

JBL | ASSOCIATES, INC.

**Building a Strong, Independent DC Community College**

By JBL Associates

Commissioned by Greater Washington Research at Brookings

and

DC Appleseed

November 2009

Letter to the Readers:

In 2008, our organizations each published papers calling for the District to increase its community college capacity. At that time, Washington, DC was the only major American city without a full-service community college. We concluded that DC needed a community college to prepare residents for good jobs and further college education, build its middle class, and grow its tax base.

Accordingly, we held a working session in June of that year for higher education leaders, government officials, employers, and other community stakeholders to discuss practical ways for the city to enhance and grow its community college capabilities. At that meeting, DC Council Chairman Vincent C. Gray called for a study to assess the feasibility of the options for starting a community college, as outlined in the Brookings Institution report, *Envisioning Opportunity: Three Options for a Community College in Washington, D.C.* Following strong endorsement of this suggestion by other government and community leaders, DC Appleseed and Greater Washington Research at Brookings undertook a competitive bidding process and chose JBL Associates to conduct the study.

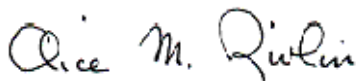
Since then, the University of the District of Columbia has moved forward vigorously to establish a community college—the Community College of the District of Columbia (CCDC), which opened its doors in fall 2009. CCDC is currently in a transition year as its new CEO, Dr. Jonathan Gueverra, develops a vision and strategic plan for the college. The changes at UDC/CCDC are taking place so quickly that we have no doubt that some of the details contained in this report will be out of date by the time it is released. Nonetheless, we believe that the report offers information, general guidance, and recommendations that can help District leaders and residents partner in determining the path that CCDC should take to become a strong, independent, and full-service community college.

Building a new community college presents an exceptional opportunity to take advantage of the best thinking on student success at a time when the President and the Nation are turning to community colleges to strengthen the foundation for economic growth. Through thoughtful planning and innovative partnerships, DC's community college can play a vital role in the region's economy—connecting DC residents to good jobs and supplying employers with a knowledgeable and competitive workforce.

We gratefully acknowledge the generous support of the Government of the District of Columbia, the Annie E. Casey Foundation, Federal City Council, Consumer Health Foundation, and the Greater Washington Workforce Development Collaborative. We also thank the many individuals and organizations who shared their insights with the JBL study team.

We look forward to continuing to support the District in developing a first-rate community college for residents, employers, and members of the community.

Sincerely,



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Director and Senior Fellow,  
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Walter Smith  
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**ACKNOWLEDGEMENTS**

This report was a collaborative effort involving individuals from a variety of organizations dedicated to promoting educational opportunities in the District of Columbia. We would like to thank specifically the representatives from those organizations, whose expertise and dedication were essential to the final report.

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## **EXECUTIVE SUMMARY**

Washington, DC needs a strong, independent community college to increase economic opportunity for District residents and connect them to the Washington region's well-paying jobs. Such a community college would significantly increase the city's education and skill-building capacity by accomplishing multiple goals:

- Providing a clear, affordable entry point to post-secondary education, including:
  - Developmental education to prepare residents for college-level work
  - The first two years of course work leading to a bachelor's degree
- Providing career and technical education to help District residents obtain skills to get a job or advance on the job, either through short-term training or through longer-term certificate and degree programs
- Boosting the city's economic development efforts by creating a more competitive labor force for the city and the region:
  - Assisting area employers with their education and training needs, enabling them to grow their local businesses and supporting a positive business climate
  - Helping District residents access good jobs, improving their personal economic fortunes as well as increasing the city's tax base
- Offering non-credit community education courses for personal enrichment
- Aspiring to be a model of effective community college education by raising its completion and graduation rates above those typical of community colleges and offering challenging, well-taught courses to a wide range of community residents.

This study, undertaken by JBL Associates, Inc. under contract with Greater Washington Research at Brookings and DC Appleseed, and with guidance from the DC Chamber of Commerce, the Greater Washington Workforce Development Collaborative, the Office of DC City Council Chair Vincent Gray, and the Office of the Deputy Mayor for Education, assesses various options for strengthening the District's community college capacity to achieve the above goals. The study is intended to build on the foundation of the new community college—the Community College of the District of Columbia (CCDC)—established by the University of the District of Columbia (UDC) in fall 2009. In doing so, the study examines three paths that CCDC could take given its current status as a division of the University:

1. CCDC remains a permanent branch or division of UDC, and permanently shares the University's governance, administration, and accreditation
2. CCDC temporarily shares UDC's governance and accreditation as it explicitly works on its own toward the goal of becoming an autonomous, independently-accredited institution
3. CCDC develops and leads partnerships with one or more of the area's suburban community colleges to augment its programs as it builds capacity to become an autonomous, independently-accredited institution

While Options 2 and 3 both result in independence for CCDC, they differ primarily in the strategy by which they reach scale. The project team considered political realities, financial limitations, legal requirements, employer needs, community wishes, effects on UDC, and organizational interests to determine the best way forward to achieve the stated goals. The project team is also aware that, due to the rapid pace of change at UDC/CCDC, some of the details in the report may be out of date by the time the report is released but that the overall recommendations will remain valid.

This report concludes that the District should support CCDC's intention to separate from the flagship university, and encourage it to take the fast track to becoming an independently-accredited, autonomous community college with its own Board of Trustees and budget. The report also concludes that CCDC's move toward independence would be significantly advanced by developing appropriate partnerships with one or more of the DC area's three suburban community colleges (Northern Virginia Community College, Montgomery College, and Prince George's Community College) to take advantage of these institutions' resources and reputations and quickly expand CCDC's capacity. Such partnerships could be the start of a regional consortium of community colleges in the DC area. Accordingly, the report recommends that CCDC pursue Option 3, which we call the "Independence Plus Partnership Option."

CCDC's move to independent status is critical to the success and sustainability of the institution. Right now, CCDC's status as a division of UDC takes advantage of the University's academic accreditation so that students are eligible for federal financial aid, are able to transfer credits to other accredited schools, and are able to have their credentials recognized throughout the United States. However, a community college and a state university have different missions, programs, faculty, and services, and they should not be housed within the same institutional structure where they will compete for resources and attention. In such a situation, the community college is likely to suffer, since the academic community typically considers universities more prestigious than community colleges. Moreover, CCDC must disengage from the high cost structure of UDC if it is to become economically viable. The District is fortunate to have the leadership of UDC President Dr. Allen Sessoms and of CCDC CEO Dr. Jonathan Gueverra—both of whom support the goal of achieving an independently-accredited community college separate from UDC.

Brokering strategic partnerships with one or more of the suburban community colleges can help CCDC develop a robust set of programs more quickly. By contracting with other institutions to provide specific programs in high-demand occupations, CCDC can increase its capacity more rapidly than if it built its own programs from scratch. Such contracts with other schools would continue while CCDC gained sufficient capacity to run these programs on its own. At that point, the cooperating colleges could step back according to a process defined in the contracts. In the interim, the participation of the other community colleges would bring supplementary expertise into the CCDC and contribute additional credibility among area stakeholders and employers. CCDC should draw on the best aspects of the other community colleges and improve on their achievements where appropriate, including in the important area of graduation and transfer rates.

Managing the suggested contracts would require close coordination and cooperation among CCDC and the participating college(s), which adds a layer of administrative complexity; however, we believe the benefits outweigh the costs. Moreover, Dr. Gueverra's experience as a community college administrator will provide the leadership necessary to develop and lead such partnerships.

Partnerships with one or more of the suburban community colleges could also be the first step in creating a regional consortium in which each jurisdiction is home to strong programs which students throughout the area can access. Training for some occupations (for example, in the construction and allied health fields) requires expensive facilities and equipment and specialized instruction skills. Since the labor market is regional and not limited by jurisdictional boundaries – and, in fact, many employers have sites in multiple jurisdictions in the DC metropolitan area – it may be beneficial for education institutions to specialize in certain programs, assuming reciprocal arrangements are developed with institutions in the other jurisdictions. Such a consortium will provide an easy point of entry for employers who would access a coordinated regional network designed to help meet their workforce needs. It will also produce cost-savings to the extent that not all the colleges reproduce the same expensive equipment and training capacity.

To ensure that CCDC is on the fast track to independence, the strategic plan being developed by Dr. Gueverra should guide the college's development and serve as a performance measurement tool. The strategic plan should include the following:

- Programs that CCDC aspires to offer, and an implementation plan for providing those programs
- Annual estimates of enrollment, costs per student, and completion rates that will guide the growth process for both the community college and the flagship university
- Student success strategies and the metrics by which student success will be measured, such as second-term and second-year retention, successful completion of developmental education and use of student support services
- A timeline for acquiring a new site for the community college and the cost of developing new facilities
- A strategy and timeline for achieving independent accreditation

The strategic plan should be developed in consultation with an advisory panel that will be the forerunner of a separate Board of Trustees for the community college. The advisory panel should include UDC board members, employers, and representatives from local government, the public education sector, community organizations, and other stakeholder groups.

Building on the work that he has already begun in his role as CEO of CCDC, Dr. Gueverra will need to take the following steps to build appropriate and timely partnerships with one or more of the suburban community colleges:

- Inventory and assess existing programs compared to resident and labor market demand and employer expectations, and determine which ones to continue, enhance, or possibly drop
- Discuss with one or more suburban community colleges their interest and capacity in providing specific programs, such as community education, on-line education, short-term workforce training, and longer-term certificate and degree programs
- Identify the administrative, financial and contractual arrangements necessary to implement the partnerships, and develop the terms under which the CCDC will eventually take over the programs as it moves toward independence

These determinations should be incorporated into the strategic plan, and should be made by Dr. Gueverra in a way that gives him maximum flexibility and authority to develop partnerships that will assist CCDC's growth and independence.

The strategic plan and partnerships with other colleges should provide the basis for a multi-year budget that is developed and maintained through a transparent budget management system. If CCDC aimed to operate at scale with an enrollment level and cost structure similar to other high-achieving community colleges, it would have a target enrollment of 5,000 full-time equivalent (FTE) students and an operating budget of about \$60 million (\$12,000 per FTE on average). If its revenues are structured similarly to other community colleges, half of this budget—\$30 million—would be covered by public funds, while the remainder would come from tuition, federal support, and grants. To maximize the District's return on its investment, CCDC must help students achieve a degree or certificate that is relevant to the regional marketplace, or complete enough courses to upgrade specific skills, get a job, or transfer to a four-year college. An associate degree graduate, for example, would pay roughly \$23,000 more in local taxes over a 30-year working life than would a high school graduate.

We do not provide estimates of how much CCDC will cost during its start-up years because those costs depend on decisions that CCDC makes about how to grow. Costs should be driven by the strategic plan: target enrollment numbers for each year, the types of programs and services that CCDC chooses to offer, and how they choose to provide those programs (on their own, borrowing from UDC, or through partnerships with suburban colleges), CCDC should aim to have an efficient cost structure from the outset.

The level of local government funding required by CCDC as it moves toward its target capacity will depend on these same variables. While CCDC will require increased resources, total operating revenue need not entirely be raised from new sources. Rather, some of the community college's costs can be funded using existing revenue that CCDC receives from UDC. Determining how to carve out CCDC's budget from UDC will require clear goals for enrollment, per-pupil expenditures, and programming at the flagship university and the community college, as well as a commitment to cost containment at both schools.

The District should work to ensure that CCDC does not inherit UDC's high cost structure. UDC's costs per full-time equivalent (FTE) student are about \$31,000, compared to an average of about \$9,500 per FTE among other community colleges and \$17,000 among peer universities. These high costs reflect several historical events, such as the creation of UDC through the merger of three separate institutions in the 1970s, declining enrollment, and a faculty that is older and at the higher end of the salary scale compared with other colleges. Since CCDC is starting out as an embedded unit within UDC, these high costs will be built into the community college unless CCDC has the authority to take steps to reduce costs, and does so. Contracting with outside institutions for selected programs may help to introduce new, lower cost structures. While the suburban community colleges have relatively efficient cost structures that could benefit CCDC, the development and maintenance of regional partnerships will carry additional costs associated with administration and implementation. The District government will have to underwrite these additional costs, as CCDC's current revenue streams are likely to fall short of covering them.

The executive and legislative branches of the District of Columbia government should take active roles in developing, supporting, and overseeing UDC, CCDC, and the emerging public post-secondary education system created by the separation of the university and the community college. The Deputy Mayor for Education and the Office of the State Superintendent for Education (OSSE) should actively support CCDC's strategic planning process. In a related activity, the OSSE should ensure that state financial aid policies and post-secondary funding policies align with the needs of community college students. The Council of the District of Columbia should provide rigorous oversight, especially in regard to splitting CCDC's budget from the flagship university and developing an independent community college.

This feasibility analysis points to the importance of building on the work that UDC has already done to lay the foundation for a community college, while drawing on resources from the well-established, highly-regarded community colleges in the neighboring suburbs. This option should give the District and its residents an opportunity to build what is needed—an independent, credible community college that provides a wide range of education and workforce development options. In addition to assessing the feasibility of the options available to CCDC and making the recommendations discussed, the study examines the current capacity of community college programs in DC, projects student, employer, and community demand for a full-service community college, defines the attributes of an effective DC community college, provides cost estimates, and suggests the benefits a community college would provide to the District.

This report, along with the work currently underway at CCDC, are steps in a process that will take several years to complete. Decisions that are made in these early years will shape and limit the choices that are available to CCDC in the future. A well-planned and well-executed strategy that takes advantage of the best current thinking on community colleges and the experience of local experts will pay tremendous dividends: increasing numbers of District residents will be prepared to take their place in a vital regional economy, and employers will have a stronger, more competitive workforce in the District from which to draw.

# INTRODUCTION AND CONTEXT

## The Need for a DC Community College

The United States is undergoing an economic and demographic shift that is increasing the demand for a skilled labor force, with over half of US jobs requiring at least some college.<sup>1</sup> In DC's highly-skilled labor market, 45 percent of all job openings from 2006-2016 will require a bachelor's degree or more, while another 30 percent of projected jobs will be "middle-skill" occupations—those that require a college credential, but not necessarily a bachelor's degree.<sup>2</sup> The retirement of the Baby Boomer generation will also increase demand for a younger, college-educated workforce. In DC, this demand will be stronger than in other cities due to the aging federal government workforce.

Across the country, community colleges serve as first responders to the needs of the changing labor market. Community colleges succeed at training residents for in-demand occupations due to their career-oriented certificate and degree programs, knowledge of the local labor market, partnerships with local community stakeholders, flexibility and responsiveness, and articulation agreements with four-year institutions. President Obama has highlighted this essential community college role, stating that "our community colleges can serve as 21<sup>st</sup>-century job training centers, working with local businesses to help workers learn the skills they need to fill the jobs of the future."<sup>3</sup>

Community colleges' affordable tuition rates and open admissions policies make them an accessible route to well-paying jobs and further higher education for a diverse group of students, including working adults, first-generation college-goers, and students of color. Estimates vary, but research done by the Federal Reserve Bank of St. Louis found that an associate degree resulted in an 18 percent higher wage than a high school diploma.<sup>4</sup> Students who attended community college, but did not complete a degree, earned 9 to 13 percent more than high school graduates who did not continue their education.<sup>5</sup>

In order to produce qualified workers and provide economic returns to residents, however, community colleges must ensure that students succeed in college once they enroll. Several indicators, such as test scores, clear education goals, and adequate financing, are predictors of student success, which is defined as program completion and competency of graduates. Colleges must help students remain in school until they either transfer to a four-year institution, or achieve a degree, a certificate, or upgraded skills that are relevant to the regional marketplace. The financial benefits for early dropouts are minimal compared with those for graduates.<sup>6</sup> The community college must provide credentials that meet the needs of the regional labor market and have credibility among employers.

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<sup>1</sup> "Postsecondary Education Success Plan," Bill and Melinda Gates Foundation, 2009.

<sup>2</sup> District of Columbia Department of Employment Services, DC Occupational Projections by Career Cluster, at [http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy\\_of\\_District\\_of\\_Columbia\\_Occupational\\_Projections\\_by\\_Career\\_Clusters\\_2006\\_-\\_2016\\_II\\_new.pdf](http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy_of_District_of_Columbia_Occupational_Projections_by_Career_Clusters_2006_-_2016_II_new.pdf)

<sup>3</sup> Barack Obama, "Rebuilding Something Better," The Washington Post, July 12, 2009 A17.

<sup>4</sup> Kolesnikova, N., *Community Colleges: A Route of Upward Economic Mobility*. Federal Reserve Bank of St. Louis, March 2009.

<sup>5</sup> Kolesnikova, 2009.

<sup>6</sup> "There appear to be program effects. In general, completing a certificate is more beneficial than completing one year of college without a credential; an Associate degree is more valuable than two years of college, and a baccalaureate degree increases earnings by more than four years of college without the credential" (47). Grubb, W.N. "The Returns to Education and Training in the Sub-Baccalaureate Market: Evidence from the Survey of Income and Program Participation, 1984-1990" NCRVE, <http://vocserve.berkeley.edu>.

Several benefits accrue from a community college that maximizes student success. For one, a local jurisdiction's tax base increases as more of its residents fill skilled jobs and begin to earn decent wages, pay higher taxes, and spend more money in the local economy. At the same time, a jurisdiction's social costs decrease as residents who once depended on social support programs become taxpayers. Moreover, community colleges that maximize student success will have a better chance of attracting federal and private investment, thus reducing the amount of local subsidy required. For example, in recognition of its ability to help meet regional health care labor shortages, Northern Virginia Community College recently received a \$1.2 million grant from the Department of Labor, \$1.5 million from the Virginia General Assembly, and over \$1.8 million in healthcare provider contributions to increase its health care training capacity.<sup>7</sup> More broadly, several national foundations, including Gates, Lumina, and Ford, are investing in community colleges that aim to increase student completion. A significant portion of President Obama's \$12 billion American Graduation Initiative, which is aimed at producing an additional 5 million community college graduates by 2020, will go to community colleges that strive to increase student success.

Several recent studies have demonstrated that DC needs an effective community college to prepare its residents for the labor market, build its middle class, and grow its tax base.<sup>8</sup> This body of research documents the District's robust economic growth in the early 2000s, which starkly contrasts with its near-bankruptcy of the previous decade. For the past decade, the city consistently balanced its budget, improved its bond ratings, attracted tremendous economic development, and posted job growth. Yet the city's poverty and unemployment rates remained stubbornly high—signaling that the District's newfound prosperity was not being shared by many of its citizens. With commuters making up two-thirds of DC's workforce, the city's leaders, employers, advocates, and educators agreed that the District has to do a better job of preparing its residents for higher-paying occupations. Although community colleges were leading innovative job training programs across the country, DC had no such institution on which to call.

## **The Current Situation**

Until the 2009 establishment of the Community College of the District of Columbia (CCDC), the District had a single public institution of higher education—the University of the District of Columbia—responsible for the dual functions of a community college and a four-year university. UDC has struggled since it was founded to provide associate degrees, certificates, and workforce preparation programs alongside its four-year and graduate programs. Combining the two missions proved unmanageable because the educational missions of community colleges and universities require different resources and staff expertise. Although UDC's administration, faculty, and programs were similar to those of a state university, its open-admissions policy produced a student body with characteristics more typical of a community college.

The city's mid-1990s fiscal crisis additionally compromised UDC's capacity: among other actions, the University cut programs, dismissed faculty and staff members, and increased tuition to reduce its deficit. In the years since, UDC has been troubled by a distrustful faculty, high administrative overhead, poorly maintained and outdated facilities, chronic mismanagement and internal dissension, and unacceptably low completion and graduation rates. While some programs had demonstrable success, it is not clear that many of UDC's two-year and workforce preparation programs had satisfactory results, and they had not proven adequate to meet the needs of District residents or employers.

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<sup>7</sup> Presentation by Brian Foley, Provost, Northern Virginia Community College Medical Education Campus, June 18, 2009.

<sup>8</sup> DeRenzis, B., Ross, M., and Rivlin, A., "Envisioning Opportunity: Three Options for a Community College in Washington, DC." Greater Washington Research at Brookings, May 2008; "Hometown Prosperity: Increasing Opportunity for DC's Low-Income Working Families." DC Appleseed and DC Fiscal Policy Institute, January 2008; and "Washington, DC's 2008 Strategic Plan for Workforce Development" DC Workforce Investment Council, Washington, DC, 2008.

By summer 2008, several city leaders and community stakeholders agreed that the District's higher education status quo would no longer do. Interviews with a variety of stakeholders also found broad support for developing a new community college that would help DC residents qualify for skilled jobs in the city's economy. While most agreed on the need for an effective DC community college, DC leaders and community stakeholders had not established what a strong DC community college would look like and how the District would go about creating it. Accordingly, in summer 2008, city leaders called for a feasibility study to:

- Identify the demand for a community college, including the type and scope of educational programs most appropriate for the regional labor market, employer needs, and student needs
- Identify the components of a community college that maximizes student success and discuss the costs and benefits of such a college to the District
- Assess the feasibility of building an effective community college through different institutional models

Greater Washington Research at Brookings and DC Appleseed raised funds from foundations, and public sector and private sector sources, and released a Request for Proposals for consultants to carry out the study. Five respondents submitted proposals, and in the fall of 2008, a management group led by Brookings and DC Appleseed chose a team of community college experts led by JBL Associates, Inc. (JBLA) to conduct the feasibility study (see appendix A for study team biographies).

At the same time, UDC's Board of Trustees also recognized the District's need for a community college, and committed to expanding the University's community college capacity. Upon his appointment in September 2008, UDC President Dr. Allen Sessoms announced that he would create a community college at the UDC campus. In January 2009, the UDC board approved Dr. Sessoms' proposal to create two separate schools at UDC: 1) an open-admissions community college, which offers students non-credit workforce programs and two-year degree programs; and 2) a flagship university with admissions standards and more traditional, academically-oriented four-year programs. Students may take lower-division courses leading to a BA at the community college. The proposal to create a community college separate from the flagship university includes a graduated tuition increase for university students to \$7,000 for in-state tuition by the 2010-11 school year (up from \$3,800 in 2008-09), and \$3,000 in-state tuition for full-time community college students.

CCDC officially opened its doors in fall 2009 under the leadership of a new Chief Executive Officer, Dr. Jonathan Gueverra. He brings with him many years of postsecondary administration experience, including his most recent position as a Provost at Northern Virginia Community College's Alexandria campus. Dr. Gueverra has deemed the 2009-10 school year as a "transition year" for CCDC as it sets strategic goals for the future.

This year, CCDC is operating on UDC's Van Ness campus while leaders consider options for new facilities at one or more locations. Current plans include moving administrative offices to a new site in early 2010, and moving students to the new site for the start of the fall 2010 term. CCDC currently provides some of the sub-baccalaureate courses that previously existed at UDC, and plans are underway to develop a new liberal arts transfer program. Approximately 39 full-time faculty members from UDC are now teaching at CCDC, with part-time adjuncts teaching the rest of the course load. CCDC is currently borrowing UDC's administrative systems, budget system, and accreditation. CCDC's student body includes those in non-credit workforce programs, certificate programs, and associate degree programs, as well as students who do not meet the flagship university's new admissions standards, and students who opt to take the first two years of a bachelor's degree at CCDC. In fall 2009, CCDC reported that they had 1,700 students, not including those in the workforce development programs.

Under Dr. Sessoms' leadership, UDC has taken several important steps to establish CCDC:

- Conducted a systematic review of programs to differentiate community college offerings from university offerings
- Administratively separated its non-credit and sub-baccalaureate offerings from the flagship university
- Imposed admissions standards and a tuition increase at the flagship university, and designated CCDC as the open-admissions, affordable public institution
- Hired Dr. Gueverra to lead the start-up of CCDC
- Established a separate public identity for CCDC
- Set achieving independent accreditation as a goal for CCDC

On a related note, UDC has achieved independent procurement authority from the city's Office of Contracting and Procurement. With more control over its own purchases and contracts, UDC (and its CCDC division) can look forward to more timely and efficient purchasing practices. UDC's effort to gain procurement authority is part of a larger effort to gain greater autonomy from the city. UDC would like to have a status similar to other public land-grant university systems, such as the universities of California and Michigan, and not be treated as a city agency.

As critical as these actions are, however, they are only the first of many steps that are necessary in order to establish a strong, independent, full-service community college—a goal supported by both Dr. Sessoms and Dr. Gueverra. Achieving this goal will require CCDC to have its own accreditation, as well as its own board, budget, and administrative staff. Dr. Gueverra is in the process of developing a strategic plan to guide CCDC toward the goal of independence. Accordingly, questions still remain regarding how CCDC should evolve into a strong, independent community college.

### **This Feasibility Study**

This feasibility study aims to build on the foundation set by the establishment of CCDC, and help the District's leaders determine the path that CCDC should take in order to become the most effective, efficient, and sustainable full-service community college for DC residents. Overall, the study is based on an analysis of DC demographic, labor, and educational data, a series of interviews with DC stakeholders, a national review of community college best practices, and an assessment of data and operating budgets from successful community colleges. JBLA's assessment was guided and reviewed by an advisory panel of the country's leading community college practitioners and researchers, including Thomas R. Bailey, the founding director of the Community College Research Center at Columbia University's Teachers College, George R. Boggs, the President and CEO of the American Association of Community Colleges, and Byron and Kay McClenney, project directors and faculty of the Community College Leadership Program at the University of Texas at Austin. JBLA worked closely with Greater Washington Research at Brookings and DC Appleseed on the report, and the three organizations also received guidance and input from the DC Chamber of Commerce, the Greater Washington Workforce Development Collaborative, the Office of DC City Council Chairman Vincent Gray, and the Office of the Deputy Mayor for Education.

Chapters 1-4 define the attributes of an effective DC community college, provide cost estimates, and suggest the benefits a community college would provide to the District.

- Chapter 1 demonstrates that the District needs to expand its current community college capacity by reviewing public, private, and proprietary sub-baccalaureate programs located in the city, as well as the limited opportunities for DC residents to attend suburban community colleges.

- Chapter 2 identifies demand for a DC community college among potential students, employers, and community stakeholders. It uses this demand analysis to project how many and what types of students would attend a full-service DC community college, what types of programs it might offer, and what types of community partnerships it might form.
- Chapter 3 describes the potential costs and revenue needs of an effective, full-service community college, and the economic and social benefits it would bring to the District.
- Chapter 4 outlines critical principles for a DC community college capable of maximizing student access and success. These principles identify key programmatic, organizational, administrative, and evaluative components of an effective community college.

Chapter 5 assesses the feasibility of three different paths that CCDC could take to become a full-service community college, given its current status as a division of UDC, and identifies the third choice as the preferred option:

1. CCDC remains a permanent branch or division of UDC, and permanently shares the University's governance, administration, and accreditation
2. CCDC temporarily shares UDC's governance and accreditation as it explicitly works on its own toward the goal of becoming an autonomous, independently-accredited institution
3. CCDC develops and leads partnerships with one or more of the area's suburban community colleges to augment its programs as it builds capacity to become an autonomous, independently-accredited institution

A fourth option—providing increased financial and logistical support to help students access suburban community colleges – is not addressed in full, as it does not meet the basic criterion of serving as an accessible and viable option for a large portion of DC's low-income working adults, and does not fulfill the economic and workforce development needs of the District. A fifth option—an independent community college incubated by a suburban community college—as initially discussed, but has been dropped. Early assessment of this option and interviews with stakeholders made it clear that incubation by a suburban community college would be difficult to administer and—would create unnecessary competition, redundancy, and confusion. (This option would undercut UDC's effort to establish a community college and flagship university, and any benefits of this model would be offset by the damage done to CCDC's potential.)

