

**GOVERNMENT OF THE DISTRICT OF COLUMBIA
OFFICE OF THE INSPECTOR GENERAL**

**Audit of the
Workforce Development Program
University of the District of Columbia**



**CHARLES J. WILLOUGHBY
INSPECTOR GENERAL**

GOVERNMENT OF THE DISTRICT OF COLUMBIA
Office of the Inspector General

Inspector General



July 9, 2008

Mr. Stanley Jackson
Acting President
University of the District of Columbia
4200 Connecticut Avenue, N.W.
Washington, D.C. 20008

Dear Mr. Jackson:

Enclosed is our final report summarizing the results of the Office of the Inspector General's (OIG) Audit of the Workforce Development Program at the University of the District of Columbia (UDC) (OIG No. 07-2-33GG). The audit was initiated in response to concerns raised by the Acting President of UDC. These concerns centered on the management and effectiveness of the WDP and a desire to identify and correct problems within the WDP.

As a result of our audit, we directed 20 recommendations to UDC for necessary actions to correct described deficiencies. We received a detailed response to the draft audit report from UDC on June 20, 2008. UDC's actions taken and planned fully address all of the recommendations. The full text of UDC's response is included at Exhibit B.

We appreciate the cooperation extended to our staff during the audit. If you have questions, please contact William J. DiVello, Assistant Inspector General for Audits, at (202) 727-2540.

Sincerely,


Charles J. Willoughby
Inspector General

Enclosure

cc: See Distribution List

CJW/cj

DISTRIBUTION:

The Honorable Adrian M. Fenty, Mayor, District of Columbia (1 copy)
Mr. Daniel M. Tangherlini, City Administrator and Deputy Mayor, District of Columbia (1 copy)
Mr. Neil O. Albert, Deputy Mayor for Planning and Economic Development (1 copy)
Mr. Victor Reinoso, Deputy Mayor for Education (1 copy)
The Honorable Vincent C. Gray, Chairman, Council of the District of Columbia (1 copy)
The Honorable Carol M. Schwartz, Chairperson, Committee on Workforce Development and Government Operations, Council of the District of Columbia (1 copy)
Ms. Tene Dolphin, Chief of Staff, Office of the Mayor (1 copy)
Ms. JoAnne Ginsberg, Director, Policy and Legislative Affairs (1 copy)
Ms. Carrie Brooks, Spokesperson, Office of Communications (1 copy)
Mr. William Singer, Chief of Budget Execution, Office of the City Administrator (1 copy)
Ms. Cynthia Brock-Smith, Secretary to the Council (13 copies)
Mr. Peter Nickles, Interim Attorney General for the District of Columbia (1 copy)
Dr. Natwar M. Gandhi, Chief Financial Officer (5 copies)
Mr. Robert Andary, Executive Director, Office of Integrity and Oversight, Office of the Chief Financial Officer (1 copy)
Ms. Deborah K. Nichols, D.C. Auditor (1 copy)
Ms. Kelly Valentine, Director and Chief Risk Officer, Office of Risk Management (1 copy)
Mr. McCoy Williams, Managing Director, FMA, GAO (1 copy)
Ms. Jeanette M. Franzel, Director, FMA, GAO (1 copy)
The Honorable Eleanor Holmes Norton, D.C. Delegate, House of Representatives, Attention: David Grosso (1 copy)
The Honorable Henry A. Waxman, Chairman, House Committee on Oversight and Government Reform, Attention: Phil Schiliro (1 copy)
The Honorable Tom Davis, Ranking Member, House Committee on Oversight and Government Reform (1 copy)
The Honorable Danny K. Davis, Chairman, House Subcommittee on the Federal Workforce, Postal Service, and the District of Columbia, Attention: Tania Shand (1 copy)
The Honorable Kenny Marchant, Ranking Member, House Subcommittee on the Federal Workforce, Postal Service, and the District of Columbia (1 copy)
The Honorable Joseph Lieberman, Chairman, Senate Committee on Homeland Security and Governmental Affairs, Attention: Holly Idelson (1 copy)
The Honorable Susan Collins, Ranking Member, Senate Committee on Homeland Security and Governmental Affairs (1 copy)
The Honorable Daniel K. Akaka, Chairman, Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia (1 copy)
The Honorable George Voinovich, Ranking Member, Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia (1 copy)
The Honorable David Obey, Chairman, House Committee on Appropriations, Attention: Rob Nabors (1 copy)
The Honorable Jerry Lewis, Ranking Member, House Committee on Appropriations (1 copy)

Stanley Jackson, Acting President
July 9, 2008
Page 3 of 3

- The Honorable José E. Serrano, Chairman, House Subcommittee on Financial Services and General Government, Attention: Dale Oak (1 copy)
- The Honorable Ralph Regula, Ranking Member, House Subcommittee on Financial Services and General Government (1 copy)
- The Honorable Robert C. Byrd, Chairman, Senate Committee on Appropriations, Attention: Terrence E. Sauvain (1 copy)
- The Honorable Thad Cochran, Ranking Member, Senate Committee on Appropriations (1 copy)
- The Honorable Richard Durbin, Chairman, Senate Subcommittee on Financial Services and General Government (1 copy)
- The Honorable Sam Brownback, Ranking Member, Senate Subcommittee on Financial Services and General Government (1 copy)

TABLE OF CONTENTS

EXECUTIVE DIGEST

OVERVIEW	i
PERSPECTIVE.....	i
CONCLUSIONS.....	ii
CORRECTIVE ACTIONS	iv
MANAGEMENT RESPONSE.....	iv

INTRODUCTION

BACKGROUND	1
OBJECTIVES	4
SCOPE AND METHODOLOGY	4

FINDINGS AND RECOMMENDATIONS

FINDING 1: MANAGEMENT OF PROGRAM OPERATIONS	5
FINDING 2: ATTAINMENT OF PROGRAM GOALS.....	10
FINDING 3: ANALYSIS OF PROGRAM DATA	20
FINDING 4: WORKFORCE DEVELOPMENT PROGRAM EXPENDITURES	31
FINDING 5: BENCHMARKING	42

EXHIBITS

A. SUMMARY OF POTENTIAL BENEFITS RESULTING FROM AUDIT	48
B. UDC'S RESPONSE TO THE DRAFT REPORT	52

APPENDICES

A. SCHEDULE OF WDP COURSES	70
B. SCHEDULE OF WDP CLASSES WITH FEWER THAN 10 STUDENTS	71

EXECUTIVE DIGEST

OVERVIEW

The District of Columbia Office of Inspector General (OIG) has completed an audit of the Workforce Development Program (WDP) at the University of the District of Columbia (UDC). The audit was initiated in response to concerns raised by the Acting President of UDC. These concerns centered on the management and effectiveness of the WDP and a desire to identify and correct problems within the WDP.

The fiscal years (FYs) 2006 and 2007 budget for the WDP was \$3,713,031 and \$3,588,591 respectively. Since its inception, UDC has enrolled 1,367 students in the program (138 students enrolled in credit courses and 1,229 in non-credit courses).

The audit focuses on the overall management, development, and implementation of the WDP. We evaluated existing policies and procedures, reviewed program expenditures, and compiled data related to student and class attributes. Our scope covered FYs 2006 and 2007.

PERSPECTIVE

According to a UDC June 2007 WDP planning document:

[T]he Washington regional economy is one of the strongest in the nation. However, an analysis of the employment data for the District of Columbia proper paints a very different picture. One of the District's major weaknesses is the wide disparity between the growing job market and the skills of the City's residents. The availability of a well-educated workforce that understands the importance of and values life-long learning opportunities is a major challenge. Today's employee will hold more than nine different jobs in his or her lifetime, each with unique education and training requirements.¹

In addition, UDC notes that even though over one third of District residents have college degrees, more than one third of the city's residents are functionally illiterate.² At the time of UDC's planning document, the Washington metropolitan area's "job boom" was not positively affecting District residents who lacked a high school diploma and had low level reading skills.³ UDC envisioned its WDP "bridging the gap" through placing education and training programs in convenient locations within the city.⁴ To address these issues, the Council of the District of Columbia approved an appropriation

¹ UDC Workforce Development Initiative Discussion Document for Planning Discussion Document for Planning Committee 1 (Jun. 27, 2007).

² *Id.* at 2.

³ *Id.* at 1.

⁴ *Id.* at 4.

EXECUTIVE DIGEST

of \$3.7 million starting in FY 2006 to enable UDC to establish a program to provide college and workforce development courses to D.C. residents at convenient locations in low income areas of the city. The objective of the program is to provide easy access to D.C. residents most in need of education and workforce development services to enable them to acquire and retain good paying jobs – at a living wage.

CONCLUSIONS

We determined that although UDC has sufficient human and financial resources allotted to the WDP, the overall quality and ultimate success of the WDP is in jeopardy. The effectiveness of the WDP has been diminished because of ineffective management and poor internal controls over operations. Accordingly, corrective measures are warranted in several areas to improve WDP operations. In order to facilitate corrective actions, we provided feedback to UDC officials during the course of the audit.

RESULTS IN BRIEF

A summary of the areas requiring improvement and our recommendations for correcting the deficiencies follow.

Management of Program Operations

UDC officials did not implement an effective management structure and corresponding internal controls to administer the WDP properly. Specifically, we found: (1) proper lines of authority were not created to authorize, approve, or review WDP operations; (2) policies governing the WDP were ineffective or nonexistent; and (3) meaningful monitoring and reporting of WDP finances were not performed. As a result, the effectiveness and efficiency of the WDP was significantly diminished. These management deficiencies are the underlying causes relative to the findings that follow.

Attainment of Program Goals

Based on available data, we found that: (1) courses identified by labor market trends as needed were not always offered; (2) many students have not performed satisfactorily, nor have they matriculated to the main campus as projected; and (3) there was no reliable information to show that students who completed WDP classes obtained jobs based on the training and education received or advanced in their current employment. We attributed these deficiencies to ineffective management of the WDP.

EXECUTIVE DIGEST

Analysis of Program Data

UDC management did not put in place a mechanism to collect and analyze data relating to student and class attributes such as enrollment, gender, course types, and locations. Such data are critical in determining the direction of the program, planning for future needs, and ensuring that WDP goals are achieved.

Additionally, our analysis of student and class data found that inadequate enforcement of policies contributed to excessive costs to the WDP. Specifically: 1) policies limiting the number of credit classes per student are not enforced; and 2) classes were held with fewer than 10 students without proper approvals in contravention of UDC policy.

Lastly, our program analysis related to the enrollment, location, gender of students, and number of courses taken suggests that UDC needs to concentrate efforts on increasing overall enrollment figures for the WDP, as well as offer courses that attract more males into the program. If the WDP was able to attract more male students, it may have a direct bearing on citywide factors such as unemployment, crime, and health.

Workforce Development Program Expenditures

Our review identified poor financial management over WDP funds. We classified \$2,764,215 as unexpended appropriations, \$1,077,603 as inefficient use of funds, and \$44,562 as inappropriate use of funds.

Specifically, our review of expenditures identified the following deficiencies: (1) persons charged their time to the WDP, when their work duties encompassed activities outside of the WDP; (2) persons performed services for the WDP that were duplicative of services already performed by WDP staff and, therefore, unnecessary; (3) the program hired faculty as full-time instructors to teach only one class, rather than using adjunct professors at significantly reduced amounts; (4) there were unused materials and supplies; and (5) there were questionable payments for contract services.

Benchmarking

Our benchmarking analysis identified several areas in which UDC officials can make improvements to its WDP in order for it to serve more students and better achieve its goals. These areas include better advertisement of the WDP, expansion of the number and types of classes offered, and offering courses online and/or at community centers. Our research indicates that the WDP has a tremendous “up-side” and, if properly implemented, can help bridge the unemployment gap between under-educated and well-educated citizens.

EXECUTIVE DIGEST

CORRECTIVE ACTIONS

We directed 20 recommendations to the UDC Acting President that we believe are necessary to correct the deficiencies noted in this report. The recommendations, in part, center on:

- Establishing and documenting a WDP organizational structure that clearly depicts authority, assigns responsibilities, and provides accountability for the success of the WDP.
- Developing directives over WDP operations and include, as appropriate, these requirements in the performance standards of accountable personnel.
- Establishing a 5-year master plan for the WDP that sets forth measurable milestones to facilitate achievement of WDP objectives.
- Providing or redesigning courses that match projected market job demands and attract male students.
- Conducting an inventory of all student files, updating student files to include required data, and maintaining accurate student files.
- Developing a performance measurement program for the WDP.
- Maintaining a complete and accurate central database for credit and non-credit courses held and students who attended. Such a database would provide personal data, as well as class data (e.a., course number, course name, dates attended, and student performance results) for each student in the WDP.
- Establishing controls to ensure that contracts awarded by UDC are economically efficient and deliverables are definite and measurable.
- Employing a mechanism that requires periodic benchmarking with other jurisdictions to help employ best practice.

MANAGEMENT RESPONSE

We received a detailed response to the draft audit report from UDC on June 20, 2008. UDC concurred with the findings and reported actions taken and planned to fully address all of the recommendations. In its response, UDC asked the OIG to provide additional details regarding instances of inefficiencies surrounding staffing and excessive salary costs charged to the WDP discussed in Finding No. 4. The OIG has addressed this issue under separate cover. The full text of UDC's response is included at Exhibit B.

INTRODUCTION

BACKGROUND

The University of the District of Columbia (UDC) is an urban land-grant institution of higher education with an open admission policy, and offers quality post-secondary education to District of Columbia residents that is affordable. UDC offers certificate, associate, baccalaureate, and graduate degrees that prepare students for immediate entry into the workforce, further education, and specialized employment opportunities, as well as lifelong learning.

The UDC was created by a federal statute in 1974 that combined three institutions of higher education. The UDC is accredited by the Commission on Higher Education of the Middle States Association of Colleges and Schools (Commission). This Commission is an institutional accrediting agency recognized by the U.S. Secretary of Education. In 2005, UDC received a 10-year unconditional reaffirmation of its accreditation from the Commission. UDC represents the only public post-secondary education institution in the District of Columbia.

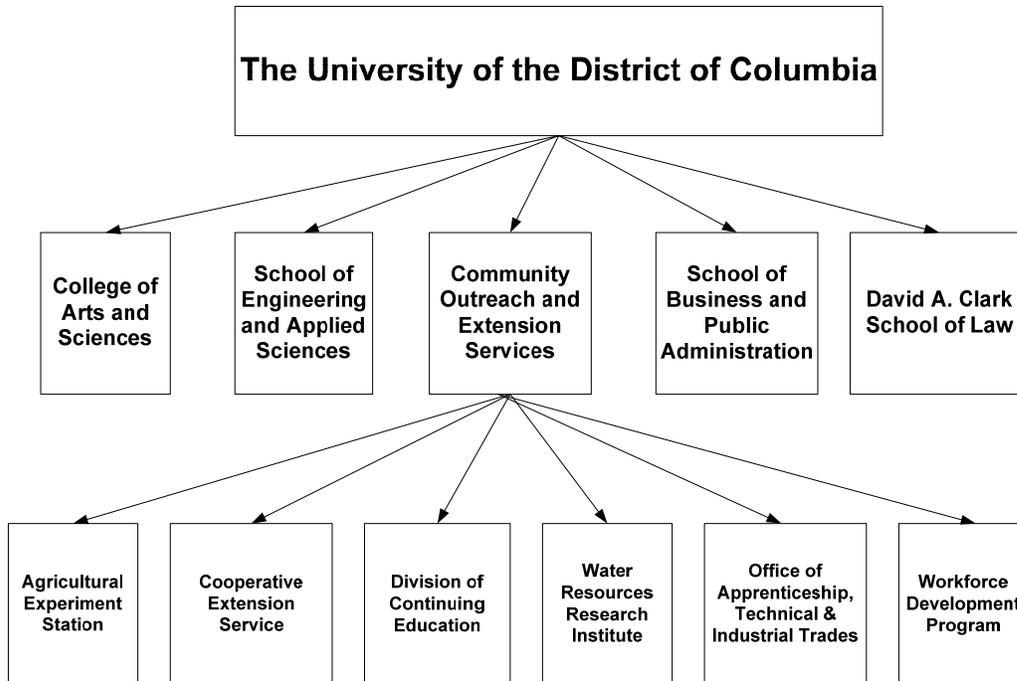
UDC Educational Structure

The UDC offers 75 undergraduate and graduate academic degrees through the College of Arts and Sciences; the School of Business and Public Administration; the School of Engineering and Applied Sciences; and the UDC David A. Clarke School of Law. The Community Outreach and Extension Services (COES) offers nonacademic educational programs and training.

The COES provides a wide range of research, education, and training programs that are designed to improve the quality of life for District residents. In October 2005, the Workforce Development Program (WDP) was added as a major component of the COES⁵. The following flow chart presents the basic components of the UDC and the COES.

⁵ Information provided in this section has been obtained from UDC's 2006-2008 Course Catalog.

