Iowa State Board of Education

Executive Summary

November 18, 2026

Agenda Item: Rules – Notice of Intended Action – Chapter 21 (Amend)

Priority: Goal 4

State Board Role/Authority: This rulemaking is adopted under the authority provided in Iowa Code section 256.140, as enacted by 2026 Iowa Acts, House File 2610.

Presenter(s): Thomas A. Mayes
General Counsel & Rules Coordinator

Attachment(s): One

Recommendation: It is recommended that the State Board of Education amend Chapter 21.

Background: The purpose of this proposed rulemaking is to implement Iowa Code section 256.140 as enacted by 2026 Iowa Acts, House File 2610, by establishing a statewide framework for corequisite developmental education at Iowa community colleges. By the 2028-2029 school year, Iowa community colleges are required to fully replace traditional prerequisite remedial coursework in mathematics and English with corequisite models. References in the amended rules to Iowa Code chapter 256 are to that chapter as amended by House File 2610. A cross-reference to subrule 21.4(7) is to that subrule as proposed in a separate rulemaking (ARC 0550D, IAB 9/2/26).

A hearing on a regulatory analysis was conducted on November 17, 2026.

EDUCATION DEPARTMENT[281]

Notice of Intended Action

The State Board of Education hereby proposes to amend Chapter 21, "Community Colleges," Iowa Administrative Code.

Legal Authority for Rulemaking

This rulemaking is proposed under the authority provided in Iowa Code section 256.140, as enacted by 2026 Iowa Acts, House File 2610.

State or Federal Law Implemented

This rulemaking implements, in whole or in part, Iowa Code sections 256.140, as enacted by 2026 Iowa Acts, House File 2610, and 260C.14, as amended by 2026 Iowa Acts, House File 2610.

Purpose and Summary

The purpose of this proposed rulemaking is to implement Iowa Code section 256.140 as enacted by 2026 Iowa Acts, House File 2610, by establishing a statewide framework for corequisite developmental education at Iowa community colleges. By the 2028-2029 school year, Iowa community colleges are required to fully replace traditional prerequisite remedial coursework in mathematics and English with corequisite models.

References in the amended rules to Iowa Code chapter 256 are to that chapter as amended by House File 2610. A cross-reference to subrule 21.4(7) is to that subrule as proposed in a separate rulemaking (ARC 0550D, IAB 9/2/26).

A hearing on a regulatory analysis was conducted on November 17, 2026.

Fiscal Impact

This rulemaking has no fiscal impact to the state of Iowa.

DRAFT

Jobs Impact

After analysis and review of this rulemaking, no impact on jobs has been found.

Waivers

Any person who believes that the application of the discretionary provisions of this rulemaking would result in hardship or injustice to that person may petition the State Board for a waiver of the discretionary provisions, if any, pursuant to 7—Chapter 2504.

Public Comment

Any interested person may submit comments concerning this proposed rulemaking. Written comments in response to this rulemaking must be received by the State Board no later than 4:30 p.m. on December 29, 2026. Comments should be directed to:

Thomas A. Mayes
Grimes State Office Building
400 East 14th Street Des Moines, Iowa 50319
Phone: 515.281.8661
Email: thomas.a.mayes@iowa.gov

Public Hearing

A public hearing at which persons may present their views orally or in writing will be held as follows:

December 19, 2026 8 to 9 a.m. Room B50 Grimes State Office Building
Online at meet.google.com/rzj-vjoq-xzy
Phone: 1-216-800-7069 (PIN: 779 738 530#)

Persons who wish to make oral comments at the public hearing may be asked to state their names for the record and to confine their remarks to the subject of this proposed rulemaking.

Any persons who intend to attend the hearing and have special requirements, such as those related to hearing or mobility impairments, should contact the State Board and advise of specific needs.

DRAFT

Review by Administrative Rules Review Committee

The Administrative Rules Review Committee, a bipartisan legislative committee which oversees rulemaking by executive branch agencies, may, on its own motion or on written request by any individual or group, review this rulemaking at its regular monthly meeting or at a special meeting. The Committee's meetings are open to the public, and interested persons may be heard as provided in Iowa Code section 17A.8(6).

The following rulemaking action is proposed:

ITEM 1. Adopt the following **new** definitions of "Assessment of need for corequisite support," "Corequisite support course," "Developmental education course," "Gateway course," "Multiple measures" and "Prerequisite developmental course" in rule **281—21.1(260C)**:

"Assessment of need for corequisite support" means the process used by a community college to evaluate a student's readiness for gateway mathematics or English coursework and determine whether the student would benefit from additional academic support. Assessment may include one or more measures of student readiness, including multiple measures as defined in this chapter.

"Corequisite support course" means a course that is taken concurrently with and aligns to the learning outcomes of a gateway mathematics or English course. It is designed to provide just-in-time academic instruction and support to improve student success in the associated gateway course.

"Developmental education course" means a course designed to improve academic readiness that does not satisfy degree, diploma, certificate, transfer, or general education requirements.

"Gateway course" means a credit-bearing mathematics or English course that is taken to satisfy general education or career and technical education (CTE) program requirements and is commonly considered entry-level to the subject.

