



# MICHIGAN

OFFICE OF THE AUDITOR GENERAL

## AUDIT REPORT



THOMAS H. MCTAVISH, C.P.A.  
AUDITOR GENERAL

The auditor general shall conduct post audits of financial transactions and accounts of the state and of all branches, departments, offices, boards, commissions, agencies, authorities and institutions of the state established by this constitution or by law, and performance post audits thereof.

– Article IV, Section 53 of the Michigan Constitution

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# Michigan *Office of the Auditor General* **REPORT SUMMARY**

## *Performance Audit*

### *Developmental Education at Michigan Public Community Colleges*

Report Number:  
032-0651-07

Released:  
May 2009

*Developmental education courses teach academically underprepared students the skills that they need to succeed in college-level courses and provide learning strategies designed to improve or overcome any marked deficiencies in basic competencies, including a deficiency in content previously taught but not learned. Nationally, 42% of community college freshmen enroll in at least one developmental education course. All 28 Michigan community colleges offer developmental education courses.*

#### ***Audit Objective:***

To assess the effectiveness of Michigan public community colleges' efforts to promote an understanding of college readiness expectations and communicate them to high school administrators and students.

#### ***Audit Conclusion:***

We concluded that Michigan public community colleges' efforts to promote an understanding of college readiness expectations and communicate them to high school administrators and students were moderately effective. Our report includes one reportable condition (Finding 1).

#### ***Reportable Condition:***

Michigan public community colleges need to evaluate and enhance, as necessary, their efforts to clearly communicate their expectation of college readiness to high school administrators (Finding 1).

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#### ***Audit Objective:***

To analyze and provide data regarding developmental education at Michigan public community colleges.

#### ***Audit Conclusion:***

We analyzed and provided data regarding developmental education at Michigan public community colleges. Our report includes 2 observations and 12 exhibits related to this audit objective.

#### ***Observations:***

Our analyses of data resulted in observations related to developmental education testing, placement, and enrollment policies and the need for developmental education (Observations 1 and 2).

#### ***Supplemental Information:***

Our report provides analyses, data, and comparisons related to developmental education enrollments, policies, and expenditures (Exhibits 1 through 12).

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***Agency Response:***

Our audit report includes 1 finding and 1 corresponding recommendation. Each community college was provided an opportunity to indicate its agreement or disagreement with the recommendation and its position or plan to comply. The 14 community colleges' preliminary responses received indicate that they agree with the recommendation and have complied or have initiated actions to comply.

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A copy of the full report can be  
obtained by calling 517.334.8050  
or by visiting our Web site at:  
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May 5, 2009

The Honorable Mike Bishop  
Senate Majority Leader  
and  
The Honorable Michael Prusi  
Senate Minority Leader  
Michigan Senate  
State Capitol  
Lansing, Michigan

The Honorable Andy Dillon  
Speaker of the House  
and  
The Honorable Kevin A. Elsenheimer  
House Minority Leader  
Michigan House of Representatives  
State Capitol  
Lansing, Michigan

Dear Senators Bishop and Prusi and Representatives Dillon and Elsenheimer:

This is our report on the performance audit of Developmental Education at Michigan Public Community Colleges.

This report contains our report summary; background; audit objectives, scope, and methodology and agency responses; comments, finding, recommendation, and agency preliminary response; observations; various exhibits, presented as supplemental information; and a glossary of acronyms and terms.

Our comments, finding, and recommendation are organized by audit objective. The agency preliminary response was taken from the community colleges' responses subsequent to our audit fieldwork. Annual appropriations acts require that the audited institution develop a formal response within 60 days after release of the audit report.

We appreciate the courtesy and cooperation extended to us by the community colleges.

AUDITOR GENERAL



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## Background

Michigan public community colleges operate under the authority of Sections 389.1 - 389.195 of the *Michigan Compiled Laws*, commonly known as the Community College Act of 1966. Each public community college is governed by a board of trustees consisting of seven members elected at large for six-year terms of office by the voters of the college district.