INTRODUCTION



Workforce Development Program

The UDC formally defines workforce development as follows:

the coordination of school, company, and governmental policies and programs such that as a collective they enable individuals the opportunity to realize a sustainable livelihood and organizations to achieve exemplary goals, consistent with the history, culture, and goals of the societal context.⁶

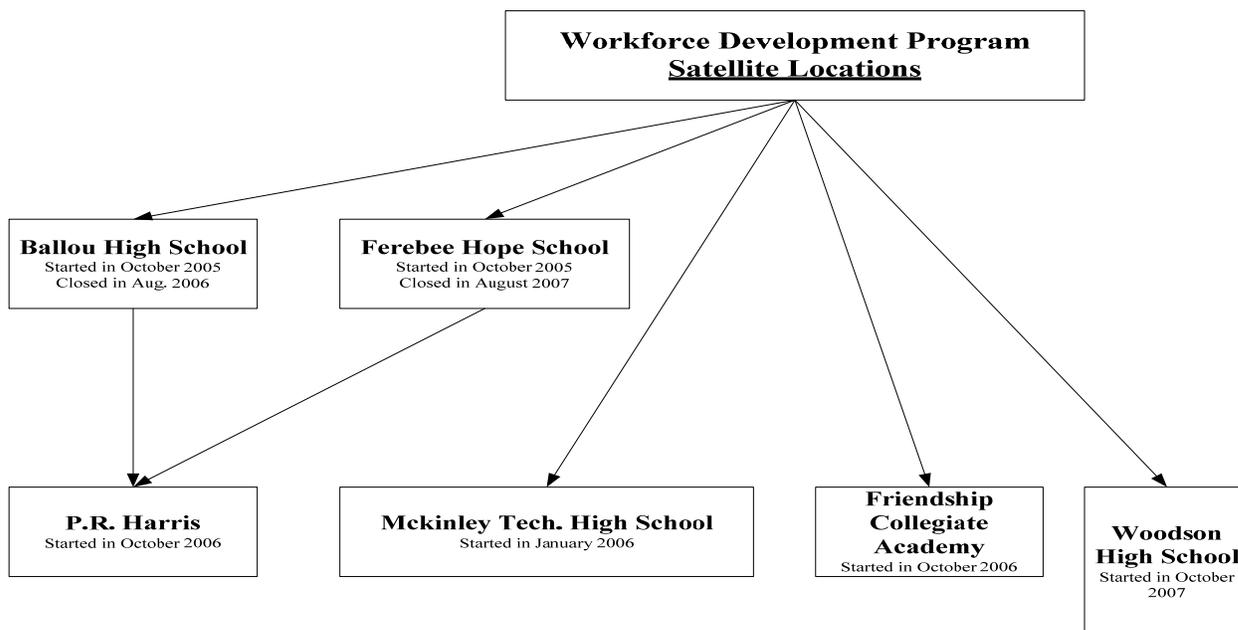
WDP Satellite Locations

To address the needs of students and make courses available in their neighborhoods, close to their home and work, UDC initially established satellite centers in six locations. The first satellite location was established in Ward 8 at Ballou Senior High School in the fall of 2005. On October 2005, the arrangement was made to open another satellite location at Ferebee Hope School and start offering classes by the spring of 2006. Additionally, during 2006, the

⁶ University of the District of Columbia Community-Based Job Training Grant Request to the U.S. Department of Labor, 31 (July 6, 2005) (quoting R. Jacobs, Understanding Workforce Development: Definition, Conceptual Boundaries, and Future Perspective Proceedings of the Annual Conference of the International Conference on Technical and Vocational Education and Training (2002).

INTRODUCTION

WDP had two satellite centers opened and closed in the same year (Marshall Heights and Meadow Green). In August 2006, the Ballou Program was moved to the P.R. Harris Educational Center where a significantly larger space could accommodate increases in demand. By August 2007, the Ferebee Hope program was also closed and moved to P.R. Harris Educational Center. Currently, the WDP has four satellite centers, including the Woodson High School Center that was just opened in October 2007. The following flowchart presents the WDP's satellite centers.



WDP Features

The WDP features the following elements:

- Locations are easily accessible and in areas of the city with the greatest need;
- Evening classes are scheduled so working adults can attend;
- Courses reflect the interests and requests of the community;
- Courses are offered at no cost to D.C. residents; and
- An array of services are provided on site, such as:
 - Assistance for completing the admission application
 - Counseling
 - Child care services
 - Emergency health services
 - Security
 - Textbooks
 - On-site program coordination

INTRODUCTION

OBJECTIVES

The objectives of the audit were to determine whether: (1) the WDP was administered in accordance with laws and regulations; and (2) internal controls over fund transactions and financial reporting were adequate. Specifically, we reviewed program expenditures to ensure that goods and services procured were received and benefited the WDP, and that contracting practices adhered to best price/value guidelines. Additionally, we evaluated management action to build an infrastructure that ensures proper monitoring of program operations.

SCOPE AND METHODOLOGY

To obtain information relating to WDP operations, we interviewed program staff, program coordinators, and various UDC officials tasked with establishing the WDP and carrying out its mission. Our interviews included: the Dean of COES; the Provost; various assistants to the Provost; the UDC President; budget, contracting and procurement personnel; registrar and payroll employees; teachers; nurses; childcare workers; and counselors. Additionally, we observed classes at the satellite locations and observed the operations at the childcare and nursing centers.

We analyzed personnel and non-personnel expenditures for FY 2006 and FY 2007. We performed asset verification tests to ensure existence and proper accountability of assets. Also, we performed costs analyses to ensure best price practices were followed and to determine appropriateness of expenditures. Although our audit scope encompassed FYs 2006 and 2007, we were unable to perform detailed testing of expenditures incurred in FY 2006 due to limitations in the accounting structure. We relied on computer-processed data provided to us, which detailed information on budgeted and actual expenditures of the WDP for the period of our review. Although we did not perform a formal reliability assessment of the computer-processed data, we determined that the hard copy documents we reviewed were reasonable and generally agreed with the information contained in the computer-processed data. We did not find errors that would preclude use of the computer-processed data to meet the audit objectives or that would change the conclusions in this report.

Our review also provides data arrays of WDP courses including non-credit and credit courses at the various satellite centers, as well as arrays of student and class attributes.

We also performed benchmarking of UDC's WDP against the WDP of Northern Virginia Community College (NVCC) and Montgomery College (MC). While these educational institutions are located in different economic and social areas, we were able to compare the types of courses offered, the number of courses, the number of students served, and the number of satellite locations.

Our audit was conducted in accordance with generally accepted government auditing standards and included such tests as deemed necessary.

RESULTS OF AUDIT

FINDING 1: MANAGEMENT OF PROGRAM OPERATIONS
--

SYNOPSIS

UDC officials did not implement an effective management structure and corresponding internal controls to administer the WDP properly. Specifically, we found: (1) proper lines of authority were not created to authorize, approve, or review WDP operations; (2) policies governing the WDP were ineffective or nonexistent; and (3) meaningful monitoring and reporting of WDP finances were not performed. As a result, the effectiveness and efficiency of the WDP was significantly diminished. These management deficiencies are the underlying causes relative to the findings that follow.

DISCUSSION

WDP Management Structure

Our review of the WDP management structure identified inconsistent management practices, a lack of (or inattention to) management information, and an inadequate organizational infrastructure. We believe that these conditions resulted from inconsistency in leadership, conflicting lines of authority, and WDP management officials that were involved but not committed to the WDP. During the scope of our review, oversight of the WDP was transferred among the following persons: (1) Assistant to the Provost; (2) the Dean of the COES; and (3) the Director of the Technical and Industrial.

We identified various positions that played key roles in the implementation and ongoing operations of the WDP such as procuring goods and services, hiring instructors, course selection, and registration of students. While this in and of itself is not a problem, a problem ensues when there is no one accountable to ensure assigned tasks are completed and performed in an effective manner. For example, we found that various persons were entering into contracts (or authorizing and approving procurements) for goods and services without documented authority or coordination among WDP staff to ensure that: 1) proper procedures were followed; 2) a need had been established for the good or service procured; and 3) the items procured were for the WDP.

Establishment of Policies and Procedures

Prominently absent from the program was written guidance, directives, or other documents needed to manage and direct WDP operations. Guidance informing managers, supervisors, and staffs of their specific responsibilities and duties and what they will be held accountable for were not prepared.

RESULTS OF AUDIT

At the onset of our audit, we asked for the policies and procedures governing the WDP. We were told that for credit courses, the WDP follows the policies contained in the UDC Handbook. In a review of these policies, we found that they addressed such topics as class attendance, grades, and student conduct.

For both non-credit and credit courses, we were provided a handful of emails and notes from the Assistant to the Provost and program coordinators that centered on the number of classes students were allowed to take or class attendance (allowed absences). While WDP officials were able to identify these policies, they were not widely known or consistently followed. For example, the policy regarding the number of courses allowed to be taken by a student provided a limit of four 3-credit hour classes. We identified 41 students who had taken more than 4 classes; some had taken as many as 12 classes. One student had even taken the same class twice and received an “A” each time. (See Table 4 for an analysis of the cost per class per student.)

We could not find policies or procedures that addressed critical areas such as: the intake process; education or residency requirements; student class placement; or requirements for preparing course descriptions, syllabi, class schedules, rosters, evaluations (course material or instructor), or hiring of instructors. Policies are critical to building the foundation on which a program exists. They ensure, at a minimum, consistent implementation of a given program.

WDP Monitoring and Oversight

The only documentation for monitoring of the WDP that we were able to review consisted of the minutes for committee meetings prepared by the Assistant to the Provost. This committee was formed to establish and implement the WDP. Committee Membership included the Provost and vice-presidents, Deans, faculty, Education Department representatives, Registrar officials, Student Services personnel, and Satellite Program students. The minutes detailed the framework of the WDP, background, features, and the number and types of courses to be offered as well as identified the individuals from UDC who were involved in the establishment of the WDP. While the minutes were prepared for each meeting and did provide documentation of a level of oversight of WDP operations, we found the content of the minutes was not converted into action items to ensure that the WDP was effectively implemented. For example, specific responsibilities, timelines, and performance expectations were not identified.

In discussions with the Assistant to the Provost, we asked what level of monitoring of program expenditures was performed. He stated that he focused his energies on academic responsibilities. The Assistant to the Provost believed that it was critical for him to identify the instructors and courses to be conducted and provide management of the field operations.

RESULTS OF AUDIT

As such, he relied on the budget officer and his executive assistant to procure items and manage the WDP funds.

We determined that the executive assistant to the Provost was provided various budget and expenditure documents as well as financial reports regarding the WDP. While the executive assistant was able to provide financial documents to the auditors, we were not made aware that any analysis or reviews were performed on these documents

Additionally, in discussions with officials from the UDC Office of the Chief Financial Officer, (OCFO), we again found that no meaningful analysis of the WDP budget and expenditures was performed on a regular basis. The UDC CFO stated that in FY 2006, the appropriation for the WDP was commingled with those of the entire COES budget. Therefore, we could not identify expenditures specific to the WDP. Additionally, for both FY 2006 and FY 2007, payroll expenditures for the WDP were not supported by a Schedule A.⁷ Due to the absence of these critical accounting controls, we were unable to identify and test the validity of specific expenditures (personnel and non-personnel) related solely to the WDP. While this accounting structure was corrected in FY 2007 with the establishment of separate accounting codes for the WDP, the OCFO still did not prepare an approved Schedule A; therefore, problems with the identification and testing of personnel expenditures remained.

Lastly, the COES has a full-time budget officer. According to the budget officer, he is responsible for working in conjunction with UDC's OCFO to prepare and analyze WDP expenditures and budgets. The budget officer stated that he initiates and approves expenditures as requested by management. Additionally, he prepares spreadsheets depicting items procured by object class. When we asked for a listing of expenditures by object class, monthly reports showing budgeted amounts vs. actual expenditures and any other documents that would assist in selecting expenditures for review, he was unable to provide any documents. The budget officer added that he did not prepare such documents for FY 2006, and had not yet updated his FY 2007 spreadsheet to include the last 2 months of the FY. When he did complete this schedule and provided it to the auditors, we noted that it did not contain relevant information (such as the vendor and a description of the item procured), but rather listed only the amount by object class. Therefore, we were unable to use this information to identify expenditures for testing.

⁷ Schedule A identifies the approved full time employees (FTEs) (title, grade, and step) of persons who are authorized to charge their time to a specific program (department or functional area.).

RESULTS OF AUDIT

RECOMMENDATIONS, MANAGEMENT RESPONSES, AND OIG COMMENT

We recommend that the Acting President, UDC:

1. Establish and document a WDP organizational structure that clearly depicts authority, assigns responsibilities, and provides accountability for the success of the WDP.

UDC Response:

Agree. UDC has established an organizational structure which clearly identifies levels of management authority for the success of WDP. The position of Special Assistant for Workforce Development & Community College Expansion was established and filled by Acting President Stanley Jackson on March 1, 2008. This position reports directly to the Provost and Vice President for Academic Affairs and has full authority to manage WDP operations.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

2. Require that WDP directives be developed for WDP operations and include, as appropriate, these requirements in the performance standards of accountable personnel.

UDC Response:

Agree. UDC has begun the development of a first draft of a WDP policies and procedures manual. The policies and procedures manual will incorporate relevant policies and procedures currently listed in formal UDC documents. Additionally, individual WDP employee performance plans will be revised to reflect accountability and responsibility for respective sections of the manual. The planned completion date for the WDP policies and procedures manual is December 30, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

3. Establish a 5-year master plan for the WDP that sets forth measurable milestones to facilitate WDP achievement of objectives.

UDC Response:

Agree. UDC fully supports the development of a plan which focuses on the WDP and provides a framework for the achievement of objectives. It is expected that a WDP strategic plan will be developed by December 30, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

FINDING 2: ATTAINMENT OF PROGRAM GOALS

SYNOPSIS

Based on the data that we were able to compile to analyze WDP's effectiveness, we found that: (1) courses that were identified as necessary by labor market trends were not always offered; (2) many students have not performed satisfactorily, nor have they matriculated to the main campus as projected; and (3) there were no reliable data to show that students who completed WDP classes obtained jobs based on the training and education received or advanced in their current employment. We attributed these deficiencies to ineffective management of the WDP.

DISCUSSION

The WDP's goal is to fill the gap between the job opportunities in the city and the lack of skilled, well-educated, professional D.C. residents. In order to achieve this goal, District residents are encouraged to enter or re-enter the District of Columbia's public postsecondary educational system and obtain the education and/or training which will enable them to acquire a good job and improve their quality of life. The WDP offers students skills development programs or courses that can lead to a degree or certification. Additionally, by offering classes at conveniently located satellite centers, students are able to start their education in their neighborhood, near their homes and current employers, at no cost. Once they are established in an educational curriculum, the program seeks to move students "on-campus" so that they may continue their education and complete a degree program.

Background on Labor Market Trends

A report issued by the D.C. Department of Employment Services predicts annual job growth in the District of Columbia as just under one percent through 2014. District employment declined through the early 1990s, but started to recover after 1998. Following 9 years of steady job growth, employment stands at 738,700, but forecasted trends are expected to create another 66,700 jobs for a total of 805,400 by 2014. "The totals include wage and salary employment and the self-employed."⁸

⁸ D.C. Department of Employment Services, Office of Labor Market Research and Information, Employment Projections by Industry and Occupation 2004-2014 (December 2007).

RESULTS OF AUDIT

Table 1 below presents ranking of the employment projections by major occupational group for the District for the period 2004-2014.

Table 1: Employment Projections by Major Occupational Group in the District of Columbia, 2004-2014⁹	
Occupational Group	Growth Rate
Service Occupations	1.33%
Professional and Related Services	1.18%
Construction	1.02%
Management, Business, and Financial	1.00%
Transportation and Materials Moving	0.86%
Production	0.86%
Installation, Maintenance, and Repairs	0.85%

Employment figures totaled 3.15 million in 2004 and are projected to increase by 50,500 per year.

Table 2 below presents the ranking of the employment projections by major occupational group for the Washington Metropolitan area for the same period.

Table 2: Employment Projections by Major Occupational Group in the Washington Metropolitan Area, 2004-2014¹⁰	
Occupational Group	Growth Rate
Computer and Information Technology	3.2%
Healthcare Support	3.2%
Community and Social Services	2.7%
Protective Services Occupations	2.5%
Personal Care	2.2%
Professional and Related Services	2.1%
Construction	1.9%

⁹ *Id.* at 6.

¹⁰ *Id.* at 12.

RESULTS OF AUDIT

Background on WDP Courses

The WDP offers 11 non-credit courses (some provide national or UDC certifications¹¹) and 16 credit courses. Additionally, six courses are offered under the COES Apprenticeship, Technical and Industrial Trade Unit at no cost as part of the WDP. (See Appendix A for a listing of the classes offered through the WDP for the period of our review.) While credit courses enable students to obtain a college degree, the non-credit courses serve students who are interested in obtaining a certification or learning a trade in a career field that will provide them a means to earn a living wage.