Chapter 6 lists the recommended steps that should be taken by CCDC, the DC City Council, and the executive branch, including the Office of the Deputy Mayor for Education and the Office of the State Superintendent of Education (OSSE), to promote the preferred option. It also discusses some policies that should be enacted by the District government to maintain and strengthen the new community college, including oversight, financial aid, and promoting student access and success.

This report, along with work that has begun at CCDC, is part of a process that will take several years to complete. Decisions that are made in these early years will shape and limit the choices that are available to the community college in the future. Mistakes today will echo down the years as higher costs, ineffective education, and lost opportunities for the citizens of DC. In contrast, a well-planned and well-executed strategy that takes advantage of the best current thinking on community colleges and the experience of local experts will pay tremendous dividends: increasing numbers of District residents will be prepared to take their place in a vital regional economy, and employers will have a stronger, more competitive workforce in the District from which to draw.

## CHAPTER 1. DC'S EXISTING COMMUNITY COLLEGE CAPACITY

This chapter examines existing community college offerings within the District of Columbia. While DC does have sub-baccalaureate programs that provide important educational opportunities, these programs have not provided the full range of community college offerings. Full-service community colleges traditionally have five core missions:

- Provide the first two years of course work leading to a bachelor's degree
- Provide career and technical training of two years or less in duration
- Provide basic educational skills and developmental education
- Provide community education programs
- Provide a source of workforce and economic development

Community colleges have an historical commitment to access through open admissions policies and low tuition rates. This commitment has made community colleges a popular gateway to higher education for a wide variety of students, resulting in a student body distinct from that of four-year colleges. Community college students are more likely to be older, working full-time, first-generation college-goers, and/or racial or ethnic minorities.

Community colleges also differ from four-year colleges in their commitment to their local community, demonstrated through course offerings specific to the regional labor market, partnerships with community stakeholders such as public schools, nonprofit organizations, and public social service agencies, and community education courses.

Community colleges offer certificates and associate degrees at different levels. Some programs leading to a certificate are more than 300 hours in length and offer college credit. Students enrolled in these programs are eligible for federal student aid. Certificates may also be awarded in shorter workforce programs. However, students in these programs are not considered to be college-level students, and are not eligible for student aid. Likewise, community colleges offer transferrable associate degrees and applied or terminal associate degrees. The credits from an applied associate degree cannot be counted toward a Bachelor's degree.

### **The Community College of the District of Columbia (CCDC)**

During its first year of operations (2009-10), the new community college is offering programs that previously existed at UDC. CCDC has six certificate programs in high-demand occupational clusters (12 certificate programs total), and has no certificates listed in the career clusters of Hospitality & Tourism, Information Technology, and Law, Public Safety, and Security. (Please see Chapter 2 for a labor market analysis and discussion of high-demand occupational clusters.) As a start-up institution, CCDC does not yet offer a set of certificate programs as robust as those at community colleges that have been established for several decades. For example, Montgomery College and Prince George's Community College in DC's suburbs each offer at least 30 certificates in high-demand occupational clusters, while Northern Virginia Community College (NOVA) offers 54. (See Table 1. Also, Appendix B lists the programs available at CCDC and the three suburban community colleges.)

CCDC's associate degree offerings are more aligned with the labor market. Twenty-three of its 29 associate degree programs are in high-demand occupational area. Comparatively, NOVA has 28 associate degree programs in these career clusters, Montgomery College has 22, and Prince George's Community College has 22 (see Table 2). CCDC is currently lacking a liberal arts transfer degree, although Dr. Gueverra expressed a commitment to developing this program immediately.

Since CCDC has just opened its doors, there are no graduates, and UDC has not previously reported certificate completions (see Table 3). Dr. Gueverra estimates that some students will be eligible to graduate by the end of the 2009-2010 academic year, based on credits earned at UDC. In the 2007-2008 academic year, there were 152 completions in all of UDC's associate degree programs (see Table 4).

**Table 1. Number of Undergraduate and Non-Credit Certificate Programs by Priority Career Cluster at UDC, Suburban Community Colleges, and Private Colleges in DC: 2007-2008**

	UDC	Northern Virginia Community College	Montgomery College	Prince George's Community College	4-year Private Non-Profit <sup>1</sup>	4-year Private For-Profit <sup>2</sup>	Non-collegiate Private Institution <sup>3</sup>
<b>Business management and administration</b>	1	17	5	4	5	2	1
<b>Health</b>	5	7	5	9	2	2	13
<b>Hospitality and Tourism</b>	0	10	5	4	0	0	3
<b>Information Technology</b>	0	15	15	9	14	2	20
<b>Law, public safety, and security</b>	0	5	3	4	2	0	3
<b>Other</b>	6	32	44	51	1	0	34
<b>Total</b>	<b>12</b>	<b>86</b>	<b>76</b>	<b>81</b>	<b>24</b>	<b>6</b>	<b>74</b>

Source: Department of Employment Services (DOES), Washington, DC; NCES College Navigator; various college websites.

<sup>1</sup> Category consists of: American University, Catholic University of America, Gallaudet University, George Washington University, Georgetown University, Howard University, Howard University Center for Urban Progress, Southeastern University, and Trinity Washington University

<sup>2</sup> Category consists of: JC Inc./American Institute of Professional Studies, Potomac College, and Strayer University (Parent Institution)

<sup>3</sup> Category consists of: ARCH training Center, AYT Institute, Business Interface, Career Technical Institute, Citiwide Computer Training Center, Dudley Beauty College of Washington, Excel Institute, Goodwill of Greater Washington, Gospel Rescue Ministries/School of Tomorrow, Heavy Equipment Training Academy, Maximus Human Services, Neighbors' Consejo, Paralegal Institute of Washington, RizeUp Technology Training Center, Sanz School, Sheppards Academy of Cosmetology, Technical Learning Centers, the French Institute, Toni Thomas Associates – Community Empowerment, VW Associates, and Washington Saint Mary Health Institute

**Table 2. Number of Associate Degree Programs by Priority Career Cluster at UDC and Suburban Community Colleges: 2007-2008**

	UDC	Northern Virginia Community College	Montgomery College	Prince George's Community College
<b>Business management and administration</b>	7	6	4	5
<b>Health</b>	4	11	7	6
<b>Hospitality and Tourism</b>	1	0	0	0
<b>Information Technology</b>	1	3	4	1
<b>Law, public safety, and security</b>	5	3	3	3
<b>Engineering and Construction</b>	5	5	4	7
<b>Other</b>	6	17	16	5
<b>Total</b>	<b>29</b>	<b>45</b>	<b>38</b>	<b>27</b>

Source: U.S. Department of Education, National Center for Education Statistics, College Navigator

**Table 3. Number of Completions in Undergraduate Certificate Programs by Priority Career Cluster at Suburban Community Colleges, 2007-2008 Academic Year <sup>1</sup>**

<b>Occupational Cluster</b>	<b>Northern Virginia Community College</b>	<b>Montgomery College</b>	<b>Prince George's Community College</b>
<b>Business management and administration</b>	35	46	30
<b>Health</b>	226	21	43
<b>Hospitality and Tourism</b>	5	3	
<b>Information Technology</b>	4	13	12
<b>Law, public safety, and security</b>	25	19	6
<b>Engineering and Construction</b>	13	37	21
<b>Other</b>	26	156	39
<b>Grand Total</b>	<b>334</b>	<b>295</b>	<b>151</b>

Source: U.S. Department of Education, National Center for Education Statistics, College Navigator

UDC/CCDC is not listed because it has not previously reported completions for certificate programs

<sup>1</sup> As reported by the U.S. Department of Education. Certificate programs may differ from the certificate programs listed in the previous table, which includes shorter workforce certificates

**Table 4. Number of Completions in Associate Degree Programs by Priority Career Cluster at UDC, Suburban Community Colleges and Select Private Colleges in DC, 2007-2008 Academic Year**

Occupational Cluster	UDC	Northern Virginia Community College	Montgomery College	Prince George's Community College	Catholic University of America	Corcoran College of Arts and Design	George Washington University	Potomac College	Strayer University	Trinity Washington University
Business management and administration	27	706	364	170	0	0	0	0	16	0
Environmental Technology/Green Jobs	0	0	0	0	0	0	0	0	0	0
Health	35	351	183	168	0	0	207	0	2	0
Hospitality and Tourism	7	0	0	0	0	0	0	0	0	0
Information Technology	0	184	43	3	0	0	0	2	2	0
Law, public safety, and security	20	94	34	37	0	0	0	0	1	0
Engineering and Construction	9	66	96	36	0	0	0	0	0	0
Other	54	1,524	1,013	298	4	7	0	0	24	3
<b>Grand Total</b>	152	2,925	1,733	709	4	7	207	2	45	3

Source: U.S. Department of Education, National Center for Education Statistics, College Navigator

### Private Colleges in DC with Sub-baccalaureate Offerings

Several private colleges in DC provide some associate and certificate programs, including Catholic University, Corcoran College of Art and Design, George Washington University, Potomac University, Strayer University, and Trinity Washington University. These programs, however, have limited capacity and produce too few completions to help DC residents acquire the skills necessary to fill the growing number of positions in the priority career clusters. There are limited programs in Health Science, none in Hospitality and Tourism, and only a handful in Business Management, Information Technology, and Law, Public Safety, and Security. In 2007-08, the private colleges together only produced a total of 268 associate degrees, with clinical/medical laboratory technicians from George Washington University making up the vast majority (207).

Even if these private institutions were to offer more programs, tuitions are high, and low-income students would need significant financial aid, including loans, to attend. Annual undergraduate tuition in DC's private postsecondary institutions ranged from over \$12,000 at Strayer University to upwards of \$40,000 at George Washington University (Table 5). These tuition rates are three-and-a-half to 11½ times the average community college tuition in the Mid-Atlantic states.

**Table 5. Undergraduate Tuition at DC Private Colleges and Universities with Sub-Baccalaureate Offerings**

University	2008-09 Tuition
Catholic University	\$30,670
Corcoran College of Art and Design	\$27,380
George Washington University	\$40,422
Potomac College	\$16,095
Strayer University	\$12,345
Trinity Washington University	\$19,357

Source: NCES, College Navigator

Moreover, most of these programs are situated within larger four-year institutions, which do not provide the complete spectrum of community college programs. Some do not have open admissions, others are geared toward students who already have college experience or degrees and need professional development, and still others do not have developmental education.

Additionally, the Graduate School (formerly known as the USDA Graduate School) offers a wide range of career-oriented courses and certificate classes. Currently it is a continuing education institution offering a variety of courses, certificates and applied associate degrees. It offers approximately 150 courses each term, for a total of 8,000 course sections annually—about 800 full-time equivalent (FTE) students—in the evening at its DC facility in SW. All students attend part-time. The Graduate School is accredited by the Council on Occupational Education, which means it can offer non-transferable applied programs in career and technical education, but not academic degree programs. The Graduate School is pursuing the possibility of acquiring Southeastern University's courses, and is also pursuing accreditation through the Middle States Commission on Higher Education, the body that accredits universities, four-year colleges, and two-year colleges in the mid-Atlantic region. Middle States accreditation would charter the Graduate School as a non-profit college. The school has already begun this process, and expects to achieve preliminary status shortly. At that time, it will be the largest sub-baccalaureate college in DC. Currently, credits earned are accepted at local colleges and universities under established articulation agreements between the Graduate School and the individual institutions. The certificate classes cover a broad range

of fields (not including health), and most certificates are designed for federal government workers. A full list of certificates is included in appendix B.

### **Suburban Community Colleges in Maryland and Northern Virginia**

Montgomery College, Prince George's Community College, and Northern Virginia Community College are large, well-established community colleges located in the District's suburbs. As already discussed, each of the suburban community colleges offers a wide range of programs, with numerous certificate and associate's degree offerings in high-demand occupational clusters.

The suburban community colleges attract DC residents, some of whom use the DC Tuition Assistance Grant (DCTAG) to attend. For community college students, DCTAG pays up to \$2,500 per academic year toward the difference between in-state and out-of-state tuition, with a lifetime maximum of \$10,000. As an example, a DC student attending Montgomery College full-time in 2008-09 would have paid \$7,820 in tuition plus assorted fees, if he or she received the maximum DCTAG grant, compared to the out-of-state tuition of \$10,320 without DCTAG.

In the 2008-2009 school year, nearly 450 DC residents used DC TAG to attend one of these three suburban community colleges.<sup>9</sup> Many more DC residents likely attend these schools without DCTAG assistance. For example, although only 115 DC students used DCTAG to attend Prince George's Community College, the College reported an enrollment of 3,707 DC students in the 2008-09 school year,<sup>10</sup> an estimate that may be low if other DC residents use the addresses of family or friends in Prince George's County to gain in-state tuition.

While the DCTAG program is a valuable resource for many DC residents, it is not a replacement for a DC community college. Under the program's current rules, many residents who would benefit from a community college education are not eligible for DCTAG, which requires recipients to be under age 25, enrolled on at least a half-time basis in a degree-granting program, and be in good academic standing. Older students, those who need developmental education, and those taking only a few courses at a time (less than half-time) cannot use DCTAG.

Some suggest that DC should expand access to the suburban community colleges by creating a local subsidy program to cover out-of-state tuition costs. As a local subsidy, the program would not have to adopt DCTAG's student age and enrollment requirements. While this option may expand access to higher education, it is still not an adequate substitute for a full-service DC community college, for two major reasons:

- Community colleges play a central role in developing and implementing workforce and economic development strategies for their local communities. Without a robust set of occupational programs and an at-scale workforce development division at CCDC, the District has no institution that is dedicated to creating customized workforce initiatives and responding directly to the demands and needs of DC residents, employers, small businesses, and government programs.
- For many DC residents without cars, travel to the suburban community colleges is likely to be a major barrier. Even with public transportation, travel time is a concern, especially for part-time students who take classes after work. Table 6 shows rush hour travel times on public transit from three DC metro station locations to suburban community college campuses. NOVA's Arlington Campus, Prince George's University Town Center

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<sup>9</sup> Email communication with the Office of the State Superintendent of Education, Washington, DC; July 27, 2009

<sup>10</sup> Interview with a representative from Prince George's Community College; July 27, 2009

Campus, and Montgomery College's Takoma Campus are all somewhat reasonably accessible by Metro/Bus—requiring under 45 minutes of travel time. However, these campuses are all "extension" campuses and while they have a breadth of offerings, they do not have the college's full set of offerings. In many cases, travel to other campuses takes close to an hour or more. In all cases, travel times would be longer during non-peak hours and weekends.

**Table 6. Minimum Travel Times on Public Transit from Three DC Metro Locations to Suburban Community College Campuses**

Campus	Public Transportation & Transit Type*		
	Metro Center	Anacostia	Columbia Heights
<b>Montgomery College</b>			
<i>Germantown Campus</i>			
Time on Public Transit	60 min (R,B)	77 min (R,B)	76 min (R,B)
Walk from last stop to campus	0.39 miles	0.39 miles	0.39 miles
<i>Rockville Campus</i>			
Time on Public Transit	46 min (R, B)	72 min (R,B)	71 min (R,B)
Walk from last stop to campus	0.12 miles	0.12 miles	0.12 miles
<i>Takoma Campus</i>			
Time on Public Transit	24 min (R,B)	37 min (R,B)	42 min (R,B)
Walk from last stop to campus	0.40 miles	0.40 miles	0.20 miles
<b>Prince George's Community College<sup>1</sup></b>			
<i>Largo Main Campus</i>			
Time on Public Transit	43 mins (R,B)	53 min (R, B)	54 min (R,B)
Walk from last stop to campus	0.28 miles	0.02 miles	0.02 miles
<i>Skilled Trades Center</i>			
Time on Public Transit	60 mins (R,B)	30 mins (R,B)	59 mins (R,B)
Walk from last stop to campus	0.10 miles	0.11 miles	0.10 miles
<i>University Town Center</i>			
Time on Public Transit	25 mins (R)	28 mins (R)	11 mins (R)
Walk from last stop to campus	0.24 miles	0.24 miles	0.24 miles
<b>Northern Virginia Community College<sup>2</sup></b>			
<i>Alexandria Campus</i>			
Time on Public Transit	32 mins (R,B)	58 mins (R,B)	53 mins (R,B)
Walk from last stop to campus	0.26 miles	0.01 miles	0.26 miles
<i>Annandale Campus</i>			
Time on Public Transit	48 mins (R,B)	76 mins (R,B)	75 mins (R,B)
Walk from last stop to campus	0.06 miles	0.06 miles	0.06 miles
<i>Arlington Center</i>			
Time on Public Transit	14 mins (R)	33 mins (R)	38 mins (R)
Walk from last stop to campus	0.22 miles	0.22 miles	0.22 miles
<i>Medical Education Campus</i>			
Time on Public Transit	79 mins (R,B)	83 mins (R,B)	82 mins (R)
Walk from last stop to campus	0.55 miles	0.55 miles	0.55 miles

Source: WMATA Trip Planner at [www.wmata.com](http://www.wmata.com), accessed October 27, 2009.

1. Prince George's has two additional locations not shown above: one on Andrews Air Force Base and one in Laurel, MD. These campuses are less accessible to DC residents.
2. Northern Virginia Community College has four additional campuses that are farther from DC.

R= Rail; B=Bus

\*Note: Travel time on public transit for 5pm on a weekday during peak rush hour. Travel times will be longer for non-peak hours and weekends.

## CHAPTER 2. DEMAND FOR A DC COMMUNITY COLLEGE

There is a general consensus on the need for a DC community college among potential students, local employers, and other community stakeholders.<sup>11</sup> Stakeholder interviews revealed broad support for developing a new community college that would help more DC residents qualify for the skilled jobs available in the District's economy. Stakeholders also believe that a community college in the District of Columbia should focus on workforce issues, developmental and continuing education, and community education offerings. Interviewees were consistent in indicating that a successful community college should become an integral part of the DC community, strengthening the economic, social, and cultural life of its citizens. This chapter discusses demand among various constituencies for a full-service, at-scale DC community college.

### Projected Student Demand

#### Enrollment:

A full-service DC community college is likely to enroll between 7,000 and 9,000 students, or approximately 5,000 full-time equivalent (FTE) students.<sup>12</sup> This estimate represents the average enrollment of community colleges in cities of similar size and demographics to DC (Table 7), and does not include enrollment in non-credit programs. The larger the enrollment, the more cost-effective the college becomes. Larger colleges benefit from economies of scale that are not possible at smaller colleges.

**Table 7. Community Colleges with Similar Populations, Campus Settings, and Institutional Missions to a DC Community College: 2007-2008**

College	Total Enrollment (undergraduate)	Percent Full-Time	Population Age 18 to 44 in Service Area	Poverty Rate for Families in Service Area
Baltimore City Community College	6,814	40%	250,042	16.7%
Bunker Hill Community College (Boston)	8,806	31%	305,899	16.7%
Community College of Denver	8,359	25%	269,962	13.6%
Jefferson Community College (Louisville)	15,475	32%	272,586	17.9%
Nashville State Technological Community College	7,077	36%	240,934	11.6%
Oklahoma City Community College	12,673	37%	206,403	13.1%
Portland Community College	24,353	36%	223,119	11.2%
University of the District of Columbia*	5,339	49%	264,541	18.8%

Source: Cool College Navigator, NCES; 2007 American Community Survey

\* All UDC undergraduate students

<sup>11</sup> A list of the organizational affiliations of those interviewed as part of the research for this report, as well as the interview summary, is included as Appendix C.

<sup>12</sup> Full-time equivalent enrollment is calculated by adding total full-time enrollment to one-third of total part-time enrollment.

As a start-up, CCDC has started with a smaller enrollment level, and it will likely take several years to expand programming, open new facilities, and implement an online education program—all of which would increase the new college's capacity and access, and, in turn, enrollment. The rate of growth in enrollment will depend on several factors:

- *Visibility and credibility of the new college in the community:* The more a college is recognized as an asset by residents and employers, the more enrollments will increase.
- *Program Offerings:* The more in-demand programs offered by the college, the more students will attend.
- *Accessibility:* Online education and courses offered in different parts of the city will make it easier for more students to attend.
- *Price of attendance:* The higher the tuition, the fewer students can afford to attend.
- *Competition from other education providers:* Students may continue to attend neighboring suburban community colleges or the region's private institutions.
- *Economic and employment cycles:* Students are more likely to attend school during times of high unemployment, when they are less likely to be working.
- *Population:* In the long run, any change in the percent of the population between ages 18 and 40 is an important predictor of enrollment, as this age group is most likely to enroll in community colleges.

#### Student Type:

Stakeholders indicated that a DC community college should be seen as a first-choice option by a significant proportion of the city's high school graduates and college-bound adults. Stakeholders also expressed concern that the community college not be identified as only serving DC's low-income population, but also benefiting professional and governmental workers. The perception of the community college as an effective institution with offerings that are relevant to DC residents will be an important component of its success.

While a full-service DC community college should strive to serve a broad range of students—from the newly-graduated high school student to the professional adult—demographic data suggest that adults who are at academic risk will be a significant portion of a DC community college's student population. Among the factors that raise the risk of academic failure for these adults are delayed enrollment, working at least part-time, having dependents and/or being a single parent, and attending less than full-time. A DC community college may have fewer recent high school graduates than it does adults who have been out of school for some time. People under 18 make up a smaller proportion of DC's population (20 percent) than they do nationally (25 percent).<sup>13</sup> Moreover, DC's number of high school graduates is projected to decline over the next decade, which would over time shrink the share of young students at a DC community college.<sup>14</sup> Among DC's adult population, roughly 36 percent has no education beyond high school, and one in seven adults has less than a high school diploma.<sup>15</sup> Recent estimates also

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<sup>13</sup> US Census Bureau, State and County QuickFacts for 2006.

<sup>14</sup> "Knocking at the College Door: Projections of High School Graduates by State and Race/Ethnicity 1992-2022" WICHE, Boulder, CO: March 2008.

<sup>15</sup> 2007 American Community Survey.

indicate that almost 20 percent of District adults are functioning at the lowest level of literacy.<sup>16</sup> These trends are consistent with UDC's current student population—the majority of whom are adults who are attending on a part-time basis and require developmental education.

Together, these statistics suggest that a significant portion of a DC community college's student body would consist of adults who: 1) are interested in career-specific education or skills upgrading; 2) face educational challenges, such as balancing school with work and family responsibilities, financial constraints, and being "out of practice" with school and studying; and 3) require significant developmental coursework to be able to succeed at college-level coursework. Accordingly, to meet student demand, a DC community college must maximize access for older, working students in addition to traditional-age students, provide effective developmental education and occupational programs, and offer support services for students at risk of academic failure.

### **Projected Employer Demand**

The majority of stakeholders interviewed indicated that preparing students for jobs should be a central goal of a DC community college. In interviews, members of the business community acknowledged that there is a shortage of DC residents who qualify for employment in high-demand occupations, due to their lack of academic training or technical skills. Business representatives were keenly aware of the traditional role of community colleges in workforce preparation, and they expressed that a DC community college could offer programs and curricula to close skills gaps and increase the number of employed DC residents.

Given the need for workforce development, interviewees expressed that a community college should cultivate close relationships with business and industry, as employers need to have confidence that graduates have the requisite skills to succeed in their organizations, and that educational offerings are aligned with employer needs. Thus, a DC community college's program offerings, both credit and non-credit, should reflect the immediate needs of local employers and industries, both to ensure continued economic prosperity in the region, and to ensure that students can realize positive employment outcomes following graduation.

JBLA analyzed DC's labor market to project the particular credit-bearing occupational programs and non-credit workforce development programs likely to be in demand at a DC community college. According to labor market data, nearly one-third of all DC jobs are middle-skill, meaning that they require education or training beyond high school, but not a four-year college degree.<sup>17</sup> Middle-skill jobs are projected to continue to account for one-third of DC's jobs in 2016. Projections estimate that DC employers will need to hire over 6,300 workers in middle-skill jobs annually—employees who could be trained at a DC community college.

Six career clusters ranked at the top for the number of middle-skill jobs in 2006. The demand for employees with skills in these occupations will continue to be high, and represent a continuing need in the DC area.

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<sup>16</sup> 2003 National Assessment of Adult Literacy, State and County Estimates of Low Literacy.

<sup>17</sup> All labor market analysis conducted with data from District of Columbia Department of Employment Services, DC Occupational Projections by Career Cluster, at [http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy\\_of\\_District\\_of\\_Columbia\\_Occupational\\_Projections\\_by\\_Career\\_Clusters\\_2006\\_-\\_2016\\_II\\_new.pdf](http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy_of_District_of_Columbia_Occupational_Projections_by_Career_Clusters_2006_-_2016_II_new.pdf). Middle-skill occupations are defined as any occupation requiring moderate-term or long-term on-the-job training, work experience in a related occupation, postsecondary vocational award, or an associate degree. This categorization is in accordance with the methods used by Harry J. Holzer and Robert I. Lerman, "America's Forgotten Middle-Skill Jobs: Education and Training Requirements in the Next Decade and Beyond," Skills2Compete, November 2007.

1. Business Management and Administration
2. Law, Public Safety, and Security
3. Health Science
4. Marketing, Sales, and Service
5. Hospitality and Tourism
6. Information Technology

In addition to the career clusters listed above, there is steady demand for specific middle-skill occupations, such as auto mechanics, skilled construction trades, and electronic equipment technicians. Together, occupations in the top six clusters account for 64 percent of all middle-skill jobs (in 2006 and projected in 2016). These career clusters are projected to provide over 4,000 middle-skill job openings annually (Table 8).

**Table 8. Middle-Skill Employment Projections for DC by Career Cluster, 2006-2016**

Career Cluster	Base Employment 2006		Projected Employment 2016		Average Annual Total Openings	
	Total	Rank	Total	Rank	Total	Rank
Business Management and Administration	60,959	1	64,775	1	1,544	1
Law, Public Safety, and Security	24,177	2	27,536	2	834	2
Health Science	19,958	3	21,685	3	523	3
Marketing, Sales, and Service	17,998	4	19,546	4	499	4
Hospitality and Tourism	16,224	5	18,152	5	495	5
Information Technology	15,807	6	16,322	6	494	6
Arts, A/V Technology, and Communication	11,722	9	11,954	9	368	7
Architecture and Construction	14,301	7	14,942	7	301	8
Manufacturing	13,286	8	13,881	8	278	9
Finance	8,983	10	9,615	10	241	10
Transportation, Distribution, and Logistics	5,449	12	6,260	12	199	11
Human Services	6,179	11	7,145	11	185	12
Education and Training	3,493	13	4,399	13	146	13
Science, Engineering, Technology, and Mathematics	1,606	16	1,745	16	75	14
Agriculture, Food, & Natural Resources	2,166	15	2,336	15	55	15
Government and Public Administration	3,210	14	3,307	14	48	16

Source: DC Department of Employment Services, DC Occupational Projections by Career Cluster, at [http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy\\_of\\_District\\_of\\_Columbia\\_Occupational\\_Projections\\_by\\_Career\\_Clusters\\_2006\\_-\\_2016\\_II\\_new.pdf](http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy_of_District_of_Columbia_Occupational_Projections_by_Career_Clusters_2006_-_2016_II_new.pdf)

For these top six career clusters, Table 9 lists typical middle-skill occupations and associated average annual salaries. Many of the local high-demand middle-skill occupations are also projected to grow nationally. For example, registered nurses, computer support specialists, paralegals and legal assistants, legal secretaries, and dental hygienists represent occupations with the largest projected job growth nationally among occupations requiring an associate degree.