The Michigan public community college system includes 28 community colleges located throughout the State of Michigan:



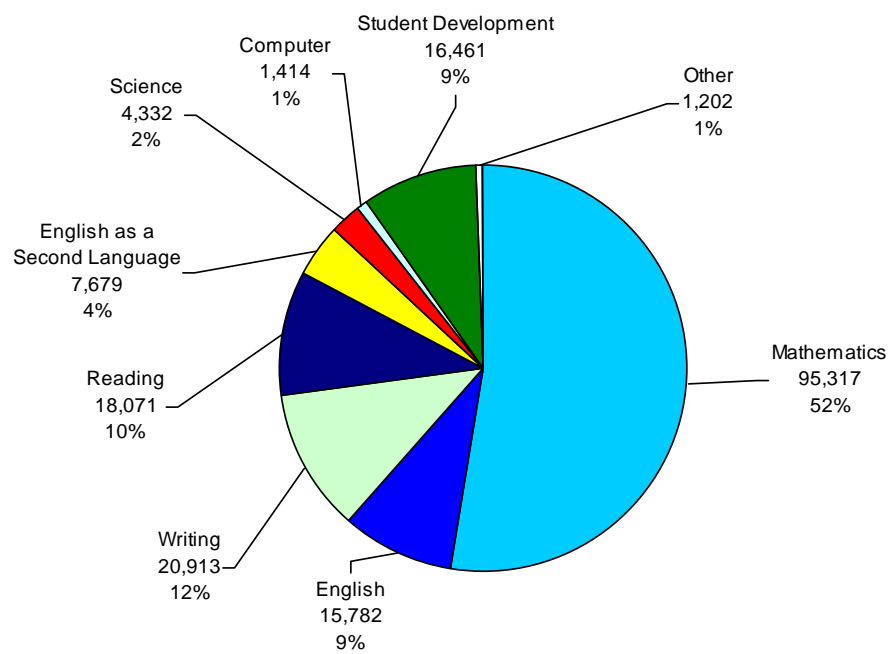
Source: Department of Labor and Economic Growth Directory of Michigan Public Community Colleges 2007

All 28 Michigan public community colleges offer developmental education\* courses. Developmental education courses teach academically underprepared students the skills that they need to succeed in college-level courses. Developmental education courses provide learning strategies designed to improve or overcome marked deficiencies in basic competencies, including a deficiency in content previously taught but not learned. Basic competency is defined as reading, writing, mathematics, and science. Michigan public community colleges provide four primary types of developmental education courses: mathematics; reading; writing; and English, which includes both reading and writing courses. Specific examples of developmental education courses include Basic Computation Skills, Basic Learning Skills, Basic Writing Methods, Developmental Reading, General Education Development (GED) Preparation, Remedial Arithmetic, Remedial English, and Spelling Mastery.

During the fall 2005, winter 2006, fall 2006, and winter 2007 academic terms, 483,497 students enrolled at Michigan public community colleges. Of these students, 105,608 (22%) enrolled in at least one developmental education course (see Exhibit 1). Of those enrolled in a developmental education course, 65% enrolled in 1 course, 22% enrolled in 2 courses, and 13% enrolled in 3 or more courses.

The following chart shows the number and percentage of students enrolled in each type of developmental education course:

**Developmental Education Course Enrollment  
Fall 2005, Winter 2006, Fall 2006, and Winter 2007 Terms**



\* See glossary at end of report for definition.

The increasing need for developmental education has received nationwide attention. An August 2006 Issue Brief from Alliance for Excellent Education stated:

Across the nation, 42 percent of community college freshmen and 20 percent of freshmen in four-year institutions enroll in at least one remedial course (NCES 2004b). That is almost one-third of all freshmen. Community colleges already bear the greatest share of the remediation burden, and trends indicate that their responsibilities in this arena are likely to grow.

The brief also stated:

Because too many students are not learning the basic skills needed to succeed in college or work while they are in high school, the nation loses more than \$3.7 billion a year. This figure includes \$1.4 billion to provide remedial education to students who have recently completed high school. In addition, this figure factors in the almost \$2.3 billion that the economy loses because remedial reading students are more likely to drop out of college without a degree, thereby reducing their earning potential.