COURSE OFFERINGS

Our review of the courses offered by the WDP found that courses were not substantially available or did not adequately prepare students for careers in the fields where current job opportunities exist or are expected to increase within the next few years.

Specifically, we found that courses were offered in only three of the seven areas in which local area market trends have identified a need for workers. As a result, courses offered did not match projected demand. We noted that 8 of the 13 courses offered were in one of the “high-demand” job categories (the healthcare field). However, shortcomings were identified with courses offered in two other “high-demand” categories. Specifically, one construction course and one of the four computer courses (A+ Computer Repair) did not offer a practicum; meaning only theory was taught, even though the materials and supplies for the practicum had been purchased more than 1 year prior to our audit and sat idle. (See discussion of “Construction Materials” costs included in Finding 4 of this report.) The remaining three computer courses were entry-level courses, which provide students with a basic introduction to the use of computers, rather than skills to obtain a job in the information technology field.

STUDENT PERFORMANCE

Our review found that student performance in credit classes was generally poor and we did not identify significant continuation of coursework by WDP students onto the main UDC campus.

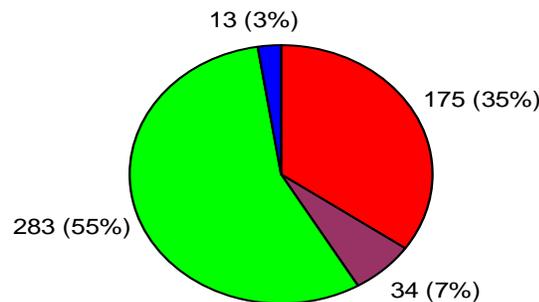
¹¹ National certifications include Childcare, Healthcare Aids, or Emergency Medical Services.

RESULTS OF AUDIT

Grade Distribution for Students Attending Credit Courses

Chart 1 below presents the grades distribution for 505 registrants (based on 138 students) for credit classes held from the fall of 2005 through the summer of 2007. Grades obtained from the registrar office showed that 175 (35 percent) students failed or withdrew from the classes; 13 (3 percent) students registered for and attended classes but their grades were not posted; and 34 (7 percent) students had incomplete grades. We did identify that 283 (55 percent) students had passing grades reported.

**Chart 1: Students Distribution by Grades
"Credit Classes"**



■ Failed/Withdrew ■ Incomplete ■ Passed ■ Grade not posted

Many factors could contribute to a low passage rate, such as work or home commitments that impede a student's ability to perform adequately. However, two apparent contributing factors to the low passage rate were ineffective management and students who were inadequately prepared for postsecondary education.

In order to register and enroll in credit classes at UDC, all students (to include WDP students) must take the Accuplacer Test. This test focuses on reading, writing, comprehension, and math skills. The role of the test is to measure the level of competency of students in mathematics and English to ensure appropriate class placement. However, student advisors told us that they allow students to register for classes without taking the test.

Accuplacer test records for students enrolled in credit courses showed that of the 138 students - 45 students (33 percent) did not take the test. These 45 students took 196 classes. Of those 196 classes, 56 were not passed and, in order for the student to advance, students will have to re-take these classes (which will incur additional costs to the WDP).

RESULTS OF AUDIT

Students Grades for Selected Credit Classes

Table 3 below presents an analysis of student performance for three credit classes that we randomly selected to measure student performance. The data show that between 40 percent to 47 percent of the students failed or withdrew from the classes. These results, coupled with the auditor’s analysis of the Accuplacer Test, impart the importance of ensuring that students receive the necessary remedial classes to prepare them adequately for a college curriculum. If a student is unable to complete a course, not only is the cost expended to teach the course unrecoverable, but also, the students confidence may be negatively affected.

Table 3: Student Performance for Three Credit Courses

Course Title	No. of Classes	No. of Students	Failed/Withdrew		Incomplete	Passed
Reading Improvement	7	59	28	47%	0	31
Basic Mathematics	6	52	23	44%	2	27
U.S History	2	10	4	40%	0	6

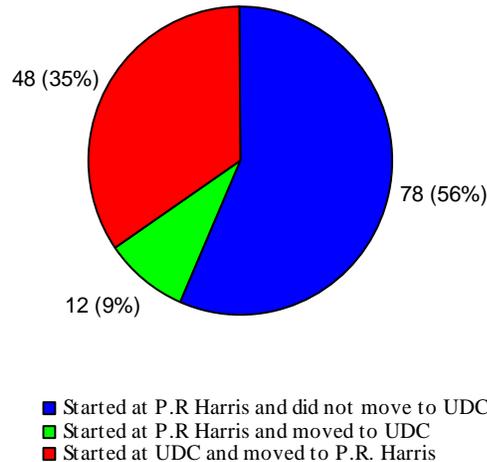
Student Movement between the P.R. Harris and the Main Campuses

The WDP provides easy access to District residents most in need of education or training to enable them to acquire and retain jobs that pay a living wage. As such, students are admitted to UDC and register for courses at satellite locations. Students are permitted to take up to four 3-credit hour classes free and then are encouraged to continue their education and training on the main campus. Our review of the classes taken by the 138 students enrolled in credit classes disclosed that less than 9 percent of the students matriculated to the main campus to pursue a degree. Conversely, we found that 35 percent of the students who began their college education at the UDC main campus and paid their tuition, subsequently, after learning of the opportunity to take classes free at satellite locations, migrated to the satellite locations rather than vice-versa.

Chart 2 which follows shows that 78 (56 percent) of the students who started classes at P.R. Harris never moved to the UDC main campus to pursue a degree. We found that 12 (9 percent) of the students who started at P.R. Harris did move to the main campus to continue working toward a degree. Because this is only the third year of the WDP and WDP students take a limited number of classes each semester, none of the nine students had completed a degree at the time of our review.

RESULTS OF AUDIT

Chart 2: Student Movement between P.R. Harris and the Main Campus



STUDENT EMPLOYMENT STATISTICS¹²

During the application process, prospective students are asked to provide certain required information related to residency and educational background. Additionally, intake forms request contact information and current employment status among other background data on the student. Our review of student files found that many of the files did not contain an intake form or other required documents necessary for enrolling a student in the WDP. Further, our review of student files found that for those students who did have intake forms, the employment section was left blank or, in many cases, students reported that they were not seeking employment nor were they interested in changing their current employment after completion of courses through the WDP.

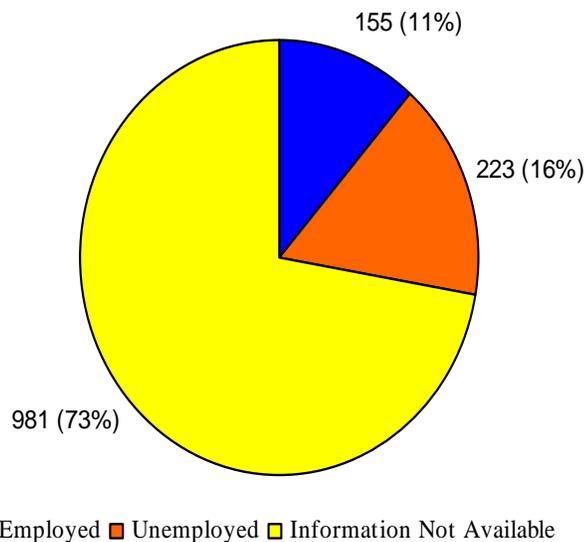
We were informed by program coordinators that students were often admitted to the WDP before ensuring requirements were met or even without completed intake applications. Moreover, upon completion of a course, the student files were not updated to reflect information regarding any employment placement that may have occurred based on completion of the course or obtaining the certification. Overall controls over file maintenance were so poor that follow-up on program performance was limited.

¹² Many of the non-credit courses, which offer a certificate of completion, take several months to complete. As such, due to the relatively new age of the WDP, insufficient time has elapsed for students to become adequately trained and start jobs in targeted career fields.

RESULTS OF AUDIT

Our review of all student files found that of 1,359 registrations for non-credit classes, there were 240 (18 percent) empty files. Additionally, we identified 218 missing documents from the student files. Due to the high percentage of missing and/or inaccurate data (intake applications and basic contact data), we did not attempt to contact students currently enrolled in the WDP. Specifically, for 981 students (73 percent) there was no information available regarding their employment status at the start of their training or once it was completed. Chart 3 below shows the employment data contained in student files.

**Chart 3: Student Distribution by Employment-
"Non-Credit Classes"**



Officials within the Office of the Provost attempted to measure whether students who completed WDP courses had obtained employment or advancements in their current employment. Below is a summary of the results reported by UDC officials at two separate points in time, which correspond to the period covered by our audit.

Summary of Ballou Assessment (Fall 2005/Spring 2006)

Of 500 students identified as the total population for the survey, 85 students (17 percent) could not be reached, and 145 students (29 percent) had dropped out of the WDP. As a result, these students were not included in the survey. The number of students who participated in the survey was 100 (20 percent).

Of the 100 survey participants, UDC found that 44 (44 percent) students were employed prior to enrollment in the WDP, 15 students (15 percent) were retired, and 41 students (41 percent) were unemployed. The survey did not determine whether the students obtained

RESULTS OF AUDIT

employment, (or employment advancement), as a result of WDP courses, or the reasons for unemployment, to determine any correlation to the WDP.

Summary of Ballou Assessment (Summer 2006)

Of the 155 students surveyed, 77 students (50 percent) could not be reached, 36 students (23 percent) had inaccurate phone numbers recorded on application forms, had withdrawn from classes, had disconnected telephones, or had no telephone number recorded on their application forms. The number of students who participated in the survey was only 42 (27 percent).

Of the 42 survey participants, 19 students (47 percent) reported they were employed; 11 students (27 percent) did not respond to the survey question regarding employment; and 10 students (25 percent) were unemployed¹³. In addition, the survey found that 21 students (50 percent) said the WDP did not help them to find a job, and two students (5 percent) had not yet completed coursework in the WDP. As with the first survey, the survey could not determine whether the students obtained employment, or employment advancement, as a result of WDP courses.

RECOMMENDATIONS, MANAGEMENT RESPONSES, AND OIG COMMENT

We recommend that the Acting President, UDC:

4. Provide or redesign courses that match projected job market demands.

UDC Response:

Agree. An academic program review will be conducted in Fall 2008 — for all university programs. The WDP program review process will begin during the 2008 summer session in advance of the university-wide effort. Based on the program review, workforce development programs and courses will be added, strengthened and/or deleted based in large part on local job market demand. The program review will be completed by December of 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

5. Ensure that all potential students take the required placement tests.

¹³ Due to mathematical error, the total number of classified students does not add up to the total number of survey participants

RESULTS OF AUDIT

UDC Response:

Agree. Students are not allowed to enroll unless they have proof that they have completed the Accuplacer exam. This policy regarding required placement tests will be monitored and strictly enforced by the WDP manager for first-time freshmen beginning in the Fall 2008 semester. Additionally, effective Fall 2008, all WDP non-credit students will be required to take the CASAS exam. CASAS is the state approved assessment for reading and mathematics.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

6. Once the required placement tests are taken by students, determine the need for refresher courses or remedial training prior to acceptance into the WDP and develop a plan of action to offer such classes.

UDC Response:

Agree. See response to Recommendation #2.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

7. Inventory all student files. Update files to include required data and maintain accurate student files.

UDC Response:

Agree. The Special Assistant for Workforce Development and Community College Expansion has directed the WDP staff to begin the process of establishing the parameters for a comprehensive student records file system and to conduct an audit of all current student files to identify missing or incomplete documents. The establishment of WDP student records requirements and file management procedures will be completed by December 30, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

8. Develop a performance measurement program for the WDP.

RESULTS OF AUDIT

UDC Response:

Agree. It is expected that a WDP strategic plan (including performance measures) will be developed by December 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

FINDING 3: ANALYSIS OF PROGRAM DATA
--

SNYOPSIS

UDC management did not put in place a mechanism to collect and analyze data relating to student and class attributes such as enrollment, gender, course types, and locations. Such data are critical in determining the direction of the program, strategic planning, and ensuring that WDP goals are achieved.

Additionally, our analysis of student and class data found that inadequate enforcement of policies contributed to excessive costs to the WDP. Specifically: 1) policies limiting the number of credit classes per student are not enforced; and 2) classes were held with fewer than 10 students without proper approvals in contravention of UDC policy.

Lastly, our program analysis related to the enrollment, location, and gender of students suggests that UDC needs to concentrate efforts on increasing overall enrollment figures for the WDP, as well as offer courses that attract more males into the program. If the WDP was able to attract more males, it may have a direct bearing on citywide factors such as unemployment, crime, and health.

DISCUSSION

We obtained and arrayed data for credit and non-credit courses offered under the WDP. Additionally, we obtained and arrayed data for WDP classes conducted under the COES Apprenticeship, Technical and Industrial Trade Unit located at 410 8th street N.W. We reviewed student files, registrar records, class rosters, and sign-in sheets, and arrayed data on student enrollment by semester, satellite location, gender, and number of classes taken per student. Additionally, we performed a cost-benefit analysis of WDP expenditures based on enrollment data and number of classes conducted.

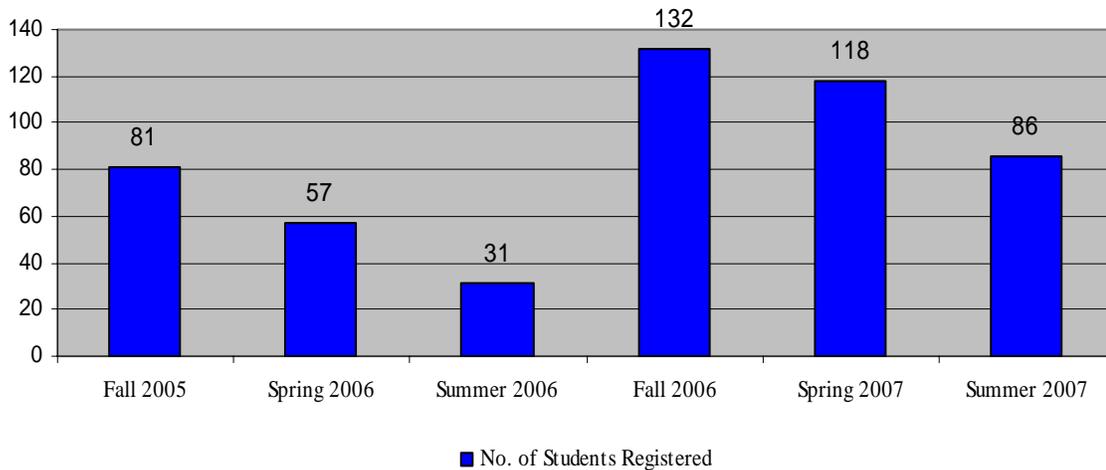
The following subsections provide details of our audit concerning the students and courses of the WDP. Specifically, we obtained and analyzed records for 138 students who took credit classes, 1,359 students who took non-credit courses at satellite locations, and 66 students who took classes at the COES Apprenticeship, Technical and Industrial Trade Unit.

RESULTS OF AUDIT

Analysis of Enrollment Figures - Credit Courses

Our analysis of credit course enrollment from the fall 2005 through the summer 2007, shows that the number of students taking credit courses is increasing. However, it is important to note that the total number of students attending credit classes was 138 and the total classes attended by these 138 students was 505. On average, students took approximately three classes each. We further analyzed the enrollment data and determined that 41 of the 138 students took more than 4 (3-credit) classes each, with some taking as many as 12. WDP policies limit the number of free classes students may take to four. While this analysis shows that students are taking advantage of courses offered, the WDP is primarily benefiting a small percentage of the students enrolled. To achieve the objective of attracting students to the WDP, one would expect to see an increase in the number of students entering the program, not that enrollment numbers were increasing because the number of courses taken by the initial students had increased. Chart 4 below shows the number of students registered in the WDP credit courses by semester.

**Chart 4: Student Distribution by Semester
"Credit Classes"**



Cost-Benefit Analysis for Credit and Non-Credit Classes

The following section presents cost data related to the WDP non-credit and credit classes conducted during FYs 2006 and 2007. This allocation was calculated on the number of classes offered during FYs 2006 and 2007 as compared to actual program expenditures.

RESULTS OF AUDIT

In an analysis of student records for FYs 2006 and 2007, we identified that 41 students had taken more than 4 classes each. In total, these 41 students registered and attended 279 classes which translates to 55 percent (279 / 505) of total registrations. Therefore, 55 percent of the total cost of the credit classes (\$1,379,719) benefited only 41 of 138 students; at a cost of \$33,651 per student. Table 4 below shows the results of the cost-benefit analysis for credit and non-credit courses.

