proposals from multistate entities/applicants.

4. Provide details on the states of origin and destination of students participating in WICHE-sponsored student exchange programs.
5. Provide a state-by-state analysis of the professional areas of training of students in the WICHE student exchange program and compare these areas of professional training with profiles of professional manpower demands in each of the sending states.
6. Provide an overview of WICHE's internal program planning and development process and assess the extent to which program development is driven by the Commissioners (in contrast to the extent to which program development is driven by WICHE staff and/or the availability of federal funds).
7. Review issues related to bilateral agreements outside the compact: the character, direction, magnitude, and momentum of bilateral agreements -- including a synopsis of how the WICHE staff and/or Commissioners view the issues and problems related to bilateral agreements and what actions they are taking in response.

In making this request, it's my understanding that you expect to have a preliminary report for review by the Task Force at its meeting scheduled for Monday, August 15, in Denver. In undertaking this task, we will be guided by the provisions of the enclosed fixed-price contract for \$7,500 with WESTPO's Institute for Policy Research. Berry Crawford (the acting director of the Institute) and I will serve as the project monitors and are prepared to assist you in whatever ways you require.

For your information, I am enclosing a WICHE briefing book, the contents of which are listed as Attachment "A" to this letter. In addition, Attachment "B" to this letter lists key individuals who are knowledgeable about WICHE, including members of the Task Force's WICHE Working Group.

If there is any additional information you require, please let me know. I have discussed the general approach of this effort with Dr. Phillip Sirotkin (WICHE executive director), and he has indicated his intention to give you and your

July 12, 1977

colleagues his full cooperation. There is, I believe, a strong desire among all those who have been involved in WICHE-related issues over the past months to develop recommendations that will resolve many of these issues and thereby permit a stabilization of the management environment at WICHE to the benefit of all.

Sincerely,



Philip M. Burgess
Staff Director

PMB:jjr

Attachments

cc: Kent Briggs (UT), Chairman, WICHE Working Group
Roy R. Romer (CO), Task Force Chairman
Bill Gordon (AK), Task Force Vice-Chairman
Berry Crawford, Acting Director, Institute for
Policy Research
Task Force Members
Dr. Phillip Sirotkin, Executive Director, WICHE
Blake J. Wordal, Administrative Assistant for Education,
Montana

APPENDIX 2

July 13, 1977

To: Kent Briggs
Info: Commissioner Donald Holbrook
Commissioner Ted Bell
From: Phil Sirotkin

SUBJECT: REQUESTS OF WICHE FROM ELECTED STATE OFFICIALS.

In the light of discussions by some of the Governors' staff aides concerning WICHE activities and the scope of the Western Regional Education Compact, I thought you might be interested in seeing some items from our archive materials.

We have received the following specific requests from either Western Governors or Legislatures:

1. Services Requested

At the 1954 Western Regional Conference of the Council of State Governments, WICHE was requested to undertake a survey of mental health training and research, and preventive programs in the West.

Action Taken

The project was sponsored and funded, in 1955, by a grant from NIMH. It was completed during 1956.

2. Services Requested

August 10, 1957, Colorado Governor McNichols sent a telegram to the WICHE Executive Committee meeting requesting that the Committee give consideration to a workshop on financing higher education.

Action Taken

This was approved by the Commission, to be co-sponsored by the Council of State Governments and WICHE.

The Workshop was held during April 27-29, 1958, Brown Palace Hotel, Denver, Colorado.

3. Service Requested

September 26, 1959, Western Governors' Conference, Sun Valley, Idaho. The Governors passed a resolution requesting WICHE to explore proposals for future sharing of health education facilities, including proposals for regional medical schools.

Action Taken

The Commission approved this request.

On January 13, 1962, 25 representatives from Idaho, Montana, Nevada, and Wyoming approved a resolution that WICHE seek financial support for a study of the needs of medical education of the region and the very best way these needs can be fulfilled.

At the August 12, 1964 Annual WICHE Meeting, the Commission approved a resolution that WICHE appoint an Advisory Council on Medical Education to be composed of three members from each of the four states: Idaho, Montana, Nevada, and Wyoming; with similar representations from Alaska and Hawaii should their commissioners so request.