DRAFT

"Multiple measures" means an assessment and placement process designed to ascertain a student's mathematics or English readiness using multiple indicators and sources of evidence rather than relying solely on a single assessment measure, including academic achievement, prior performance, student characteristics, process or noncognitive factors, aptitude, or other institutionally approved indicators of college readiness.

"Prerequisite developmental course" is a developmental education course that is required to be taken prior to a gateway course in any discipline other than in mathematics and English.

ITEM 2. Amend subrule 21.2(7) as follows:

21.2(7) *Admissions and program/course enrollment requirements.* The community college will maintain an open-door admission policy for students of postsecondary age. This admission policy will recognize that students should demonstrate a reasonable prospect for success in the program in which they are admitted. ~~Applicants who cannot demonstrate a reasonable prospect for success in the program for which they apply should be assisted to enroll in courses where deficiencies may be remediated or into programs appropriate to the individual's preparation and objectives.~~ Applicants identified through institutional assessment and placement procedures as needing additional academic support shall be enrolled in appropriate coursework or programs that are consistent with their preparation, their educational objectives, and the community college's placement practices. The community college may set reasonable requirements for student enrollment in specified programs and courses. Admissions and program enrollment requirements established by each community college will be published in the community college catalog.

ITEM 3. Amend paragraph **21.4(2)"b"** as follows:

DRAFT

b. Courses of a developmental ~~or remedial~~ nature or prefreshman level will not bear college transfer credit and will be clearly identified in the college catalog. Developmental courses on the transcript will be identifiable through the adoption of the community college common course numbering system.

ITEM 4. Amend subrule 21.4(4) as follows:

21.4(4) ~~*Developmental education*~~ *Academic access and success*. Students who enter community colleges underprepared for postsecondary coursework are provided opportunities to improve their cognitive and noncognitive skills via developmental education, corequisite support courses, and academic and student support services as designated by academic discipline. ~~In an effort to enhance these opportunities, while respecting the local authority of Iowa's community colleges, each college will adopt proven developmental education strategies to identify and address the needs of students, shorten the time to completion, prepare students for academic success, and reduce the financial burden for students underprepared for postsecondary coursework. Such proven strategies include multiple measures of placement; accelerated and integrated strategies, such as co-requisite models; and support services that address students' cognitive and noncognitive needs. These reform efforts require collaboration among community colleges, school corporations, and education stakeholders to systemically expand proven strategies to prepare students for postsecondary success.~~

a. Corequisite models. Community colleges will replace traditional prerequisite developmental coursework in mathematics and English with corequisite models consistent with Iowa Code section 256.140. Nothing in this rule shall be construed to prohibit a community college from implementing additional academic support strategies that are consistent with Iowa Code chapter 256 or this subrule.

DRAFT

(1) Scope. This subrule applies only to gateway mathematics and English coursework and the corequisite support provided in conjunction with those courses pursuant to Iowa Code section 256.140. Nothing in this subrule shall be construed to require the implementation of corequisite support models for developmental coursework or academic support in other disciplines. Community colleges may establish assessment of need for developmental or corequisite support or both, prerequisite courses, placement, and academic support practices for other disciplines consistent with institutional policy and applicable law.

(2) Assessment of readiness and placement. Community colleges will establish procedures to assess the mathematics and English readiness of a student who enrolls or intends to enroll in a program of study requiring mathematics or English coursework. Colleges are encouraged to use multiple measures, as defined in rule 281—21.1(260C), when assessing student readiness and determining placement, including the need for additional academic support.

(3) Gateway course enrollment. Community colleges will provide students access to gateway English and mathematics courses without requiring successful completion of developmental education coursework as a prerequisite for enrollment.

(4) Corequisite support. Community colleges will provide a corequisite support course for students who, through an assessment of need for corequisite support and institutional placement practices, are determined to benefit from additional academic support to successfully complete gateway mathematics or English coursework. The corequisite support course will be provided concurrently with enrollment in the associated gateway mathematics or English course and align with the learning outcomes of the associated gateway course. A community college may provide additional academic support, including tutoring, supplemental instruction, learning laboratories,

DRAFT

embedded academic support, advising, extended instructional time, or other institutionally approved support services, to supplement the corequisite support course.

(5) Implementation framework. Community colleges shall implement the statewide framework for corequisite models consistent with this subrule while retaining authority over local implementation. Each community college may establish institutional policies and procedures governing the assessment of need for corequisite support and the placement process, consistent with subparagraph 21.4(4)*"a"*(2); the design and delivery of the required corequisite support course; and supplemental academic support services provided in conjunction with the required corequisite support course.

b. Common course numbering integration. All courses approved to fulfill a distribution category requirement within the statewide lower-division general education framework must follow all requirements established under subrule 21.4(7) related to common course numbering.

c. Reporting. Community colleges will report student assessment of need for corequisite support, placement, enrollment, and outcome information to the department of education through the management information system (MIS) in accordance with reporting procedures, file layouts, definitions, and reporting schedules established by the department. The department may establish additional reporting requirements necessary to evaluate statewide implementation of assessment of need for corequisite support, placement, developmental education, corequisite support, and other academic support strategies.

DRAFT