Table 4: Cost per Class Analysis		
Semester	Number of Classes	
	Non-Credit courses	Credit Courses
Fall 2005	2	8
Spring 2006	8	7
Summer 2006	12	3
Fall 2006	10	15
Spring 2007	19	14
Summer 2007	12	9
Total	63	56
Percentage of Classes	53 percent	47 percent
Total actual costs of the program for FYs 2006 and 2007: \$5,337,406		
Allocation to the classes	\$2,828,825	\$2,508,581
No. of students registered	1,359*	505*
Cost per student-class	\$2,081	\$4,967

* These are the number of registrations for classes for the period fall 2005 to summer 2007

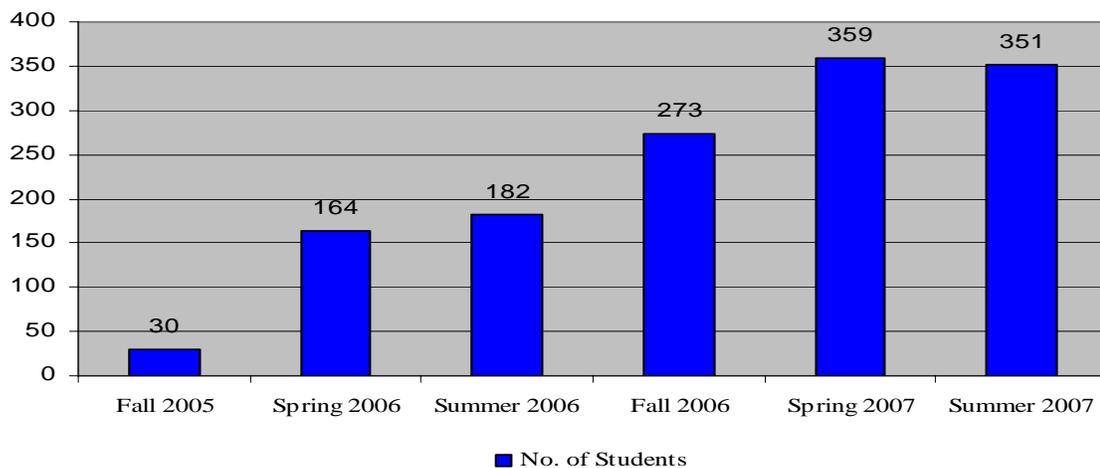
It is important to note that one cannot identify the “value” of offering classes at satellite locations based on the convenience to the student whom the WDP is attempting to serve. Further, it was expected that the cost to provide satellite classes would well exceed the cost to teach the same class on the main campus (tuition at the main campus for one course for a D.C. resident is \$315) because UDC receives other funding sources that significantly offset the tuition cost per student (e.g., grants, endowment). However, we believe that the costs that have been expended have been inflated by inefficiencies in the program. These inefficiencies include: (1) permitting students to take more than the established allowable number of credit courses; (2) allowing students to migrate from the main campus to satellite centers; (3) conducting classes with fewer than 10 students; (4) not ensuring (or providing remedial classes to) students who do not possess the basic skills to perform satisfactorily and, therefore, do not complete or obtain credit for classes taken, and (5) poor management of funds.

RESULTS OF AUDIT

Analysis of Enrollment Figures – Non-Credit Courses

Chart 5 below presents the number of students registered each semester for the period fall 2005 to summer 2007 for non-credit classes.

**Chart 5: Student Distribution by Semester
"Non-Credit Classes"**



The chart shows that the number of students has increased from one semester to another, showing the increasing demand for non-credit classes. The rising attendance in non-credit classes signifies growing interest in the WDP, consistent with the objective to attract students into the WDP.

Analysis of Enrollment Figures – COES Apprenticeship, Technical and Industrial Trade Unit

The six courses offered through the COES Apprenticeship, Technical and Industrial Trade Unit began in the fall of 2006. Students who attend these courses were sponsored by local businesses who reimburse UDC for the cost of the course (generally about \$1,200 per student, per course) which covers the costs associated with the course (instructors and materials). In an attempt to expand the WDP, UDC decided to admit students into these classes on a “no-charge” basis. These programs last for 18 -24 months. We identified 66 students who entered these courses through the WDP.

While the attendance numbers for these classes appear good on the surface, a closer look reveals that perhaps the numbers would have been consistent regardless of whether these classes were offered through the WDP or remained separated under the Apprenticeship, Technical and Industrial Trade Unit due to decreasing quality of courses offered by that office. Additionally, the change in the make-up of these courses may also be negatively impacting the original

RESULTS OF AUDIT

program in that many of the local businesses have cancelled their participation in the Apprenticeship, Technical and Industrial Trade Unit because they feel the quality of the Program has been diminished by allowing students to enter who are not sponsored, and have no incentive to perform well or complete the course. Allowing others who do not have the basic foundation to perform satisfactorily, are not already employed in the field, or otherwise lack a commitment to the program affects the dynamics of the class and the instructors who have to continuously make adjustments for students who drop out or are unable to progress academically. Further, for those students who would have been sponsored but are now attending at no cost, there may be less of an incentive for them to attend or perform at a satisfactory level because they are not taking the course in “partnership” with their employer. While these classes do attract more male students and better address the categories of jobs identified by the local job market trends, UDC management may want to consider the impact of offering these classes through the WDP due to the decreasing numbers in the COES ,eship Technical and Industrial Trade Unit.

Our analysis of the students who began COES Apprenticeship, Technical and Industrial Trade Unit classes under the WDP found that approximately half of them dropped out of the program (27/66). We were informed that students often enroll in a class, and then after a few weeks realize that they are no longer interested in pursuing a career in that particular field. No data are maintained on the number of students who enter courses offered by the COES Apprenticeship, Technical and Industrial Trade Unit, and do not complete the course. In addition, there were limited data to support the completion of classes by students who attend classes through the COES Apprenticeship, Technical and Industrial Trade Unit; however, program personnel stated that they have a very low completion rate.

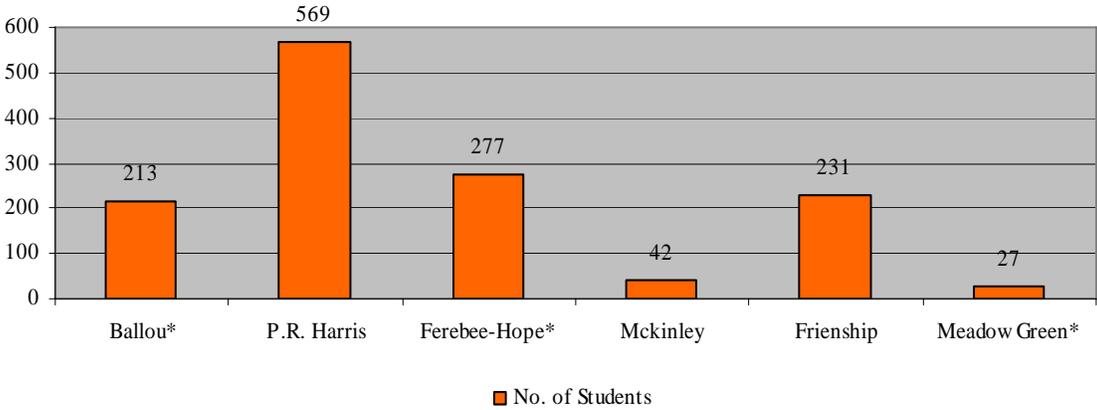
Students Distribution by Location

Chart 6 on the following page shows the distribution of WDP students at the various satellite locations. It is important to note that there are currently only 4 satellite locations that offer WDP courses. These include: P.R. Harris, McKinley, Friendship Heights, and Woodson High School¹⁴. The largest attendance rate is at the P.R. Harris Educational Center. This result is consistent with the fact that P.R. Harris has the capacity to accommodate the largest number of students, offer the most classes, and is where the WDP’s central registration process is conducted; the program coordinators reside at P.R. Harris, and other services such as counseling, healthcare, and childcare are provided at this location.

¹⁴ Woodson began offering courses in the fall of 2007, outside of the scope of our audit and is therefore not included in Chart 6.

RESULTS OF AUDIT

**Chart 6: Student Distribution by Satellite Center
 "Non-Credit Classes"**

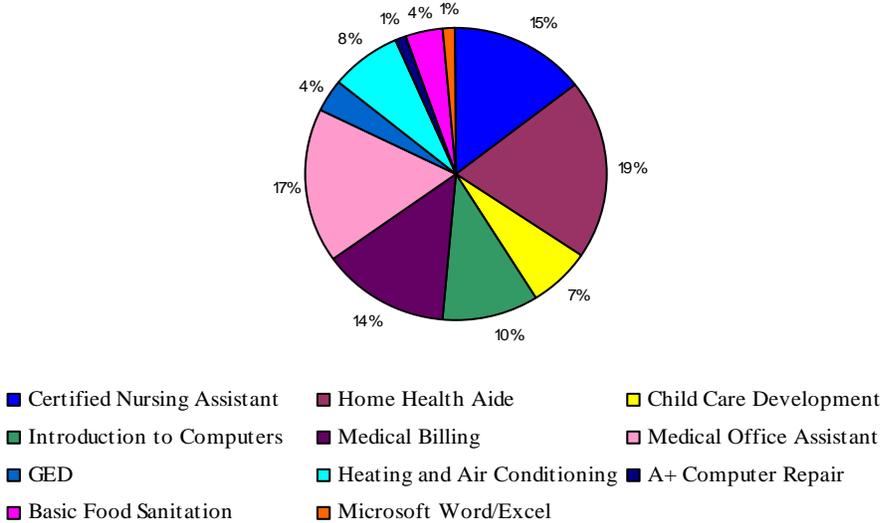


* Denotes that the location is no longer open. Classes offered at Ferebee Hope and Ballou have been transferred to the P.R. Harris Satellite Center.

Student Distribution by Class

A total of 1,359 students attended 11 types of non-credit courses. Chart 7 below shows that the highest demand is for medical classes such as home health aide – 268 students (19.7 percent), Medical Office Assistant – 235 students (17 percent), and Certified Nursing Assistants – 201 students (15 percent).

Chart 7: Student Distribution by No. of "Non-Credit" Classes Taken



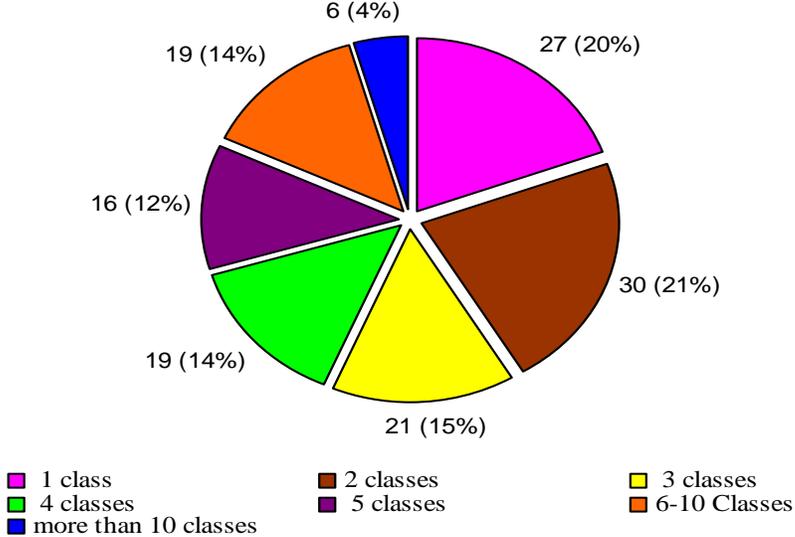
RESULTS OF AUDIT

In addition, the chart shows that only 4 percent of the students registered for the GED class, which represents a low number of students (49) given the low high school graduation rate in the District. By not ensuring that students possess the basic skills to perform satisfactorily, there is an increased likelihood that students will not complete or obtain a certificate for classes taken.

Student Distribution by Number of Credit Classes Taken

Our analysis of the distribution of the 138 students who registered for credit courses shows that 30 percent or 41 students registered for 5 or more classes. Chart 8 below shows that there were 16 students (12 percent) registered for five classes, 19 students (14 percent) registered for between 6 and 10 classes, and 6 students (4 percent) registered for more than 10 classes. Due to the costs associated with providing these courses, and the lack of data to show the benefits derived, UDC officials at a minimum need to capture this data and consider the impact of not enforcing their established policy regarding limitation of WDP courses to four 3-credit classes per student per semester.

Chart 8: Student Distribution by No. of Credit Classes Taken



RESULTS OF AUDIT

Credit Classes Held With Fewer Than 10 Students

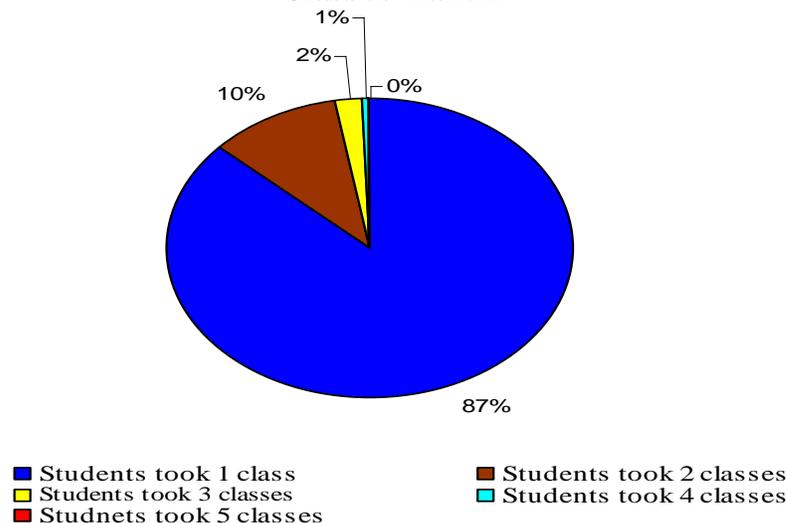
We identified 30 classes offered at the P.R. Harris Satellite Center that were held with an enrollment of fewer than 10 students. (See Appendix B for a listing of these classes with corresponding enrollment figures.) According to UDC policy as explained by the Dean of the COES and the Assistant to the Provost for the WDP, the minimum number of students required to open a class is 10. UDC policy allows a class to be opened with fewer than 10 (9 or 8 students) only upon approval from the academic dean. This exception may occur due to special circumstances, such as a student graduation might be delayed if the class is not offered. However, no approvals or exceptions were obtained or documented for the 30 classes noted in our audit.

We were unable to determine who was accountable for offering classes with fewer than 10 students. The Chairman of the English Department said it is the responsibility of the Assistant to the Provost for the WDP who, in turn, said that it is the program coordinator's responsibility; the program coordinator said that she has no idea about this policy and that it is the responsibility of the Assistant to the Provost for the WDP. This breakdown of communication and lack of effective policies indicate once again poor management and lack of effective leadership over the WDP.

Students Distribution by Number of Classes Taken – Non-Credit

Chart 9 below shows that 87 percent of the students have taken only one non-credit class. This result is consistent with the nature of non-credit classes in that generally these students focus on learning a specific skill, to allow him/her to find a job in a particular area.

Chart 9: Student Distribution by No. of Non-Credit Classes Taken

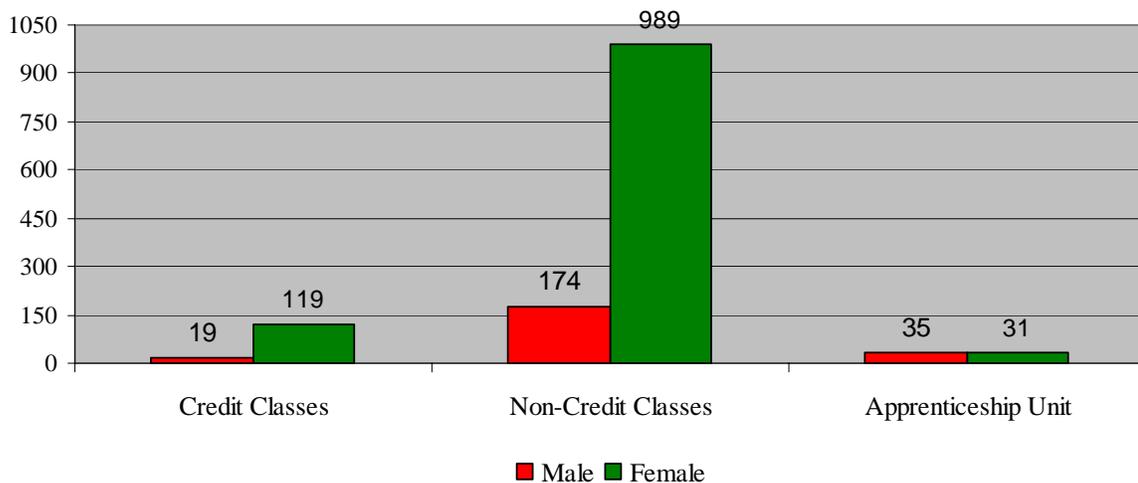


RESULTS OF AUDIT

Student Distribution by Gender

Chart 10 below presents student distribution by gender for the WDP credit, non-credit, and Apprenticeship, Technical and Industrial Trade Unit, respectively. The total number of students registered for credit classes was 138, consisting of 86 percent female and 14 percent male. Data for the non-credit courses show that of the 1,350 students enrolled in non-credit courses, 85 percent of the students are females and only 15 percent are males. Data for students taking classes under the COES Apprenticeship, Technical and Industrial Trade Unit were more evenly distributed between males and females. Of the 66 students in the COES Apprenticeship, Technical and Industrial and Trade Unit, 53 percent are male and 47 percent are female.