4. Services Requested

September 26, 1959, Western Governors' Conference, Sun Valley, Idaho, the Governors approved a resolution requesting WICHE in cooperation with the Council of State Governments to study the development of regional facilities for juvenile delinquents who are emotionally disturbed or mentally defective.

Action Taken

The request was approved by the Commission. A proposal was submitted in February 1960 for a special project grant under Title V of PL 911.

A report on some of the problems of juvenile delinquency was presented to the 1960 Western Governors' Conference by Dr. Garrett Heyns, Mental Health Council member, and Director of Institutions, State of Washington. The report strongly recommended a vigorous regional approach to training and research in lieu of special regional facilities for juvenile delinquents. The Governors endorsed the report and established a Governors' Committee on Juvenile Delinquency.

WICHE received a grant from NIMH and in January 1962, launched the survey of training and research.

At the 1963 Western Governors' Conference, the Governors asked WICHE to seek funds to implement educational programs for training personnel in juvenile delinquency research throughout the region.

5. Services Requested

May 18, 1960, Western Governors' Conference, Olympic Hotel, Seattle, Washington. The Governors passed a resolution to support and encourage a regionwide workshop directed specifically to the role of universities in western economic development. This workshop was to be organized by WICHE and the Council of State Governments.

Action Taken

The Commission approved this request and there were nine such workshops conducted. The last one was held in 1975, in Phoenix, Arizona.

6. At the June 10-13, 1965 Western Governors' Conference, the Governors passed a resolution:

"That the Western Governors' Conference recommends that the Western States give careful consideration to providing the necessary funds on a voluntary basis to enable the Western Interstate Commission for Higher Education to continue assisting the states in coordination of planning for new resources in training and research, in sharing and utilizing the existing scarce resources and in developing and strengthening educational opportunities for the citizens of the western states in mental health careers."

Utah, in 1965-66, was the first state to make the voluntary contribution.

CV:ap

ATTACHMENT A

Regional Action in Health Education

WHEREAS, many of the Western states lack schools of medicine, dentistry, veterinary medicine, and public health, and

WHEREAS, recent reports of the Western Interstate Commission for Higher Education have shown that the rapid population growth in the West will require corresponding increases in the supply of health manpower; and

WHEREAS, all states recognize an obligation to provide educational opportunities for their youth, but not all Western states have the population or the resources to finance high quality medical education and other health education facilities; and

WHEREAS, greater interstate cooperation is urgently needed if the thirteen states of the West are to meet their health manpower needs:

NOW THEREFORE BE IT RESOLVED that the Western Governors' Conference requests the Western Interstate Commission for Higher Education to explore proposals for future sharing of health education facilities, including proposals for regional medical schools, and to report their findings and recommendations to the next meeting of this Conference.

Western Governors' Conference
September 26, 1959
Sun Valley, Idaho

SPECIAL PROBLEM JUVENILE DELINQUENTS

WHEREAS, The Western Interstate Corrections Compact permits the states to set up regional facilities for juvenile delinquents who are emotionally disturbed or mentally defective; and

WHEREAS, Not all Western states have the specialized facilities needed for effective treatment of these types of delinquents; and

WHEREAS, These juvenile delinquents are disruptive to and fail to profit from existing training and rehabilitation programs; and

WHEREAS, Without proper treatment and rehabilitation, the mentally defective and emotionally disturbed delinquents constitute a hard core of tomorrow's criminals; and

WHEREAS, The Western Interstate Commission for Higher Education through its Mental Health Project is concerned with developing programs in training and research as a means to improving services in the West;

NOW THEREFORE BE IT RESOLVED That the Western Governors' Conference request the Western Interstate Commission for Higher Education in cooperation with the Council of State Governments to study the development of regional facilities for juvenile delinquents who are emotionally disturbed or mentally defective; and that the findings and conclusions of the study be submitted to the next annual meeting of the Conference.