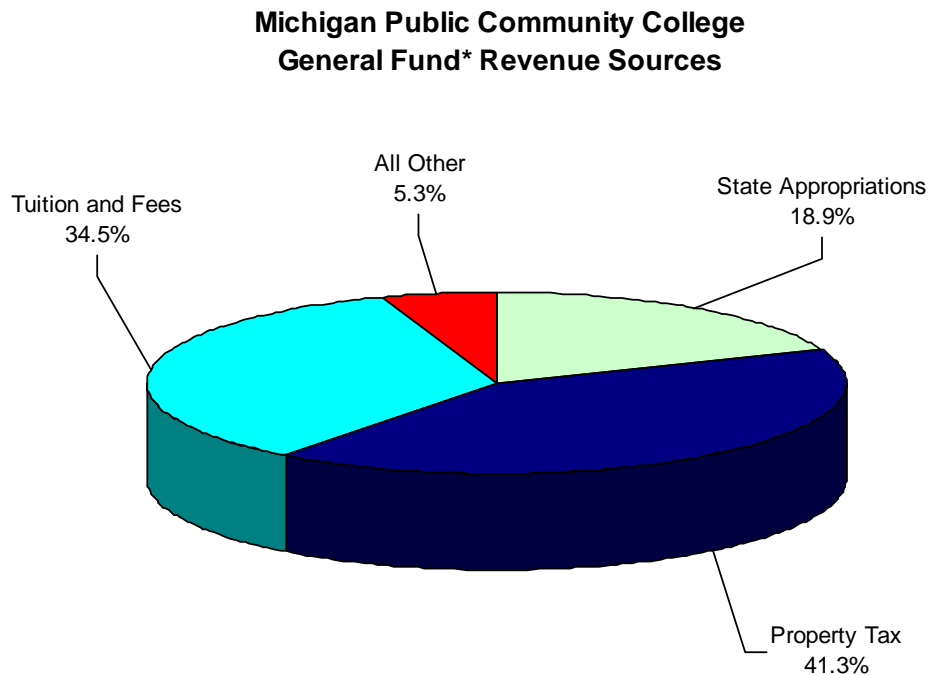
In addition, literature addressing developmental education has debated the appropriateness of remediation on college campuses. For example, should it be encouraged because it expands educational opportunities to underprepared students, or should it be discouraged because precollege-level courses have no place on college campuses? Some publications have reported that numerous states and institutions are considering policies or laws that affect developmental education offerings. Proposals include concentrating developmental education in community colleges rather than in four-year institutions, limiting developmental education coursework to the freshman year, limiting the number of developmental education courses offered, requiring public school systems to reimburse colleges for developmental education needed by public school graduates, and prohibiting the use of state money to pay for developmental education coursework.

Educators have largely attributed the need for developmental education to a gap between high school curriculum and college readiness. However, the gap is not always the reason students take developmental education courses at community colleges. Community colleges also offer developmental education coursework in relation to opportunities to retrain laid-off workers, reeducate older students, and teach English to recent immigrants.

For the period July 2006 through June 2007, Michigan public community colleges reported total expenditures for developmental education of \$25,270,352 (see Exhibit 12 for a comparison of developmental education expenditures by community college). Developmental education expenditures include faculty salaries and wages, classroom space, and a variety of

support services, including counseling, administrative support, parking, facilities, and maintenance.

Michigan public community colleges receive their revenue for educational programs primarily from three sources: local property taxes, student tuition and fees, and State appropriations. The following chart shows the percentage of each funding source for the fiscal year ended June 30, 2007:



For fiscal year 2006-07, developmental education consisted of approximately 2% of the \$1.1 billion total expenditures for Michigan public community colleges. A distribution of these developmental education expenditures results in approximately \$10.4 million being funded from property tax revenue, \$8.7 million from tuition and fees revenue, and \$4.8 million from State appropriations. For fiscal year 2006-07, Michigan public community colleges were appropriated \$3.3 million for at-risk students, which include those who initially placed in one or more developmental education courses as a result of standardized testing or as a result of failure to make satisfactory academic progress.