**Table 9. Typical Occupations and Average Annual Salaries for Top Six Career Clusters**

<b>Career Cluster</b>	<b>Typical Middle-Skill Occupations</b>	<b>Average Annual Salary, 2008*</b>
Business Management and Administration	Executive Secretaries, Administrative Assistants, Legal Secretaries, and Customer Service Representatives	\$62,900
Law, Public Safety, and Security	Paralegals and Legal Assistants, Police, Fire, and Legal Support Workers	**
Health Science	Nurses, Nursing Aides, Medical Technicians and Assistants, and Paramedics	\$54,700
Marketing, Sales, and Service	Sales Representatives, Advertising Sales Agents, and Real Estate Agents and Brokers	\$62,000
Hospitality and Tourism	Chefs and Cooks, Concierges, Hotel Personnel Managers and Supervisors, Travel and Tour Agents	\$36,800
Information Technology	Computer Specialists, Computer Operators, and Computer, Electronics, and Telecommunications Repairers	\$78,700

Source: DC Department of Employment Services, DC Occupational Projections by Career Cluster, at [http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy\\_of\\_District\\_of\\_Columbia\\_Occupational\\_Projections\\_by\\_Career\\_Clusters\\_2006\\_-\\_2016\\_II\\_new.pdf](http://www.does.dc.gov/does/frames.asp?doc=/does/lib/does/Copy_of_District_of_Columbia_Occupational_Projections_by_Career_Clusters_2006_-_2016_II_new.pdf); BLS Occupational Employment Statistics

\* Average Annual Salary computed by weighting average annual salary for each middle-skill occupation in the cluster by average annual number of job openings. Salary data from BLS Occupational Employment Statistics, May 2008.

\*\* Average could not be computed due to missing annual salary data for occupations in this cluster.

Salary estimates indicate that, on average, most middle-skill jobs in these career clusters would provide family-supporting salaries. At the lowest end, occupations in the Hospitality and Tourism cluster, with an average salary of \$36,800, would bring a family of three above 200 percent of the federal poverty line (though not to self-sufficiency, which is calculated closer to \$50,000 for a family of three).<sup>18</sup> At the highest end, occupations in Information Technology would put a family of three at four-and-a-half times the federal poverty line, with an annual income of \$78,700.

This review suggests that a DC community college should provide training in several key occupational clusters:

- Business Management and Administration/Sales and Marketing
- Hospitality and Tourism

<sup>18</sup> The federal poverty guideline for a family of three in 2008 is \$17,600 (<http://aspe.hhs.gov/poverty/08Poverty.shtml>). The self-sufficiency calculator for Metro DC can be found online at <http://www.wowonline.org/ourprograms/fess/state-resources/documents/DCSSStandard.pdf>.

- Law, Public Safety and Security
- Information Technology
- Health Sciences
- Environmental Technology and Green Building Trades

All of the occupational clusters listed above are based on strong local demand, with the exception of environmental technology and green building trades, which are a potential growth area. Green jobs are not yet represented by traditional occupational data, and are therefore loosely defined. The District defines green jobs as career-track employment opportunities in emerging environmental industries, as well as conventional businesses and trades, created by a shift to more sustainable practices.<sup>19</sup>

As of 2008, there were an estimated 22,000 "green" jobs in DC (3 percent of all jobs) with another 3,167 classified as "potentially green." DC green jobs growth is projected due to several new local green building policies and the American Recovery and Reinvestment Act (stimulus bill). In many cases, green training will involve providing additional training for existing job categories in areas such as construction, architecture, engineering, and landscape design. Much of this could be done in a community college workforce training program, and in fact, much of the innovation in green jobs training is currently occurring in community colleges across the country, such as Lane Community College in Eugene, Oregon, Wake Technical Community College in Raleigh, North Carolina, and Lansing Community College in Lansing, Michigan.<sup>20</sup>

Especially given the current economic downturn and resulting uncertainty about the labor market, determination of specific industries and occupations on which to focus should rely heavily on input from local and regional employers. In stakeholder interviews, representatives of the business community specifically highlighted the need for partnerships in the areas of allied health, hospitality, and public administration. They noted that in each of these industries, skilled employees are in high demand, and community college graduates can help to alleviate some of the shortages. These employer groups can help develop curricula and define competencies graduates will need to be successful in their careers.

### **Community Demand**

Stakeholders also expressed that a DC community college should be an ally and collaborator with existing education and workforce development efforts in the District. To fully meet community demand, a DC community college should develop partnerships with high schools, community-based organizations, local foundations, unions, and employment agencies in the city. Specifically:

- Four-year colleges and universities with admissions criteria, including UDC's new flagship institution, should welcome academically-prepared transfer students. The community college could develop articulation agreements with other colleges and universities to ensure automatic transfer of its students.
- A broad coalition of public agencies, foundations, and education-related nonprofits has formed the "Double the Numbers" coalition, with the goal of increasing the number of DC

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<sup>19</sup> "District of Columbia Green Collar Jobs Demand Analysis: Final Report" for Washington DC Economic Partnership and the Washington DC Office of Planning by The Louis Berger Group, Inc. New York, NY and ESOP Advisors, Inc. and Green Builders Council, DC/Momentum Analysis, September 2008.

<sup>20</sup> Going Green: The Vital Role of Community Colleges in Building a Sustainable Future and Green Workforce. Pub: National Council for Workforce Education and the Academy for Educational Development. By Mindy Feldbaum, with Hollyce States.

public school students who successfully complete high school and college. A 2006 study estimated that nine percent of DC high school students attained a post-secondary degree within five years of high school completion. The goal of the "Double the Numbers" coalition is to increase the percent of DC public school students who graduate from college to 18 percent for the high school graduating class of 2010 and 27 percent for the class of 2013.<sup>21</sup> Representatives from DC public schools and public charter schools expressed interest in partnering with a community college to ensure that high school students take the college placement test before their senior year, align high school English and math requirements with those of the college, create programs that help high school students prepare for college-level work, and create dual enrollment programs.

- Public agencies and nonprofit organizations expressed interest in partnering with a DC community college to improve the city's workforce development system. Many interviewees, including those representing the DC government, acknowledged current weaknesses in the District's public workforce development programs. Generally, there is frustration with the current disconnect between potential workers and employment opportunities. Overall, stakeholders would like to see the community college serve as a hub for one-stop workforce programming, where DC residents can receive assistance and counseling on employment opportunities, job training, and workforce development.
- Community-based organizations that provide job training, basic education, and supportive services reported that they would welcome partnerships and collaboration with a community college. Specifically, community-based organizations suggested that they could partner with a community college to provide a case-management approach to education and supportive services to students.

In addition, the community college should provide DC residents with community education courses--opportunities for personal enrichment, and classes that teach various life skills.

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<sup>21</sup> *Double the Numbers for College Success: A Call to Action for the District of Columbia*, District of Columbia Office of the State Superintendent of Education, Washington, DC, 2006 (available at [http://www.osse.dc.gov/seoframes.asp?doc=/seo/lib/seo/services/pradouble\\_the\\_numbers\\_powerpoint\\_final\\_101906.pdf](http://www.osse.dc.gov/seoframes.asp?doc=/seo/lib/seo/services/pradouble_the_numbers_powerpoint_final_101906.pdf)).

## CHAPTER 3. COSTS, REVENUES, AND BENEFITS OF A FULL-SERVICE DC COMMUNITY COLLEGE

### Costs

Operating and capital costs for a full-service DC community college are key considerations for the city as it moves ahead. Many of the exact costs will depend on the decisions that the District makes about how to move from CCDC's current start-up status to a full-service community college (which will be discussed later in the report), as well as on salary ranges, workloads, and staffing profiles. Nonetheless, it is important to understand the cost structure of a community college and how to maximize the return on the District's investment. While community colleges historically have been committed to providing access to students through low tuition and open admissions, recent efforts by national foundations and community college organizations have shifted attention to ensuring that student access pays off – both for the students and for the community – in higher numbers of successful completions. President Obama's new community college initiative contains \$9 billion in challenge grants designed to spur innovations geared toward increasing success rates.

In order to project the annual operating budget for an efficient and effective full-service community college that will result in the best return on the District's investment, this study reviews the operating costs of a set of *Achieving the Dream* community colleges,<sup>22</sup> which are considered "best practice" colleges engaging in a data-driven effort to promote student success.

Achieving the Dream is a national, multi-year initiative to help more community college students succeed – to complete courses and earn certificates and degrees. It is funded by a consortium of funders, led by the Lumina Foundation. About 80 community colleges across the country participate in the initiative, including Northern Virginia Community College.

Table 10 shows the distribution of expenditures for these *Achieving the Dream* colleges. The average *Achieving the Dream* community college is spending a total of \$9,500 per FTE student. Costs shown are those related to educational mission, such as instruction, research, academic support, and maintaining facilities. These cost categories are summed up as "Education and General Expenditures," (E&G) which exclude capital investments in buildings and equipment, and costs peripheral to the academic mission, such as the college bookstore and food service.

The most expensive college in the set is spending over \$14,000 per FTE student, and the least expensive is spending under \$7,000. The variation among the spending categories for the colleges suggests that there is no one best distribution of funds for developing an effective community college. The distribution of funds across categories is a function of local decisions, state policy, and institutional size.

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<sup>22</sup> The Achieving the Dream community colleges are considered peer institutions of a DC community college based on similar missions, in terms of their efforts to improve students success rates by using data to drive decision-making. They represent a cross-section of the institutions that joined the Achieving the Dream initiative during its first two years (2004 and 2005).

**Table 10. Expenditures by Category for Achieving the Dream Colleges**

Achieving the Dream Colleges									
Institution Name	Instruction	Research	Pub Serv	Acad Supp	Stud Serv	Inst Supp	O&M Plant	Scholarships	E&G Exp
Coastal Bend College	\$4,797	\$0	\$450	\$863	\$1,345	\$1,763	\$1,142	\$1,783	\$12,144
Cuyahoga CC District	\$4,138	\$0	\$1,205	\$1,380	\$1,216	\$2,129	\$1,489	\$2,548	\$14,106
Danville CC	\$5,194	\$0	\$11	\$926	\$509	\$1,394	\$809	\$824	\$9,666
Durham Technical CC	\$6,310	\$0	\$28	\$1,082	\$719	\$1,608	\$1,060	\$810	\$11,616
El Paso CC	\$3,317	\$1	\$356	\$978	\$682	\$1,269	\$555	\$1,440	\$8,599
Guilford Technical CC	\$4,421	\$0	\$0	\$552	\$445	\$1,112	\$1,063	\$726	\$8,319
Hillsborough CC	\$3,244	\$0	\$217	\$428	\$938	\$1,483	\$1,260	\$940	\$8,510
Jefferson CC	\$3,910	\$0	\$1,074	\$574	\$1,041	\$1,685	\$790	\$454	\$9,528
Mountain Empire CC	\$4,648	\$0	\$113	\$1,187	\$659	\$1,186	\$678	\$1,033	\$9,504
North Central State College	\$4,167	\$0	\$851	\$650	\$839	\$3,566	\$816	\$725	\$11,614
Patrick Henry CC	\$4,546	\$0	\$218	\$1,076	\$597	\$1,762	\$560	\$1,269	\$10,027
Sinclair CC	\$5,589	\$0	\$412	\$907	\$1,162	\$1,313	\$1,215	\$606	\$11,204
South Texas College	\$3,352	\$0	\$159	\$716	\$684	\$1,308	\$771	\$1,639	\$8,630
Southwest Texas JC	\$3,675	\$0	\$578	\$867	\$856	\$1,159	\$1,289	\$1,138	\$9,561
Valencia CC	\$2,707	\$0	\$0	\$595	\$767	\$1,258	\$1,059	\$500	\$6,886
Zane State College	\$4,128	\$0	\$0	\$532	\$754	\$2,105	\$575	\$0	\$8,093
<i>Average School</i>	<i>\$3,830</i>	<i>\$0</i>	<i>\$349</i>	<i>\$823</i>	<i>\$852</i>	<i>\$1,482</i>	<i>\$1,035</i>	<i>\$1,169</i>	<i>\$9,540</i>

If CCDC had 5,000 full-time equivalent students<sup>23</sup> and operated at the average cost of \$9,500 per full-time equivalent (FTE) student once it reached scale, it would have an operating budget of approximately \$47.5 million. A cost of \$9,500 per FTE should be viewed as a minimum, as several factors will increase the college's costs:

- The cost of living is higher in DC than in most of the Achieving the Dream colleges' locations; this would increase salary costs. According to the U.S. Bureau of Labor Statistics, the DC metropolitan area cost of living index is 138, compared to a national average of 100, meaning that the cost of living in the Washington region is 38 percent higher than the national average.<sup>24</sup>
- CCDC will need several years to achieve the economies of scale that are seen in a more established college.
- Operational components used to maximize student success, such as an Office of Student Success, a Student Support Center, and a student data system, are likely to increase costs (see Chapter 5). It is difficult to produce an exact estimate of the operating costs incurred by organizing the college around student success instead of enrollment. As an example, increasing support by an extra \$2,000 per enrolled FTE student would provide

<sup>23</sup> For the purposes of this analysis, we assume that a DC community college would have a ratio of full- to part-time students comparable to UDC and to community colleges in cities of comparable demographics, in which case CCDC should expect an enrollment of approximately 9,000 students (6,000 part-time students and 3,000 full-time students).

<sup>24</sup> ACCRA Cost of Living Index, Third Quarter, 2009

an additional \$10 million, which would help pay for the extra functions noted above that a successful DC community college would need, and put the total operating cost closer to \$60 million.

A community college's cost efficiency should be evaluated in terms of return on investment. The more completions a community college produces, the higher its return on investment. If the college operates at the highest level of productivity, with 1,250 graduates annually from an FTE enrollment of 5,000 (a 25 percent completion rate), it would cost a total of \$48,000 to produce one graduate or transfer student, and the DC share would be \$24,000.<sup>25</sup> To illustrate the difference, if the college operated with the 10 percent graduation rate common at large urban community colleges (500 completions), the total cost per graduate would be \$120,000, or \$60,000 for DC—significantly more than a successful college with a 25 percent completion rate.<sup>26</sup> Moreover, a successful community college would likely attract more private investment from foundations and corporations than would a college with a low or average graduation rate.

**Table 11. Example of How a Higher Completion Rate Increases Return on Investment for a College with a \$60 Million Budget (\$30 Million Provided by Local Government Subsidy)**

Total FTE Enrollment	Total Annual Completions	Total Cost Per Completion	Government Cost Per Completion
5,000	1,250 (25%)	\$48,000	\$24,000
5,000	500 (10%)	\$120,000	\$60,000

Students who leave college without a degree may gain economically, but maximizing student success will lead to greater effectiveness and productivity. If spending extra money can be shown to appreciably improve student success, then it should be considered a worthwhile expenditure. Lower expenditures may actually be "penny-wise and pound-foolish," because student success declines without the extra support and raises the cost per successful completion, which in turn reduces the economic return to the community.

In addition to operating costs, DC's community college will have capital costs. Building a new campus will cost an estimated \$60 million, based on average college building costs and local construction costs. Generally, capital costs are financed through loans or bonds to be paid over many years. Other capital costs include long-term investments in technology, transportation, facility upgrades, and additions. These investments are depreciated over several years that reflect their natural useful life.

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<sup>25</sup> The cost per completion is calculated by dividing the school's annual operating budget by the number of completers in a given school year. This example assumes a total operating budget of \$60,000,000 with DC covering half of the budget (\$30,000,000) and half of the costs of 1,250 completers.

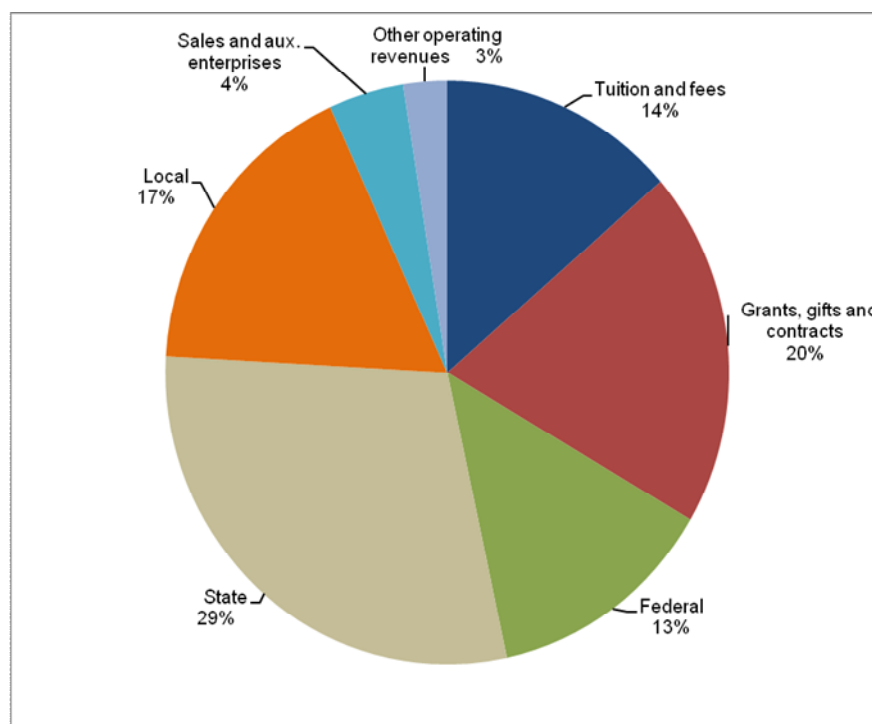
<sup>26</sup> This example still assumes a total operating budget of \$60,000,000 with DC covering half of the budget (\$30,000,000) but only 500 completers.

## Revenue Sources and Contributions from the DC Government

During the first years of CCDC's development, some of the administrative cost will be shared between UDC and the community college, as is the case currently. These shared operations will need to be separated if the community college becomes an independent institution, which both President Sessoms and Dr. Gueverra have committed to doing. Assuming that evolution, some thought needs to be given to the sources of funding that will be used to support the community college. One way to do that is review how community colleges are generally supported.

Community colleges have several revenue sources that they use to meet their operating budgets. Student tuition generally provides between 15 and 20 percent of community colleges' total revenue, with a combination of state and local subsidies providing between 40 and 50 percent. The rest comes from grants, contracts, gifts, and revenues from sales and services. Figure 1 shows the national average of revenues by source.

**Figure 1. Revenues by Source for Community Colleges**



Source: IPEDS from NCES. This includes both operating and non-operating revenue, 2006-08

If CCDC operated with a projected budget of \$47.5 to \$60 million once it reached scale, and the District government supplied an average subsidy equal to 50 percent of the total operating budget, the District would provide between \$23.75 and \$30 million annually in operating support.

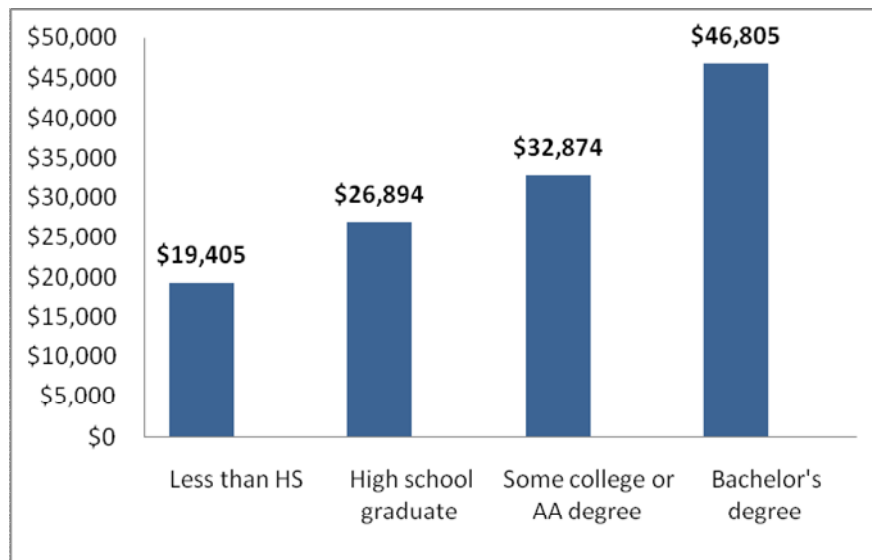
During the first several years of CCDC's operation, the District subsidy may need to cover more than half of the college's total operating budget, because alternative sources of funding will probably not be available until the college establishes a track record, and hires staff to develop and pursue a fundraising strategy. The college's overall budget should be lower than the projected \$24 to \$30 million in the initial years, however, as it will not yet have achieved scale. CCDC must be assured of adequate public support in the early years, or its ability to grow into an effective institution will be compromised.

## Public Benefits from a Community College

The public return on investment in a community college is generated by increased tax revenues, growth in the economy, and reductions in the cost of social support programs:

Increased Tax Revenues: Education contributes to higher earning power. Figure 2 shows U.S. Census Bureau data detailing income increases by education levels. Nationally, an associate degree and some college education increases earnings for full-time workers by 22 percent, compared with workers with only a high school diploma.<sup>27</sup>

**Figure 2. Median earnings for full-time workers 25 years old and over in US, by highest level of educational attainment 2007**



Source: U.S. Census Bureau, 2007 American Community Survey

Education also reduces unemployment. In 2007, the U.S. Census Bureau reported that nationally, 5.7 percent of high school graduates between the ages of 25 and 64 were unemployed. That dropped to 5.1 percent for those with some college and 3.7 percent for those with an associate degree.<sup>28</sup> Unemployment rates vary over time, but those with more education maintain lower unemployment rates than those with less education.

These higher incomes and lower unemployment rates translate into not only a better standard of living for the recipient, but increased tax revenue for the jurisdiction that helped fund the education. According to national data, those individuals with some college experience, or who hold an associate degree, and work full-time earn \$5,980 more per year than they would with only a high school diploma.<sup>29</sup> Over a 30-year working life, the AA degree holder would earn \$179,400 more than a high school graduate. The Tax Policy Center of the Urban Institute and Brookings calculates a state and local tax rate of 13 percent for

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<sup>27</sup> U.S. Census Bureau, 2007 American Community Survey

<sup>28</sup> U.S. Census Bureau, Current Population Survey 2008

<sup>29</sup> U.S. Census Bureau, Ibid

DC;<sup>30</sup> this includes all state and local taxes as a percent of personal income. Applying that rate to the approximately \$5,980 income advantage for associate degree holders suggests that over a 30-year working life, each associate degree recipient would pay \$23,322 more in taxes than they would as a high school graduate. Assuming that 1,000 of the CCDC's projected 1,250 annual completers earn associate's degrees (with the remainder earning certificates) and remain in the city, the District would earn an additional \$23 million in tax revenue per graduating class.

It is difficult to calculate the return to certificate holders, because the Census does not provide a good estimate of the effect of certificate receipt. As noted earlier, estimates of the return to certificates vary by the length of the program and the field for which the student was trained. Students finishing one year of community college can expect to earn between 9 and 13 percent more than high school graduates with no college experience.<sup>31</sup> If a student does not complete a sequence of courses related to later employment, or drops out early in the process, there is no appreciable return to their education.

Increased tax revenues by themselves will not offset the public cost of providing a community college education in DC. Other community benefits will result from improving education levels in the District.

- Reduced Social Program Costs: At least 16 percent of the DC population is below the poverty line, while about 32 percent had incomes less than 200 percent of the poverty level in 2007.<sup>32</sup> Increasing the participation of low-income DC residents in the economic mainstream should be an important priority of the college and the city as a whole. The public benefits of education increase substantially if the college is able to take students from dependence on social support programs or out of the criminal justice system and help them to become tax-paying citizens. This is a difficult population to reach and an even more difficult one with which to succeed. The community college will need to work with DC agencies and nonprofits that serve this population to develop realistic pathways to success.
- New Economic Growth: If the community college spent the estimated annual budget of \$50 to \$60 million on salaries, supplies, and services, some of that money would be spent in DC. The college is likely to attract federal and foundation dollars that would not otherwise come to DC. Also, the presence of a first-class community college would retain students who would otherwise leave DC to attend college. All of this would provide economic stimulus. In addition, the presence of a better-prepared workforce will generate new economic growth in DC. A key factor in employers' location decisions is the quality of the area workforce. Employers are more likely to come to the District and the region or stay in the region if there is a larger pool of qualified workers. Graduates may become small business owners and hire other DC residents. Moreover, each new dollar that is spent by a graduate in the DC economy would generate more economic activity. Extra spending on such things as going out to dinner, paying for dry cleaning, or renting a larger apartment stimulates the local economy and adds to the public benefit. All of this creates increased tax revenue for the DC government.<sup>33</sup>
- Better Social Outcomes: The social returns to education are harder to measure in pure fiscal terms. For example, increased educational achievement often coincides with a drop in crime rates, improved family health measures, and greater participation in

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<sup>30</sup> State & Local Finance Data Query System; SLF-DQS

<sup>31</sup> Kolesnikova, Ibid.

<sup>32</sup> U.S. Census Bureau "Income, Earnings, and Poverty Data from the 2007 American Community Survey."

<sup>33</sup> Baum, S. and Payee, K. "Education Pays 2007: The Benefits of Higher Education for Individuals and Society" College Board, Washington, DC: 2007. U.S. Census Bureau.

community activities, such as volunteering and voting.<sup>34</sup> An active community service program can help improve the quality of life for DC residents by providing programs in family health, personal financial planning, small business development, and the arts. As the quality of life improves, successful graduates are less likely to move out of DC, thus keeping the benefits at home. These benefits are real, but hard to quantify.

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<sup>34</sup> Joint Economic Committee Study, "Investment in Education: Private and Public Returns," January 2000.

## CHAPTER 4. A COST-EFFECTIVE DC COMMUNITY COLLEGE MUST MAXIMIZE STUDENT ACCESS AND SUCCESS

In order to achieve the kinds of returns described in the cost-benefit analysis, CCDC must engage in the types of success strategies employed by the most successful and innovative colleges. The demand analysis projects that a significant portion of CCDC's student body will consist of students who are academically at risk because they are trying to balance school with family and work obligations, may be out of practice with school and study skills, or are likely to require substantial developmental education. While these student attributes are typical at community colleges, they often present challenges for certification or degree completion. In fact, according to publicly available data mandated by the Student Right-to-Know (SRK) Act, only 22 percent of first-time, full-time students starting at community colleges in Fall 1999 received a credential within three years.<sup>35</sup> Additional data based on the Beginning Postsecondary Students longitudinal study indicate that another 31 percent of first-time, full-time students transferred during that time period.<sup>36</sup> A low graduation/transfer rate means that state investment in these students yields relatively little in the way of personal or community benefits, including benefits to employers who need credentialed, skilled, and well-prepared graduates from a reputable community college.

A full-service community college that maximizes student success can help DC meet the needs of academically under-prepared students, who would then become graduates available to employers, or students at four-year colleges and universities. To serve academically under-prepared students with multiple needs, the community college must be accessible in terms of open admissions, affordability, and location and scheduling options. However, access must be coupled with an institutional commitment to helping students achieve their educational goals, such as upgrading specific skills, earning a certificate or degree, or transferring to a four-year school. DC's community college must provide a reasonable chance for students to succeed, and Dr. Gueverra has demonstrated that student success is a high priority at CCDC with the appointment of a student success team.