Chart 10: Student Distribution by Gender



In order to more evenly attract students of both genders, as well as offer classes that would provide the skills necessary to fill jobs identified by labor market trends, UDC management should concentrate on establishing courses in other areas, particularly the seven identified by labor market trends. (See Tables 1 and 2 of this report)

Students with No Grades Posted

Our review of class grades identified 13 students who did not have their grade posted for a credit class that they had taken. It is not only important for these student grades to be posted in a timely manner so that credit can be documented, but it is also important to maintain the integrity of the data related to the number of students who attend credit courses through the WDP and their performance.

RESULTS OF AUDIT

The Chairman of the English Department said that many of the grades were not posted due to registration errors. Specifically, the Chairman indicated that: (1) students were not registered in the system at the completion of the class and, therefore, teachers could not post their grades in the allowed time frame; (2) students were registered but not included on class rosters because the required approvals from the Dean for the WDP and registrar had not been obtained; or (3) students mistakenly registered for a class and attended another.

While this analysis only points to a small percentage of students, it does show that many details of the WDP are overlooked. It is critical that all aspects of the program are properly addressed. Student grades are the evidence of completion and are critical for the academic advancement of students. It is conceivable that students could get frustrated in resolving issues regarding their grades or perhaps their registration and it may influence their decision to continue their education.

RECOMMENDATIONS, MANAGEMENT RESPONSES, AND OIG COMMENT

We recommend that the Acting President, UDC:

9. Maintain a complete and accurate central database for the credit and the non-credit courses held and students who attended. Such a database would provide personal data, as well as class data: course number, name, dates attended, and student performance results related to each student in the WDP.

UDC Response:

Agree. The Office of Admissions and the Office of the Registrar have established policies and procedures regarding standard information collected for students in credit courses. UDC is in the process of upgrading the student records system and will include system components which will provide the same data elements for non-credit courses that it currently provides for credit courses. The projected date for the upgraded student records system is the Fall of 2009. In the interim the WDP will work with the Office of the Registrar to establish an electronic system for non-credit course enrollment at WDP. The interim stand alone system will be implemented by the start of the 2009 fall semester.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

10. Establish a procedure wherein the WDP director screens all classes to ensure the minimum number of students is met and each student does not exceed the number of free credit courses allowed.

RESULTS OF AUDIT

UDC Response:

Agree. This has been completed. All WDP staff members were formally notified in April 2008 that the current policy is effective immediately. The policy will continue to be closely monitored by the WDP program coordinators and the Special Assistant for Workforce Development and Community College Expansion.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

11. Design and offer a greater variety of courses consistent with the occupational groups estimated to experience the highest growth rates through 2014. (See Tables 2 and 3)

UDC Response:

Agree. An academic program review will be conducted in Fall 2008 — for all university programs. The WDP program review process will begin during the 2008 summer session in advance of the university-wide effort. Based on the program review, workforce development programs and courses will be added, strengthened and/or deleted based in large part on local job market demand. The program review will be completed by December of 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

FINDING 4: WORKFORCE DEVELOPMENT PROGRAM EXPENDITURES

SYNOPSIS

Our review identified poor financial management over WDP funds. We classified \$2,764,215 as unexpended appropriations, \$1,077,603 as inefficient use of funds, and \$44,562 as inappropriate use of funds.

Specifically, our review of expenditures identified deficiencies such as: (1) persons charged their time to the WDP, when their work duties encompassed activities outside of the WDP; (2) persons performed services for the WDP, however, the services provided were duplicative of staff already assigned to the WDP and, therefore, unnecessary; (3) faculty were hired as full-time instructors to teach only one class, rather than using adjunct professors at significantly reduced amounts; (4) there were unused materials and supplies; and (5) there were questionable payments for contract services.

DISCUSSION

Table 5 categorizes the FYs 2006 and 2007 expenditures we questioned during our audit. A discussion of the circumstances surrounding the procurements follows.

Table 5: Categories of FYs 2006 and 2007 Expenditures	
	Questioned Costs
Inefficient Use of Funds	\$1,077,603
• Unused materials and supplies/idle investment	323,229
• Excessive costs	754,374
Inappropriate Use of Funds	\$44,562
• Furniture and equipment	\$15,984
• Professional services	20,000
• Payment for contractual services	8,578
Unexpended Funding¹⁵	\$2,764,215
Total Questioned Costs	\$3,886,380

¹⁵ Our audit also included a review of a special appropriation of \$800,000 authorized by the District Council for UDC capital improvements that were available for use by the WDP.

RESULTS OF AUDIT

INEFFICIENT USE OF FUNDS

Unused Materials and Supplies/Idle Investment - \$323,229

- *Construction Materials - \$306,903*

We examined 13 purchase orders/requisitions totaling \$568,672, submitted by the Director of the Apprenticeship, Technical and Industrial Trade Unit under COES for furniture, workstations, and other equipment for the following WDP classes: Cosmetology, Industrial-Construction, Barbering, and Computer Automated Drawing. We found that these items were purchased during the months of July-August of 2006. During our physical inspection of the satellite site where the items were located, we found that many of the items had not been used, were covered in plastic, and stacked in a common area. Further, we identified that the courses for which these items were procured had not yet been established, nor had the necessary construction of the classrooms/shop areas that would house these items been completed. The cost of the items unused for almost 18 months was \$306,903.

- *Course Text Books - \$2,331*

In our review of expenditures related to the purchase of books for the credit courses offered under the WDP, we found UDC purchased books that subsequently were not used for the intended course. We were told that this occurred due to changes in the course materials by the academic department. Once purchased at the UDC Book Store, books cannot be returned for refunds or credit after 15 days from the purchase date. Further, we found other orders for books insufficient to meet the class needs or that had been cancelled and re-ordered, because paperwork was not timely processed to complete orders. There are three critical elements for the educational process: the teacher, the student, and the course materials/books. Without the proper textbooks, the quality of the educational process is impaired.

While our sample only identified one purchase order for which we found inefficient use of funds (Breaking Through College Reading (25 copies) at a cost of \$2,331), our observations at the satellite center identified the following books had also been purchased and unused:

- A Constant Struggle: African American History (33 copies);
- The Grammar Workbook (30 copies); and
- Literature: An Introduction to Edition, Poetry, and Drama (31 copies).

RESULTS OF AUDIT

- ***Beautician Design - \$13,995***

As part of the construction for classrooms for the cosmetology and barbering courses to be offered at the P.R. Harris Satellite Center, two separate contracts were entered into with a single supplier to perform electrical and plumbing services and to install cabinets and bulkheads. These two contracts totaled \$7,000 and \$6,995, respectively. During our physical inspections of the work performed in conjunction with these two contracts, we found that not all of the required work had been completed prior to making the final payment. Specifically, the contractor had not completed all of the electrical work, had not installed the 16 light fixtures, or assembled the reception desk. The Director of the Apprenticeship, Technical and Industrial Trade Unit under COES, tasked with overseeing the construction build-out at the P.R. Harris Satellite Center, stated that he authorized payment to the contractor because he believed that the work was sufficiently completed and that the remaining work could not be completed until other work was completed by UDC staff. He further assured us that he had an excellent working relationship with this contractor and believed that once UDC staff completed the work, the contractor would complete the remaining work required under the contract. Regardless of the assurances provided by the contractor, or the experience/relationship with the contractor, payments should not have been authorized because the work had not been completed as required by the contract.

Excessive Costs - \$754,374

- ***Counselors - \$140,000***

During our audit, it was brought to our attention that the WDP has 4 counselors on staff to serve approximately 1,301 students. The combined salaries and benefits for these four counselors totaled \$293,491. In a review of the number of WDP students actually served, we found that among the four counselors, an average of only eight students are provided services each week. Additionally, we found that the work hours of these counselors do not correlate to the hours when students are attending classes at the satellite centers (primarily evening hours). Conversely, UDC's main campus has 9 counselors (6 at the counseling center and 3 at the disability center) serving on average 5,600 students every academic year.¹⁶ When we questioned WDP managers as to why there was such an over proportionate amount of counselors to students for the WDP; they stated that two of the counselors were re-hired annuitants and at the direction of the past President's and Provost's offices, they were placed on the budget of the WDP because there was no other available funded positions within UDC. The combined salaries and benefits for these two employees is \$140,000.

¹⁶ The University of the District of Columbia, Fall 2006 and Fall 2007 Enrollment Profile Report, Office of Institutional Research, Assessment & Planning.

RESULTS OF AUDIT

- ***Child Development Class - \$14,000***

During our review of classes conducted through the WDP, we identified that a child development class was offered through contract between UDC and Southeast Children Fund for \$50,000 per semester. In discussions with the instructor, we were told that upon successful completion of this class, the student would receive a nationally recognized certification. The contract price is based on a budget that identifies salaries of \$30,000 for seven persons (three trainers and four advisors) to teach the class and prepare the students for the exam. Based on observation and interviews with the class instructor, the program coordinator, and staff at P.R. Harris, we found that there is only one person teaching the class and preparing the students for the exam. This person is a subcontractor with the contractor (Southeast Children Fund) and is paid \$16,000 a year.

Perhaps of more concern was the fact that of the 66 persons who have taken the course over the 2 semesters, only 30 have received certifications. To obtain certification, the student must complete the required coursework, established community service hours, as well as complete a portfolio and pass a national exam.

We determined that this same contractor had a contract with the District's Department of Human Services (DHS) for at least the past 2 years to provide identical services (certifications – new and renewals) for persons entering or currently in the childcare field. In discussions with a Director at DHS, we were told that all enrollees obtain certifications. In a comparison of the costs of these two contracts (the WDP is approximately \$30,000 more per year), the outcomes are vastly different – 100 percent vs. 50 percent certificate rate between the two.

- ***Leasing Contract - \$145,000***

We reviewed the interagency agreement between UDC and the D.C. Public Schools to lease the lower level of the P.R. Harris Educational Center (78,250 square feet) for \$217,708 per year. Based on our observations and visits, we found that the classrooms and the administration offices occupy about one-third of the space. This indicates that the UDC is paying for unused/unutilized space of approximately 52,000 square feet. At the current cost of the contract, that equates to approximately \$145,000.

- ***Media Campaign - \$168,500***

The UDC invested in an elaborate media campaign, which included radio, television, Metro advertisements, and printed flyers to inform the public of the educational opportunities at UDC, to include the WDP. In a review of the contract deliverables, we found that various brochures, pamphlets, and maps highlighting UDC's educational opportunities were developed to include other UDC colleges and the main campus. However, all of the costs for the media campaign were charged to the WDP rather than being shared on a proportionate

RESULTS OF AUDIT

basis with other departments that received benefits. Further, as it relates to the WDP, we believe that the campaign was poorly executed and ineffective. As a result, UDC paid approximately \$168,500 and received minimal benefits for its investment.

We reviewed the purchase order and the contract for \$160,000. In addition, we reviewed the purchase order for \$8,500 for printing related to the media campaign. The scope of work for the media contract was for the development and printing of various brochures, pamphlets, and maps highlighting the UDC's WDP, along with a mini public awareness campaign promoting UDC's workforce development initiative utilizing radio, UDC Cable TV station, and the UDC website. In a review of the materials, some were generic in content (area resource map, pocket brochures, and posters) that were not specific to the WDP. Due to the generic content of the materials, its costs should have been spread to other UDC budget sources because not all the material benefited the WDP.

We physically examined the inventory of marketing materials and supplies in the UDC warehouse and found that the marketing materials were printed; however, much of the materials remained unused on warehouse shelves for more than 18 months. Some of the materials are now obsolete because the UDC has closed three of the previously identified satellite centers and has opened two others.

We confirmed that the media contractor had developed a television advertisement but it was never aired. We were told that when the ad was ready, it was the end of the FY and funding was not available to pay a TV station for airtime. It is interesting to note that the WDP had money in its 2006 budget because there was a \$760,000 unexpended balance at year-end.

We also learned that a radio advertisement developed by the media contractor provided a telephone number that interested parties could call to obtain more information on UDC's WDP. However, the ad was aired before the telephone number was actually established or staffed to receive calls.

Part of the payment made to the media contractor was to develop measurement indices to monitor and gauge the success of the media program. This process included building in accountability and documenting results. Further, the contractor was to update UDC's website to include information related to the WDP. We could not identify any materials on UDC's website as a result of work performed by the contractor. We also could not identify any documents, reports, or data to support that these deliverables were met.

Lastly, while we did identify a person who was responsible for media relations at UDC, this person told us that they were not assigned to the media for the WDP until the fall of 2007. However, this person did distribute flyers at community functions and had documented efforts of their media contacts and related work. Further, we also found that the program coordinators at the satellite locations were not provided the materials created by the media

RESULTS OF AUDIT

contractor. Instead, they designed and distributed their own flyers in the community at local churches, malls, and retail businesses near satellite locations.

- ***Telecommunication Services - \$28,700***

In conjunction with the media campaign described above, WDP entered into a contract with a telecommunications company for \$39,000 to monitor a dedicated telephone line on which citizens could call to obtain information about the WDP. We were told that when the radio and the Metro bus advertisements ran, the telephone number referenced in the ads had not been activated. Moreover, once the telephone line was established, an outgoing message was played for callers because a designated person had not been identified to take the calls. After approximately 1 month of airing on various media venues, a telecommunications contractor was contracted to monitor and record calls received as a result of the media ads. A review of the call logs provided by the contractor, as part of its deliverables under the contract, showed that insufficient information was obtained to: (1) identify the nature of the call; (2) direct the caller to another location where information could be provided; or (3) contact the caller (telephone number) for follow-up. Even though a script for the call-taker was developed, we could not confirm that it was relayed to the contractor. After several months under the contract, a UDC employee called the designated line and found that the telephone line had been disconnected. UDC officials were not able to identify exactly when the line was disconnected, but the monitoring logs from the contractor did not have any entries for more than a month. Once this was learned, the Dean of the WDP after paying \$28,700 cancelled the contract. Lastly, there is no indication that anything was ever done with the data provided by the contractor. The WDP currently has a designated employee who answers and routes calls for inquires regarding the WDP to the program coordinators at the satellite centers.

- ***Wireless Internet - \$35,199***

We reviewed the purchase order for materials and supplies to establish wireless internet service at P.R. Harris Satellite Center for \$35,199. Based on observation and information obtained during our visits to the satellite location, we found that most of the students at P.R. Harris have little knowledge of computer technology. Additionally, students do not bring laptops to class, nor are they required to use the internet as part of the course curriculum at P.R. Harris. As such, we question the feasibility of having wireless internet service at the satellite location.

- ***Childcare - \$94,100***

We reviewed the contract with a local church for \$128,500 to provide childcare at the P.R. Harris Satellite Center. The contract costs were based on a submitted budget, which included \$68,000 for personnel (8 people), \$6,000 for a sign language interpreter, \$6,000 for a comic book project, \$5,320 for T-shirts, \$2,400 for transportation, and \$2,880 for field trips. We

RESULTS OF AUDIT

found that the contractor only provided two persons to perform services under the contract. Further, none of the services identified above were provided to the children. An analysis of the cost and attendance data showed that the WDP is paying approximately \$18.12 per hour per child. This contract contains excessive costs based on the fact that many of the services identified in the contract are not being provided or used.

We also question the sole-source method used to award this contract. During our audit, we found that WDP employees and other persons instrumental in the development and implementation of the WDP have personal relationships with the contractor. To ensure independence, there needs to be arms-length transactions with contractors who provide services to the District.

- ***Nursing - \$69,500***

By law, UDC is required to provide on-site emergency services to its students. We obtained the interagency agreement between the UDC and the Department of Health (DOH) to provide health and nursing service for the students at the main campus and up to six community learning centers as established by UDC. The FY 2007 budget for nursing services was \$924,363, which included \$313,844 for the WDP.

We obtained the invoices submitted by DOH for nursing services provided to UDC for FYs 2006 and 2007. Costs charged to the WDP for nursing services for FY 2006 were \$28,032.94 (for the last few months of FY 2006 only) and \$90,127.64 for FY 2007. The annual salary for a nurse who works at P.R. Harris is \$20,640 (\$43 X 3 hours X 4 days X 4 days a week X 10 months). We were unable to determine why DOH charged more than 3 times the salary of the nurse who worked for the WDP during FY 2007. Even taking into account fringe benefits and administrative overhead, the costs charged to the WDP appear excessive.