Our report provides data, analyses, and comparisons related to developmental education at Michigan public community colleges, including comparative analyses of policies, student academic history data, and student demographic data. Our analyses and data are provided in Exhibits 1 through 12. In addition, we noted one reportable condition\* (Finding 1) and 2 observations\* (Observations 1 and 2).

*\* See glossary at end of report for definition.*

## Audit Objectives, Scope, and Methodology and Agency Responses

### Audit Objectives

Our performance audit\* of Developmental Education at Michigan Public Community Colleges had the following objectives:

1. To assess the effectiveness\* of Michigan public community colleges' efforts to promote an understanding of college readiness expectations and communicate them to high school administrators and students.
2. To analyze and provide data regarding developmental education at Michigan public community colleges.

### Audit Scope

Our audit scope was to examine developmental education at Michigan public community colleges. Our audit was conducted in accordance with *Government Auditing Standards* issued by the Comptroller General of the United States and, accordingly, included such tests of the records and such other auditing procedures as we considered necessary in the circumstances. Our audit procedures, performed from April 2007 through March 2008, included examination of developmental education information for the period August 2005 through May 2007, with data specific to academic terms fall 2005, winter 2006, fall 2006, and winter 2007.

As part of our audit, we prepared supplemental information that relates to our audit objectives (Exhibits 1 through 12). Our audit was not directed toward expressing an opinion on this information and, accordingly, we express no opinion on it.

### Audit Methodology

We conducted a preliminary review of developmental education at Michigan public community colleges. As part of our preliminary review, we contacted the community colleges to gather data related to student demographics and academic history. We completed trend analyses from data reported in the annual activities classification structure\* (ACS) data book. We made inquiries of the community colleges regarding their developmental education policies and practices.

\* See glossary at end of report for definition.

To complete our first objective, we made inquiries of Michigan public community colleges regarding their communication of college readiness expectations to local high school administrators and students. Also, we surveyed high schools throughout the State regarding the communication that they received from local community colleges regarding college readiness.

To complete our second objective, we analyzed the student demographic and academic history data that was gathered during our preliminary review. We analyzed data obtained from discussions with Michigan public community colleges, college published course books, college Web sites, and the annual ACS data book. We identified developmental education courses and information based on coding provided in the ACS Manual\*. We performed comparisons of college data with the other Michigan community college data. We created various charts, graphs, and listings for presentation in our report. We also made observations based on our analysis of data.

When selecting activities or programs for audit, we use an approach based on assessment of risk and opportunity for improvement. Accordingly, we focus our audit efforts on activities or programs having the greatest probability for needing improvement as identified through a preliminary review. Our limited audit resources are used, by design, to identify where and how improvements can be made. Consequently, we prepare our performance audit reports on an exception basis.

### Agency Responses

Our audit report includes 1 finding and 1 corresponding recommendation. Each community college was provided an opportunity to indicate its agreement or disagreement with the recommendation and its position or plan to comply. The 14 community colleges' preliminary responses received indicate that they agree with the recommendation and have complied or have initiated actions to comply.

The agency preliminary response that follows the recommendation in our report was taken from the community colleges' written comments and oral discussion subsequent to our audit fieldwork. Annual appropriation acts require the principal executive office of the audited institution to submit a written response to our audit to the House and Senate Appropriations Committees, the House and Senate Fiscal Agencies, the Department of Labor and Economic Growth, the Auditor General, and the State Budget Director. The response is due within 60 days after the audit report has been issued and should specify the action taken by the institution regarding the audit report's recommendations.

*\* See glossary at end of report for definition.*

COMMENTS, FINDING, RECOMMENDATION,  
AND AGENCY PRELIMINARY RESPONSE

## **EFFECTIVENESS OF EFFORTS TO PROMOTE AN UNDERSTANDING OF AND COMMUNICATE COLLEGE READINESS EXPECTATIONS**

### **COMMENT**

**Audit Objective:** To assess the effectiveness of Michigan public community colleges' efforts to promote an understanding of college readiness expectations and communicate them to high school administrators and students.

**Audit Conclusion:** We concluded that Michigan public community colleges' efforts to promote an understanding of college readiness expectations and communicate them to high school administrators and students were moderately effective. Our report includes one reportable condition related to Michigan public community colleges' communication with high schools (Finding 1).