Since students have different reasons for pursuing higher education, maximizing student success requires identifying a student's goals when he or she enrolls in community college, and helping each student achieve those goals. While some students attend community college for personal enrichment, most students aim to receive a degree or certificate that prepares them for meaningful employment, additional employment opportunities, or transfer to a four-year college or university. U.S. Department of Education data demonstrate that almost 60 percent of community college students are primarily seeking a two-year degree, a certificate, or transfer to a four-year institution, while 23 percent indicate that obtaining job skills and credentials is their primary goal.<sup>37</sup> Only 16 percent of community college enrollees stated that they did not have any expectation of earning a certificate or degree. It follows that the primary goals of community colleges seeking to maximize student success should be to help students 1) achieve a degree or certificate that is relevant to the regional marketplace, 2) enroll in enough courses to upgrade specific skills, 3) get a job, or 4) transfer to a four-year college.

Community colleges cannot eliminate all of the reasons that students drop out: families move; job obligations change; illness, finances, divorce, or disability may interfere with educational plans. However,

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<sup>35</sup> Bailey, T., Leinbach, T., and Jenkins, D., Graduation Rates, Student Goals, and Measuring Community College Effectiveness, CCRC Brief No. 28. Community College Research Center, Teachers College, Columbia University, New York: September 2005

<sup>36</sup> Publicly available data mandated by the Student Right-to-Know (SRK) Act shows the transfer rate at 16 percent for this cohort. The difference is due to the fact that SRK data are reported by individual institutions, which may not keep track of transferred students. The BPS study, however, surveys students directly, and is therefore more accurate in terms of transfer rates.

<sup>37</sup> U.S. Department of Education, National Center for Education Statistics. *Community College Students: Goals, Academic Preparation, and Outcomes*. U.S. Department of Education, Washington, DC: June 2003.

community colleges can address institutional barriers to student persistence and completion, such as poorly-tailored instruction, insufficient financial aid, inadequate advising, and insufficient student support services.

A community college committed to maximizing student access and success will also maximize the District's return on its postsecondary education investment. It should be modeled on six critical principles:

1. DC's community college should provide full-service offerings that bridge non-credit courses to credit-bearing certificate and degree programs.
2. DC's community college must be independently accredited, and have sufficient institutional freedom to respond to changing market conditions and to student and faculty needs.
3. DC's community college's board, administration, and faculty should have demonstrated commitment to the community college mission and student success.
4. DC's community college should maximize access for all DC residents through affordable tuition, multiple locations, distance education, and community partnerships.
5. DC's community college should set goals, track progress, and evaluate its performance using systematic metrics of student success.
6. DC's community college's operating structure should be designed to increase support for students at academic risk and maximize student success.

1. *DC's community college should provide full-service offerings that bridge non-credit courses to credit-bearing certificate and degree programs.* Programs should include innovative developmental education courses that enable entering students to succeed at the college level; courses leading to associate degrees that allow students to transfer into the third year at a four-year college or university; job training programs leading to employer-recognized certificates and access to in-demand jobs; and adult education courses fulfilling a demand in the community for continuing education.

While many institutions nationwide are currently experimenting with the best ways to deliver developmental and other non-credit offerings so that they do not become a dead end for students, and the best ways to create career pathways for students with low skill levels, there are no sure-fire strategies that can be directly imported into a new college. An estimated 60 percent of community college students in developmental education do not continue on to for-credit coursework.<sup>38</sup> Since as many as 80 percent of District community college students are likely to need developmental education,<sup>39</sup> determining how best to bridge its non-credit and credit offerings should be a major priority for CCDC.

2. *DC's community college must be accredited and have sufficient institutional independence to respond to changing market conditions, and to student and faculty needs.* Accreditation is a peer-review process that confers certain guarantees and privileges to students who attend an institution. In order to provide the greatest benefit to students, including the ability to use federal financial aid, transfer credits to other accredited schools, and have their credentials recognized throughout the United States, DC's community college must meet regional accreditation standards. The Middle States Commission on Higher Education (MSCHE) requires a new college to graduate students and meet quality standards

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<sup>38</sup> Derek V. Price and Brandon Roberts. Improving Student Success by Strengthening Developmental Education in Community Colleges: The Role of State Policy. Working Poor Families Policy Brief, Winter 2008-2009. Retrieved on June 12, 2009 from [www.workingpoorfamilies.org](http://www.workingpoorfamilies.org).

<sup>39</sup> The Washington Post reported that as many as 80 percent of UDC students require developmental education. Marc Fisher, "UDC Counteracts Damage Wrought by D.C. Schools" *Washington Post*, October 7, 2007. P.C1

before it is awarded independent accreditation that allows its degrees to be recognized. CCDC has already set independent accreditation as a goal, and has met with MSCHE to discuss candidacy. Independent accreditation is likely to take several years, and until CCDC achieves independent accreditation, it will need to continue to be sponsored by UDC.<sup>40</sup>

3. *DC's community college's board, administration, and faculty should have demonstrated commitment to the community college mission and student success.* Community colleges and universities have different missions, cultures, student populations, and responsibilities. Community colleges are differentiated by their open admissions policies, full-service offerings, non-traditional student bodies, teaching-oriented practitioner faculty, and community services. DC's community college must be governed, managed, and staffed by individuals experienced in and dedicated to the community college's mission and students.

Student success is the result of an institutional commitment, not of a series of unrelated programs or the efforts of a few dedicated individuals. Thus, student success should be a central part of a college's mission, vision, and goals. The community college's leadership, faculty, and institutional culture should prioritize retention and graduation and, with fidelity and consistency, proactively implement innovative efforts to help students at risk of dropping out, and monitor and evaluate these efforts.<sup>41</sup>

4. *DC's community college should maximize access for all DC residents through affordable tuition, multiple locations, distance education, and community partnerships.* DC's community college must be affordable. Tuition needs to be reasonable, and low-income students must be made aware that student financial aid is available to help them. Tuition should be set so that low-income working adults can attend for minimal out-of-pocket costs, with a substantial portion of tuition and other expenses covered by federal and local grants. According to the College Board, the national average community college tuition was about \$2,272 annually in 2006-07. In the Mid-Atlantic States, the average community college tuition was \$3,483 for the same year.<sup>42</sup> CCDC has set its tuition at \$3,000 for all students (in-and out-of-state), and DC must help ensure that financial aid policies make CCDC accessible to low-income residents.

DC's community college must also be as accessible as possible in terms of location and scheduling flexibility. Several stakeholders expressed that the community college should be geographically accessible, with a presence in several parts of the city. A main campus supported by satellite centers would be one way to minimize geographic barriers. Satellite centers could provide short-term workforce development and community courses, as well as college transition courses, such as developmental education classes, that would provide a manageable first step for students who started in basic literacy classes. They could be co-located with existing community programs to maximize ease of transition into college programs for those who are unemployed, learning English as a second language, or coming out of prison. Distance learning could also maximize access and scheduling flexibility by enabling students to take the same classes online that they could take at the college's campus. These features must be balanced against the need to provide comprehensive and easily accessible support services, such that students who avail themselves of satellite centers and online courses do not miss out on these essential student success services.

As the demand analysis demonstrates, several public agencies and community organizations expressed interest in partnering with a DC community college. It is likely that public high schools and public charter schools, as well as organizations that provide education for adults (literacy, workforce development, services for people returning from prison, etc.) would serve as potential feeders to DC's community

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<sup>40</sup> The accreditation requirements are included in this report as Appendix E.

<sup>41</sup> "Increasing Student Success at Community Colleges – Institutional Change in Achieving the Dream: Community Colleges Count." Achieving the Dream: July 2006.

<sup>42</sup> "Trends in College Pricing: 2008" College Board: Washington, DC:  
<http://professionals.collegeboard.com/profdownload/trends-in-college-pricing-2008.pdf>

college. DC's community college should develop formal partnerships with DC schools and other public agencies and community organizations to ensure that the college is accessible to their students and program participants. In particular, the curriculum and placement standards of the community college should be aligned with those of the sending education programs – as well as with the standards of four-year transfer institutions – to minimize the amount of time students spend in developmental education courses and to maximize their opportunity to continue their education.

5. *DC's community college should set goals, track progress, and evaluate its activities according to metrics of student success.* Traditional community college metrics, such as enrollment, headcounts, and seat time, do not measure whether a college is helping students meet their goals. DC's community college should instead use the specific metrics of student success discussed below. Data on student outcomes should be used to evaluate and manage the college's programs and services in ways that maximize student success.<sup>43</sup>

- Graduation rates: Urban community colleges usually have graduation rates of 10 percent or less. Thus, a 25 percent graduation rate that includes degree or certificate completion, and transfer to a four-year college, would be an ambitious but achievable goal, in league with the neighboring suburban community colleges. Achieving a 25 percent graduation/transfer rate would require a college with an FTE enrollment of 5,000 students to produce at least 1,250 graduates annually.
- Competency among employers: Many graduates aim to receive a certificate or degree with the larger goal of finding a meaningful job. If the students who graduate from the new community college are not hired, or are not well-regarded by employers, they will not be successful. DC's community college should set and track goals for job placement for graduates, and an 80 to 85 percent placement rate is a reasonably ambitious goal, which accounts for the reality that recent graduates may have family obligations or health issues, or decide to pursue further education instead of pursuing a full-time job.<sup>44</sup> DC's community college should additionally set goals for pass rates on required occupational licensure and certification examinations. The college must also ensure that its degrees and certificates are relevant to regional employers, and should regularly survey employers about program relevance and satisfaction with graduates.
- Student persistence: There are key points in the educational trajectory that can be monitored to determine how likely students are to persist and complete their objectives. CCDC should establish baselines and set its own targets for each of these metrics:
  - Successful completion of credits in the first term by first-time enrollees: Students who earn credits during their first term are much more likely to persist to their second term than are those who earn no credits.<sup>45</sup>
  - Successful completion of a developmental course sequence: Students referred to developmental education who completed at least one developmental class

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<sup>43</sup> Jenkins, D. et al. "What Community College Policies and Practices are Effective in Promoting Student Success? A Study of High- and Low-Impact Institutions." Community College Research Center, Teachers College, Columbia University. Revised May 2006.

<sup>44</sup> U.S. Department of Labor, Bureau of Labor Statistics, Office of Employment and Unemployment Statistics, unpublished 2007 annual average data from the Current Population Survey (CPS).

<sup>45</sup> In a study conducted at Prince George's Community College, only 15% of students who did not earn any credits in their first term persisted to their second term, compared with 74% of credit earners. Achieving the Dream Data Notes, September/October 2008: Students Earning Zero Credits at [http://www.achievingthedream.org/\\_pdfs/datanotes/DataNotesSeptOct08.pdf](http://www.achievingthedream.org/_pdfs/datanotes/DataNotesSeptOct08.pdf)

during their first term were more likely to return the next term than were those who did not complete any developmental education classes.<sup>46</sup>

- Re-enrollment in the second consecutive year: Prior to any interventions, *Achieving the Dream* colleges saw an average re-enrollment in the second consecutive year of only 58%, including both full- and part-time students.<sup>47</sup>
- Enrolling in at least 12 units or credits in the student's major program: A student who accumulates enough knowledge and skills in one area is more likely to get a job in that field even if he/she does not earn a degree.
- Effective community partnerships: As mentioned earlier, DC's community college will likely receive students from DC public schools and public charter schools, as well as several public and nonprofit educational programs for adults. To maximize access and success for these students, exit criteria of the "sending" programs should be aligned with the community college's entrance criteria. The effectiveness of such partnerships can be measured by the numbers of their students referred to developmental education classes upon enrolling in community college—the more effective the partnerships are in preparing students for college, the fewer students will need developmental education. CCDC will also need to maximize its articulation agreements with area four-year colleges and universities, including (but not limited to) UDC, to provide maximal opportunities for students wishing to pursue a bachelor's degree.

6. *DC's community college's operations should be designed to increase support for students at academic risk and maximize student success.* If maximizing student success is a central goal of a DC community college, the college's operations should be designed to meet that goal. Staffing, program offerings, student services, and the use of technology should all be considered in terms of their ability to help students meet their success goals.

### **Departmental Responsibilities**

While Dr. Gueverra will need to adapt this formula for his own purposes, the following structure demonstrates one way to organize the key functions of an effective community college. As at most higher education institutions, CCDC will likely have an Office of the President and a Business Office to lead administrative efforts. Other college departments should be charged with specific responsibilities that will be critical to maximizing student access and success:

- An Office of Student Success could provide integrated support services, and could coordinate all the institutional functions of the college that help students succeed, including assessment, advising, counseling, tutoring, developmental education, faculty development, and student aid. As mentioned previously, Dr. Gueverra has already hired student success staff that could provide the basis for this office as the college expands.
- An Office of External Relations could manage partnerships with external groups, and should work with high schools, employers, government agencies, and community organizations. This office should align college services and operations with the needs of the various constituency groups. This office could include other appropriate college offices in meetings, and in agreements with outside organizations; it could also oversee any satellite centers.

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<sup>46</sup> *Achieving the Dream Data Notes, July/August 2006: Developmental Education.* Retrieved from the web on July 10, 2009 at [http://www.achievingthedream.org/\\_pdfs/DataNotes/DataNotes-JulAug-2006.pdf](http://www.achievingthedream.org/_pdfs/DataNotes/DataNotes-JulAug-2006.pdf)

<sup>47</sup> *Achieving the Dream Data Notes, May/June 2008: Population Characteristics and Student Outcomes.* Retrieved from the Web on July 10, 2009 at [http://www.achievingthedream.org/\\_pdfs/datanotes/DataNotes-May-Jun08.pdf](http://www.achievingthedream.org/_pdfs/datanotes/DataNotes-May-Jun08.pdf)

- The Office of Career and Technical Education could oversee all workforce programs, from short-term certificates to associate degrees. This office should make sure that experienced instructors are hired, and that the courses meet industry standards and employer demands and are delivered at the appropriate times and locations to serve the greatest number of students. This office should also work with local and regional employers to establish internships and curriculum reviews, as well as provide career services and job search assistance to students.
- The Office of Academic Programs could provide leadership for traditional academic transfer programs.
- The Office of Institutional Research and Planning could play a critical role in overseeing data collection and internal reporting, allowing the college to keep track of the areas in which it is succeeding, and those in which it has problems. It would be responsible for monitoring and evaluating the college's efforts to promote student success.
- An Office of Technology could oversee distance education, technology used for course design, classroom management and institutional administration, and a student data system. The student data system should record students' goals at entry and track their progress. It should be used by counselors in the Office of Student Success to identify early on those students who need help, before they fall behind. The data system should also be used by the Office of Institutional Research and Planning to track institutional goals around student success.

### **One-Stop Student Support Center**

Research demonstrates that student support systems must be well-aligned and coordinated across a college in order to maximize student success.<sup>48</sup> College admission, student accounts, student financial aid, registration, student advising, and career services can be bureaucratically complex and time-consuming. It is critical that these ancillary processes not deter a student who may be working full time, paying for childcare, or otherwise pressed for time, from pursuing an education. DC's community college could streamline these processes by creating a one-stop support center that would integrate student services and academic services in one place.

A one-stop, centrally-located, visible support center, staffed by cross-trained personnel who can handle a variety of student needs, should include:

- Public access computers
- Web-enabled materials and forms for enrollment, registration, bill payment, and credit refunds, as well as advising and delivery of financial assistance
- Proactive individual counseling services to identify and record student goals (degree completion, transfer, skill-building, vocational goals), determine their needs, develop an educational plan, and check in throughout the school year
- A variety of student planning services, including helping students understand placement scores, plan class schedules, develop long-term academic goals, manage their college experience, and address life issues that may create barriers to academic success

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<sup>48</sup> Jenkins, D. et al. "What Community College Policies and Practices Are Effective in Promoting Student Success? A Study of High- and Low-Impact Institutions." CCRC, May 2006.

- Information about public and nonprofit support services, such as child care, transportation, and financial counseling and planning, and assistance in navigating those systems

While such a center would provide one-stop learning assistance for all students at the college, its focus should be on academically at-risk students who are taking developmental education coursework. Accordingly, a student support center should also include an associated tutoring center, which would offer supplemental tutorials and modules in reading, writing, mathematics, science, and study skills. These offerings would supplement classroom teaching and learning, and modules would be provided in collaboration with academic departments.

The integrated nature of the center has the benefit of enabling staff and faculty to provide different types and levels of services to students in the convenience of one location. In addition, this integration would encourage synchronization and cooperation among departments to remove administrative barriers, resulting in more efficient and effective provision of services. The center should be managed by the Office of Student Success in order to promote integration of the administrative and academic functions. Any satellite centers would not have to provide full services in all of these functions, but should have counselors and tutors available on-site to connect them to the services provided at the One-Stop Student Support Center.

### **Best Practices in Programs and Services**

DC's community college should use proactive student support services and engaging pedagogical techniques to increase student success. For example, community colleges can provide in-depth orientations and college success classes that teach study skills and time management to increase support for students at academic risk. Meanwhile, faculty members can use certain instruction techniques, such as service learning (*i.e.* integrating meaningful community service with instruction and reflection) to improve academic outcomes. These important practices should be designed and implemented by the administration, faculty, and staff of CCDC and should be part of an organizational culture that promotes and supports best practices.

## CHAPTER 5. ASSESSING THE OPTIONS FOR DEVELOPING A FULL-SERVICE COMMUNITY COLLEGE IN DC

Given CCDC's current status as a division of UDC in a transitional phase, there are three major options for furthering the development of a full-service community college in DC<sup>49</sup>:

1. CCDC remains a permanent branch or division of UDC, and permanently shares the University's governance, administration, and accreditation
2. CCDC temporarily shares UDC's governance and accreditation as it explicitly works on its own toward the goal of becoming an autonomous, independently-accredited institution
3. CCDC develops and leads partnerships with one or more of the area's suburban community colleges to augment its programs as it builds capacity to become an autonomous, independently-accredited institution

Table 12 lists the criteria used to assess these three options. The criteria are largely based on the principles discussed in the previous chapter.

**Table 12: Assessment Criteria for Examining the Options to Develop a Full-Service DC Community College**

Criteria Issue Area	Assessment Questions
Accreditation	<ul style="list-style-type: none"> <li>● Does the option offer the immediate availability of accreditation through the Middle States Commission on Higher Education?</li> <li>● How does the model allow the community college to move toward independent accreditation?</li> </ul>
Full-Service Offerings	<ul style="list-style-type: none"> <li>● Does the option offer credible programs in: liberal arts transfer; career and technical training for high-demand career clusters; developmental education; community education; and customized workforce and economic development?</li> </ul>
Administration	<ul style="list-style-type: none"> <li>● How simple or complex will it be to establish an effective administrative structure for the option and how well does it lend itself to accountability to the DC government?</li> <li>● What level of community college experience exists among the administrators?</li> <li>● How easy or complex will it be for students to navigate the college under the proposed structure?</li> <li>● How well does this option lend itself to the ultimate goal of independence for the community college?</li> </ul>

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<sup>49</sup> A fourth option – providing increased financial and logistical support to help students access suburban community colleges – is not addressed in full in this section because it does not meet the basic criterion of serving as an accessible and viable option for a large portion of DC's low-income working adults, and does not serve the economic and workforce development needs of the District. A fifth option – having a suburban community college incubate a college in the District with the goal of pursuing independent accreditation – was ruled out because it was not politically viable in the current context. If over time the current options fail to produce a community college that meets the District's needs, this option could be revisited. See Introduction and Context.

**Table 12: Assessment Criteria for Examining the Options to Establish a DC Community College (cont'd)**

Criteria Issue Area	Assessment Questions
Access	<ul style="list-style-type: none"> <li>● How geographically accessible is this model?</li> <li>● Is this model affordable for students?</li> <li>● Does the option maximize virtual access through distance/on-line education?</li> <li>● How capable is this model of promoting community partnerships and articulation agreements?</li> </ul>
Student Success	<ul style="list-style-type: none"> <li>● What kind of track record does the lead institution have in the area of completion rates?</li> <li>● What is the lead institution's reputation among area employers?</li> <li>● How well does the option lend itself to innovations necessary to promote student success?</li> </ul>
Cost	<ul style="list-style-type: none"> <li>● What is the lead institution's total cost per full-time equivalent student, and how will the existing cost structure affect the model?</li> <li>● What additional cost issues need to be considered in regard to this model?</li> </ul>
Effect on UDC	<ul style="list-style-type: none"> <li>● What impact will this option have on the future of the University of the District of Columbia?</li> </ul>

Certain challenges are common across the options, the most significant of which is the lack of a state-of-the-art campus in the District. Some programs require little in the way of specialized facilities. These include general education requirements, and some information technology and business programs which require only up-to-date computer equipment. Other programs, such as allied health and environmental technology/construction, require highly specialized facilities and equipment. This suggests that in its early stages, DC's community college is going to be limited in the kinds of programs it can offer on-site while it raises the capital and develops the capacity to offer programs requiring more specialized and expensive equipment and facilities.

Similarly, certain developments are likely to have similar effects across the options, such as UDC's achievement of independent procurement authority from the city and Dr. Sessoms' stated goal that UDC should have overall structural autonomy, with control over its own budget, facilities, financial affairs and personnel, similar to other state universities. Funds would be subject to annual audit by the District government, and the Council would maintain its oversight and review of the UDC/CCDC budget, in order to develop a transparent and accountable framework.

**Option 1. CCDC remains a permanent branch or division of UDC, and permanently shares the University's governance, administration, and accreditation**

This option proposes that CCDC remain permanently in its current status as a division of UDC. In this model, UDC's administration and Board of Trustees would permanently provide oversight to the new college, and UDC would permanently provide accreditation to CCDC. As is currently the case, the community college would continue to function as an open enrollment division while UDC would continue to apply admissions standards and offer only bachelor and graduate degrees in its flagship division. The community college division would be permanently embedded in UDC both from a marketing and structural perspective, though it could be co-located with the flagship campus or located elsewhere in whole or in part. While both Dr. Gueverra and Dr. Sessoms have indicated that permanent "branch" status is not the plan for CCDC, it is important to review this option because it essentially functions as the default option—if any of the actions necessary to move toward independent accreditation fail to occur, CCDC will continue as a division of UDC.

The community college's enrollment under this model would include students enrolled in non-credit workforce programs and credit-bearing associate degree programs, as well as students who do not meet the flagship institution's program admissions standards. With articulation agreements in place, the

community college division could also serve students who would meet the flagship's entrance qualifications, but who wish to take the first two years of a bachelor's degree at the community college in order to save money.

#### Accreditation:

UDC has approval from Middle States to open a two-year branch/division on its campus in the District of Columbia. UDC's accreditation would permanently extend to the community college division, and any limitations or threats to accreditation would be shared between the two divisions.

#### Full-service Offerings:

As previously explained, CCDC now contains the non-credit workforce programs and occupational certificate and associate degree programs that previously existed at UDC. Some, but not all, of these programs currently address local labor market needs. As described in Chapter 2 of this report, half of UDC's 12 certificate programs and 23 of its 29 associate degree programs are in high-demand career clusters.

The community college division also offers non-credit workforce courses. With this model, however, the limitations of workforce programs that were previously run by UDC would likely be inherited by DCCC. A 2008 audit by DC's Office of Inspector General, conducted before Dr. Sessoms and Dr. Gueverra started their tenures at UDC/CCDC, found that the effectiveness of UDC's workforce development program was diminished by "ineffective management and poor internal controls over operations," bringing into question the capability of UDC's workforce programs to successfully meet student and employer needs.<sup>50</sup> In response, UDC/CCDC prepared an improvement plan, a policies and procedures manual, and reported in January 2009 that it had addressed or was in the process of addressing the major issues and problems identified in the Inspector General's report.<sup>51</sup> Nonetheless, these events have damaged the reputation of the CCDC's Workforce Development Program, and CCDC will need to overcome that obstacle to realize its effectiveness. Additionally, it is unclear how UDC's reputation with employers will impact CCDC's occupational and workforce development programs, particularly if the college remains a permanent branch of UDC.

On the one hand, UDC has developed relationships with some industries that are supportive and interested in its community college capacity, and Dr. Gueverra has expressed plans to continue strengthening the college's relationships with employers. At the same time, UDC has a poor reputation among many area employers who are unlikely to consider a community college division of the college a viable workforce and economic development partner. In interviews, many business representatives indicated that they would only see an independently-governed community college as credible and legitimate.

Since more than half of UDC's incoming students need remediation before taking college-level courses, CCDC will need to offer strong developmental education programs. Additionally, CCDC already offers GED preparation.

UDC did not have articulation agreements with other four-year institutions to extend to its community college division. It is the expressed intention of Dr. Gueverra to offer a liberal arts associate degree for transfer purposes and presumably to develop more articulation agreements.

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<sup>50</sup> Government of the District of Columbia, Office of the Inspector General, Audit of the Workforce Development Program, University of the District of Columbia, July 9, 2008. OIG No. 07-2-33GG.

<sup>51</sup> University of the District of Columbia Workforce Development Program (WDP) Improvement Plan, July, 2008; University of the District of Columbia Workforce Development Program Policy Manual, DRAFT July 7, 2008, Updated October 29, 2008; Update Report to the Internal Auditor, University of the District of Columbia on the Status of Responses to the Inspector General's Report of the Audit of the Workforce Development Program, January, 2009

Except for its Agricultural Outreach Program and workforce development courses, UDC did not have any community education offerings to move to the community college division; CCDC will have to develop that capacity from scratch.<sup>52</sup> In addition to workforce development, community education programs typically include such non-credit programming as courses and technical assistance on starting a small business, making your house energy-efficient, family health and well-being, or art and culture.

#### Administration:

CCDC has some of its own administrators—separate from UDC's flagship—overseen by the Community College's CEO. However, under this model, CCDC's CEO will report to the University's President and Board of Trustees. The community college division operates under the auspices of UDC—potentially permitting tension and competition between the community college and the flagship university.

Additionally, although CCDC has its own administrators, as a permanent division of UDC it would likely borrow the University's administrative systems and some of its facilities for the duration. Initially, this "borrowing" will save time and money, since the community college would otherwise have to hire staff and create systems to operate the new college. However, as evidenced by other institutions that have considered either separating or sharing administrative functions between four-year and community college branches or divisions,<sup>53</sup> on-going tensions between the two dissimilar institutions may impede the optimal functioning of both UDC and a permanent community college division. These tensions include: potential competition for resources within the university and with outside funders; tensions around levels of budgeting and fundraising authority; confusion around reporting structure for personnel; different qualifications and expectations for faculty, and tensions around whether academic departments need to review and/or approve hires in corresponding community college departments; and different levels of prestige associated with the two functions. It is not clear to what extent these tensions would be at play between UDC and CCDC. It will be a challenge for the administrators of both divisions to ensure that the experience of different branches will be easy to navigate from a student's point of view; and to ensure that managers will be able to anticipate the enrollment in each division.

In regard to faculty, UDC assigned roughly 40 of its faculty to the community college with the expectation that CCDC would also hire adjunct faculty. While transferring existing faculty members to the community college division makes sense operationally, the faculty members were originally hired as employees of a four-year institution. The faculty union has a contract that will be hard to change for those faculty members going from UDC to the new community college division, despite the fact that certain aspects of the contract, such as teaching load, are different from practices at most community colleges and stand to add significant costs if not addressed. Dr. Gueverra has indicated that CCDC and UDC are working on strategies to address this issue.