Western Governors' Conference
September 26, 1959
Sun Valley, Idaho

Olympic Hotel
Seattle, Washington

May 18, 1960

JUVENILE DELINQUENCY

WHEREAS, in the western states, with their rapidly expanding population coupled with all of the elements of an increasingly complex society, juvenile delinquency is emerging as a major social problem, with specific aspects that threaten the moral strength of our free society; and

WHEREAS, these problems affect the family, the community and the state with incalculable costs in wrecked lives and in private and public expenditures for rehabilitation, treatment and institutionalization; and

WHEREAS, the solutions to the problem of juvenile delinquency require the determined and sincere efforts of citizens, their local and state governments, and of the many public and private agencies working in the fields of counselling and guidance, treatment, welfare and education; and

WHEREAS, meeting and combating the problem of juvenile delinquency demand the reinforcement of parental responsibility which is, in turn, the source of learning respect of the rights of others and for the law; and

WHEREAS, solutions to problems of delinquency must include an all-out citizens' campaign to stress the reinforcement of parental responsibility; the identification and treatment of the pre-delinquent child; and the development of employment opportunity for youth; and

WHEREAS, shortages of professional skills available to the western states and their communities in the organization of programs to combat juvenile delinquency make it mandatory that the western states, with the cooperation of the Council of State Governments and the Western Interstate Commission for Higher Education, develop programs for expanding opportunities for such professional personnel, establish agreements for sharing such personnel, expand training and educational programs, establish professional personnel standards in cooperation with the several professional societies, encourage the inter-agency and interstate exchange of both information and techniques, and plan the regular use of intra- and interstate in-service training programs;

NOW THEREFORE BE IT RESOLVED that the 1960 Western Governors' Conference establish a Committee on Juvenile Delinquency to marshal all public and private efforts to combat juvenile delinquency; to develop resolutions for consideration of the 1960 national Governors' Conference; and to recommend specific programs of action to the several states of the West.

WESTERN GOVERNORS' CONFERENCE

Olympic Hotel
Seattle, Washington
May 18, 1960

WHEREAS, the economic health of the West and the prosperity of its citizens are dependent upon the best use of both its natural and human resources; and

WHEREAS, in an age of science and technology, economic progress is critically dependent upon advances in research and upon adequate numbers of well educated scientists, engineers, administrators and technicians to exploit such research advances; and

WHEREAS, the colleges and universities are a major source both of new knowledge and of the specialized manpower essential to the rapidly growing economy of the West; and

WHEREAS, a region-wide meeting, to include state legislators, educators, and state officials, particularly the heads of state economic development agencies, can be a useful first step in pin-pointing the research and training needs of the growing West;

NOW THEREFORE BE IT RESOLVED that the Western Governors' Conference support and encourage a region-wide workshop directed specifically to the role of universities in western economic development, to be organized by the Western Interstate Commission for Higher Education and the Council of State Governments with advice and assistance from the various state economic development agencies.

Passed unanimously.

Quotations from the WICHE Compact
and three resolutions related to the
work of the Advisory Council on Medical Education

(1) The Western Regional Education Compact. (Article VIII)

"It shall be the duty of the Commission to enter into such contractual agreements with any institutions in the Region offering graduate or professional education and with any of the compacting states or territories as may be required in the judgment of the Commission to provide adequate services and facilities of graduate and professional education for the citizens of the respective compacting states or territories. The Commission shall first endeavor to provide adequate services and facilities in the fields of dentistry, medicine, public health, and veterinary medicine, and may undertake similar activities in other professional and graduate fields."

(2) Resolution by the Western Governors' Conference, September 1959. (IX -- Education in the Health Sciences)

"WHEREAS, Many of the western states lack schools of medicine, dentistry, veterinary medicine, and public health; and

WHEREAS, Recent reports of the Western Interstate Commission for Higher Education have shown that the rapid population growth in the West will require corresponding increases in the supply of health manpower; and

WHEREAS, All states recognize an obligation to provide educational opportunities for their youth, but not all western states have the population or the resources to finance high quality medical education and other health education facilities; and

WHEREAS, Greater interstate cooperation is urgently needed if the thirteen states of the West are to meet their health manpower needs;

NOW, THEREFORE, BE IT RESOLVED That the Western Governors' Conference requests the Western Interstate Commission for Higher Education to explore proposals for future sharing of health education facilities, including proposals for regional medical schools, and to report their findings and recommendations to the next meeting of this Conference."