### **FINDING**

1. Michigan Public Community Colleges' Communication With High Schools

Michigan public community colleges need to evaluate and enhance, as necessary, their efforts to clearly communicate their expectations of college readiness to high school administrators. College readiness includes the knowledge, skills, and attitudes necessary to successfully enter and complete college-level courses.

Shortcomings in communicating college readiness contributed to 26% of first-time freshmen enrolling in developmental education courses (see Exhibit 3). Enrollment in developmental education courses increases the cost and time required for students to obtain a degree.

The American College Test (ACT) uses the phrase "college readiness" to refer to the level of preparation a student needs to be ready to enroll and succeed in, without remediation, a credit-bearing course at a two-year or four-year institution, trade school, or technical school.

Clear communication among community colleges and high schools of what constitutes college readiness would provide high school administrators, parents, and students with critical information necessary for academic success at the college level. For example, communication of college readiness describes the



mathematics, reading, and writing proficiencies needed for placement in college-level courses and any waiver requirements for placement testing.

Our review of the community colleges' descriptions and examples of the communications provided to high school administrators disclosed that only 14 (50%) of the 28 community colleges had communicated expectations for college readiness. These communications included meetings with high school personnel and direct presentations to high school students at which college personnel along with college presidents conveyed their expectations of college readiness, including academic expectations. Rather than communicate expectations of college readiness, other community colleges' communications consisted of recruiting materials or general information, such as admission applications or college athletics information.

In addition, we surveyed 100 Michigan high school administrators to obtain their perspectives on the communications they received from the community colleges regarding their expectations of college readiness. Of the 24 high school administrators that responded, 15 (63%) indicated that the community colleges communicated with them regarding expectations of college readiness and 9 indicated that they did not receive communications from the local community college regarding expectations of college readiness. Six (67%) of these 9 administrators indicated that they were very interested in receiving such communications, and 3 (33%) indicated that they were somewhat interested in receiving such communications.

In a separate survey, 43% of the community colleges informed us that improved communications among the high schools and community colleges could help reduce the need for developmental education. In addition, 29% of the community colleges informed us that better alignment between high school and college curriculum could help reduce the need for developmental education (see Observation 2).

## **RECOMMENDATION**

We recommend that Michigan public community colleges evaluate and enhance, as necessary, their efforts to clearly communicate their expectations of college readiness to high school administrators.

## **AGENCY PRELIMINARY RESPONSE**

The 14 community colleges' preliminary responses received indicated that clear communication of college readiness expectations to high school administrators is integral to a collaborative solution regarding college readiness. The responding community colleges described current efforts and planned initiatives to actively enhance their partnerships and communication with high school administrators.

## **ANALYSES OF DEVELOPMENTAL EDUCATION DATA**

### **COMMENT**

**Audit Objective:** To analyze and provide data regarding developmental education at Michigan public community colleges.

**Audit Conclusion:** **We analyzed and provided data regarding developmental education at Michigan public community colleges.** Our analyses and data are provided in Exhibits 1 through 12, presented as supplemental information. In addition, the analyses resulted in observations related to developmental education testing, placement, and enrollment policies and the need for developmental education (Observations 1 and 2).

## OBSERVATIONS

The observations presented in this report relate to the data, analyses, and comparisons presented as supplemental information. The observations highlight certain areas that may be of interest to users of the report. Observations differ from audit findings in that they may not include attributes (condition, effect, criteria, cause, and recommendation) that are presented in audit findings.

## **OBSERVATION**

### **1. Developmental Education Testing, Placement, and Enrollment Policies**

Developmental education testing, placement, and enrollment policies lack uniformity among the community colleges. This has two significant impacts. First, because of the differing developmental education policies, a student's choice of community college could significantly impact the length of time spent at the community college, the cost of a college education, and a student's ability to meet transfer requirements at a four-year institution. Second, it hinders students', parents', and high schools' ability to know what constitutes preparedness for college-level courses and for success in college.