#### Location and Access:

Currently, the community college is sharing space with UDC's Van Ness campus, but under this model other options are equally viable. In fact, CCDC plans to have a separate location by fall 2010, assuming it receives approval for this move from Middle States. CCDC's workforce development programs are already available at other locations throughout the city, in Wards 2, 5, 7, and 8.<sup>54</sup> CCDC is actively planning to relocate to one or more campuses at different locations throughout the city.<sup>55</sup> If this plan is

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<sup>52</sup> UDC's Community Outreach and Extension Services, Agriculture Experiment Station, Cooperative Extension Service, and Water Resources Research Institute are land-grant functions and will remain with the flagship University.

<sup>53</sup> See, for example, discussions of Branch Campus Community Colleges at the University of New Mexico, the Kentucky Community and Technical College System, and Columbia Gorge Community College in *Envisioning Opportunity*, Brookings May 2008.

<sup>54</sup> <http://www.udc.edu/wd/locations.htm>, accessed July 5, 2009

<sup>55</sup> De Vise, Daniel "A Different UDC Prepares for Debut." *The Washington Post*. August 4, 2009. <http://www.washingtonpost.com/wp-dyn/content/article/2009/08/03/AR2009080302694.html?sid=ST2009080302796>

realized, CCDC will reduce geographic barriers for its students. As a division of UDC, CCDC is as well-positioned as any other entity to find additional space and facilities in the competitive DC real estate market, although working through the DC Office of Property Management may be an additional bureaucratic hurdle. The university will need the DC Council to enact legislation changing its legal status in order to have the bonding authority to finance infrastructure projects.

CCDC's accessibility is currently hindered by its very limited on-line or distance education classes.<sup>56</sup> The addition of online course offerings in both credit and non-credit classes will be necessary in order to maximize access.

As a division of UDC, CCDC's accessibility is also restricted by its limited community partnerships. Interviews with stakeholders indicated that UDC does not have the confidence of a number of external constituencies, and does not have the consistent track record in successfully partnering with outside organizations, such as high schools, community-based organizations, and employers that is necessary if the college is to provide easy transition points between basic skills development and meaningful postsecondary training. With its new leadership, however, substantial opportunity exists for new partnerships.

#### Student Success:

Offering courses and putting teachers in front of students in a classroom is only one part of the institutional development process. A high-quality institution also needs to focus on curriculum development, teacher quality, advising, tutoring and other student services, data systems to track student progress, and related areas, as described in Chapter 4.

Student success is as much about institutional culture as it is about structure. Previous experiences at UDC indicate that CCDC will have to have a significantly different culture than that of the existing university in order to promote success. A 2009 UDC document on improving the school's retention rate spoke frankly about the school's problems: "[Too] many of our students lack a sense of belonging, advising programs are limited, student support services are uncoordinated, customer service is poor, and data are inadequate to inform decisions."<sup>57</sup> Dr. Gueverra has hired a student success team, and he clearly understands the need to focus on student completion.

Since CCDC has just recently opened and no data are therefore available, we instead reviewed UDC's completion rates from the 2007-08 academic year. UDC's graduation rate for bachelor's degree seekers after six years is 17 percent. It has a first-year retention rate of 50 percent for first-time full-time students, and a 34 percent retention rate for part-time students.<sup>58</sup> Since we can't calculate UDC's graduation rates separately for associate's and bachelor's degrees, there is no institution with which we can make a strict "apples-to-apples" comparison.

Little information is available about developmental education at UDC, but considering that more than 70 percent of students that enter UDC need remediation, and that the school has a graduation rate in the middle teens, presumably not very many students are progressing beyond developmental education to earn a degree. While there are a number of explanations for a low graduation rate, it is likely that developmental education is one of the barriers, as it is at many other institutions. It is possible that the college has strong developmental education programs and courses that aren't reflected in the graduation rate (short-term workforce development courses, students who intend to take only GED preparation courses), although there is little to point to that demonstrates success. There do not appear to be

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<sup>56</sup> <http://www.udc.edu/cc/faq/#130>, accessed July 5, 2009.

<sup>57</sup> (UDC/Double the Numbers, "Responding to the Student Retention Challenge," January 2009 <http://www.doublethenumbersdc.org/PDF/UDCfinal.pdf>).

<sup>58</sup> Integrated Postsecondary Educational Data System, 2007 data report on the University of the District of Columbia.

courses that integrate developmental education and occupational or academic content, which is one of the promising trends among community colleges seeking to prepare students for college-level work.

Overall, UDC's current retention and graduation rates suggest that as a permanent division of UDC, CCDC would need to reform its operating system and culture in order to increase support for students at academic risk and maximize student success. Leadership is critical to building a successful college. In addition, a shared commitment to student success across the institution is an important component of student success. The opportunity to develop a culture of success would be lost if UDC simply moved staff and faculty to the community college without defining how they will work together to help students succeed and taking the time to plan how the new college will be different from UDC.

#### Cost:

Starting the community college at UDC is likely to save money initially, since UDC will provide administrative support that would otherwise have to be hired and developed. If CCDC continues to permanently borrow administrative systems and facilities from the flagship university, however, it will likely inherit some of the University's existing cost structure. Over the long run, UDC's high ongoing costs could swamp the initial savings unless UDC and CCDC took steps to reduce those costs.

UDC's costs per student are much higher than those of other community colleges and universities, which could prohibit a community college division from being cost-effective. We compared UDC's costs per full-time equivalent (FTE) student to: 1) a selection of *Achieving the Dream* community colleges; 2) peer community colleges—other community colleges in cities of similar size and demographics; and 3) peer universities—public universities of similar sizes with Master's degree offerings (see Table 13). In all cases, UDC has a substantially higher cost per FTE. UDC's cost per student is about three times that of *Achieving the Dream* community colleges and other peer community colleges, and nearly double that of peer universities.

**Table 13. Comparison of UDC Expenditures with Achieving the Dream Schools, Peer Community Colleges, and Peer Universities** (please see Appendix D for more details)

Institution Name or Group	Instruction	Research	Pub Service	Academic Supp	Student Service	Institutional Supp	O&M Plant	Scholarships	E&G Expenses
<b>UDC</b>	<b>\$12,891</b>	<b>\$1,019</b>	<b>\$1,063</b>	<b>\$3,835</b>	<b>\$2,361</b>	<b>\$6,067</b>	<b>\$2,691</b>	<b>\$678</b>	<b>\$30,605</b>
Achieving the Dream Schools*	\$3,830	\$0	\$349	\$823	\$852	\$1,482	\$1,035	\$1,169	\$9,540
Peer Community Colleges*	\$5,538	\$0	\$72	\$1,043	\$1,397	\$1,327	\$1,205	\$857	\$9,583
Peer Universities*	\$6,414	\$297	\$1,324	\$1,464	\$1,545	\$2,284	\$2,152	\$1,320	\$17,142

Source: IPEDS Finance Data, 2006-2007

\* Average expenditure. See Appendix D for list of individual schools and expenditures within each comparison group.

Costs shown are those related to educational mission, such as instruction, research, academic support, and maintaining facilities. These cost categories are summed up as "Education and General Expenditures" (E&G), which exclude capital investments in buildings/equipment and costs peripheral to the academic mission, such as the college bookstore and food service.

UDC's total E&G expenditures are \$30,605 per FTE student. The average among a selection of Achieving the Dream community colleges is \$9,540 per FTE, while the average among a selection of peer community colleges is \$9,583 per FTE. In every cost category but scholarships, UDC's costs are higher than the average costs of Achieving the Dream schools and peer community colleges. The categories in which UDC differs most dramatically from other community colleges are:

- Faculty costs (3.4 times the average *Achieving the Dream* colleges and 2.8 times the average peer community colleges)
- Academic support (an average 4.7 times *Achieving the Dream* colleges and 4.4 times other urban community colleges)
- Institutional support (an average 4.1 times *Achieving the Dream* colleges and 6.7 times other urban community colleges)

While UDC's role as a four-year university with graduate degrees may explain some of this cost difference, it does not explain all of it. As a university, UDC is expected to spend more on research than would a community college. This difference is partly reflected in lower teaching loads at UDC than at a community college so that faculty members can undertake their own research and oversee the original research of their graduate students. However, since UDC only spends about \$1,000 per student on research, the difference in mission explains very little of the cost discrepancy. Moreover, UDC's costs are also high compared to other public universities of similar sizes. UDC's E&G expenditures of \$30,605 per FTE are almost two times the average cost of \$17,142 per FTE at peer universities. In every cost category except public services, UDC's costs are higher than average—suggesting that UDC's four-year and graduate functions are not solely responsible for its higher costs.

Rather, the high costs of UDC reflect several historical events. First, the merger of the three colleges into UDC in the 1970s resulted in some staffing redundancies and operational inefficiencies. Second,

declining enrollment has resulted in UDC running small classes that are necessary to provide complete majors. Third, the faculty is older and at the higher end of the salary scale compared with other colleges.

Additionally, UDC has a facility that is built for twice the number of students it enrolls. That cost will burden UDC until it increases enrollment. The drop in enrollment from students moving to the new community college division could increase sharply the cost per student at UDC, especially when CCDC moves from the existing campus, so these costs will need to be accounted for as the process moves forward.

Given the high cost structure of UDC, it would be difficult in this model to continue to staff the community college division without making significant changes to faculty workload and administrative costs. These costs should not be defrayed by hiring adjunct faculty as a cost-cutting step, since that could negatively affect teaching quality and retention efforts. UDC's high costs will be built in to the community college division unless CCDC is given authority to take steps to limit them.

#### Effect on UDC:

This option could reduce enrollment in the flagship university in the short term, as students who were previously simply "UDC" students will become "CCDC" students, both by assignment (they do not meet admissions criteria or they are enrolled in programs now under CCDC's purview), and by choice (they choose, the community college as a less expensive way to complete the first two years of a bachelor's degree. However, Dr Sessoms and the Board of Trustees have agreed that separating the community college function from UDC brings greater clarity to the separate missions of the community college and the flagship university. Ultimately, it may strengthen the flagship university, because it has allowed UDC to set admissions standards, transfer developmental education programs to the community college division, and focus on upper-level undergraduate and graduate courses. Permanent division status for the community college, however, may produce some of the same effects that have been hindering UDC's success. There may continue to be tensions and competition for resources that will undermine the community college division in the long term.

#### Summary—Option One:

There would be significant advantages to adopting this model because of its relative simplicity in administration and the financial support it provides for the flagship. Taking advantage of UDC's existing programs, faculty, facilities and administrative systems makes sense and would save money initially, since the community college would otherwise have to hire staff and create systems to operate the new college. However, this model presents a number of challenges, as the current UDC and CCDC leadership recognizes:

- CCDC's current program gaps include reputable non-credit workforce programs, programs in key occupational clusters (particularly at the certificate level), community education, and distance education. Much of this would need to be built from scratch.
- The permanent division model does not maximize the potential for CCDC to develop its own identity, attract resources, and respond independently to the needs of students and the community.
- The community college would likely inherit UDC's existing high cost structure.
- Faculty structures between the two divisions will be permanently linked despite the different missions and expectations for community college and university professors. These will result not only in higher costs for the community college, but also in potentially on-going conflict.
- Staffing, academic offerings, facilities, use of digital technology, and operating assumptions will need to be examined to decide how each part of the college will contribute to student success. As urgent as the need is, the replication of existing UDC programs under a different administrative arrangement is not sufficient. In addition to

offering courses and putting teachers in front of students in a classroom, a high-quality institution also needs to focus on curriculum development, teacher quality, advising, tutoring and other student services, and data systems to track student progress; in short, the operations that help high-risk students succeed.

- The permanent subordinate status of the community college division would decrease the likelihood that it would be able to integrate lessons from the experimentation taking place around the country about improving student success rates at community colleges. Accordingly, the community college is likely to struggle with the same problems as UDC and traditional urban community colleges: poor completion rates, inability to use data to inform decisions, and inadequate student support services.
- The community college may continue its "less than" status in comparison to the flagship university. There may be conflicts between university needs and community college needs in future policy and budget decisions by the UDC leadership and board. Historically, UDC's dual mission has been a weakness, and as long as the shared board and leadership have responsibility for both the university and the community college, that weakness may be replicated.
- It would be a challenge for UDC's leadership to both support an effective community college and build a more effective university. Developing two new institutions simultaneously would challenge even the most talented management group. With the hiring of Dr. Gueverra, the school has brought in an experienced community college administrator. However, institutional and hands-on knowledge/ experience in operating community colleges remains thin throughout the leadership of UDC and the community college, and on the Board of Trustees.

## **Option 2. CCDC temporarily shares UDC's governance and accreditation as it explicitly works on its own toward the goal of becoming an autonomous, independently-accredited institution**

This option originates with the same basic institutional structure as the previous option, and thus shares some of the same advantages and disadvantages in the start-up phase. The goal, however, would be to establish the community college as an independent entity with its own accreditation through the Middle States Commission on Higher Education (MSCHE), and to make independent governance from UDC an explicit goal from the start. This option is partially in alignment with CCDC and UDC's current plans: they are actively working towards independent accreditation for CCDC, but CCDC and UDC intend to share centralized back-office operations, similar to the City University of New York (CUNY).

Consistent with the choice to earn its own accreditation, CCDC has moved quickly to establish its own identity. If it were to move to independent governance, the community college would eventually have its own president, administration, board of directors, and administrative systems and facilities, and would ultimately set its own policies and develop its own funding. This section will focus largely on the differences between the choice to remain as a permanent division of UDC versus starting with the goal of independence.

### Accreditation:

In this model, CCDC relies on UDC's accreditation and its approval to run a branch campus, but would move quickly toward the goal of meeting the standards necessary to qualify for independent accreditation. The Middle States Commission on Higher Education applies 14 standards, including 7 related to institutional context (i.e., planning, resource allocation, leadership) and 7 related to educational effectiveness (i.e., student admissions and retention, educational offerings, assessment of student learning). The process of bringing an institution into compliance with these standards, and applying for accreditation once those standards are reached, is challenging and will require deliberate planning as well as the investment of time and money. (Please see Appendix E for a description of the Middle States accreditation criteria.)

According to the Middle States, exceptionally well-prepared institutions can complete the accreditation process in as little as 2.5 years. A start-up such as a DC community college may take longer. While much of the process of gaining accreditation corresponds to the development of quality programs and institutional structures – and thus does not in any way detract resources from the college's operations – some aspects of the process, such as documenting activities, preparing reports, and conducting site visits, will require dedicated resources.

#### Full-service offerings:

There is no significant difference between the permanent division and independent models, especially at start up. Like the permanent division model, this option relies primarily on offerings that previously existed at UDC, and works to build up its capacity to achieve full-service status. The biggest program gaps currently include reputable workforce and occupational programs in key occupational clusters, community service programs, on-line/distance education, and articulation agreements that would allow students who successfully complete the program to transfer easily to a four-year college or university. The primary difference would be that as an independent institution, the community college would not depend on either approval or budgetary support from the flagship institution to adjust its offerings to better serve its specific mission.

#### Administration:

Among the biggest differences between a permanent division and an independent college in its infancy is the need to develop the structure and mechanisms to support an independently-run college – student records, accounting, financing, human resources, and contracting and procurement. With this challenge comes the opportunity to create a planning and management system that genuinely matches the vision and operation of a community college, rather than relying on the systems that have served (and in many ways poorly served) the existing university. The transition would at times require redundancies and additional cost, and is necessarily disruptive in the short term. Establishing a new relationship between the faculty and the administration will require a new contract that suits the demands of a community college; this will be essential to the cost-effectiveness of the community college.

Administratively, an independently-governed and accredited community college has several advantages over a permanent branch:

- Provides a clear identity for the CCDC with its unique mission
- Streamlines decision-making and budgeting in the institution
- Provides greater opportunity for innovation and change
- Improves accountability to DC government
- Provides better chances to develop alternative funding opportunities

#### Location and Access:

There are no significant differences in access that could be directly anticipated.

#### Student success:

The primary difference in student success that could be anticipated from an independent community college would be that planning could be done to develop a college with a separate identity that is tightly aligned with the student success model. This would influence the expectations of students, but perhaps more importantly the expectations of faculty and staff members, whose buy-in and roles are essential components of a successful college. While this would not be impossible under the permanent division model, creating a new culture is in some ways easier than trying to refashion an existing one. Many of the challenges will remain the same, however, depending on how much and for how long CCDC is tied to the data systems, faculty, and instructional strategies that come with having UDC as host. Both UDC and

CCDC will need to establish systems where none exist, such as an effective student tracking system that provides critical management information about student outcomes, effective counseling and advising programs, and meaningful partnerships with community organizations, educational institutions, and government agencies.

#### Cost:

In this model, CCDC will need to make difficult decisions about reducing inherited costs, such as changing the teaching load and salary structure of community college faculty, and adjusting administrative costs. This approach requires building a "shadow administration" at the community college early on that works with the UDC staff to develop independent accounting systems, registry systems, admission processes, student aid services, and data collection and reporting systems. This is the first step in developing independent but complementary systems. These operating and support systems should separate as early as possible, to avoid any dislocation when the two campuses separated. Over the transition years, the community college would begin to hire more staff and design their own budget and reporting systems. Other offices such as institutional research, admissions and registrar, student aid, and facilities would go through the same transition. As enrollments increase in both institutions, and these extra costs are spread over more students, the unit costs should not increase appreciably. Both CCDC and UDC need a business plan that would provide greater detail on how this transition would progress.

#### Impact on UDC:

The impact of this option on UDC would be substantial over time as the institutions separate. The timing will be very important. At the beginning, while UDC is in the process of identifying and solidifying its strengths, it will not be able to afford to lose students and associated revenue to a separate community college. UDC will need time to attract sufficient students at the higher tuition rate to generate adequate revenue. The timing of the community college's independent accreditation process should align with the needs of the larger university. For this to succeed, careful planning will be required.

#### Summary—Option Two:

The District of Columbia could realize substantial benefits from the development of an independent community college with its own regional accreditation. The challenges, however, are great, and will require significant community support to overcome. Of the three options, this one is closest to UDC and CCDC's current plans, which include separate accreditation for the two institutions, but shared governance and administrative systems.

- The new college will need to forge an independent identity from the beginning, which may create confusion for students. Convincing a skeptical community that the new college can deliver on the promise will be important.
- The process will require continued investment in planning, and agreement among UDC's administration and Board of Trustees that an independent community college is in the best interests of the university as well as the community.
- At the outset, CCDC is using administrative systems and structures that may not align well with the community college mission, and will have to find cost-effective ways to convert these systems to its own use.
- The new college will have to address the high legacy costs of UDC. Not dealing with these cost issues will limit its effectiveness as an independent community college.
- CCDC will have to develop many components of a full-service community college from scratch.

### **Option 3. CCDC develops and leads partnerships with one or more of the area's suburban community colleges to augment its programs as it builds capacity to become an autonomous, independently accredited institution**

The final option to consider is one in which Dr Gueverra would lead the effort to move CCDC toward independence, as described in Option 2, but would utilize suburban community colleges to provide programs and any additional technical support necessary to build a full-service community college. In this model, CCDC would manage contracts with other local colleges to offer key credit-bearing programs, while itself providing facilities, student services, admissions, student aid, and developmental education and tutorial programs, as well as other credit and non-credit offerings. Participating colleges would augment CCDC's existing offerings by providing key credit-bearing occupational programs, and their associated staff, under contract. The distance education and community service programs could be provided under contract as well. Contracts with other schools for credit-bearing programs would continue while CCDC gained sufficient capacity to run those programs on its own. At that point, the cooperating colleges would step back according to a process defined in the contracts. The contracts should be made by Dr. Gueverra in a way that gives him maximum flexibility and authority to develop partnerships that will assist CCDC's growth and independence.

For example, the community college could sign a five-year contract for a Health/IT associate degree program with one of the suburban community colleges. During the first two to three years, the suburban community college would provide all of the required courses and faculty for that program, while the DC community college developed a similar course package and hired staff of its own. In the fourth year, the DC community college could start replacing suburban community college staff with its own staff. By the fifth year, the DC community college would have the complete staff and course development in place to run the program on its own, and the contract with the suburban community college would end.

While any number of institutions could provide programming, including universities, area community colleges, or proprietary schools, the model would probably work best with a limited number of institutional partners. For the purpose of this study, the primary option being considered is partnering with one or more of the three suburban community colleges: Montgomery College, Northern Virginia Community College, and Prince George's Community College. The consistency of mission among these community colleges creates a common ground from which to work; this model also lends itself to the development of a regional community college network.

#### Accreditation:

CCDC itself would continue to operate under UDC's Middle States accreditation until it achieved independent accreditation. Degrees would be jointly conferred by the "Community College of DC" and the institution sponsoring the individual major programs until such time as the programs were transferred to CCDC. The reason for this is that many occupational programs are independently accredited by professional organizations, and that accreditation is tied to the institution that provides the program. Like UDC, Montgomery and Prince George's County are accredited by Middle States. NOVA could provide programs even though they are accredited by a different accrediting body -- the Commission on Colleges of the Southern Association of Colleges and Schools.

In all cases, the participating community colleges would need approval from their boards and from the appropriate state agency to receive the approval of the accrediting agency. Although it would not be required for accreditation purposes, the host community college may want to gain support from local and state officials before entering into a contract with DC.

#### Full-service Offerings:

By contracting with suburban community colleges, CCDC could more quickly provide reputable programs in areas of need than it could start new programs by itself. CCDC would have the ability to selectively choose from the most successful programs in a given area of study, as well as choose which of its own degree programs to continue. As discussed in Chapter 2, Montgomery College and Prince George's Community College each offer at least 30 certificates in high-demand career clusters, while NOVA offers 54; Montgomery College also offers 22 associate degree programs in high-demand career clusters,

Prince George's Community College offers 22, and NOVA offers 28. Additionally, the strong reputation of the suburban community colleges could enhance CCDC's credibility and bring supplementary expertise to the new college.

CCDC would be responsible for providing developmental education and all non-credit workforce programs. The developmental education and workforce development programs inherited by CCDC do not have a strong track record. To ensure quality in this area, CCDC will have to dramatically revamp existing programs by drawing on best practices. Since CCDC is able to hire staff for non-credit programs without departmental approval from UDC, and design its non-credit programs in a relatively autonomous fashion, it has the ability to conduct this type of overhaul consistent with Dr. Gueverra's commitment to student success.

In terms of transfer, students would benefit from articulation agreements developed by the partner institutions. This could also benefit CCDC, which would develop a track record of successful transfers that could lead to articulation agreements once it gains independence.

#### Administration:

Under this model, CCDC would have its own outside advisory board consisting of employers, educators, political leaders, and other stakeholders. The advisory board could then become the CCDC Board of Trustees once it achieved independent accreditation. This advisory group would bring the benefit of providing outside assistance and input to the new college.

There is an additional level of administrative complexity added with this option; specifically, the need to negotiate with other jurisdictions that have different contracting and hiring agreements with faculty, sharing responsibility for maintaining accreditation standards, and dealing with other related issues. Too many partners could lead to unnecessary complexity and additional costs. Additionally, in a tight budget environment in which some community colleges report waiting lists and increased demand, suburban community colleges may have difficulty persuading local policymakers that expanding into the District is feasible.

In this model, the CCDC CEO would also have to determine a balance between "making" or "buying" – building up its own community college programs or continuing to contract with other colleges, an issue that would get more complicated and more necessary to solve as the college moves toward independent accreditation. CCDC would be well-served by an External Advisory Group of former community college presidents, administrators, and experts to provide guidance on these decisions; decision-making authority, however, would remain firmly with CCDC's CEO.

Ideally, the administrative complexity would be invisible to students who enroll in DC's community college. Because they will be getting their degree from a different institution, however, they may have reason to question if and when they need to work directly with the institution that is providing the program in which they are enrolled. Even if the relationships are clearly spelled out in contracts between UDC and the program providers, the needs and behaviors of students may not necessarily comport.

#### Access:

As with the other options, this option offers flexibility in terms of geographic access, since programs not requiring specialized facilities could be offered in a variety of locations, including the new campus planned for CCDC, leased classrooms on other college campuses, or the offices of community-based organizations. Access to specialized facilities would remain a challenge, though the contractual relationships could include access to the contract institution's home campus if that could be negotiated, and if the use of such facilities did not overburden students in terms of travel time.

Because CCDC does not already have the capacity to deliver online courses for credit, it would need to either purchase or quickly develop capacity to provide online credit-bearing courses in order to enable the maximum number of students to complete programs quickly and efficiently. CCDC may be able to contract with partnering community colleges to use their existing online/distance education offerings, which may be the easiest way for a new college to offer this kind of access to students.

This model's ability to improve access through community partnerships is uncertain. While UDC has not historically had strong community partnerships, CCDC is being run under the direction of a new CEO and a separate administrative structure, providing the opportunity to develop new relationships in a fresh context. Additionally, the participation of suburban community colleges under this model may provide some additional credibility with which to craft new relationships, particularly with employers. Leadership by CCDC would mean that, despite contracts with neighboring colleges, the District would have a single community college with whom employers, schools, non-profits, and other workforce and economic development stakeholders could work to set goals, establish priorities, and develop programs. Those who are skeptical of the motives of the suburban colleges, or who question whether this model is best for the District, CCDC, and UDC, may resist such partnerships.

Student success:

Since the area community colleges already serve many working adults and students with developmental education needs, they are experienced in serving students with needs similar to those of CCDC's projected student body (Table 14).

**Table 14. Undergraduate student body demographics for UDC and the Suburban Community Colleges: 2008**

	University of the District of Columbia	Montgomery College	Prince George's Community College	Northern Virginia Community College
	Attendance status			
Full Time	45.3%	39%	35.4%	35.1%
Part Time	54.7%	61%	75.6%	64.9%
	Gender			
Men	41.7%	45.7%	36.7%	46.3%
Women	58.3%	54.3%	63.3%	53.7%
	Race/ethnicity			
White	6.4%	36.4%	7.2%	46.1%
Black	70.4%	28.8%	77.3%	15.9%
Hispanic	5.4%	14.7%	4.5%	14%
Asian/Pacific Islander	2.8%	15.8%	4%	16.1%
American Indian	0.1%	0.3%	0.6%	0.8%
Multi-race/Other/Unknown	14.9%	4.1%	6.4%	7.2%
	Student age			
24 and under	48%	65%	52%	58%
25 and older	52%	35%	48%	42%

Source: various college websites, accessed August 2009.

The suburban community colleges also have relatively strong outcomes in regard to student success. Montgomery College has a graduation rate of 12 percent and a transfer-out rate of 31 percent, for a total of 43 percent successful completions. (Many students transferring to a four-year institution do not officially earn an associate's degree, since they are aiming for a four-year degree and can transfer credits regardless.) Prince George's Community College has a 4 percent graduation rate and a 20 percent transfer rate, for a total of 24 percent. NoVA has a 13 percent graduation rate and a 14 percent transfer rate, for a total of 27 percent.<sup>59</sup> In short, the 25 percent completion goal (graduation and transfer) that a DC community college should adopt is practically met by Prince George's Community College and exceeded by Montgomery County and NoVA. Dr. Gueverra has indicated that he hopes not just to meet but to exceed these rates at CCDC. Accordingly, he should be given the flexibility to draw on the best aspects of partnering colleges, and to improve on their achievements where appropriate.