- ***Cleaning Services \$50,000***

We found that UDC has a contract with a company for \$74,501 per year for cleaning services at the P.R. Harris Satellite Center. The contractor assigned one employee to perform contracted services, at annual salary of approximately \$16,200. Adding a 15 percent for benefits and another \$5,000 for cleaning supplies and equipment, UDC could save approximately \$50,000 by hiring an independent person or an employee over the cost of the current contract. UDC officials believed that this contractor was used based on a current contract the contractor already had in place with UDC. Again, in order to ensure best price/value, this contract should be competitively bid so that the District obtains a fair and reasonable price for the services it receives.

RESULTS OF AUDIT

- ***Printing the Ballou Survey and the Annual Report - \$9,375***

We reviewed two purchase orders to design and print the annual report for the WDP, in the amounts of \$4,700 and \$4,675, respectively. These reports presented statistical data regarding the number and type of classes offered as well as the overall performance of the WDP. We obtained a copy of the 16-page annual report for FY 2006, and the Ballou Survey. Our analysis of these reports found that the survey is scientifically inaccurate and full of mathematical mistakes. Further, much of the data was unsupported and, based on information we collected, was incorrect. While we do not question the usefulness of such documents, publishing inaccurate documents is wasteful. Further, while these documents were provided to UDC management, no one could confirm that they were used to make decisions with regard to the WDP, its operations, course offerings, or other areas.

INAPPROPRIATE USE OF FUNDS - \$44,562

- ***Furniture and Equipment - \$15,984***

During our review of expenditures, we inspected the physical existence of the following items:

- Four (4) executive chairs - \$2,146.48
- Three (3) laptop computers - \$4,255
- Two (2) color laser printers - \$620
- Two (2) multi-color laser printers - \$1,976
- Three (3) blackberries (including 1 year prepaid activation service) - \$6,987

This equipment was being used by the Nursing Department at the College of Art and Sciences. This department is not part of the WDP and, therefore, WDP funds should not have been used to procure these items.

- ***Professional Services - \$20,000***

We reviewed the contract for \$20,000 to provide leadership to program coordinators at the satellite sites and ensure programs support UDC's mission. The contract deliverable included a report with pictures of existing different areas at the P.R. Harris Satellite Center; estimated costs required to develop the cosmetology, barbering, and construction areas; projected fall enrollment for each of the four sites; lists of certificates offered by the six units under COES; and course descriptions for some courses offered by the WDP.

The contractor did not provide professional leadership to the program coordinators as described in the contract nor provide assistance in planning, organizing, and oversight of all the satellite campus' operation as written in the contract. In addition, the contractor did not identify any industry partnerships to leverage UDC resources.

RESULTS OF AUDIT

- ***Payment for Contractual Services - \$8,578***

WDP officials let a contract for \$8,578 that did not identify specific work to be performed or a defined period for work to be performed. Additionally, we were told that management had the contractor perform various “odd-jobs” and used the contract as a vehicle to pay for the services already rendered. Subsequently, the contractor was hired as an employee.

UNEXPENDED FUNDS

- ***FYs 2006 and 2007 Unexpended Funds - \$1,964,215***

The WDP budgets for FYs 2006 and 2007 were \$3,713,031 and \$3,588,591, respectively. Actual expenditures for the FYs 2006 and 2007 were \$2,950,492 and \$2,386,915, respectively. As a result, unexpended appropriations for FYs 2006 and 2007 were \$762,539 and \$1,201,676, respectively. The inability to properly manage and use budgeted funds directly affects the success of the WDP because goods and services necessary to accomplish the WDP’s mission are not effectively programmed.

Reprogramming Efforts

Although UDC WDP officials did attempt to reprogram funds prior to expiration at the end of FY 2006 and again, twice, in FY 2007, their efforts amounted to reactive versus proactive planning. Reprogrammings were requested to cover unanticipated salaries related to the WDP and costs for the construction build-out at P. R. Harris to house several WDP technical trade classes. Reprogramming documents concerning the reprogramming for the construction work at P.R. Harris Satellite Center were requested in August 2006, which did not allow sufficient time to have the construction work completed before the end of FY 2006. This reprogramming effort was again initiated in FY 2007. As of the end of our fieldwork (January 2008), these funds have been made available; however, the construction work has not started.

Other Identified Appropriations - \$800,000

During our review of unused appropriations, it was brought to our attention that in FY 2003, the District of Columbia Council appropriated \$800,000 to UDC for capital improvements for vocational education and training by the end of FY 2006. This appropriation was not related to the WDP operating budget. Correspondence - dated September 2005 - from the Assistant to the Provost had identified a need for the use of these funds at the WDP satellite locations and requested the President to move forward on securing the use of these funds for the WDP. Additionally, discussions with UDC property management personnel confirmed that as of February 2008, this money had not been earmarked for the project. Further, UDC officials are working with the Council and the Mayor’s budget office to reprogram funding

RESULTS OF AUDIT

because it technically expired at the end of FY 2006. We confirmed that WDP satellite locations had been identified as possible users for these funds.

RECOMMENDATIONS, MANAGEMENT RESPONSES, AND OIG COMMENT

We recommend that the Acting President, UDC:

12. Establish controls to ensure that contracts awarded by UDC are economically efficient and that contract deliverables are definite and measurable.

UDC Response:

Agree. UDC has requested that their Office of Contracting and Procurement (OCP) review all of the WDP contracts in question to determine if vendors failed to meet contract requirements and if UDC is eligible for refunds from vendors for any payments made to date. OCP has also been requested to provide an assessment of 2006 and 2007 WDP procurements to determine if there is a need to train WDP staff on contract and procurement policies and procedures. OCP is expected to complete its assessment by September 30, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

13. Re-negotiate existing contracts or compete future contracts for cleaning, health, and childcare services to ensure better price and value.

UDC Response:

Agree. The WDP has requested OCP to assess the feasibility of renegotiating the WDP cleaning and childcare contracts to determine if it is in the best interest of UDC to renegotiate them in the current year and to recommend improvements in future contracting and procurement activities in these areas. The Special Assistant for Workforce Development and Community College Expansion will meet with the DC Department of Health Services to negotiate a more cost effective intra-district agreement for FY 2009. OCP will report the results of its review of the two contracts to WDP by December 30, 2008. The Special Assistant will renegotiate a new FY 2009 contract with the DC Department of Health Services by September 30, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

14. Establish controls to ensure that department heads approve textbooks for classes prior to placing orders, and that orders are timely and accurate.

UDC Response:

Agree. The Special Assistant for Workforce Development and Community College Expansion will develop and distribute a formal process and timetable for ordering WDP textbooks throughout the academic year. The process and timetable will be developed and implemented by August 1, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

15. Ensure that employees who charge their salaries and benefits to the WDP budget are working for the WDP.

UDC Response:

Agree. The Special Assistant for Workforce Development and Community College Expansion is in the process of reviewing all current full and part-time WDP personnel appointments. This review and recommendations for the transfer or termination of any non-WDP staff will be completed by July 15, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

16. Review contracts identified in this report and seek remuneration, as appropriate, from contractors that did not comply with contract terms or furnish services as required.

UDC Response:

Agree. Refer to UDC's responses to Recommendations 12 and 13. Based on the OCP assessment, WDP will immediately initiate the appropriate action.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

FINDING 5: BENCHMARKING

SYNOPSIS

Our benchmarking analysis identified several areas in which UDC officials can make improvements to its WDP in order for it to serve more students and better achieve its goals. These areas include better advertisement of the WDP, expansion of the number and types of classes offered, and offering courses online and/or at community centers. Our research indicated that the WDP has a tremendous “up-side” and, if properly implemented, can help bridge the unemployment gap between under-educated and well-educated citizens.

DISCUSSION

The District has a wide disparity between the available job market and the skills of the city’s residents. Further, the District’s glaring gap between the affluent and the poor and the high unemployment rate make it difficult to compare to other cities of similar size and composition. When we performed benchmarking of UDC’s WDP, we took these issues into consideration on every conclusion reached. As such, we structured our review on areas that would be least affected by the factors identified above. We believe that the comparisons shown below can be used by UDC management to continue to improve its WDP.

For our comparisons, we obtained raw data from two neighboring community colleges selected for comparison with the UDC WDP. The data included: 1) the number and types of courses offered; 2) student enrollment; and 3) the number of satellite locations. We did not evaluate the course descriptions, syllabi, materials, and objectives, nor did we attempt to determine the level of difficulty required to complete courses. In order to draw comparisons in these areas, we would have had to obtain course-supporting documents, and discuss lesson plans, course scope, objectives, and methodologies employed with class instructors/professors. However, we believe UDC should perform these types of benchmarking analyses.

Number and Type of Courses Offered

We compared the WDP at UDC with the WDPs at Northern Virginia Community College (NVCC) and Montgomery College (MC). The types of courses offered by NVCC and MC are diverse and meet the different needs of students. Some of these courses include web programming, real estate, information technology, foreign languages, construction, finance, and photography. The UDC WDP offers 17 non-credit courses, which include 8 courses related to healthcare. Therefore, there are limited choices for students to obtain different skills and training.

RESULTS OF AUDIT

Course Comparisons

Table 6 below identifies the number of courses offered at each of the educational institutions. As noted in Finding 2 of this report, the UDC WDP does not provide classes to prepare its students to obtain jobs in many of the current or projected areas of highest employment growth.

No.	High-Growth Rate Jobs in Washington Metropolitan Area	No. of Courses Offered at the Workforce Development Program		
		UDC	NVCC	MC
1	Computer and Information Technology	4	35	69
2	Healthcare Support	8	1	20
3	Community and Social Services	--	--	5
4	Protective Services Occupations	--	--	--
5	Personal Care	2	9	14
6	Professional and Related Services	--	6	5
7	Construction	1	--	20
Total courses offered in 7 categories identified as high-demand:		15	51	133
Total number of WDP courses offered:		17	127	414

Student Enrollment Numbers

The number of students enrolled in both colleges is much larger than the number of students enrolled in the WDP at UDC. This is expected due, not only to the significantly larger number of total courses offered, but also to the longevity of the programs at these institutions and the population of the residents served. For NVCC, 5,374 students completed classes and obtained their certificates in the FY 2007. For MC, the number of students enrolled for 2007 was 35,000 students. Additionally, 10,949 students were enrolled in MC's Adult English as a Second Language and General Equivalency Diploma Programs.

Program Performance

We found that NVCC and MC keep complete records for the program outcomes in terms of who completed the class, grade obtained, and whether a certificate was issued. While grades are maintained in the UDC registrar's office for the WDP credit courses, we could not identify a central location with program coordinators, or student files, of complete and accurate records for the non-credit courses completed. As a result, UDC cannot report performance data for students who have successfully completed a class or who have received a certification.

RESULTS OF AUDIT

Courses Offered

The WDP at NVCC and MC do not provide credit classes. Table 7 below presents the non-credit classes offered at both colleges. We have included this data to show the breadth and scope of the programs at neighboring counties. Non-credit courses offered under UDC's WDP are identified on Appendix A of this report.

Table 7: Comparison of Courses Offered		
No.	NVCC	MC
1	Professional & Workforce Development (6 courses)	Arts and Design (32 courses)
2	Business Information Technology Leadership Certificate (7 courses)	Automotive
3	Personal Finance & Improvement (3 courses)	Biotechnology (7 courses)
4	Computers (10 courses)	Boating
5	Driver Improvement Training	Building and Constructions (20 courses)
6	Foreign Language (4 courses)	Career/ Work skills (4 courses)
7	General Interest (11 courses)	Challenge Program (22 courses)
8	Photography (6 courses)	Drawing Classes for Middle and high school
9	English as a Second Language	Computer Application - Basic Keyboarding
10	Test Preparation (11 courses)	Computer Repairs (4 courses)
11	Basic Computer Literacy (4 courses)	Computer IT (66 courses)
12	Web Programming (14 courses)	Digital Photography for Adults
13	Computer Applications (11 courses)	Driver Safety
14	Computer Troubleshooting & Networking (13 courses)	Early Childhood Education (31 courses)
15	Programming and Database Management (4 courses)	Entry Level Healthcareer Training (4 courses)
16	Personal Enrichment (9 courses)	Literature and Writing (12 courses)
17	Writing Courses (7)	Food Safety and Hospitality (6 courses)
18	Finance and Accounting (15 courses)	Foreign Language (36 courses)
19		Health Science [42 courses]
20		Institute Hispano de Negocios (13 course)
21		Insurance and Personal Finance (12 courses)
22		Interior Design (2 courses)
23		Lifelong Learning Institute (37 courses)
24		Management and Supervision (8 courses)
25		Professional Development (8 courses)
26		Real estate [19 courses]
27		Test Preparation [4 courses]
28		Small Business and Entrepreneurship (12 courses)
29		Workforce Technology (7 courses)

RESULTS OF AUDIT

Satellite Locations

A review of the number of WDP satellite locations identified that NVCC and MC had six and four, respectively. These numbers are comparable to the four satellite locations offered in the District. The noticeable differences in this area are the fact that both NVCC and MC offer the student the ability to take non-credit classes online and at business locations and community centers.

In order for the WDP at UDC to attract more students, the program could offer non-credit classes online. Adult students who are working and have family responsibilities would benefit from the convenience of online classes. In addition, the WDP at UDC may consider offering some of the non-credit classes at business locations and community centers.

Online Information

NVCC and MC students can obtain information about the workforce development program at the respective college's webpage. We found that both of these colleges use their websites to present detailed information about the program and to register the non-credit students, in addition to offering classes online and at the locations of businesses and community centers. Additional online information includes: type of classes; requirements; registration process; course descriptions; schedule for classes; parking information; payment policy; third-party payment policy, bus service information, accommodations for disabled persons, smoking policy; and contact information. The UDC does not provide information about the WDP on its website, have online registration options, or offer classes online.

Registration Process

NVCC and MCC students can register online and on campus for WDP classes. Online registration helps to ensure that records are obtained and provides for a complete database of registered students.

Job Fair

The annual report for NVCC showed it hosted a job fair for the health science graduates. Graduates from the last 3 years were invited, and six healthcare organizations were represented.

There was no evidence that WDP at UDC, for the period of our audit, participated in District job fairs or hosted job fairs for non-credit students, inviting prospective partnering organizations. A job fair allows students to identify potential employers, and provides UDC with additional data related to job market trends and other movements in the business community so that UDC can adjust the courses offered and tailor their programs to meet the current and future demands of the economy.

RESULTS OF AUDIT

RECOMMENDATIONS, MANAGEMENT RESPONSES, AND OIG COMMENT

We recommend that the Acting President, UDC:

17. Develop a mechanism that requires periodic benchmarking with other jurisdictions to help employ best practices.

UDC Response:

Agree. The WDP will establish a formal assessment plan which will include a periodic review of best practices of workforce development programs. The assessment plan will be developed by September 30, 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

18. Update UDC's webpage to include information on the WDP.

UDC Response:

Agree. The website will be revised by July 15, 2008, to include accurate information regarding the WDP.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

19. Offer classes online and in business and community centers.

UDC Response:

UDC has had lengthy discussions about the need to expand on-line opportunities throughout its programming. While university-wide technology capability challenges and cost issues may limit UDC's ability to offer a full range of online programs, limited on-line courses will be provided to WPD students in the 2009 spring semester.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

RESULTS OF AUDIT

20. Contact local employers, at established, periodic intervals to identify job opportunities for students completing WDP courses and obtaining certifications, and participate in job fairs to help match students with prospective employers.

UDC Response:

Agree. As part of its strategic and program plan the WDP will develop a comprehensive recruitment and placement initiative. The initiative will be implemented with WDP graduates in the fall of 2008.

OIG Comment

We consider UDC's actions to be responsive to the recommendations.

EXHIBIT A: SUMMARY OF POTENTIAL BENEFITS RESULTING FROM AUDIT

Recommendations	Description of Benefit	Amount and Type of Benefit	Agency Reported Estimated Completion Date	Status¹⁷
1	Internal Control. Establishes and documents a WDP organizational structure that clearly depicts authority, assigns responsibilities, and provides accountability for the success of the WDP.	Non-Monetary	March 1, 2008	Open
2	Internal Control. Requires that WDP Directives be developed for WDP operations and include, as appropriate, these requirements in the performance standards of accountable personnel.	Non-Monetary	December 30, 2008	Open
3	Internal Control. Establishes a 5-year master plan for the WDP that sets forth measurable milestones to facilitate WDP achievement of objectives.	Non-Monetary	December 30, 2008	Open
4	Economy and Efficiency. Provides or redesigns courses that match projected market job demands.	Non-Monetary	November 2009	Open
5	Compliance. Ensures that all potential students take the required placement tests.	Non-Monetary	November 2008	Open

¹⁷ This column provides the status of a recommendation as of the report date. For final reports, “**Open**” means management and the OIG are in agreement on the action to be taken, but action is not complete. “**Closed**” means management has advised that the action necessary to correct the condition is complete. If a completion date was not provided, the date of management’s response is used. “**Unresolved**” means that management has neither agreed to take the recommended action nor proposed satisfactory alternative actions to correct the condition.