The colleges mainly used either the Compass® Placement Test or the Accuplacer® Placement Test to identify students who need to improve their skills prior to enrollment in college-level courses. The Compass Placement Test was developed by ACT, Inc. as a method to evaluate incoming students' skill levels in reading, writing, writing essay, mathematics, and English as a Second Language (ESL). The Accuplacer Placement Test was developed by the College Board to provide information about academic skills in mathematics, English, and reading.

We noted wide variances in policies and practices in the following areas related to developmental education:

### **1. Placement Testing Waivers**

The placement testing waiver requirements differed among the community colleges. All 28 community colleges granted certain incoming students some type of waiver from placement testing. Community colleges granted placement testing waivers for students who had obtained appropriate prior college credit, for students who had obtained qualifying American College Test (ACT) and Scholastic Aptitude Test (SAT) scores, and for students who did not seek a degree. The ACT score waivers ranged from 16 to 25 in mathematics, from 12 to 21 in English, from 10 to 21 in reading, and from 16

to 22 composite (the maximum ACT score is 36). Exhibits 4 and 5 show the various testing waivers granted by each community college.

2. Placement Testing Frequency and Cost

The frequency for which students were allowed to take placement tests differed by community college. Some community colleges did not limit the number of times a student could take the placement test, whereas others allowed students to take the placement test only one time. Exhibit 6 shows the frequency at which students could take placement tests at each community college.

Also, the cost for taking placement tests varied among community colleges. Some community colleges did not charge students to take the placement test, while others did not charge for the first test but charged for subsequent tests. The fees for taking placement tests ranged from \$3 to \$20. Exhibit 7 shows the cost of taking placement tests at each community college.

3. Developmental Education Course Placement

Wide variances existed among the community colleges' minimum test scores needed to place into college-level courses. For the 20 community colleges using the Compass Placement Test, the minimum test scores to place into college-level English courses ranged from 46 to 81 with an average requirement of 70. Students' scores averaged 66. Exhibit 8 shows the minimum test scores needed to place out of developmental education courses.

When students' placement test scores indicated a need for skill development, only 18 community colleges required students to take the appropriate developmental education courses. Exhibit 9 shows the developmental education course enrollment requirements at each community college.

4. Developmental Education Course Repeats

Community colleges differed in their policies for allowing students to repeat developmental education courses. All 28 community colleges allowed students to repeat developmental education courses if necessary. However, the repeat policies ranged from no limit on the number of times students could repeat a developmental education course to allowing students to repeat courses only twice (administrative approval required for additional repeats). On average, students enrolled in a developmental education course only

once. Exhibit 10 shows the number of times students are allowed to repeat a developmental education course and the number of times students enrolled in a developmental education course at each community college.

5. Developmental Education Course Credit

Community colleges differed on granting degree credit for developmental education courses. All 28 community colleges granted course credit for taking developmental education courses. However, only 12 colleges allowed these credits to count toward a degree. Students are granted course credit in order to maintain full-time status for purposes such as financial aid and insurance. Statewide, during the fall 2005, winter 2006, fall 2006, and winter 2007 terms, students enrolled in 1 to 12 developmental education courses. This could increase the cost of their education by approximately \$260 to \$3,120. Exhibit 11 shows which community colleges grant developmental education course credit toward a degree.

## **OBSERVATION**

2. Need for Developmental Education

Students need remediation for a variety of reasons. We surveyed Michigan's 28 community colleges regarding the causes of the need for developmental education. Twenty-five community colleges responded to this question, with some community colleges providing multiple responses. Their responses are summarized as follows:

- Older students who have been out of high school for many years and need to refresh their skills (62%).
- Students' basic behavioral and emotional needs have not been met (such as poor parental care, unstimulating environment, and poverty) (54%).
- Inadequate high school curriculums and a lack of students' and/or educational systems' understanding of college-level expectations (27%).
- Students making education a low priority or students' failure to take adequate college preparatory courses (23%).
- Students with learning disabilities (23%).

- Increased expectations from the work force for skilled workers (19%).
- Students with English as a Second Language (19%).
- Lack of high school counseling and other support resources (15%).
- Lack of proficiency requirements to pass to the next grade or to graduate from high school (8%).