The strong reputations of the area community colleges, and the fact that students would get their degrees from these schools initially, improves the likelihood that students who enroll in CCDC would find success in the job market. DC residents work in a regional labor market, so the education from regional education providers would be well accepted by businesses in the region.

While the area community colleges with which CCDC would contract to implement this option have experience producing higher levels of student success than UDC has had historically, there is no

<sup>59</sup> Integrated Post Secondary Educational Data System

guarantee that the programs replicated under different conditions would be similarly successful. The quality of replicated or expanded programs is never guaranteed, and success will also depend on CCDC being able to provide effective student support services such as tutoring, advising, developmental education, student financial aid, and pre-college orientation and preparation. Given the current interest nationally in increasing student success, CCDC could also benefit from focusing its program development from the outset on effective student success services and developmental education.

#### Cost:

The added complexity of the administrative structure necessary to contract out for some programs would increase administrative costs compared to having the college start with UDC as the single provider of classes. Overhead costs will include funding participation of administrators from the other colleges to ensure their availability and commitment. The contributing colleges will need to be paid not only for the direct costs of providing faculty for the programs, but for the overhead administrative costs of planning and implementing the programs in DC. In addition, keeping track of cross-enrolled students for financial accounting purposes will add a layer of management data and reporting. It should be noted, however, that Prince George's Community College has experience and existing systems it could apply to this purpose, based on another partnership that it has with Howard County Community College. The plan will require legal and political approval that must be gained prior to starting the programs. Most of these extra costs will be realized in the planning and start-up year. These costs will need to be weighed against what can be gained educationally by being able to quickly provide effective programs that CCDC is not in the position to offer immediately. The use of outside colleges will also further distinguish CCDC as a new and separate entity from UDC.

While this model introduces new administrative costs, the ongoing cost of providing programs is likely to be lower in this model, because CCDC could be relieved of some of the operating inefficiencies and high costs that come with UDC. In particular, contracting for programs and faculty with area community colleges would bypass some of the contract limitations and costs that would be imposed by using existing UDC faculty, and the faculty for non-credit programs could be CCDC staff independent of UDC. Additionally, CCDC could create its own faculty contract for new hires as it starts to build its own capacity, and phase out the use of contracted programs.

Costs per full-time equivalent (FTE) student at the suburban colleges will not directly translate to contract costs for CCDC. Nonetheless, they are instructive to review because they demonstrate the cost savings derived from not fully inheriting UDC's existing cost structure. The costs per FTE at the suburban community colleges (\$13,776 per FTE at Montgomery College, \$12,835 at Prince George's Community College, and \$7,655 for NOVA) are less than half of UDC's cost per FTE (\$30,605). Contracted program delivery costs per FTE will likely be less than these costs, since CCDC will be providing administrative systems, facilities, and non-credit offerings, though some programs, such as allied health, are significantly more expensive than others due to low instructor-to-student ratio requirements and equipment.

#### Effect on UDC:

This option provides many of the same benefits to UDC as the other options, as it is UDC's new Community College CEO and his staff that will lead the District's effort to establish an independent community college. Additionally, it brings in strong partners to bolster the capacity of the new community college. This option, however, leaves UDC with some redundant programs, faculty, and staff, and as in the model in which the division becomes independent, the funding stream from the community college would cease to be available to UDC.

#### Summary—Option Three:

This model has some clear advantages over the alternatives.

- It allows a District institution to maintain ownership and leadership, while drawing on the resources of the suburban community colleges to quickly provide high-quality programs in high-growth sectors.

- It avoids inheriting some of the high cost structure of UDC, while at the same time benefitting from the work that has gone on there to establish CCDC.
- It will result in an independent institution that has authority to carry out the community college mission.
- It can provide the foundation for the start of a regional community college network that maximizes efficiencies across colleges and responds to the area's labor market.

At the same time, there are downsides and complications:

- The administrative structure is more complex, as is the need to coordinate and be responsive to several other institutions simultaneously. Also, there are specific costs associated with administering partnerships.
- Although degrees would be branded as CCDC degrees, they would technically be conferred by the college providing the program.
- It potentially creates redundancies for CCDC, in terms of UDC faculty who have already agreed to teach at CCDC.
- Dr. Sessoms and Dr. Gueverra, while open to collaborating with suburban community colleges, are wary of the partnerships described above due to cost, administrative complexity, and difficulty working across jurisdictional boundaries. They suspect the benefits may not be sufficient to warrant the commitment of resources, and are not convinced the partnerships are essential to the success of CCDC.

### **Preferred Option**

Our analysis concludes that the "Independence Plus Partnership" option—an independent community college led by CCDC and enhanced through partnerships with the area's community colleges—offers the District the best chance of achieving a cost-effective, high-quality community college that will serve students, employers, and the entire community. Several advantages make this option optimal:

1. *It will result in an independent institution that can be wholly dedicated to a community college mission.* In this option, the community college will have its own executive administration and board committed to achieving the goals of the community college. The community college's revenue stream will be clearly defined, and college leadership will have ultimate budget and personnel authority. Faculty will be accountable to the community college's leadership, and their qualifications will not be at odds with those of faculty at a four-year university. In short, independent accreditation and governance will provide the community college with the freedom to craft and adjust its organizational structure and program offerings to better carry out its mission.
2. *It will draw on the existing resources of CCDC and neighboring suburban community colleges to provide a comprehensive array of accredited offerings.* Under this option, CCDC would bring its existing community college offerings inherited from UDC, but would supplement them with programs from the suburban colleges, which would be offered here in the District and possibly on suburban college campuses. A partnership with the suburban community colleges will allow CCDC to quickly provide additional credible programs in high-demand areas. Such partnerships will also help promote a new and independent identity for the CCDC.
3. *Its structure can maximize student success while meeting the needs of other key constituencies, such as employers and community partners.* CCDC's need for its own organization and administrative systems under this option provide an opportunity to integrate student success into the college's operations, including an Office of Student Success, a One-Stop Student Support Center, data-tracking around success metrics, and

the application of innovative developmental education programs. Partnerships with suburban schools can also help CCDC maximize success, as well as connect CCDC with existing data tracking systems on which it can build. They also have existing articulation agreements that could benefit DC community college students. CCDC can draw on the best aspects of these colleges and improve on their achievements where possible to maximize student success. The suburban colleges are held in high regard throughout the Washington region, and their participation in CCDC's efforts could boost the confidence of external stakeholders in the entire region—especially employers.

4. *Although there may be higher costs at start-up, this option is likely to be more cost-effective in the long run.* This option requires new administrative functions that will add to start-up costs. But by contracting with suburban community colleges for some credit-bearing programs and building its own administrative systems, CCDC can limit its reliance on UDC's high cost structure and operating inefficiencies.
5. *This option provides a framework and benchmarks for institutional planning.* Contracts with partner colleges will include essential time limits and benchmarks which will help the new community college plan and manage institutional change. Partnerships will also provide a vehicle for sharing expertise and resources between community colleges, strengthening not only CCDC's capacity, but potentially the community college capacity of the entire region.

## **CHAPTER 6. NEXT STEPS FOR THE EXECUTIVE BRANCH, LEGISLATURE, AND CCDC TO ACHIEVE THE PREFERRED OPTION**

Our assessment of these three options led us to conclude that the Independence Plus Partnership option is the best approach to move from CCDC's current capacity to an effective, full-service community college. It combines the strengths of CCDC and existing suburban community colleges to create a stronger, more robust, independent community college. To bring this option to fruition, the District of Columbia government should take an active role in developing and overseeing UDC and the CCDC. Following is a list of recommended next steps that CCDC, the Executive Branch, and the DC City Council should take in 2009 and 2010 to achieve the Independence Plus Partnership option. A longer discussion of the key next steps follows. However, regardless of which option that UDC, CCDC, and city leadership decide upon, strategic planning, setting clear milestones and achieving budget transparency are absolutely essential.

### **Steps for CCDC**

The Community College's CEO, Dr. Gueverra, will lead the effort at CCDC. Accordingly, we recommend the following steps, some of which are already underway:

1. Develop a strategic plan that explains how the college will move from start-up to independence. The plan should be developed in consultation with a group of stakeholders that will form the nucleus for a new CCDC Board of Trustees. The plan should lay out a blueprint for moving ahead, including such critical issues as enrollment, graduation and budget targets; assessing which existing CCDC certificate and degree programs to retain and which programs should be provided by contracting with outside partners; establishing new developmental education programs and services; building new administrative, financial, and management systems; and creating a facilities plan.
2. Secure buy-in for the Independence Plus Partnership model and independence from President Sessoms, the UDC Board, the three suburban community colleges, the executive branch, and the DC City Council.
3. Discuss with one or more suburban community colleges their interest and capacity in providing specific programs. Identify the administrative, financial, and contractual arrangements necessary to implement the partnerships, and develop the terms under which CCDC will take over the programs as it moves toward independence.
4. Set up an executive Management Team of community college administrators from each of the participating institutions to advise on the operations of partnerships and lay the groundwork for a regional network going forward.

### **Steps for the Executive Branch**

The Deputy Mayor for Education and/or the Office of the State Superintendent for Education (OSSE) should be responsible for leading the executive branch's effort. This includes:

1. Chartering a strategic planning committee that will eventually become CCDC's Board.
2. Developing a robust state-level postsecondary education governance structure within OSSE and assigning it specific responsibilities related to the oversight of a University system.
3. Determining how other city agencies, including the Department of Employment Services, the Deputy Mayor for Planning and Economic Development, the Department of Human Services, and DC Public Schools and public charter schools can interface with this effort.
4. Ensuring that state financial aid policies and postsecondary funding policies align with the needs of community college students.

5. Developing and supporting a budget process that actively promotes the college's investment in student success and local growth industries.

### **Steps for City Council**

1. Provide rigorous oversight of this process, especially in regard to splitting CCDC's budget from that of UDC's flagship university and developing a community college independent from UDC.
2. Develop and support a budget process that actively promotes the college's investment in student success and local growth industries.

### **Key Strategic Planning**

CCDC, in conjunction with outside stakeholders, should produce a strategic plan that will guide development and be used to monitor progress. The strategic plan should include annual estimates of enrollment increases, costs per student, and completion, transfer, and graduation rates that will guide the growth process for both institutions. The plan should include dates for acquiring a site for the new college and the cost of building the new campus.

At a more detailed level, the plan should identify which programs the college will offer and how the college will form working partnerships with key constituencies, including high schools, employers, community-based organizations, and government agencies. The plan should include a schedule for the roll-out of the online/distance education program and the development of a community education program. Each should have an associated budget, defined sources of funding, and expected participation. The plan should also set a strategy and timeline for achieving independent accreditation and separate governance.

The purpose of the plan would be to set measurable goals so that CCDC, the administration, the DC City Council, and other stakeholders can monitor the new community college's progress. It should also identify potential risks and threats that may occur so that modifications can be made as circumstances change. Examples of risk factors include change in senior leadership, enrollment goals not being met, unexpected loss of funding, failure to achieve independent accreditation, political intrusion into the decision-making process of the college, inability to find a building site, or withdrawal of regional colleges from participation.

DC government should charter this strategic planning committee to oversee the development of the community college. The committee should include UDC board members, employers, government representatives, representatives of community organizations, and local high schools. This group would form the nucleus of the future community college board, and would be staffed by CCDC employees. Effective oversight of the community college and its relationship with UDC will help clarify educational roles, control costs, achieve objectives important to the DC government, and result in the most effective postsecondary education possible for DC residents.

The strategic plan should also include a plan for separating CCDC's budget from that of UDC's flagship university. We roughly estimate that a full-service community college with 5,000 FTE students will require an operating budget of \$60 million. However, the total sum of \$60 million does not need to be raised entirely from new sources. Rather, some of CCDC's costs can be funded using revenue that UDC already has. Determining how the budgets should be split will require UDC and CCDC to set goals for costs per FTE and enrollment at both the flagship university and the community college.

We do not provide estimates of how much CCDC will cost during its start-up years, because those costs will depend on decisions that CCDC makes about how to grow. Costs should be driven by the strategic plan: target enrollment numbers for each year, the types of programs and services that CCDC chooses to offer, and how they choose to provide those programs (on their own, borrowing from UDC, or through partnerships with suburban colleges).

UDC should aim to reduce costs at the flagship university by better managing its per-pupil expenditures, while CCDC should aim to have an efficient cost structure from the outset. A transparent budget management system should be in place to demonstrate exactly how this split is occurring and how resources are being divided between the community college and the flagship institution.

CCDC needs autonomy to appoint their own staff, develop their own curriculum, and contract for services and materials required for the community college. The community college should operate as an independent entity within UDC, to the extent possible, until it achieves independence. UDC, the administration, and the City Council should all support this autonomy.

CCDC also needs to find a way to develop a separate faculty contract for faculty members working at the community college – one that reflects the differences between university and community college employment.

### **State Policy**

The District government will have an ongoing and important role in developing state policies and structures that support access and student success at DC's postsecondary institutions and provide the basis for accountability.

1. Post-Secondary Funding Policies: Perhaps the most important policies concern the funding structure and the weighting of the Full-Time Equivalence (FTE) formula, along with financial aid policies. Most states currently fund community colleges based primarily on the number of seats filled on a given date during the quarter or semester. This outdated strategy encourages colleges to attract as many students possible, including last-minute enrollees who are much more likely to fail because of poor planning and preparation. However, this system neither rewards the institutions for promoting class completion, nor penalizes them for losing students before the end of a course. Similarly, colleges are typically paid the same or less for students in developmental education classes, despite the resource intensiveness of providing quality courses in this area, and the need for innovative strategies to successfully link non-credit developmental courses to credit-bearing coursework. The District's funding strategy can actively promote the college's investment in student success by:
  - Granting FTE funds for the use of student support services: rather than viewing them as a straight "cost," colleges that are given FTE credit when students access support services such as tutoring, career/academic counseling and case management, are more likely to invest in those services and encourage students to use them.
  - Balancing the need for consistent and reliable funding with a pay-for-performance structure that rewards the college for improvement in certain metrics, including: number of course completions; number of certificates and degrees awarded and transfers completed; and number of students in developmental courses who complete their developmental requirements and transition to college-level courses.
  - Increasing support for programs in job sectors where there is growing demand and strong industry support for a career ladder. Students in these programs are more likely than others to contribute to the District's economy upon graduation, and the additional support will allow the college to strengthen these offerings.
  - Providing FTE funding and/or scholarship support for those non-credit workforce programs with the highest salary returns, due to the District's need to rapidly move low-skilled individuals into employment.
  - Paying higher FTE rates for developmental education courses that are applying innovative strategies such as modularized program delivery, or dual enrollment

programs that pair developmental and vocational instruction in entry level classes.

In order to support these funding mechanisms, as well as continually promote student success, the District will need to invest in a robust data system for the college, to connect the different levels of education to each other and to employment outcomes. Strong data reporting requirements on such metrics as completions can support a partnership between the District government and the college, aimed at strengthening the District's return on its investment.

2. Financial Aid Policies: Most states develop financial aid policies that are consistent with federal aid requirements. While this can help streamline processing, it is unnecessary, and does not always meet the needs of the state's potential community college population. Federal financial aid policies favor traditional-age college students (ages 18-24) and those who attend at least half-time. The District's community college population is likely to include a large proportion of adults age 25 and older who are working full- or part-time to support families. The District should ensure that state financial aid policies align with the needs of working adults, especially those that need developmental education. This includes:
  - Ensuring that financial aid time limits do not cause students with high developmental education needs to exhaust eligibility before they can enter and/or complete their college-level work.
  - Making financial aid available for modularized programs that don't align neatly with the quarter or semester system assumed by the federal financial aid programs, in order to help working adult students move more efficiently through their courses. DC aid could also support students participating in shorter-term certificate programs.
  - Creating financial aid programs for part-time and less-than-half-time students.
  - Aligning the eligibility criteria for "dependent" and "independent" students (as defined by the Pell Grant rules) to avoid placing more stringent eligibility requirements on working adults.
  - Ensuring that application deadlines do not effectively rule out low-income working adults who are less likely to follow a traditional academic calendar and who, because of job and family issues, are less likely to be able to plan four to six months in advance to enroll in college.
3. Individual Development Accounts: In addition to creating need-based financial aid opportunities for working adults, the District should continue, and if possible increase, its support and promotion of Individual Development Accounts (IDAs), which will help low-income individuals invest in their own education, and bring additional federal dollars to the District's postsecondary education system.
4. Grant options for welfare recipients: Work with the college to create grant program options for TANF-eligible students (whether or not they receive TANF), including work-study opportunities. These students have a high likelihood of benefiting from higher education, and their increased employability will substantially benefit the District.
5. Post-Secondary Governance Structure: Develop a robust state-level postsecondary education governance structure within the District's Office of the State Superintendent of Education, with the capacity and authority to manage a system that consists of more than one institution. While each institution needs sufficient autonomy to manage its personnel and budget, and respond to the needs of its students and faculty, state-level leadership is required to:

- Establish strategic postsecondary education goals for DC
- Establish accountability and appropriate performance measures for the public institutions, and align them with strategic funding and financial aid policies
- Approve new instructional programs in the public institutions
- Establish and maintain a postsecondary education data system
- Present budget requests to the DC government
- Establish criteria for capital projects
- Maintain policy-level linkages between different parts of the educational system

## CONCLUSION

For a number of years, Washington, DC was the only major American city without a community college. In the past year, however, the District has moved from a conversation about whether to start a community college to one about how to best use existing resources to build a community college that provides DC residents the greatest opportunity for academic and occupational success. In the fall of 2009, UDC took the critical step of establishing a community college: it separated its developmental education, certificate, and associate degree programs from its university offerings to form a community college division, the Community College of the District of Columbia (CCDC).

District leaders, including those at UDC and CCDC, must now decide how to grow CCDC from its current start-up phase into a strong, full-service DC community college for District residents that is recognized and valued as such. This feasibility study by JBL Associates, conducted at the request of DC Council Chairman Vincent Gray and commissioned by DC Appleseed and Greater Washington Research at Brookings, has offered guidance on what an effective DC community college should look like and how it should evolve—building on the foundation set by the establishment of CCDC. Community college experts in particular agree that community colleges of the future need to redouble their efforts not just to enroll students, but to move them toward completion of their goals—a certificate, a degree, or sufficient credits to transfer to a four-year college or university. Accordingly, among the primary concerns in this study is CCDC's ability to promote student success in an efficient and cost-effective way.

After reviewing three options for growing CCDC into a full-service college, the study concludes that the residents of the District of Columbia would be best served by CCDC moving as quickly as possible toward independent accreditation and governance and partnering with neighboring suburban community colleges to provide credit-bearing programs in key employment clusters. This option has three major advantages: 1) it provides a robust set of credible programmatic offerings in a relatively short time; 2) it provides a way for CCDC to avoid inheriting additional structural costs from UDC; and 3) it lays the groundwork for regional cooperation among area community college in terms of access, programs, and services. In short, this option provides the best opportunity for CCDC to develop into a viable and credible institution that can meet the varied needs of DC residents and employers, and contribute to the educational and economic future of the community. In order to achieve this outcome, the District will have to push forward a policy agenda to support this significant change in the structure of post-secondary education in DC.

We are pleased that since the initiation of this study, the District has taken extraordinary steps forward in enhancing its community college capacity, and that many of the recommendations in this report have, in fact, already been incorporated into the work that is going on at UDC and CCDC. DC Appleseed and Greater Washington Research at Brookings look forward to continuing to support the District in developing a first-rate community college—a community college that community members will be proud to attend and support, that employers will be able to turn to meet their needs, and that will attract both public and private resources to enhance its programs and services.

## APPENDIX A: STUDY TEAM BIOGRAPHIES

**John B. Lee, Ed.D.**, is president of JBL Associates, Inc., a higher education consulting firm located in Bethesda, MD. He has extensive experience working with federal and state postsecondary education issues. Dr. Lee has worked as a consultant in Washington, D.C., for the last 25 years, handling projects for institutions, associations, states, and federal agencies. He earned a BA and MA from California State University at Sacramento, and received an Ed.D. in postsecondary education from the University of California, Berkeley. Before founding JBL Associates in 1985, he worked for the Education and Labor Committee of the U.S. House of Representatives, the Education Commission of the States, and Stanford Research International. Dr. Lee has published dozens of reports on different aspects of postsecondary education policy and finance, for clients including the National Center for Education Statistics and the Office of Student Financial Aid in the U.S. Department of Education, the National Education Association, and the Lumina Foundation. Dr. Lee served as the project director.

**Lindsay A. Albert** is a Research Manager at JBL Associates, Inc. Ms. Albert received her Master's Degree in Education Policy and Leadership from the University of Maryland, and her Bachelor's Degree in Political Science, International Affairs concentration with an Economics minor from Gettysburg College. She has worked as a researcher/writer in the education sector, and specifically with faculty unions, for the past seven years. Through her research experience, Ms. Albert has supervised and conducted studies on such topics as student access and success, state finance, public policy, and higher education accountability. She has published research articles on student graduation rates and student retention, including a study of state scholarship recipients that she conducted for the Maryland Higher Education Commission.

**Ellen Frishberg, Ed.D.**, is a Research Associate at JBL Associates, Inc. Dr. Frishberg earned her doctorate in Higher Education Management from the University of Pennsylvania, with an emphasis on public policy. She has a Masters in Counseling and Student Development and a Bachelor's degree in Sociology from the State University of New York.

She began employment with JBL Associates in 2008, after a thirty-year career in enrollment management, student financial aid administration, and public policy at a variety of colleges and universities, including Rockland Community College and the SUNY College of Technology, both 2-year public institutions. She has worked on projects related to community college student success, educational outcomes, higher education management improvement, and technology-enhanced student services, as well as all aspects of student financial aid policy and process. She has completed projects for, among others, the U.S. Department of Education, the UNCF Gates Millennium Scholarship program, and the Association of Proprietary Colleges. Dr. Frishberg has served as an expert on higher education and student aid in the federal rulemaking process, for national associations, and for federal and state governmental agencies.

### Consultants

**David Dodson** is currently the President of MDC. Since joining MDC in 1987, Mr. Dodson has directed major projects to strengthen public schools and community colleges, address rural economic decline, create new philanthropic structures, and build multiracial leadership for civic change in the Carolinas, the Deep South, and Appalachia. He helped The Duke Endowment design its \$10 million Program for the Rural Carolinas, for which MDC serves as managing partner. David is coauthor of several MDC publications, including *Building Community by Design, Creating Economic Opportunities for Every Young Person* (2000), and *Building Communities of Conscience and Conviction: Lessons from MDC's Recent Experience* (1998).

He has been a visiting lecturer in the Hart Leadership Program at the Terry Sanford Institute for Public Policy at Duke University. Prior to joining MDC, he served as executive director of the Cummins Engine Foundation and director of corporate responsibility for Cummins Engine Company in Columbus, Indiana. Educational background includes architecture and planning, ethics and theology, and public and private management (Yale College; Yale Divinity School; Yale School of Organization and Management).

**Gordon Davies** served as the Director of the State Council of Higher Education for Virginia, now one of the stronger systems in the country, from 1973 until 1997, and as President of the Kentucky Council on Postsecondary Education from 1998 until 2002. As President of the Kentucky Council on Postsecondary Education, Dr. Davies participated in creating the Kentucky Community and Technical College System (KCTCS), which involved separating the community colleges from the University of Kentucky and joining them to local technical colleges.

He has taught at Yale University, Richard Stockton State College, and the Teachers College at Columbia University. He was a founding dean of Richard Stockton State College in New Jersey. Born in New York City, he is a Navy veteran and worked for several years in computer sales for the IBM Corporation. His earned degrees are from Yale University in English (BA) and the Philosophy of Religion (MA, PhD). From 2002 through 2006, he directed a project to improve state higher education policy making. Funding for the project was provided by The Pew Charitable Trusts.

In 2007, he served as one of eight members of a panel appointed by Virginia Governor Tim Kaine to investigate the shootings at Virginia Tech that left 33 people dead and 17 wounded on April 16, 2007.

**Christine McPhail** is Professor Emeriti at Morgan State University in Baltimore, MD, a founding professor for the Community College Leadership Doctoral Program, and formerly served as the director for the Institute for the Development of Multicultural Administrators and Faculty in Community Colleges (2002-2008). Her research interests lie in the intersection of three fields of higher education: leadership, governance, and learning. In particular, she studies complex issues related to community colleges. Central themes of her research agenda include: 1) use of learning college principles to improve teaching and learning; 2) the study of community college missions and effectiveness; 3) faculty training and professional development; 4) new dimensions of governance and leadership; 5) equity and diversity, and 6) changing demographics of community college faculty and students.

**Ron Williams** served as president of Prince George's Community College in Largo, Maryland from 1999 until 2007. Previously, he served as acting president of the Community College of Philadelphia. Dr. Williams is currently a vice president of the College Board, for which he provides leadership to projects promoting access and success of college students. One of his areas of responsibility is strengthening the relationship between the College Board and community colleges nationally. Dr. Williams' civic and professional engagements include the following boards and organizations: member of the International Advisory Board of the Chair Academy, the American Council on Education's Commission on Leadership and Institutional Effectiveness, the American Council on Education's Center for Policy Analysis Advisory Committee, and the past chair of the board of the Directorate for Education and Human Resources of the National Science Foundation. Dr. Williams received his doctorate in literature, his master's degree in English, and his bachelor's degree in history and English from Lehigh University.

## **Advisory Panel**

**Thomas R. Bailey** is the George and Abby O'Neill Professor of Economics and Education in the Department of International and Transcultural Studies at Teachers College, Columbia University. Dr. Bailey holds a PhD in labor economics from MIT. He is an economist, with specialties in education, labor economics, and econometrics.

In 1996, with support from the Alfred P. Sloan Foundation, Dr. Bailey established the Community College Research Center (CCRC) at Teachers College, which conducts a large portfolio of qualitative and quantitative research based on fieldwork at community colleges and analysis of national- and state-level datasets. As Director of CCRC, Dr. Bailey led a team of researchers conducting a national field study of community colleges that examined eight research topics at 15 community colleges across the country. The book resulting from this project, *Defending the Community College Equity Agenda*, was published in December 2006.

Dr. Bailey also completed a project for the Ford Foundation, which examined the role of community colleges in promoting educational attainment of black and Hispanic students. Bailey and CCRC have also been awarded additional funding from the Ford Foundation to continue work on the Foundation's Community College Bridges to Opportunity initiative, which seeks to increase access of disadvantaged

adults to postsecondary education. In addition, Dr. Bailey and CCRC have been awarded funding to continue work on a project for the National Science Foundation that examines the institutional impact and sustainability of Advanced Technological Education (ATE) programs on community colleges. This second phase of the project will assess the efficacy of these programs toward producing greater numbers of graduates, determine the quality of these graduates as assessed by their employers, and identify any areas for institutional and program improvement. He is also leading a team at CCRC, along with several other national organizations, to improve the educational outcomes of students at community colleges, especially low-income and minority students. This multi-year initiative, *Achieving the Dream: Community Colleges Count*, is supported by the Lumina Foundation for Education, KnowledgeWorks Foundation, and the Nellie Mae Education Foundation.

In July 2006, Dr. Bailey became the Director of the National Center for Postsecondary Research (NCPR), funded by a five-year grant from the Institute of Education Sciences of the U.S. Department of Education. Among a variety of projects, the Postsecondary Center will conduct evaluations of two widely-used programs--one that allows high school students to enroll in college courses (dual enrollment) and another that establishes remediation groups or learning communities for low-skilled students.