EXHIBIT A: SUMMARY OF POTENTIAL BENEFITS RESULTING FROM AUDIT

Recommendations	Description of Benefit	Amount and Type of Benefit	Agency Reported Estimated Completion Date	Status
6	Internal Control. Determines the need for refresher courses or remedial training prior to acceptance into the WDP and develops a plan of action to offer such classes.	Non-Monetary	November 2008	Open
7	Internal Control. Require inventories of all student files. Updates files to include required data and maintain accurate student files.	Non-Monetary	December 30, 2008	Open
8	Internal Control. Develops a performance measurement program for the WDP.	Non-Monetary	December 2008	Open
9	Internal Control. Maintains a complete and accurate central database for the credit and the non-credit courses held and students who attended. Such a database would provide personal data, as well as class data: course number; name; dates attended; and student performance results related to each student in the WDP.	Non-Monetary	November 2009	Open
10	Compliance. Establishes a procedure wherein the WDP director screens all classes to ensure the minimum number of students is met and each student does not exceed the number of free credit courses allowed.	Non-Monetary	April 2008	Closed
11	Economy and Efficiency. Designs and offers a greater variety of courses consistent with the occupational groups estimated to experience the highest growth rates through 2014.	Non-Monetary	November 2009	Open

EXHIBIT A: SUMMARY OF POTENTIAL BENEFITS RESULTING FROM AUDIT

Recommendations	Description of Benefit	Amount and Type of Benefit	Agency Reported Estimated Completion Date	Status
12	Economy and Efficiency. Establishes controls to ensure that contracts awarded by UDC are economically efficient and the deliverables are definite and measurable.	Non-Monetary	September 30, 2008	Open
13	Economy and Efficiency. Re-negotiates or competes future contracts for cleaning, health, and childcare services to ensure better price and value.	Non-Monetary	September 30, 2008	Open
14	Economy and Efficiency. Establishes controls to ensure that department heads approve textbooks for the classes prior to their orders, and that orders are timely and accurate.	Non-Monetary	August 1, 2008	Open
15	Economy and Efficiency. Ensures that employees who charge their salaries and benefits to the WDP budget are working for the WDP.	Non-Monetary	July 15, 2008	Open
16	Compliance. Reviews contracts identified in this report and seeks remuneration, as appropriate, from contractors that did not comply with contract terms or furnish services as required.	\$213,600	September 30, 2008	Open
17	Economy and Efficiency. Develops a mechanism that requires periodic benchmarking with jurisdictions to help employ best practices.	Non-Monetary	September 30, 2008	Open
18	Economy and Efficiency. Update UDC's webpage to include information on the WDP.	Non-Monetary	July 15, 2008	Open

EXHIBIT A: SUMMARY OF POTENTIAL BENEFITS RESULTING FROM AUDIT

Recommendations	Description of Benefit	Amount and Type of Benefit	Agency Reported Estimated Completion Date	Status
19	Economy and Efficiency. Offers classes online and in business and community centers.	Non-Monetary	January 2009	Closed
20	Economy and Efficiency. Contacts local employers to identify job opportunities for students completing WDP courses and obtaining certifications and participate in job fairs to help match students with prospective employers.	Non-Monetary	November 2008	Closed

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT



UNIVERSITY
OF THE
DISTRICT OF COLUMBIA

Stanley Jackson
Acting President

June 20, 2008

Mr. Charles J. Willoughby
Inspector General
Office of the Inspector General
717 14th Street, NW 5th Floor
Washington, D.C. 20005

Dear Mr. Willoughby:

Enclosed is our response to the draft report on the Audit of the Workforce Development Program at the University of the District of Columbia (OIG No. 07-2-33GG).

I would like to thank you and your staff for responding quickly to my request to conduct this audit. The University is grateful for your detailed findings, observations and recommendations which we plan to use as a framework to: a) restructure and reorganize our Workforce Development Program; and b) implement strong internal controls to ensure that our program operates efficiently and effectively.

If you have any questions or need additional information, please feel free to contact me at 202-274- 5183.

Sincerely,

A handwritten signature in black ink, appearing to read "Stanley Jackson", written over a horizontal line.

Stanley Jackson
Acting President

Enclosure

Office of the President

4200 Connecticut Avenue, NW Washington, DC 20008 p: (202) 274-5100 f: (202) 274-5304 www.udc.edu

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

**University of the District of Columbia Response to the Office of the
Inspector General's Draft Report Entitled "Audit of the Workforce
Development Program University of the District of Columbia**

June 20, 2008

The University welcomes the opportunity to formally respond to the Office of the Inspector General's (OIG) draft report entitled "Audit of the Workforce Development Program University of the District of Columbia". The OIG's draft report presents its findings and recommendations in what it describes as five areas of improvement; the University's response is organized accordingly. As requested in the OIG's cover letter accompanying the draft report, the University has responded to each area of improvement (sub-finding and recommendation) and has included actions taken or planned, target dates, reasons for any disagreements and proposed alternative solutions that will more effectively or efficiently correct noted deficiencies. For each finding the University has provided one of the following responses: agree, agree with explanation or disagree. Similarly for each recommendation, the University has provided one of the above referenced three responses (agrees, agree with explanation or disagree) and a status statement which will include actions planned, taken or completed or projected completion dates. At the end of this report, the University has included a separate section entitled "University Responses to Additional Comments Presented in the OIG Report". This section was added to address additional OIG report findings that were not listed in the above referenced areas of improvement. The University's formal responses are presented below:

FINDING 1: MANAGEMENT OF PROGRAM OPERATIONS

Inconsistent management practices, a lack of (or inattention to) management information, and an inadequate organizational infrastructure

Response: Agree

The University agrees that a lack of clarity existed as it pertained to management oversight and organizational structure. In 2006 and 2007 WDP functions were managed by a variety of offices including the Offices of the President, the Provost and at least two other vice presidential units. Additionally, WDP experienced frequent changes with regard to the WDP University designated manager with primary responsibility for unit operations. Corrective action will be addressed in the University's response to Recommendation #1.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Prominently absent from the program was written guidance, directives, or other documents needed to manage and direct WDP operations. We could not find policies or procedures that addressed critical areas such as: the intake process; education or residency requirements; student class placement; or requirements for preparing course descriptions, syllabi, class schedules, rosters, evaluation (course material or instructor), hiring of instructors.

Response: Agree with Explanation

The University agrees that there is no formal policies and procedures manual which identifies or references all policies and procedures governing WDP operations. The University also agrees that such a document should be produced and transmitted to all WDP staff. However there are a number of formal and informal policies and procedures governing WDP functions and operations. Documents such as the University Rules (DCMR8), the University Catalogue, the Academic Policies and Procedures Manual, Office of Contracting and Procurement Rules (DCMR 27), and selected University directives provide policies and procedures governing a wide variety of University policies that also apply to WDP functions and operations, to include: faculty and staff hiring, procurement and contracting, budget development and residency requirements; and for credit programs (intake, admissions, class schedules and rosters, course evaluation, course descriptions, grading, etc.) and many others. Corrective action will be addressed in the University's response to recommendation #2.

Meaningful monitoring and reporting of WDP finances were not performed on a regular basis. We could not identify expenditures specific to the WDP. Additionally, for both FY 2006 and FY 2007, payroll expenditures for the WDP were not supported by a Schedule A.

Response: Agree

The monitoring and reporting of WDP finances involved the periodic review of spreadsheets which provided an indication of the amount of uncommitted funding to date. However, this reporting was not done in any systematic fashion such that budget decisions could be made regarding the appropriateness of or the need to reprogram funding. In FY 2006, the Workforce Development Program's budget was included in the budget established for Continuing Education, Office of the Director (SOAR Index 41100, Fund 406), as requested by program officials. Prior to the inclusion of the WDP budget, the Continuing Education, Office of the Director did not have a non-personal services (NPS) budget; therefore, all funds budgeted and expended for NPS from the index cited above were related to WDP.

During fiscal years (FY) 2006 and 2007, staff in the University's Finance Division, Office of Budget and Grant Administration, generated specialized NPS reports from the Executive Information System, a system which extracts data from the System of Accounting and Reporting (SOAR), the financial management/accounting system of record. Upon request, these reports

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

were provided to managers in the Office of Continuing Education, to help facilitate the budget monitoring and administration process. In addition, the Office of Budget and Grant Administration maintained detailed worksheets and reports of financial activities (PS and NPS) pertaining to WDP.

The statement regarding the lack of a supporting Schedule A for WDP positions is valid for FYs 2006 and 2007. Improvements have been made in this area. The Office of Budget and Grant Administration developed an internal FY 2007 WDP Personal Services Worksheet which is a modified version of the actual FY 2007 Schedule A. The information in this internal document was used to develop the Schedule A for FY 2008. In FY 2008 the UDC Office of the CFO implemented a comprehensive budget development, execution and monitoring process for all University units. This process featured an annual budget call, distribution of monthly expenditure reports and quarterly budget review meetings with budget analysts and program managers.

The COES Budget Officer was unable to provide a listing of expenditures by object class, monthly reports showing budgeted amounts vs. actual expenditures, and any other documents that would assist in selecting documents for review.

Response: Agree

The Budget Director in COES was not able to provide the information as requested by the OIG auditors. The COES Budget officer is no longer involved with the WDP. However, the University's Finance Division, Office of Budget and Grant Administration, as well as the Controller's Office, would have been able to provide WDP expenditure data for review. It must be stated that all official financial/accounting information is maintained and reported on by staff in the University's Finance Division. For the periods audited, the following information was available for auditor review and analysis:

- Purchase Order Reports that present the following: P.O. Number, Requisition Number, Original Purchase Order Number, Modification, Payments, Remaining Amounts;
- Listing of Expenditures (by Object Class); and
- Workforce Development Program Budget vs. Actual Expenditure Report (PS/NPS).

Recommendations:

1. Establish and document a WDP organizational structure that clearly depicts authority, assigns responsibilities, and provides accountability for the success of the WDP.

Response: Agree

Status: The University has established an organizational structure which clearly identifies levels of management authority for the success of WDP. The position of Special Assistant for

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Workforce Development & Community College Expansion was established and filled by Acting President Stanley Jackson on March 1, 2008. This position reports directly to the Provost and Vice President for Academic Affairs and has full authority to manage WDP operations.

2. Require that WDP directives be developed for WDP operations and include, as appropriate, these requirements in the performance standards of accountable personnel.

Response: Agree

Status: The University has begun the development of a first draft of a WDP policies and procedures manual. The policies and procedures manual will incorporate relevant University policies and procedures currently listed in formal University documents. Additionally, directives regarding specific policies and procedures related to issues such as academic courses and allowable fees have been issued to WDP staff. This manual will reflect standard operating policies and procedures common to most organizations and will also address the issues identified by the OIG report. After the manual is completed all WDP personnel will be required to attend professional development training on the WDP policies and procedures. Additionally, individual WDP employee performance plans will be revised to reflect accountability and responsibility for respective sections of the manual. The enforcement of WDP policies rests with the WDP manager. The planned completion date for the WDP policies and procedures manual is December 30, 2008.

3. Establish a 5-year master plan for the WDP that sets forth measurable milestones to facilitate WDP achievement of objectives.

Response: Agree with Explanation

Status: The University fully supports the development of a plan which focuses on the WDP and provides a framework for the achievement of objectives. This plan would most likely meet the requirements of a strategic plan and will include a WDP mission, vision, goals and objectives statements, series of strategies for attaining the goals and objectives and a set of performance measures. The University, however, recognizes that its repositioning efforts to establish a community college in the District of Columbia will impact its future direction regarding workforce development. Workforce development is inextricably tied to the nature and function of the community college and thus WDP corrective actions with regard to planning should be guided by the larger institutional community college goals. Given the current status of the University's planning with regard to a new community college, it is expected that a WDP strategic plan will be developed by December 30, 2008.

FINDING 2: ATTAINMENT OF PROGRAM GOALS

Courses that were identified as necessary by labor market trends were not always offered

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Response: Agree

The University agrees that aligning course offerings with labor market projections is indeed essential. As indicated in the OIG report, only 8 of the 13 non-credit offerings were in one of the high-demand job categories in the District. The University will conduct a review of all academic programs (including workforce development) in the Fall 2008 semester. Corrective action will be addressed in the University's response to Recommendation #1.

Many students have not performed satisfactorily, nor have they matriculated to the main campus as projected

Response: Agree

This statement is correct for students enrolled in credit courses. At least 70% of University freshmen from DCPS typically test into at least one remedial course. It is reasonable to assume that since many WDP credit course students were DCPS graduates who have been out of school for extended periods of time that they may exhibit even higher remediation rates than recent DCPS graduates.

Very few credit course students have matriculated at the main campus. On the other hand, non-credit students generally expect to move into the workforce and have no immediate interest in matriculating at the main campus. Corrective action will be addressed in the University's response to Recommendation #3.

There were no reliable data to show that students who completed WDP classes obtained jobs based on the training and education received or advanced in their current employment.

Response: Agree

The University acknowledges that current WDP job counseling and placement practices must be revised. This issue will be addressed in the policies and procedures manual and revisions to employee performance plans. Corrective action will be addressed in the University's response to Recommendations #4 and #5.

Recommendations:

- 1. Provide or redesign courses that match projected market job demands.**

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT No. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Response: Agree

Status: It is understood that in order for the University and its students to remain viable and competitive, program offerings must reflect job market demand. An academic program review will be conducted in Fall 2008 – for all university programs. The WDP program review process will begin during the 2008 summer session in advance of the university-wide effort. Based on the program review, workforce development programs and courses will be added, strengthened and/or deleted based in large part on local job market demand. The program review will be completed by December of 2008. Resulting changes in workforce development program and course offerings will begin in the Spring 2009 semester and be fully implemented in the Fall 2009 semester.

2. Ensure that all potential students take the required placement tests.

Response: Agree

Status: The Accuplacer is a very important indicator of student readiness. It is required for all first-time freshman students enrolled in credit courses. On the main campus first-time freshmen are assigned test dates and academic advisors are required to review the student's Accuplacer test results before selecting their courses. Students are not allowed to enroll unless they have proof that they have completed the Accuplacer exam. This policy regarding required placement tests will be monitored and strictly enforced by the WDP manager for first-time freshmen beginning in the Fall 2008 semester. Additionally, effective Fall 2008, all WDP non-credit students will be required to take the CASAS exam. CASAS is the state approved assessment for reading and mathematics. Academic advisors for non-credit students will be required to use CASAS results to assign reading and math courses.

3. Once the required placement tests are taken by students determine the need for refresher courses or remedial training prior to acceptance into the WDP and develop a plan of action to offer such classes.

Response: Agree

Status: See response to Recommendation #2.

4. Inventory all student files. Update files to include required data and maintain accurate student files.

Response: Agree

Status: The Office of Admissions and the Office of the Registrar have established guidelines for information that must be maintained by the University for students enrolled in credit courses.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Both electronic and hard copy file systems are maintained in these two offices for all students in credit courses including those in WDP credit courses. On the other hand, non-credit programs maintain decentralized student records. WDP will establish student records requirements for all individuals enrolled in its credit and non-credit programs. The Special Assistant for Workforce Development and Community College Expansion has directed the WDP staff to begin the process of establishing the parameters for a comprehensive student records file system and to conduct an audit of all current student files to identify missing or incomplete documents. Staff members have been directed to gather and locate the documentation necessary to update all missing and incomplete file information. WDP student records and file maintenance requirements will be included in the WDP policies and procedures manual. Maintenance of student files will be addressed during WDP staff orientation and training. The establishment of WDP student records requirements and file management procedures will be completed by December 30, 2008.

5. Develop a performance measurement program for the WDP.

Response: Agree:

Status: WDP performance measures must be established as part of a WDP strategic plan which would include the development of a mission, vision, goals and objectives. As stated in the University response to Findings Area 1, Recommendation #3, a WDP strategic plan must be developed as an outgrowth of the University's new community college initiative. Given the current status of the University's planning with regard to a new community college, it is expected that a WDP strategic plan (including performance measures) will be developed by December 2008.

FINDING 3: ANALYSIS OF PROGRAM DATA

UDC management did not put in place mechanisms to collect and analyze data relating to student and class attributes such as enrollment, gender, course types, and locations.

Response: Agree

The University agrees that the WDP staff failed to conduct systematic assessments of course enrollment data and did not use the results of the analyses to make management decisions regarding a range of issues to include enrollment forecasting, class scheduling, program efficiency (e.g. average class size, student/faculty ratios, and cost per student, program effectiveness etc.) Corrective action will be addressed in the University's response to Recommendation #1.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Policies limiting the number of free credit classes per student are not enforced

Response: Agree

The University acknowledges that WDP staff failed to effectively monitor and enforce the policy which limits the number of free credit courses in which WDP students can be enrolled. Corrective action will be addressed in the University's response to Recommendation #2.

Classes were held with fewer than 10 students without proper approvals in contraventions of UDC policy

Response: Agree

The University acknowledges that WDP staff failed to effectively monitor and enforce the policy which establishes a minimum course student enrollment of ten in order to offer a class, subject to department approvals. Corrective action will be addressed in the University's response to Recommendation #2.