The need for developmental education at community colleges will continue to exist because of the number of nontraditional students\* who enroll in community colleges. Also, the community colleges' open door policies, missions, and diversity of students make it difficult to eliminate the need for developmental education. Our survey also asked all 28 community colleges to determine if developmental education could be reduced. Of the 27 community colleges that responded to our survey, 9 community colleges stated that societal issues are such that a need for developmental education would always exist.

However, the community colleges' responses regarding initiatives that could reduce the need for developmental education are summarized as follows:

- Improved high school curriculums (57%). It is worthy to note that only 27% of the community colleges indicated that the need for developmental education was related to inadequate high school curriculums, yet 57% of the community colleges felt that high school curriculums could be improved.
- Improved communications among the high schools and community colleges (43%).
- Better alignment of high school and community college curriculums (29%).
- High school students' ability to take the community college placement tests "well before graduation" or, specifically, in the 10th grade (21%).
- Suggestions not provided because they believed that developmental education could not be reduced or completely eliminated (14%).

\* See glossary at end of report for definition.

## SUPPLEMENTAL INFORMATION



## Exhibit 1 - Analysis of Students Enrolled in Developmental Education Courses

Exhibit 1 presents a comparative analysis of students enrolled in at least one developmental education course at each Michigan public community college during the fall 2005, winter 2006, fall 2006, and winter 2007 academic terms.

The percentage of students enrolled in developmental education courses at each community college ranged from 7% to 37%. Twenty-two percent of all community college students enrolled in developmental education courses.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES

Analysis of Students Enrolled in Developmental Education Courses  
Fall 2005, Winter 2006, Fall 2006, and Winter 2007 Academic Terms

Community College	Students Enrolled in at Least One Developmental Course	Percentage of Students Enrolled in at Least One Developmental Course	Total Students
Mid Michigan	2,472	37%	6,767
Northwestern	2,405	30%	8,065
Wayne County	11,102	30%	36,940
West Shore	814	30%	2,721
Oakland	13,401	29%	46,399
Henry Ford	8,718	28%	31,391
Grand Rapids	7,830	28%	28,256
Southwestern	1,436	26%	5,466
Washtenaw	6,721	25%	27,407
Lake Michigan	1,852	23%	7,944
Jackson	2,687	22%	12,315
Lansing	8,852	21%	42,158
Kirtland	1,015	21%	4,913
Mott	5,171	20%	25,501
North Central	1,088	20%	5,454
Macomb	7,628	19%	40,914
Gogebic	312	18%	1,715
Bay de Noc	709	18%	4,048
Kalamazoo Valley	3,929	17%	22,640
St. Clair County	1,415	17%	8,219
Monroe County	2,053	17%	12,019
Alpena	628	17%	3,769
Muskegon	1,433	16%	9,049
Schoolcraft	6,090	15%	39,934
Kellogg	3,356	15%	22,313
Glen Oaks	491	14%	3,475
Montcalm	599	13%	4,724
Delta	1,401	7%	18,981
Statewide total	105,608	22%	483,497

Source: Community colleges' student demographic and academic history data.

## Exhibit 2 - Analysis of the Types of Students Enrolled in Developmental Education Courses

Exhibit 2 presents a comparative analysis of the types of students enrolled in at least one developmental education course at each Michigan public community college during the fall 2005, winter 2006, fall 2006, and winter 2007 academic terms.

For this analysis, traditional students\* were defined as students below the age of 25; nontraditional students consist of students age 25 and above. Of all students enrolled in developmental education courses, 69% were traditional students, 30% were nontraditional students, and data was not available to determine the age of the remaining 1% of students.

\* See glossary at end of report for definition.