Since 1992, Dr. Bailey has also been the Director of the Institute on Education and the Economy at Teachers College. His articles have appeared in a wide variety of policy-oriented and academic journals, and he authored or co-authored several books on the employment and training of immigrants and the extent and effects of on-the-job training. Dr. Bailey has served as a consultant to many public agencies and foundations, including the U.S. Department of Labor, the U.S. Department of Education, the U.S. Congress Office of Technology Assessment, the Alfred P. Sloan Foundation, the William T. Grant Foundation, and several state and local economic development and educational agencies.

**George R. Boggs, Ph.D.**, is President and Chief Executive Officer of the American Association of Community Colleges (AACC). From its Washington, D.C., headquarters, AACC represents over 1,100 associate degree-granting institutions and some 10 million students. Dr. Boggs holds a bachelor's degree in chemistry from The Ohio State University, a master's degree in chemistry from the University of California at Santa Barbara, and a Ph.D. in educational administration from The University of Texas at Austin.

Dr. Boggs has served on the Boards of Directors of the California Association of Community Colleges, the Community College League of California, the Western Association of Schools and Colleges, and the American Association of Community Colleges, serving as Board Chair in 1993-94. He served as a member of the Committee on Undergraduate Science Education of the National Research Council and on several National Science Foundation panels and committees. He has testified before both state legislative and Congressional committees on subjects related to higher education. He is the author of more than fifty articles and chapters in professional journals and books.

Dr. Boggs has been recognized by the Public Broadcasting System with its Terry O'Banion Prize for Teaching and Learning. He has been honored by The University of Texas as a Distinguished Graduate. He received the Professional of the Year Award for Motivational Leadership from the Leadership Alliance, the Harry Buttmer Distinguished Administrators Award from the Association of California Community College Administrators, the Marie Y. Martin Chief Executive Officer Award from the Association of Community College Trustees, and the Stanley A. Mahr Community Service Award from the San Marcos Chamber of Commerce. The City of Vista proclaimed January 15, 1994, as Dr. George Boggs Day in recognition of his community service. Dr. Boggs is listed in *Who's Who in America* and six other *Who's Who* directories.

Dr. Boggs served as a faculty member, division chair, and associate dean of instruction at Butte College in California, and for fifteen years he served as the Superintendent/President of Palomar College in California. He is currently the President and CEO of the American Association of Community Colleges.

**Byron McClenney** has completed 32 years as a president or chancellor in community colleges, including five colleges/districts in four states. His most recent presidencies were the Community College of Denver and Kingsborough Community College (NY).

Dr. McClenney has enjoyed a 42-year career as an educator, speaker, writer and community college chief executive. He is project director for The University of Texas at Austin's (UT) involvement in Achieving the Dream: Community Colleges Count, a member of the consultant team for the Ford Foundation's national Community College Bridges to Opportunity Initiative, and an adjunct professor at UT. He has served as a consultant to institutions, state higher education systems, state governments, and professional associations in 45 states and internationally. Extensive work in accreditation with north central and southern accreditation associations and numerous leadership roles with the American Association of Community Colleges have been at the foundation of Byron's professional contributions.

He was founding chair of the Colorado Campus Compact and served as National Vice-Chair of Campus Compact. All of his degrees were awarded by UT for work completed in the College of Education.

**Kay McClenney** is Director of the Community College Survey of Student Engagement and an adjunct faculty member in the Community College Leadership Program (CCLP) at The University of Texas at Austin. Also within the CCLP, she directs the Ford Foundation's coordinating team for the national Community College Bridges to Opportunity Initiative and the MetLife Foundation's national student retention project. She is also Senior Associate with The Pew Forum on Undergraduate Learning and a Distinguished Senior Fellow at the Education Commission of the States (ECS), where she served as Vice President and chief operating officer from 1990 to 2000.

Dr. McClenney has served as a consultant to education institutions, state higher education systems, state governments, and professional associations in 48 states and internationally. In addition, she served for nine years as a community college educator, during which she was a faculty member, system administrator, and interim CEO.

A frequent keynote speaker, Dr. McClenney has also authored numerous publications on education issues, strategic planning, accountability, and assessment. She currently serves on the National Advisory Boards for the National Survey of Student Engagement at Indiana University, the College and Careers Transition Initiative funded by the U.S. Department of Education, the project on Building Engagement and Attainment of Minority Students at the American Association for Higher Education, and the Community College Leadership Academy at Arizona State University.

She earned her Ph.D. in educational administration from the Community College Leadership Program at the University of Texas at Austin, and she has been named a Distinguished Graduate of that program. Her previous degrees include a B.A. from Trinity University and an M.A. in Psychology from Texas Christian University.

Dr. McClenney served as a member of the Board of Directors of the American Association of Community Colleges (AACC) and the Executive Board of the American Association of Women in Community Colleges (AAWCC). She was the recipient of the 2002 PBS O'Banion Prize for contributions to teaching and learning in America.

## **APPENDIX B: PROGRAMS AVAILABLE AT UDC/CCDC, AREA COMMUNITY COLLEGES, AND THE GRADUATE SCHOOL**

(Program information from each school's website)

### **Community College of the University of the District of Columbia**

#### Certificate Programs

- Nursing Assistant
- Office Technology
- Practical Nursing

#### Associate Degrees

- Administrative Office Management
- Architectural Engineering Technology
- Aviation Maintenance Technology
- Business Technology
- Computer Accounting Technology
- Computer Science Technology
- Corrections Administration
- Education
- Infant / Toddler Education
- Early Childhood/School Age (Pre-K – Grade 3)
- General Education (Elementary and Secondary)
- Fire Science Technology
- Graphic Communication Technology
- Graphic Design
- Hospitality Management & Tourism
- Law Enforcement
- Legal Assistant
- Medical Radiography
- Mortuary Science
- Music
- Nursing
- Respiratory Therapy

## **Northern Virginia Community College**

### Accounting .A.A.S.

- Accounting Career Studies Certificate
- Bookkeeping Certificate

### Administration of Justice A.A.S.

- Administration of Justice Certificate
- General Forensic Investigation Career Studies Certificate
- Advanced Forensic Investigation Career Studies Certificate
- Security Management Career Studies Certificate

### Air Conditioning and Refrigeration A.A.S.

- Air Conditioning and Refrigeration Certificate
- Air Conditioning and Refrigeration Career Studies Certificate

### American Sign Language to English Interpretation A.A.S.

- American Sign Language Career Studies Certificate
- American Sign Language Interpreting Career Studies Certificate

### Architecture Technology A.A.S.

- Architectural Drafting Certificate

### Audiovisual Communications Technology Career Studies Certificate

- Audio for Multimedia Career Studies Certificate
- Media Streaming for the Internet Career Studies Certificate

### Automotive Technology A.A.S.

- Emissions Specialization
- Automotive Emissions Certificate
- Automotive Electrical Technician Certificate
- Automotive Maintenance and Light Repair Career Studies Certificate
- Collision Repair Technology Career Studies Certificate
- Diesel Mechanics Technology Career Studies Certificate

### Biotechnology A.A.S.

### Business Administration A.S

### Business Management A.A.S.

- Administrative Support Technology Specialization
- Finance Specialization
- Healthcare Administration Specialization
- International Business Specialization
- Public Management Specialization
- Small Business Management Certificate
- Business Information Technology Career Studies Certificate
- Business Management Principles Career Studies Certificate
- Desktop Publishing Career Studies Certificate
- Entrepreneurship Career Studies Certificate
- Information Processing Career Studies Certificate
- International Business Career Studies Certificate
- Leadership Development Career Studies Certificate
- Word Processing Career Studies Certificate

### Communication Design A.A.S.

- Interactive Design Specialization
- Multimedia Design Certificate

Computer and Electronics Technology A.A.S.  
Electronics Technician Certificate

Computer Science A.S.

Construction Management Technology A.A.S.  
Construction Supervision Career Studies Certificate

Contract Management A.A.S. (formerly Acquisition and Procurement)  
Contract Management Certificate

Drivers Education Career Studies Certificate

Early Childhood Development A.A.S.  
Paraprofessional Specialization  
Early Childhood Development Certificate  
Infant and Toddler Care Career Studies Certificate  
Paraprofessional Teacher Assistant Career Studies Certificate

Engineering A.S.  
Electrical Engineering Specialization

Engineering Technology A.A.S.  
Civil Engineering Specialization  
Drafting Specialization  
Mechanical Engineering Technology Specialization  
Engineering Drafting Certificate  
Computer Aided Drafting and Design Career Studies Certificate  
Electronic Media in Design Rendering and Animation  
Career Studies Certificate  
Land Planning, Survey and Development Career Studies Certificate

Fine Arts A.A.

Fine Arts A.A.A.  
Photography Specialization

Fire Science Technology A.A.S.

Fitness Career Studies Certificate

General Studies A.S.  
Recreation, Parks & Leisure Studies Specialization  
Outdoor Recreation and Resource Management Career Studies Certificate  
Recreation Programming and Administration Career Studies Certificate

Geographic Information Systems (GIS) Career Studies Certificate

Historic Preservation Career Studies Certificate

Horticulture Technology A.A.S.  
Landscape Design Specialization

Hospitality Management A.A.S.  
Food Service Management Specialization  
Hotel Management Specialization  
Nutrition Management Specialization  
Culinary Arts Certificate

Food Service Management Certificate  
Hotel Management Certificate  
Meeting, Event and Exhibition Management Certificate

Information Technology A.S

Information Systems A.A.S

Application Programming Career Studies Certificate  
Database Specialist Career Studies Certificate  
IT Technical Support Career Studies Certificate  
Linux Programming and Development Career Studies Certificate  
Network Administration Career Studies Certificate  
Network Engineering (Specialist) Career Studies Certificate  
Network Security Career Studies Certificate  
Web Design and Development Career Studies Certificate  
Wireless Network Administration Career Studies Certificate  
Linux Administration Career Studies Certificate  
Network Engineering (Professional) Career Studies Certificate

Interior Design A.A.S.

Liberal Arts A.A.

Art History Specialization  
International Studies Specialization  
Psychology Specialization  
Speech Communication Specialization  
African-American Studies Career Studies Certificate  
Chinese Studies Career Studies Certificate  
Japanese Studies Career Studies Certificate  
Latin American Studies Career Studies Certificate  
Theatre Career Studies Certificate

Marketing A.A.S.

eCommerce Specialization  
International Marketing Specialization  
Public Relations Specialization  
eCommerce Career Studies Certificate  
Marketing Career Studies Certificate  
Promotion & Public Relations Career Studies Certificate  
Retail Management Career Studies Certificate

Massage Therapy Career Studies Certificate

Music A.A.

Music A.A.A.

Jazz/Popular Music Specialization  
Music Recording Technology Certificate

Paralegal Studies A.A.S.

Photography A.A.S.

Professional Writing for Business, Government, and Industry Certificate

Real Estate Brokerage Certificate

Real Estate Brokerage Career Studies Certificate  
Real Estate Residential Appraisal Career Studies Certificate

Science A.S.  
Mathematics Specialization

Social Sciences A.S.  
Deaf Studies Specialization  
Psychology Specialization  
Teacher Education Specialization

Substance Abuse Rehabilitation Counselor Certificate

Travel and Tourism A.A.S.  
Travel and Tourism Certificate  
Tour Guiding Career Studies Certificate

Veterinary Technology A.A.S.

Web Design Manager Certificate  
Web Design Specialist Career Studies Certificate

Welding: Basic Techniques Career Studies Certificate

#### ALLIED HEALTH AND NURSING PROGRAMS

Dental Hygiene A.A.S.  
Diagnostic Medical Sonography A.A.S.  
Echocardiography Specialization  
Vascular Sonography Specialization

Emergency Medical Services A.A.S

Health Information Management A.A.S.  
Clinical Data Coding Career Studies Certificate  
Medical Transcription Career Studies Certificate

Medical Laboratory Technology A.A.S.

Nursing A.A.S.  
Nursing MOMENTUM 2 + 1

Phlebotomy Career Studies Certificate

Physical Therapist Assistant A.A.S.

Radiation Oncology Certificate

Radiography A.A.S.  
Computed Tomography Career Studies Certificate  
Magnetic Resonance Imaging Career Studies Certificate

Radiography A.A.S. 2010

Respiratory Therapy A.A.S.

#### **Montgomery College**

(A.A. – Associate's degree; C – certificate)

Accounting A.A.S., C

Advanced Interior Design C  
Aerospace Engineering A.S.  
Aging Studies A.A.  
American Sign Language A.A.S., C  
Applied Geography A.A.S., C (2)  
Architectural / Construction Technology A.A.S. (2), C (2)  
Architectural Technology A.A.S.  
Art (see also Specialized Art and Studio Art) A.A. (4), A.F.A.(2), C (2)  
Art A.A.  
Art Education A.A.  
Art History A.A.  
Arts A.A.  
Automotive Electrical Systems Specialist C  
Automotive Technology A.A.S. (1), C (4)

Bioengineering A.S.  
Biotechnology A.A.S., C  
Broadcast Journalism C  
Building Trades Technology A.A.S., C (4)  
Business A.A. (2)

CAD for the Building Professional C  
Carpentry C,  
Cartography and Geographic Information Systems C  
Chemical Engineering A.S.  
Chemistry and Biochemistry A.S.  
Civil Engineering A.S.  
Communication and Broadcasting Technology A.A.S (2), C (4)  
Computer Applications A.A.S, C (2)  
Computer Gaming and Simulation A.A.  
Computer Engineering A.S.  
Computer Graphics: Art and Animation C  
Computer Programming C  
Computer Publishing and Printing Management A.A.S., C (2)  
Computer Science A.A.  
Computer Science and Technologies A.A. (2), C  
Criminal Justice A.A.S.

Dance A.A.  
Database Systems C  
Design Industry Partnership C  
Diagnostic Medical Sonography A.A.S., C  
Digital Multimedia Production C

Early Childhood Education C  
Early Childhood Education Technology A.A.S.  
Education A.A.S. (1), A.A.T. (5), C  
Electrical Engineering A.S.  
Electrical Wiring C  
Electronic Imaging Prepress C  
Electronic Photography C  
Engine Performance Specialist C  
Engineering, Aerospace A.S.  
Engineering, Bioengineering A.S.  
Engineering, Chemical A.S.  
Engineering, Civil A.S.  
Engineering, Computer A.S.  
Engineering, Electrical A.S.  
Engineering, Fire Protection A.S.

Engineering, General A.S.  
Engineering, Materials Science and A.S.  
Engineering, Mechanical A.S.  
Engineering, Nuclear A.S.  
Engineering Science A.S. (11)  
Environmental Science and Policy A.S.  
Ethnic Social Studies C  
Exercise Science/Health Fitness Leadership A.A.

Fire and Arson Investigation C  
Fire Protection Engineering A.S.  
Fire Science and Emergency Services Management A.A.S., C (2)  
Fire Science and Emergency Services Management A.A.S. 346A  
Fire and Emergency Services Management C  
Food and Beverage Management C

General Engineering A.S.  
General Studies A.A.  
Geographic Education C  
Graphic Design A.F.A., A.A.S. (2), C (2)  
Graphic Design, School of Art + Design A.F.A.  
Graphic Design with Digital Tools C

Health Education A.A.  
Health Enhancement, Exercise Science, and Physical Education A.A. (4), C  
Health Information Management A.A.S., C  
Hospitality Management A.A.S., C (3)  
Hospitality Supervision and Leadership C  
HVAC C

Illustration A.A.S.  
Information Systems A.A.  
Information Systems Security A.A.S., C  
Information Systems Security C  
Information Technology C  
Interior Design A.A., A.A.S, C (3)  
Interior Design, Advanced C  
Interior Design, Introductory C  
Interior Design, Partnership C  
Interior Design—Preprofessional A.A.  
Interior Design—Preprofessional A.A.S.  
International Business A.A.  
International Studies A.A.  
Internet Games and Simulation C  
Introductory Interior Design C

Landscape Technology A.A.S., C  
Liberal Arts and Sciences A.A. (2)  
Life Science A.S.

Management C  
Management of Construction A.A.S.  
Management of Construction C  
Materials Science and Engineering A.S.  
Mathematics A.S.  
Mechanical Engineering A.S.  
Medical Coder/Abstractor/Biller C  
Meeting, Conference and Event Planning C  
Mental Health Associate† A.A.S.

Microcomputer Technician C  
Music A.A., C

Network Engineer C 215\*  
Network and Wireless Technologies A.A.S., C(3)  
Nuclear Engineering A.S.  
Nursing† A.S.

Paralegal Studies (see also Legal Analysis) A.A.S., C  
Personal Training C  
Photographic Techniques C  
Photography A.A.S., C (4)  
Photography Master C  
Physical Education Teacher Preparation/Coaching A.A.  
Physical Therapist Assistant† A.A.S.  
Physics A.S.  
Polysomnography Technology C  
Portrait, Fashion, and Photojournalism C  
Powertrain Specialist C  
Pre-Dentistry (see Life Science) A.S.  
Pre-Medical Technology (see Life Science) A.S.  
Pre-Medicine (see Life Science) A.S.  
Pre-Optometry (see Life Science) A.S.  
Pre-Pharmacy (see Life Science) A.S.  
Printing Technology C

Radio A.A.S.  
Radio Production C  
Radiologic (X-Ray) Technology† A.A.S.  
Residential Remodeling and Repair C

School of Art + Design A.F.A. (2)  
Science A.S. (5)  
Specialized Art C  
Studio Art A.A., A.F.A., C  
Studio Art, School of Art + Design A.F.A.  
Surgical Technology A.A.S., C

Teacher Education Transfer Program (Early Childhood Education) A.A.T.  
Teacher Education Transfer Program (Elementary) A.A.T.  
Teacher Education Transfer Program (Secondary) Mathematics A.A.T.  
Teacher Education Transfer Program (Secondary) Physics A.A.T.  
Teacher Education Transfer Program (Secondary) Spanish A.A.T.  
Technical Writing C  
Television A.A.S.  
Television Production C  
Theatre A.A. (3)  
Theatre Performance A.A.  
Theatre Technical A.A.  
Transfer Studies C

Undercar Specialist C

Web Careers A.A.S., C (4)  
Web Design C 229A  
Web Development C 231A  
Web Programming C  
Wireless Technologies C

## **Prince George's Community College**

Accounting (A.S., A.A.S., C)  
African-American Studies (A.A.)  
Art (A.A.)  
Arts and Sciences (A.A.)

Biology (A.A.)  
Business Administration (A.S., A.A.S.)  
Business Management (A.A.S., C)

Chemistry (A.A., A.A.T.)  
Communication (A.A.)  
Computer Aided Drafting (C)  
Computer Engineering Technology (A.A.S., C)  
Computer Information Systems Programs (A.A.S., C)  
Computer Science (A.S.)  
Construction Management (A.A.S., C)  
Correctional Services (A.A.S.)  
Criminal Justice (A.A., A.A.S., C)  
Culinary Arts (A.A.S., C)  
Cybercrime Investigation (A.A.S., C)

Dietetics (A.A., C)

Early Childhood Education (A.A.S., A.A.T., C)  
Economics (A.A.)  
Electrical Construction Technology (A.A.S., C)  
Electronic Engineering Technology (A.A.S., C)  
Elementary Education, Generic Special Education, PreK-12 (A.A.T.)  
Emergency Medical Technician (A.A.S., C)  
Engineering (A.S.)  
Engineering Technology (A.A.S., C)  
English (A.A., A.A.T.)

Food Science (A.A.)  
Forensic Science (A.S., A.A.S.)

General Studies (A.A., C)

Health Education (A.A.)  
Health Information Management (A.A.S., C)  
Health Science Clinical (A.A.)  
Historical Fieldwork and Research (A.A.)  
Hospitality Services Management (A.A.S., C)

Information Security (A.A.S., C)  
International Studies (A.A.)

Marketing Management (A.A.S., C)  
Mathematics (A.A., A.A.T.)  
Media Production (C)  
Music (A.A.)

Nuclear Medical Technology (A.A.S., C)  
Nursing (A.S., C)

Paralegal (A.A.S., C)

Physical Education (A.A.)  
Police Science (A.A.S.)  
Pre-Law (A.A.)  
Pre-Medicine (A.A.)  
Pre-Pharmacy (A.A.)  
Pre-Physical Therapy (A.A.)  
Psychology (A.A.)

Radiography (A.A.S.)  
Residential Property Management (A.A.S., C)  
Respiratory Therapy (A.A.S.)

Sociology (A.A.)  
Space Engineering Technology (A.A.S., C)

Special Education (Chemistry, English, Mathematics, Physics, Spanish) (A.A.T.)  
Theatre (A.A., C)

Visual & Graphic Arts (A.A.S., C)

Women's Studies (A.A.)

### **Graduate School Certificate Offerings\***

A+ Certification (Daytime or Evening)  
Accounting (Evening)  
Accounting (Distance Education)  
Administrative Procedures (Evening)  
Business Analysis (Daytime)  
Certified Public Manager (Daytime)  
Digital Graphic Arts (Evening)  
Economics (Evening)  
Editorial Practices (Evening)  
Enterprise Architecture (Daytime)  
Environmental Studies (Evening)  
Federal Government Accounting (Evening)  
Federal Government Accounting (Distance Education)  
Financial Management Program (Daytime)  
General Studies (Evening)  
Geographic Information Systems (GIS) Professional Certificate (Daytime)  
Geographic Information Systems (GIS) Technical Certificate  
Grants Management (Daytime)  
Horticulture (Evening)  
Human Resources Management (Daytime or Distance Education)  
Information Security Specialist (Daytime)  
Landscape Design (Evening)  
Microsoft Certified Desktop Support Technician (MCDST) (Daytime or Evening)  
Meteorology (Distance Education)  
Natural History Field Studies (Evening)  
Network+ Certification (Daytime)  
Paralegal Studies (Evening)  
Paralegal Studies (Distance Education)  
Personal Property Management (Daytime)  
Personnel Administration (Evening)  
Program and Management Analysis (Daytime)  
Project Management (Daytime)

**APPENDIX C: INTERVIEW REPORT AND LIST**

**JBL ASSOCIATES, INC.**

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**DC Community College Feasibility Study:  
Interview Report**

**April 10, 2009**

**by JBL Associates, Inc.  
for Greater Washington Research at Brookings  
and  
DC Appleseed**

## Introduction

JBL Associates, Inc. is working with Greater Washington Research at Brookings and with DC Appleseed to help the District of Columbia plan for a new community college. JBL Associates, Inc. is leading a team of national experts to conduct a study on the demand, feasibility, and benefits of a community college in the District of Columbia. As part of its research with Brookings and DC Appleseed, JBLA conducted interviews with area stakeholders to solicit their feedback on a DC community college. Overall, the public's reaction to the establishment of a community college was extremely positive. They recognized the role that a strong community college could play in building partnerships with business, creating pathways with the District's K-12 system, and collaborating with other higher education providers, including the University of the District of Columbia.

While many commented on the need and demand for a community college, interviewees also realized the political, logistical, and financial implications of a new academic institution.

## Interview Process

In setting up a reliable and valid interview process, JBL Associates, Inc., consulted with a management team—consisting of collaborative Greater Washington Research at Brookings, DC Appleseed, Greater Washington Workforce Development, and staff from the office of the Deputy Mayor for Education, the DC City Council, and the Chamber of Commerce—to develop and refine a list of individuals and groups to interview. The list was amended as new key people were identified.

Interviewees were contacted through an introductory email created by the management team, and then with follow-up phone calls. Interviews began in December 2008 and continued through March 2009, with most taking place at the interviewees' locations. In all, more than 100 people were consulted: 40 individuals, 8 group meetings representing 57 individuals, and two focus groups with both traditional and adult students (Please see Appendix A for a listing of the organizational affiliations of those who were interviewed)

Guidelines for interviewers and protocols were developed to answer a series of questions, and the protocols were adjusted based on the interest group represented by the interviewee or focus group. (Please see Appendix B for the Guidelines and Protocols for Interviewers) six distinct DC interest groups were targeted for interviews:

- Business leaders and major employers
- Community-based organizations and foundations
- Primary/secondary education providers: DC Public Schools and Charter Schools
- DC Government staff and elected officials
- Postsecondary education providers
- University of the District of Columbia leaders and faculty

The protocols were reviewed and finalized by the management team. All interviews were conducted by teams of two that included JBL Associates, Inc. staff and consultants. Staff scribes provided notes to the interviewers for their use in reporting. A confidentiality policy was created to insure that interviewees could freely discuss controversial issues. It was agreed that interviewees would not be identified by name in the report and analysis, but only by interest group, and that they would only be quoted with permission. The interview reports have not been shared with the management team.

Six themes emerged from the interviews and can be categorized as relating to:

- Mission and vision for the new community college

- Governance and financial structure for the new community college, and its relationship to the DC government
- Collaboration and coordination among other higher education providers in DC
- Maintaining seamless pathways from high school to community college, a career, and a bachelor's degree or beyond
- Encouraging partnerships with local business and industry
- Barriers to success in achieving these goals

For each group of stakeholders, interviewees were able to discuss their larger vision for the community college and what attributes, policies, and practices they view as essential for the new college's success. This report organizes and summarizes their discussions according to the six themes listed above.

### **Mission and Vision**

A community college in the District of Columbia should focus on community service, workforce issues, remediation, and continuing education, according to the interviews conducted by JBL Associates, Inc. It should serve all DC residents, including those recently graduating from high school or receiving a GED, returning adult students, the post-prison population, professional employees, and military service people. The community college should not be identified as only serving the low-income population in the region, but also benefiting professional and governmental workers. Its mission should mirror the diversity of interests and range of populations in the District.

During the interviews, the business community in particular emphasized the need to focus on workforce development and adult education. Many representatives acknowledged the shortage of DC residents able to qualify for and continue employment due to their lack of academic training or technical skills. A community college could offer programs and curricula to close these workforce gaps and allow DC employers to increase the number of DC residents employed. Currently, 70 percent of DC jobs are held by individuals living outside the District of Columbia. Businesses are sensitive to these conditions and are looking for a community college to provide such training. They emphasized the importance of a college that would be affordable, accessible, and flexible in addressing the community and market's needs.

Community-based organizations also commented on the need for the college to be affordable and flexible in its education offerings. While the college should focus on workforce development, they also mentioned the obvious connection between a community college and area community-based organizations in providing social and support services. In DC, many of the programs traditionally offered by an area community college are currently being offered by community-based organizations. Programs dealing with literacy, English as a Second Language (ESL), and workforce training have developed separately from an academic institution. Representatives therefore highlighted the need for the community college to reach out to these communities and have a physical presence in the different wards of the District, specifically those east of the Anacostia River. Community-based organizations were open to a diverse and community-based mission and vision for the community college and would welcome future partnerships and collaboration.

Many recommended a "case management approach" to education services at the new community college. They alluded to the fact that students attending the community college will bring a host of hard core challenges including drug abuse, mental illness and other disabilities. These services will be financially expensive, so therefore, the organizations and community college should work together, rather than compete, to offer additional opportunities and support to DC residents.