(3) Resolution of a Conference on Meeting the Medical Education Needs of Idaho, Montana, Nevada, and Wyoming, January 13, 1962. (Attended by 25 representatives of the four states)

"Be It Resolved: that this conference representing Idaho, Montana, Nevada, and Wyoming requests that the Western Interstate Commission for Higher Education seek financial support for a study of the needs of medical education of the region and the very best way these needs can be fulfilled now and in the foreseeable future."

- (4) Resolution of the Western Interstate Commission for Higher Education at its Annual Meeting, August 12, 1964. (Advisory Council on Medical Education).

"The Chairman of the Western Interstate Commission for Higher Education, with the approval of the Executive Committee, appoint at the earliest possible date a medical education council to be composed of three members from each of the four states: Idaho, Montana, Nevada, and Wyoming, and similar representation from the States of Alaska and Hawaii should their commissioners so request. It is suggested that one member from each state be a legislator, one a representative of higher education and one member of the state medical association, at least one member from each state to be a Western Interstate Compact Commissioner."

3/17/65

WESTERN INTERSTATE COMMISSION
FOR HIGHER EDUCATION
UNIVERSITY EAST CAMPUS - 30th ST.
BOULDER, COLORADO 80304

WESTERN GOVERNORS' CONFERENCE

Jan 1966

June 10-13, 1965
The Portland Hilton
Portland, Oregon

WICHE MENTAL HEALTH PROGRAM

WHEREAS, Continuing efforts are needed to overcome the serious drain on human resources in the West brought about by personal and social problems; and

WHEREAS, The recruitment, preparation and upgrading of skilled mental health professionals and researchers is a key factor in the resolution of these problems; and

WHEREAS, The inadequate number of and unequal distribution of mental health training and research resources in the western states makes collaborative interstate programming a continuing necessity;

NOW, THEREFORE, BE IT RESOLVED, That the Western Governors' Conference recommends that the western states give careful consideration to providing the necessary funds on a voluntary basis to enable the Western Interstate Commission for Higher Education to continue assisting the states in coordination of planning for new resources in training and research, in sharing and utilizing the existing scarce resources, and in developing and strengthening educational opportunities for the citizens of the western states in mental health careers.

• Student Exchange Program

1. The Task Force recommends that a comprehensive needs assessment of higher education in the West be performed by WICHE.

The Task Force believes that an educational "master plan" for the region is needed to:

- (a) identify the needs for professional, technical, and graduate training in the region;
- (b) identify the educational facilities and other resources available to meet those needs, including the validity of a sub-regional student exchange model such as the Washington, Alaska, Montana, Idaho Medical Experiment (WAMI) and the Colorado Regional Veterinary Program;
- (c) specify the policy and programmatic responses that will be required by WICHE, State governments, and other affected institutions to eliminate whatever gaps may exist between educational needs and needs-meeting resources; and

(d) determine the number of WICHE students who have returned to their States of residence to practice their professions after graduation.

The last point is important. Detailed information is available by State and by field for the number of WICHE students who enter, who are enrolled, and who graduate, but there is no reliable information available on the number who return to the States that paid their support fees.

2. It is further recommended that the Governors support the increase in support fees for the student exchange program.

Inasmuch as there has traditionally been a lag in the support fees in relation to the actual costs of instruction in the capital and labor-intensive fields of medicine, veterinary medicine, and dentistry, the support of the Governors will be necessary to bring these fees into parity. The cost increases for these disciplines are in some cases 100 per cent, which will dramatically increase the cost of the student exchange program in the sending States. But it must be remembered that the disparity between the student support fee and the cost of instruction has been the primary reason that receiving States have preferred students under the contract system of student exchange rather than through the compact system.