Recommendations:

1. Maintain a complete and accurate central database for the credit and the non-credit courses held and students who attended. Such a database would provide personal data, as well as class data: course number, name, dates attended, and student performance results related to each student in the WDP.

Response: Agree

Status: As stated earlier in this report (see Finding #2, Recommendation #4), the Office of Admissions and the Office of the Registrar have established policies and procedures regarding standard information collected for students in credit courses. The University Student Records System provides these offices with an electronic database which provides class schedules, grade roster, student transcripts, course inventory files, course descriptions, and demographic and personal information on all students. The University is in the process of upgrading the student records system and will include system components which will provide the same data elements for non-credit courses that it currently provides for credit courses. The projected date for the upgraded student records system is the Fall of 2009. In the interim the WDP will work with the Office of the Registrar to establish an electronic system for non-credit course enrollment at WDP. The interim stand alone system will be implemented by the start of the 2009 fall semester. Also, the WDP will request the University Office of Institutional Research Assessment and

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Planning to assist in establishing a cyclical process for non-credit course enrollment data collection and analysis.

2. Establish a procedure wherein the WDP director screens all classes to ensure the minimum number of students is met and each student does not exceed the number of free credit courses allowed.

Response: Agree

Status: This has been completed. All WDP staff members were formally notified in April 2008 that the current policy is effective immediately. The policy will continue to be closely monitored by the WDP program coordinators and the Special Assistant for Workforce Development and Community College Expansion.

3. Design and offer a greater variety of courses consistent with the occupational groups estimated to experience the highest growth rates through 2014.

Agree:

Status: See Finding #2, Recommendation #1.

FINDING 4: WORKFORCE DEVELOPMENT PROGRAM EXPENDITURES

Persons charged their time to the WDP, when their work duties encompassed activities outside of the WDP.

Response: Agree

The University acknowledges that there were University employees whose positions were funded 100% by the WDP budget, who worked outside of the WDP. Corrective action will be addressed in the University's response to Recommendation #4.

Persons performed services for the WDP, however, the services provided were duplicative of staff already assigned to the WDP and, therefore, unnecessary.

Response: Agree

The University acknowledges that a review of the functions of contract and full-time employees indicated that there was duplication of effort because some employees and contractors were

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

providing the same type of services at the three program sites. Corrective action will be addressed in the University's response to Recommendation #4.

Faculty members were hired as full-time instructors to teach only one class, rather than using adjunct professors at significantly reduced amounts.

Response: Agree with Explanation

University review of the staffing has shown no instance where a full time faculty member has taught or is teaching only one course. However, we are willing to work with the OIG to identify the individuals referenced in the report so that corrective action can be taken.

There were unused materials and supplies

Response: Agree

The University acknowledges that the WDP purchased \$306,000 in equipment and supplies (primarily for Apprenticeship Vocational and Technical programs) that have yet to be used in any of the WDP program course offerings. The equipment and supplies were purchased in October of 2006 to outfit a practical experience lab to support the carpentry, HVAC, plumbing, electric, dry wall, cosmetology and barbering programs. The University does not have sufficient space in any of its other facilities to provide for a practical experience lab for these programs at the P.R Harris. Our goal is to work with the school modernization project and OPM to build out the laboratory space.

There were questionable payments for contract services.

Response: Agree

The University acknowledges that at least one WDP vendor was paid prior to completing all contract requirements. There were several contracts which appear to have been poorly monitored by the respective COTR and thus raised questions about the appropriateness of vendor payments. Also there were several contracts or procurements which appear to have been awarded to vendors at excessive prices. Corrective action will be addressed in the University's response to Recommendation #1 and #2.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Recommendations:

1. Establish controls to ensure that contracts awarded by UDC are economically efficient and that contract deliverables are definite and measurable.

Response: Agree

Status: The University has requested that the UDC Office of Contracting and Procurement (OCP) review all of the WDP contracts in question to determine if vendors failed to meet contract requirements and if the University is eligible for refunds from vendors for any payments made to date. The WDP contracts and procurements to be reviewed include the following: Beautician Design-\$13,995, Southeast Children Fund-\$50,000, Telecommunications Services-\$28,700, Wireless Internet-\$35,199, Childcare Services-\$94,100, Cleaning Services-\$50,000, Printing the Ballou Survey and Annual Report-\$9,375, Professional-Services-\$20,000, and Payment for Contractual Services-\$8,578. OCP has also been requested to provide an assessment of 2006 and 2007 WDP procurements to determine if there is a need to train WPD staff on contract and procurement policies and procedures. OCP is expected to complete its assessment by September 30, 2008.

2. Re-negotiate existing contracts or compete future contracts for cleaning, health, and childcare services to ensure better price and value.

Response: Agree

Status: The WDP has requested OCP to assess the feasibility of renegotiating the WDP cleaning and childcare contracts to determine if it is in the best interest of the University to renegotiate them in the current year and to recommend improvements in future contracting and procurement activities in these areas. The Special Assistant for Workforce Development and Community College Expansion will meet with the DC Department of Health Services to negotiate a more cost effective intra-district agreement for FY 2009. OCP will report the results of its review of the two contracts to WDP by December 30, 2008. The Special Assistant will renegotiate a new FY 2009 contract with the DC Department of Health Services by September 30, 2008.

3. Establish controls to ensure that department heads approve textbooks for classes prior to placing orders, and that orders are timely and accurate.

Response: Agree

Status: The Special Assistant for Workforce Development and Community College Expansion will develop and distribute a formal process and timetable for ordering WDP textbooks

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

throughout the academic year. The process and timetable will be developed and implemented by August 1, 2008.

4. Ensure that employees who charge their salaries and benefits to the WDP budget are working for the WDP.

Response: Agree

Status: The Special Assistant for Workforce Development and Community College Expansion is in the process of reviewing all current full and part-time WDP personnel appointments. This review and recommendations for the transfer or termination of any non-WDP staff will be completed by July 15, 2008.

5. Review contracts identified in this report and seek remuneration, as appropriate, from contractors that did not comply with contract terms or furnish services as required.

Agree:

Status: See the University's responses to Recommendations #1 and #2. Based on the OCP assessment, WDP will immediately initiate the appropriate action.

FINDING 5: BENCHMARKING

Lack of mechanism requiring periodic benchmarking with other jurisdictions for best practices

Response: Agree

The University acknowledges that the WDP did not conduct a periodic program assessment to evaluate program performance and identify best practices of workforce development programs at other public community colleges. Corrective action will be addressed in the University's response to Recommendation #1.

Inability to report performance data for students who have successfully completed a class or received certification

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Response: Agree

While complete performance data exists for students enrolled in academic courses, performance data is only available for selected non-credit programs. Corrective action will be addressed in the University's response to Recommendation #4.

Program not adequately advertised to attract more students

Response: Agree

The WDP did not develop and implement a comprehensive advertising campaign in 2006 or 2007. Corrective action will be addressed in the University's response to Recommendation #2.

Recommendations:

1. Develop a mechanism that requires periodic benchmarking with other jurisdictions to help employ best practices.

Agree:

Status: The WDP will establish a formal assessment plan which will include a periodic review of best practices of workforce development programs. The assessment plan will be developed by September 30, 2008.

2. Update the University's webpage to include information on the WDP.

Response: Agree

Status: The University Website will be revised by July 15, 2008, to include accurate information regarding the WDP.

3. Offer classes online and in business and community centers

Response: Agree

Status: The University has had lengthy discussions about the need to expand on-line opportunities throughout its programming. While University-wide technology capability challenges and cost issues may limit the University's ability to offer a full range of online programs, limited on-line courses will be provided to WPD students in the 2009 spring semester.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

4. Contact local employers, at established, periodic intervals to identify job opportunities for students completing WDP courses and obtaining certifications, and participate in job fairs to help match students with prospective employers.

Response: Agree

Status: The WPD staff has made contact with employers through the Workforce Investment Council to plan for more effective student job recruitment and placement in high growth sectors. As part of its strategic and program plan the WDP will develop a comprehensive recruitment and placement initiative. The initiative will be implemented with WDP graduates in the fall of 2008.

University Responses to Additional Comments Presented in the OIG Report

Finding 2: Attainment of Program Goals

- 1. 35% of 138 students starting and paying tuition at the main campus on learning of free classes at satellite locations subsequently withdraw and migrate to satellite locations.**

Response: Agree

One of the impacts of offering free credit courses was that current tuition paying students at the main campus enrolled in the free courses at the satellite locations. There is no policy regarding restrictions to WDP enrollment by students at the main campus. The concept of offering free courses is not a common practice at community colleges. The Special Assistant for Workforce Development and Community College Expansion will conduct a thorough review of this practice and assess its impacts on the goals of the WDP. Recommendations regarding this policy will be presented to the Provost and the President for approval by September 30, 2008, and implemented in the spring 2009 semester.

- 2. Students often admitted before ensuring requirements were met or intake applications completed.**

Response: Agree

Written policies governing admissions, course enrollment and permission to attend classes exist for all credit courses at the University. Workforce development program coordinators and instructors are the staff members who must enforce and monitor these policies. A written policy governing the admission registration and class attendance for all WDP's will be developed and distributed to all program coordinators prior to the beginning of classes for the Fall 2008 semester.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Finding 3: Analysis of Program Data

- 1. Allowing un-sponsored students in the Apprenticeship program has resulted in many local businesses canceling participation in the program at a financial loss to the program.**

Response: Agree with Explanation

The inclusion of un-sponsored students is not the only reason for the decline in participation by local business sponsored students. The primary reason for the decline in business sponsored students is the failure of the University to establish a practical experience training laboratory for vocational and technical programs.

- 2. No data maintained on the number of students who enter the apprenticeship courses and do not complete it.**

Response: Agree with Explanation

While we agree with the data concerns regarding WDP, the apprenticeship and vocational courses represent one of the non-credit program areas that have had a reliable data collection system regarding the enrollment and performance of its students even prior to the establishment of the WDP. The University Office of Career and Technical Education uses the state approved Career and Technical Education data management system which among other things tracks student enrollment and program completion data for all students. These data are available for review and are submitted to the District on an annual basis.

- 3. No grades posted for some students because of registration errors such as students not in system at completion of classes; students enrolled but not on class roster; students mistakenly registering for one class and taking another.**

Response: Agree

There are a few students whose grades have not been posted to their transcripts because of registration errors. When students are permitted to attend classes before they have been formally admitted to the University or when they do not appear on the class roster, students will be unable to receive their grades because they will not appear on a grade roster. The WDP staff members are currently identifying all instances where student have not received their grades and are taking the necessary steps to enroll them in the proper courses and assign the grades to the student transcript. With regard to the future, the WDP will develop and distribute a written policy governing student admission, registration and class attendance to all program coordinators and instructors, prior to the beginning of classes for the Fall 2008 semester.

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

Finding 4: Workforce Development Program Expenditures

- 1. Two Counselors placed in the program on the basis of convenience rather than need at a cost of \$140,000.**

Response: Agree

The Special Assistant for Workforce Development and Community College Expansion is in the process of conducting a review of all counseling personnel and assessing the level of counseling service needed in the WDP. This review and assessment will determine the number of counselors required and staff changes will be made accordingly. The review and assessment will be completed by September 30, 2008.

- 2. Approximately 52,000 in square feet of leased space at P.R. Harris costing approximately \$145,000, was unused.**

Response: Agree

The WDP clearly underutilized the square footage which was negotiated in its lease agreement with DCPS. The Special Assistant for Workforce Development and Community College Expansion will request the new Vice President for Real Estate to negotiate all lease agreements for the FY 2008-2009 academic year.

- 3. All \$168,500 in media campaign costs covering the program and other colleges at UDC charged to the program.**

Response: Agree

The former president approved the use of WDP funding to the Office of the Vice President for University Relations for the purpose of developing an advertising campaign for the WDP. The WDP advertising campaign also included programs at the associate, baccalaureate and graduate levels. The Special Assistant for Workforce Development and Community College Expansion will insure that projects which involve services to WDP's and other University units will be funded appropriately. That is, the WDP will only fund its pro-rata share of expenditures used to obtain services for multiple units.

- 4. \$15,984 worth of furniture and equipment bought with program funds being used by the Nursing Department**

Response: Agree

The \$15,984 in WDP budgetary funding was used to purchase furniture and equipment for the Licensed Practical Nursing (LPN) program. The LPN program is a fee-based program

EXHIBIT B: UDC'S RESPONSE TO THE DRAFT REPORT

**RESPONSES TO OIG REPORT NO. 07-2-33GG
AUDIT OF THE WORKFORCE DEVELOPMENT PROGRAM
UNIVERSITY OF THE DISTRICT OF COLUMBIA**

which operates solely on the tuition and fees collected from students. In FY 2006 and FY 2007, the nursing program did not receive tuition payments from the WDP for its nursing assistant program students. While the LPN program did receive WDP funds for instructors, books, and student supplies, this did not cover overhead costs for this fee-based program. The Special Assistant for Workforce Development and Community College Expansion has recently negotiated a tuition and fee arrangement with the LPN program that will insure that LPN receives market rate tuition and fee revenues from WDP. There will be no further use of WDP funding for the purchase of equipment and supplies for LPN or any other University program.

5. Total of \$1.9 million unspent between 2006-2007

Response: Agree

The WDP under-spent its FY 2006 and FY 2007 budgetary funding by a total of \$1.9 million. This under spending resulted from poor fiscal management, inadequate organizational infrastructure, and frequent changes in unit leadership. As of March 1, 2008, the Special Assistant for Workforce Development and Community College Expansion has been monitoring and reviewing the budget and identifying program needs for the remainder of the 2008 fiscal year.

6. \$800,000 in funding for capital improvement for vocational education and training by the end of FY 2006 unused and allowed to expire.

Response: Agree with Explanation

The \$800,000 in capital improvement funding did not expire but was unused at the end of FY 2006. However, Acting President Stanley Jackson has worked with the city to obtain permission to use the funding to support the WDP. The funding has been earmarked for the DCPS HD Woodson High School renovation project. The University's WDP will have designated program space in the renovated high school facility.

APPENDIX A: SCHEDULE OF WDP COURSES

WDP Credit Courses	
No.	Course Title
1	Basic Mathematics
2	Reading Improvement
3	English Fundamentals
4	English Composition I
5	English Composition II
6	Beginning Spanish I
7	Beginning Spanish II
8	Introductory Algebra
9	Introduction to Sociology
10	Freshman Orientation
11	Criminal Justice System
12	Psychology of Adjustment
13	US History I
14	General College Math I
15	General College Math II
16	Public Speaking
WDP Non-Credit Courses	
No.	Course Title
1	Certified Nursing Assistant
2	Home Health Aide
3	Child Development
4	Introduction to Computers
5	Medical Billing
6	Medical Office Assistant
7	GED
8	Heating and Air Conditioning
9	A+ Computer Repair
10	Basic Food Sanitation
11	Microsoft Word/Excel
No.	WDP Classes offered through the Office of Apprenticeship, Technical and Industrial Trade Unit
1	Introduction to Allied Healthcare Services
2	Emergency Medical Technology
3	Cosmetology
4	Industrial/Construction
5	Barbering
6	CAD/Robotics

APPENDIX B: SCHEDULE OF WDP CLASSES WITH FEWER THAN 10 STUDENTS

<u>Fall 2005</u>		
Course Code	Course Name	No. of Students
1133-014-83	Reading Improvement	9
1535-005-83	Basic Mathematics	8
1537-005-82	Basic Mathematics	1
<u>Fall 2006</u>		
Course Code	Course Name	No. of Students
1119-115-82	Public Speaking	6
1135-014-82	Reading Improvement	6
1135-015-83	English Fundamentals	5
1135-111-82	English Composition I	6
1163-101-82	U.S History	2
1177-111-82	Introductory to Sociology	5
1537-015-82	Introductory Algebra	7
1537-102-82	Beginning Spanish II	7
<u>Spring 2006</u>		
Course Code	Course Name	No. of Students
1537-005-82	Basic Mathematics	7
1133-014-82	Reading Improvement	7
1135-015-82	English Fundamentals	8
1135-112-82	English Composition II	9
1135-014-82	Reading Improvement	6
<u>Summer 2006</u>		
Course Code	Course Name	No. of Students
1133-014-82	Reading Improvement	4
<u>Spring 2007</u>		
Course Code	Course Name	No. of Students
1119-115-82	Public Speaking	8
1135-014-82	Reading Improvement	7
1135-112-82	English Composition II	6
1157-102-82	Beginning Spanish II	6
1163-101-82	U.S History	8
1537-005-82	Basic Mathematics	8
1537-015-82	Introductory Algebra	6
1537-101-82	General College Math I	1
<u>Summer 2007</u>		
Course Code	Course Name	No. of Students
1119-115-82	Public Speaking	8
1135-014-82	Reading Improvement	7
1135-112-82	English Composition II	6
1157-102-82	Beginning Spanish II	6
1163-101-82	U.S History	8