Other higher education providers in the area also recommended a flexible mission and vision for the community college, being sensitive to the District's diverse population and to various ways of learning. They mentioned the importance of multiple delivery methods, geographical convenience of the campus, and the need for distance education and distance learning. As current providers of higher education, they also stressed the importance of workforce development and career or technical education programs at

the community college. They also discussed the importance of a 4-year transfer aspect to the community college and the need for partnerships and agreements among the area's higher education providers. One of the missions of the community college should be to encourage and facilitate a seamless pathway from high school to a bachelor's degree or beyond.

One issue specifically brought up in these conversations was the topic of remediation. According to other higher education providers in the area, in practicality, a community college in the District will need to offer remedial education to its incoming students. However, the community college will also need to balance this reality with the goal of acquiring the image as a premier institution. Interviewees recognized this disconnect in missions but were undecided on how to address the issue.

Members of the DC government, including agency officials and DC Council members, mentioned accountability and accessibility as the most important features for the community college. The mission and vision of the community college should be to serve directly the needs of DC residents. Also, the college should be designed according to business and community needs. As one DC Government official stated, "The greatest [mission] is workforce, I say workforce and remediation and acculturation that get you ready for the big time whether it is academically or [just] getting you ready. You need to give people options to play things out in a well-supported environment."

### **Governance and Financial Structure**

In discussing the possible governance and financial structure of the new community college, many interviewees mentioned the natural association with the University of the District of Columbia (UDC), the area's public land grant institution. Many interviewees could not discuss the potential governance or financial structure of the community college without first addressing its relation to UDC. The establishment of another public institution within the District would naturally have an impact on UDC, and the new college would need to operate in a similar District-wide manner.

Ideas on institutional governance and District-wide coordination varied by each individual, and by each group of stakeholders. Thoughts on institutional governance ranged from complete independence from UDC, to UDC serving as the incubator for the new community college. This variance was based on each interviewee's perception of UDC, and how he or she felt the institution was currently handling its role as the District's land grant institution. They generally cited the current inadequacies of workforce development programs and their own partnerships with UDC as the reason to promote an independent community college, with a separate governing board and administration. Regardless of whether UDC participated in the start-up of the new community college, many business representatives indicated that they would only see an independently-governed community college as credible and legitimate.

Other higher education providers also brought up the specific issue of accreditation in determining UDC's role for the new community college. Since a college needs to be accredited in order to offer financial aid to its students, the community college would need to "borrow" another institution's accreditation during its first few years of existence. In this case, accreditation sharing could come from either UDC or the suburban community colleges in the greater Washington area. Three suburban community colleges were interviewed: Montgomery College and Prince George's Community College in Maryland, and Northern Virginia Community College. These three area community colleges would be interested in a regional collaboration between their institutions and UDC, with political assurances from the District and funding through the DC Tuition Assistance Grant (TAG) program. The different scenarios presented for institutional governance basically comes down to the level of involvement the interviewee would like to see UDC have in the new community college.

DC government officials in particular had great interest in keeping UDC as a viable part of the education community. A new community college in the District should not, in any way, replace or draw scarce resources away from UDC. According to many Council members, the District still needs to have a reputable 4-year institution, in addition to a new community college providing 2-year and continuing education programs. According to one DC Council member, a community college is "an investment into our community," and both institutions need the ability to expand and develop successful programs.

DC officials also mentioned the importance of a District-wide governing or coordinating board with equal and independent representation from both UDC and the new community college. A coordinating board, possibly housed in the Office of the State Superintendent of Education (OSSE), could serve as an accountability and assessment agency for the District's higher education institutions. It would coordinate the activities of those institutions, while also providing them with some independence from the DC government's current involvement in institutional policies and procedures. Interviewees repeatedly mentioned the District government's inadequate representation for higher education in its education system. DC education staff members want to "get out of running programs" and start coordinating and developing a larger vision for higher education.

### **Higher Education Collaboration and Coordination**

In establishing a new community college, all interviewees recognized the importance of higher education collaboration and coordination. In a geographic area such as the District of Columbia, with its close proximity to suburban community colleges and its large number of private institutions, it will be essential for a new community college to work with the area's higher education institutions.

The suburban community colleges, each with high-performing programs, could serve as models or potential partners for the DC community college. They are well-regarded in the Washington, DC area, and have already established successful and productive partnerships with other area organizations. Representatives from both the business community and community-based organizations promote the credibility of the area's community colleges and view any type of collaboration or partnership with these institutions as beneficial to their organization and to the residents themselves. In their viewpoint, coordinating activities with the three area community colleges would help to legitimize any actions taken by the new community college.

Other education providers, specifically those from the area community colleges, also supported a regional effort to educate DC residents. Interviewees saw this as the most effective and efficient use of resources and technology, to open up new opportunities for additional services and joint projects. A number of representatives from the area community colleges also mentioned the possibility of a community college consortium or a Washington Area Association for Community Colleges.

Interviews with other education providers outside of the community college structure also voiced support for, and showed interest in, collaborating and coordinating activities with a new DC community college. Interviewees spoke of establishing articulation agreements between the area institutions, to ensure that there is no duplication of services or programs. Also, they mentioned that with the limited amount of resources available for the District's higher education system, area colleges could not choose to compete over students and funding.

Officials from the DC government also supported partnerships with local and regional colleges, but they tended to favor a collaboration that focused more on DC, and specifically on UDC. In other words, a new community college would have the distinction as a DC institution. One Council member said that he "would like DC to have its own path to higher education without need for outside involvement." He sees the need to coordinate with area colleges as practical and obvious, but wants to keep the control and the reputation in DC.

## **Pathways from Secondary to Postsecondary and Beyond**

Ensuring a seamless and continuous pathway from secondary education to postsecondary education or a career is the responsibility of all institutions and organizations involved in education and training. Interviewees reflected this shared sense of obligation when discussing the roles a community college could or should play in education. Each group of interviewees talked about how their organizations or their current activities could contribute to the overall function of the community college, and how the community college could help them perform their responsibilities more efficiently. Everyone realized that in order for the community college to be successful, there must be partnerships and collaboration across all groups and organizations.

Representatives from the District's public schools and charter schools emphasized the need for the community college to collaborate with high schools and to build a strong relationship with students early, before they enter the community college. In partnering with K-12 education, the community college and the District's education system as a whole could provide more options for high school students, and ensure a smooth transition from high school to postsecondary education. Some of the programs suggested for joint high school and community college action include:

- Dual enrollment
- Course articulation agreements
- High school exit exams that are compatible with community college entrance exams
- Career counseling and workforce training
- Tutoring, mentoring and internships

In each interview, representatives repeatedly stressed the necessity to connect with students early, and to not let students fall between the cracks when transitioning from high school to postsecondary education.

Other higher education providers also acknowledged their obligation to continue the pipeline from high school to college. They reiterated the need for collaboration and partnerships between high schools and colleges, and also commented on the need for higher education cooperation. As was mentioned in the section on Higher Education Collaboration and Coordination, higher education providers understand their role in creating a regional education system in the greater Washington DC area. Education institutions aligned under common agreements and standards would benefit not only students, but also the institutions themselves. Articulation agreements and compatible course offerings between the community college and the area's 4-year institutions will make the transfer easier for students seeking a bachelor's degree. If the two institutions are in communication with each other, the student is less likely to drop out when making the transition. Also, institutions following common practices can be more efficient and effective in providing services and not duplicating resources. Some features, such as technology, can be centralized to reduce costs to all those involved.

Businesses, as the main recipients of graduates, also emphasized their role in building a trained workforce. They discussed current partnerships between businesses and community colleges that focus on career training, workforce development, and mentorship or internship programs. Interviewees repeatedly mentioned that it is definitely in their best interests to get involved in the education system, in order to ensure that the resulting graduates are well-trained, and qualified for available positions. A successful community college could fill the pipeline from school to industry. One business representative described the set-up of a community college as a "win-win" situation for the District's residents and its businesses.

## **Partnerships with Business**

As mentioned above, partnerships between a new community college and area businesses can be advantageous to the business community, DC residents, and the community college. Business

representatives are keenly aware of the traditional role of the community college and how community college/business partnerships can be mutually beneficial. Business representatives specifically mentioned partnerships in the areas of allied health, hospitality, and public administration. In each of these industries, skilled employees are in high demand, and community college graduates can help to alleviate some of the shortages. Interviewees from local businesses commented that communicating with the new community college and setting up mentorships and internships could ensure that graduates are well-trained and qualified for the available jobs.

In addition, some business representatives mentioned that the areas in which they are currently experiencing shortages may call for additional training beyond a community college degree. In this case, a community college could serve as a starting point for students seeking a higher degree and moving into their desired field. A community college could provide the first two years of skill training leading to an eventual 4-year or post-graduate degree.

Many interviewees, including those representing the DC government, acknowledged the current weaknesses in the District's workforce development programs. The content of the 2008 *Audit of the Workforce Development Program at the University of the District of Columbia* from the Office of the Inspector General often came up in discussions. People are frustrated with the perceived mismanagement of Workforce Investment funds and the current disconnect in linking potential workers with employment opportunities and employment services in the District. Representatives from both the Department of Employment Services and the Office of the State Superintendent cited the need for a community college to link these two services and go beyond the current efforts.

Specifically, representatives are looking for the new community college to address two issues:

1. Managing the workforce system in DC
2. Broadening and expanding the current role of workforce development

Overall, people would like to see the community college as a hub or center with one-stop programming, where DC residents can receive assistance and counseling on employment opportunities, job training, and workforce development.

Interviewees also described the benefits of having these strong community college/business partnerships to build a strong financial and community presence in the District. The community college can help raise the education level and work productivity of the DC residents. An educated workforce increases tax revenue for the city, decreases the need for social services, and increases the overall welfare of the residents. These, in turn, will aid in the economic recovery and development of the city.

### **Barriers to Success**

In discussing the barriers to a successful community college, those interviewed mentioned a wide variety of factors, ranging from political to financial to social. To paraphrase one interviewee representing other higher education providers, the challenges involved in a start-up are huge – location, infrastructure, personnel, procurement, organizational infrastructure, identification of workforce needs and gaps to be closed, and student support – given the needs of the population that must be served. These organizational challenges could overwhelm and "sink" the "perception of success" for a new community college.

Regardless of the need, or the demands of DC residents, many question the District's actual implementation of a new community college, citing the unwillingness and inability of the District to support education. One interviewee sees higher education in particular as being "victimized by a political system that doesn't know how to 'do education.'" The District of Columbia as a whole is perceived as being overwhelmed with power struggles and political dealings that have left education, both K-12 and postsecondary, suffering and without direction.

The current financial crisis, and possible budget shortfall for 2010, has also led many of the DC government officials being interviewed to question the resources available to plan for or establish a new

community college. Financially, the initial start up costs for a new community college would be high, and the resulting benefits from its formation will take some time to be realized. A DC community college is seen as a long-term investment, and according to interviewees, it appears that many people are unwilling or unable to take that risk.

Community-based organizations also mentioned a lack of leadership, not just in the DC government, but also in the public education system. Interviewees mention the "overwhelming bureaucracy" in the education system, and say they have "no faith" in its institutions. For those currently providing services to DC residents, there is a perception that there is no political will, nor does a champion for higher education exist, within the education community itself.

The University of the District of Columbia seems to have become associated with these inadequacies and inefficiencies, leading to a general distrust of any form of higher education in the District. The initial controversy behind the university's formation, as well as its continual budget and staffing crises, have many worried about the success of a new community college, regardless of the need or demand. Other education providers and DC businesses refer to UDC's "sordid history of mediocrity," and how difficult it is to break that image of higher education. In referring to the District's current poor reputation for higher education, one DC Council member stated "the history of this disaster is the problem." This negative perception seems to factor into many interviewees' opinions on the potential success of a community college.

## **Conclusion**

Though the barriers to success seem insurmountable, or at least extremely difficult to overcome, all people interviewed quickly referred back to the District's overwhelming desire for a community college. People recognize that changes need to be made, at both the community and government level in order to address the low education and skill levels of DC residents. One business representative familiar with higher education issues and academic affairs commented that DC already has the "demand and supply" for a community college to be successful. It comes down to the political will of those controlling the college's formation.

In offering advice on establishing a successful community college in the District, interviewees cite the following:

- A collective willingness to make changes and redirect financial resources
- An independence for the new community college from excessive government intervention
- Recognizing that institutional change will cause stress and discomfort
- The history and politics of the DC education system needs to be addressed
- A champion for higher education needs to emerge from the government and/or community
- Regional, education, community and business partnerships to create a seamless education pathway

The new community college will need to be willing and able to accept its leadership role in the DC community and bridging together diverse constituencies. In turn, the DC community and its residents will respond with encouragement and support for the new community college.

Full list of affiliations of individuals interviewed, conducted between December 2008 and March 2009 by JBL Associates, Inc.

## **Affiliation**

University of the District of Columbia

DC City Council

Consortium of Universities of the Washington Metropolitan Area

Greater Washington Board of Trade

Prince George's Community College

Hotel Association of Washington

Georgetown University Law Center

Universities at Shady Grove

DC Office of the Deputy Mayor for Education

DC Office of the Chief Financial Officer

DC Office of Planning

DC Department of Employment Services

Office of the State Superintendent for Education (OSSE)

Federal City Council

PNC Bank

University of the District of Columbia

Southeastern University

Montgomery College

DC Chamber of Commerce

Trinity University

Washington DC Economic Partnership

DC Public Schools

MedStar Health

Washington Area Women's Foundation

Gates Foundation

Northern Virginia Community College

**Group Meetings:**

1. Adult students in the Project Empowerment Program
2. DC Jobs Council/DC Learns
3. Double the Numbers Coalition
4. Friends of Charter Schools
5. Hospitality Public Charter, Roosevelt Senior and Roosevelt STAY program students
6. Long Term Care Coalition
7. Office of State Superintendent for Education, Division of Postsecondary and Workforce Readiness
8. Ward 8 Workforce Development Council

## **Guidelines and Protocols for Interviewers**

Upon completing your scheduled interview, we will ask that you submit to JBLA within 10 days of the interview:

1. A typed report summarizing your interview (explained in greater detail below)
2. A copy of your field notes, in rough form
3. Additional materials/documents you may have received during the interview

### **Interview Protocols. Attached are the interview protocols for four individual groups.**

1. Local Business/Industry Representatives
2. DC Government
3. Other Education Providers: Higher Education/Adult Education
4. Other Education Providers: Elementary/Secondary

For each interview, please follow the appropriate protocol according to the designated interviewee. Also, discussions during interviews should be held confidential. It is still to be determined whether reports/notes will be shared with Management Team members. Please feel free to contact JBLA with any questions.

Also, please consider these three larger questions or themes when conducting the interviews. They will be used as we organize and summarize the entire interview process for our final report on the feasibility study.

1. What should be the larger vision for the new community college?
2. What issues/policies/practices are important for the new community college to address?
3. What attributes/features are essential for a success community college in DC?

**Interview Report Outline.** A report is required for each interview and should follow the questions listed in the designated protocol, adding any additional information or discussions. The report should be no more than 5 pages double-spaced, 2-3 pages single spaced. Please include contact information on the interviewee, the place and time of the interview, and a list of additional materials received during the interview. Direct quotations from the interviews or documents should be properly cited.

When writing the report, please add information about (when applicable) the following topic areas:

1. Mission and vision for the new community college
2. Governance and financial structure for the new community college and its relationship to the DC government
3. Collaboration and coordination among other higher education providers in DC
4. Maintaining seamless pathways from high school to community college, career, and bachelor's degree or beyond
5. Encouraging partnerships with local business/industry
6. Barriers to success in achieving these goals

A completed report is due to JBLA ten days after the scheduled interview. JBLA will then review the report and follow up with any questions regarding the information you received during the interview.

Thank you again for your work on the DC Community College Feasibility Study and please let JBLA know if you have any questions or concerns.

**Interview Protocol:  
Local Business/ Industry Representatives**

**Interview Questions**

- How do you currently interact with DC's colleges and universities?
- Have you ever considered using the local colleges and universities to handle professional development and/or training at your business? What are your current sources for staff training specific to your industry and/or business?
- What skills would the "ideal graduate" have if coming directly from a DC community college into your industry?
- What skill sets are you looking for in entry-level employees (and where are you encountering a shortage of skilled workers?)
- What specialized skills are required for success in your industry, and how do you develop those skills among your incumbent workers?
- Where do you go to find new employees that are trained by a community college?
- Do you see opportunities for partnerships between your industry (and firms like yours) and a DC community college?
- What burdens do you see in partnering or collaborating with a DC community college?
- What incentives, financial and/or structural, would alleviate those burdens?

## Interview Protocol: DC Government

### Interview Questions:

- What do you see as the DC government's role in developing a new community college?
- Do you see a change in the DC government's current relationship with UDC if a new community college is created?
- How do you envision a governance system/structure for the new community college? In relation to UDC? In relation to other higher education institutions in DC?
- Ideally, what type of coordinating board would you form to organize all of the higher education institutions in DC?
- How much independence—financial and structural—would be appropriate for the new community college?
- For the DC government, what would be the realistic estimate for financial support for an independent community college?
- What facilities are currently available in DC that could be used for the new community college? What would you identify as valuable space or locations for a community college?
- How would you like the new community college to interact and/or partner with the DC community and its residents?
- What are the most important functions that a community college would fulfill?
- What are the issues that will need to be addressed in planning for a new community college?
- In terms of a 5 year plan, what would you like to see the community college accomplish?

**Interview Protocol:  
Other Education Providers: Higher Education/Adult Education**

**Interview Questions:**

- What programs are currently available or in high demand at your institution (degree-granting, technical, occupational)? What facilities or resources do you have available for those programs? How do you currently staff those programs?
- How does your institution aid in the workforce development of the DC community? What are your signature programs or offerings? What are your principal markets?
- What concerns or sensitivities would you have to a new community college in DC?
- How do you see your institution interacting or collaborating with the new community college?
- How do you see the current relationship between DC public schools and career/technical colleges in the city and region?
- How would you like to see the new community college interact with other higher education providers? High schools? The business community?
- How would you recommend the DC government organize the governance structure and/or overall administration of the new community college?
- What advice would you give to the new community college?

**Interview Protocol:  
Other Education Providers: Elementary/Secondary**

**Interview Questions:**

- Do you currently participate in or offer programs to bridge the gap between high school and college? Do you offer dual enrollment? Do you align high school graduation standards with college entrance standards?
- How would you build a stronger pathway from high school to higher education, specifically to a community college?
- What type of coordination or collaboration would you like to have with the new community college?
- What programs are currently available at your school to help with career development?
- What training and/or career resources would you like to see be available at a new community college?
- What do you think has to happen at the high school level to help build the pathway from high school to college?
- What incentives or policy changes could facilitate stronger partnerships and school-to-college pathways involving a community college?

## APPENDIX D: EXPENDITURES FOR UDC PEER GROUP COLLEGES

UDC compared to peer community colleges									
Institution Name	Instruction	Research	Pub Serv	Acad Supp	Stud Serv	Inst Supp	O&M Plant	Scholarships	E&G Exp
Community College of Denver	\$4,130	\$0	\$51	\$1,423	\$1,080	\$1,075	\$761	\$284	\$8,803
Jefferson Community and Tech. Coll.	\$3,129	\$0	\$11	\$495	\$537	\$794	\$542	\$1,068	\$6,575
Baltimore City CC	\$6,641	\$0	\$313	\$1,337	\$1,525	\$2,187	\$2,377	\$1,356	\$15,735
Bunker Hill CC	\$4,662	\$0	\$0	\$1,357	\$1,895	\$1,391	\$1,124	\$1,136	\$11,565
Oklahoma City CC	\$3,564	\$0	\$55	\$149	\$824	\$696	\$695	\$602	\$6,585
Portland CC	\$5,693	\$0	\$0	\$995	\$1,966	\$475	\$1,624	\$482	\$11,234
Nashville State Technical CC	\$4,127	\$0	\$177	\$888	\$640	\$1,010	\$724	\$263	\$7,828
Average School	\$4,601	\$0	\$58	\$868	\$1,290	\$910	\$1,144	\$713	\$9,583
<b>UDC</b>	<b>\$12,891</b>	<b>\$1,019</b>	<b>\$1,063</b>	<b>\$3,835</b>	<b>\$2,361</b>	<b>\$6,067</b>	<b>\$2,691</b>	<b>\$678</b>	<b>\$30,605</b>

UDC compared to Achieving the Dream Colleges									
Coastal Bend College	\$4,797	\$0	\$450	\$863	\$1,345	\$1,763	\$1,142	\$1,783	\$12,144
Cuyahoga CC District	\$4,138	\$0	\$1,205	\$1,380	\$1,216	\$2,129	\$1,489	\$2,548	\$14,106
Danville CC	\$5,194	\$0	\$11	\$926	\$509	\$1,394	\$809	\$824	\$9,666
Durham Technical CC	\$6,310	\$0	\$28	\$1,082	\$719	\$1,608	\$1,060	\$810	\$11,616
El Paso CC	\$3,317	\$1	\$356	\$978	\$682	\$1,269	\$555	\$1,440	\$8,599
Guilford Technical CC	\$4,421	\$0	\$0	\$552	\$445	\$1,112	\$1,063	\$726	\$8,319
Hillsborough CC	\$3,244	\$0	\$217	\$428	\$938	\$1,483	\$1,260	\$940	\$8,510
Jefferson CC	\$3,910	\$0	\$1,074	\$574	\$1,041	\$1,685	\$790	\$454	\$9,528
Mountain Empire CC	\$4,648	\$0	\$113	\$1,187	\$659	\$1,186	\$678	\$1,033	\$9,504
North Central State College	\$4,167	\$0	\$851	\$650	\$839	\$3,566	\$816	\$725	\$11,614
Patrick Henry CC	\$4,546	\$0	\$218	\$1,076	\$597	\$1,762	\$560	\$1,269	\$10,027
Sinclair CC	\$5,589	\$0	\$412	\$907	\$1,162	\$1,313	\$1,215	\$606	\$11,204
South Texas College	\$3,352	\$0	\$159	\$716	\$684	\$1,308	\$771	\$1,639	\$8,630
Southwest Texas JC	\$3,675	\$0	\$578	\$867	\$856	\$1,159	\$1,289	\$1,138	\$9,561
Valencia CC	\$2,707	\$0	\$0	\$595	\$767	\$1,258	\$1,059	\$500	\$6,886
Zane State College	\$4,128	\$0	\$0	\$532	\$754	\$2,105	\$575	\$0	\$8,093
Average School	\$3,830	\$0	\$349	\$823	\$852	\$1,482	\$1,035	\$1,169	\$9,540
<b>UDC</b>	<b>\$12,891</b>	<b>\$1,019</b>	<b>\$1,063</b>	<b>\$3,835</b>	<b>\$2,361</b>	<b>\$6,067</b>	<b>\$2,691</b>	<b>\$678</b>	<b>\$30,605</b>

UDC compared to peer universities									
Auburn University-Montgomery	\$6,027	\$56	\$6,206	\$1,171	\$1,026	\$1,809	\$1,247	\$611	\$18,153
Alcorn State University	\$5,811	\$2,439	\$1,438	\$858	\$1,277	\$2,645	\$1,731	\$1,907	\$18,105
Montana State Univ.-Billings	\$6,943	\$270	\$750	\$1,304	\$2,001	\$1,330	\$2,167	\$1,218	\$15,982
Eastern New Mexico Univ.-Main	\$5,474	\$280	\$1,795	\$1,066	\$2,002	\$1,463	\$1,495	\$1,900	\$15,474
SUNY-Potsdam	\$8,215	\$43	\$924	\$1,385	\$1,116	\$2,061	\$2,451	\$610	\$16,805
SUNY College at Purchase	\$7,602	\$31	\$595	\$1,942	\$1,587	\$2,940	\$4,028	\$447	\$19,171
Univ. of North Carolina-Asheville	\$7,130	\$243	\$1,822	\$1,255	\$1,042	\$2,325	\$2,869	\$878	\$17,564
Mansfield University PA	\$6,800	\$2	\$177	\$1,213	\$2,006	\$3,141	\$1,409	\$830	\$15,576
The Evergreen State College	\$6,410	\$16	\$667	\$1,660	\$1,310	\$2,227	\$2,129	\$3,026	\$17,446
Calif. State Univ.-Monterey Bay	\$6,373	\$0	\$82	\$2,365	\$2,278	\$2,950	\$87	\$2,255	\$16,390
Average School	\$6,720	\$305	\$1,458	\$1,452	\$1,541	\$2,297	\$1,991	\$1,377	\$17,142
<b>UDC</b>	<b>\$12,891</b>	<b>\$1,019</b>	<b>\$1,063</b>	<b>\$3,835</b>	<b>\$2,361</b>	<b>\$6,067</b>	<b>\$2,691</b>	<b>\$678</b>	<b>\$30,605</b>

## APPENDIX E: MIDDLE STATES ACCREDITATION



Middle States Commission on Higher Education

3624 Market Street, Philadelphia, PA 19104-2680. Tel: 267-284-5000. [www.msche.org](http://www.msche.org)

### *Policy Statement*

## Separately Accreditable Institutions

### **Background:**

Each of the U.S. regional accrediting commissions adopted a policy similar to the following policy for institutions operating inter-regionally. In addition, the Middle States Commission on Higher Education applies the policy to institutions operating solely within the Middle States region.

### **Policy:**

An educational site located in a region other than that of the home campus of the accredited institution (the "home region") must seek separate accreditation in the region where it exists (the "host region") if it functions independently of operational control of the home campus of the college or university. An educational site located within the Middle States region also must seek separate accreditation if it is operationally independent of the home campus of the college or university.

An educational site will be deemed operationally independent and accreditable by the host region when it meets criteria such as:

The educational site:

1. has, under governing body policy, substantial financial and administrative independence from the home institution, including matters related to personnel;
2. has a full-time chief administrative officer;
3. is empowered, under governing body policy, to initiate and sustain its own academic programs;
4. has degree-granting authority in the state or jurisdiction where it is located.

The Commission of the home region determines whether a site is separately accreditable and the accreditation status of that site. The host region will review any educational sites identified as operationally independent in keeping with its policies and procedures for applying institutions. If possible, a host regional accreditor will accredit separately accreditable sites by transfer of accreditation as "full, faith and credit" from a sister regional accreditor without treating the site as a new candidate institution.

A site identified as separately accreditable will continue to be included in the accreditation of the home college or university until it achieves separate accreditation, as long as the separately accreditable site makes timely progress toward separate accreditation. Failure to do so may result in a negative accreditation action or removal of accreditation for the entire institution. Because the separately

accreditable site was previously included in the accreditation of another accredited institution, accreditation may be removed for that site without a Commission vote of "show cause" for removal of accreditation.

If the separately accreditable site is located in the Middle States region, the Commission will notify the institution that the site must be separately accredited. If determined to be appropriate by the Commission, the site will be accredited only if it meets the Commission's requirements, policies, and procedures for applicant institutions.

Nothing in this policy is intended to require the home region to accredit a separately accreditable site in another region or in the home region. For example, a site may no longer be sufficiently within the control of the home institution to be included in its accreditation, even if it does not meet the accreditation requirements of the regional accreditor in the host or home region.

Off-campus educational sites, regardless of location, not found to be operationally independent are included in the accreditation of the home campus. The operational independence of such sites is periodically reviewed under this policy.

Not adopted by other regions and applying only to those institutions operating within the Middle States region, the following differences between the site and the main campus also may indicate that an institution is separately accreditable:

- different mission;
- different demographics of the student body;
- different degrees offered; or
- students may complete the entire degree at that site without attending another site of the institution.

*Version: 0904*