**DEVELOPMENTAL EDUCATION AT MICHIGAN COMMUNITY COLLEGES**  
Analysis of the Types of Students Enrolled in Developmental Education Courses  
Fall 2005, Winter 2006, Fall 2006, and Winter 2007 Academic Terms

Community College	Traditional Students		Nontraditional Students		Total Students Enrolled in at Least One Developmental Course*
	Enrolled in at Least One Developmental Course	Percentage Enrolled in at Least One Developmental Course	Enrolled in at Least One Developmental Course	Percentage Enrolled in at Least One Developmental Course	
Alpena	431	69%	190	30%	628
Bay de Noc	538	76%	171	24%	709
Delta	1,194	85%	207	15%	1,401
Glen Oaks	320	65%	171	35%	491
Gogebic	233	75%	78	25%	312
Grand Rapids	5,919	76%	1,911	24%	7,830
Henry Ford	5,997	69%	2,643	30%	8,718
Jackson	1,785	66%	899	33%	2,687
Kalamazoo Valley	2,488	63%	1,425	36%	3,929
Kellogg	2,086	62%	1,008	30%	3,356
Kirtland	670	66%	345	34%	1,015
Lake Michigan	1,168	63%	681	37%	1,852
Lansing	6,448	73%	2,404	27%	8,852
Macomb	5,950	78%	1,667	22%	7,628
Mid Michigan	1,858	75%	611	25%	2,472
Monroe County	1,460	71%	593	29%	2,053
Montcalm	197	33%	362	60%	599
Mott	3,272	63%	1,834	35%	5,171
Muskegon	984	69%	446	31%	1,433
North Central	738	68%	348	32%	1,088
Northwestern	1,692	70%	595	25%	2,405
Oakland	9,537	71%	3,833	29%	13,401
St. Clair County	1,040	73%	375	27%	1,415
Schoolcraft	4,297	71%	1,720	28%	6,090
Southwestern	973	68%	456	32%	1,436
Washtenaw	4,256	63%	2,464	37%	6,721
Wayne County	6,791	61%	4,252	38%	11,102
West Shore	584	72%	230	28%	814
Statewide total	<u>72,906</u>	69%	<u>31,919</u>	30%	<u>105,608</u>

\* An additional 783 students Statewide were enrolled in developmental courses for whom data was not available to determine the age of the students. This represents 1% of the students enrolled in developmental education courses.

Source: Community colleges' student demographic and academic history data.

### Exhibit 3 - Comparison of First-Time Freshmen Enrolled in Developmental Education Courses

Exhibit 3 presents a comparative analysis of first-time freshmen enrolled in at least one developmental education course at each Michigan public community college during the fall 2005, winter 2006, fall 2006, and winter 2007 academic terms.

The percentage of first-time freshmen enrolled in developmental education courses at each community college ranged from 12% to 41%. On a Statewide basis, 25% of first-time freshmen at a community college are enrolled in developmental education courses.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES

Comparison of First-Time Freshmen Enrolled in Developmental Education Courses

Fall 2005, Winter 2006, Fall 2006, and Winter 2007 Academic Terms

Community College	First-Time Freshmen Enrolled in at Least One Developmental Course	Total First-Time Freshmen	Percentage of First-Time Freshmen Enrolled in at Least One Developmental Course
Alpena	317	1,901	17%
Bay de Noc	331	1,693	20%
Delta	847	7,154	12%
Glen Oaks	302	1,943	16%
Gogebic	230	960	24%
Grand Rapids	4,354	13,145	33%
Henry Ford	5,045	17,618	29%
Jackson	1,684	5,305	32%
Kalamazoo Valley	2,450	11,516	21%
Kellogg	1,796	9,187	20%
Kirtland	587	2,508	23%
Lake Michigan	984	4,131	24%
Lansing	4,160	21,845	19%
Macomb	3,255	14,943	22%
Mid Michigan	1,542	3,799	41%
Monroe County	1,043	5,183	20%
Montcalm	350	2,728	13%
Mott	2,768	12,033	23%
Muskegon	823	3,847	21%
North Central	489	2,405	20%
Northwestern	1,162	3,079	38%
Oakland	6,074	15,797	38%
St. Clair County	832	3,498	24%
Schoolcraft	2,902	18,147	16%
Southwestern	736	2,415	30%
Washtenaw	3,148	10,867	29%
Wayne County	6,266	19,621	32%
West Shore	410	1,258	33%
Statewide total	54,887	218,526	25%

Source: Community colleges' student demographic and academic history data.

#### Exhibit 4 - Comparison of Placement Test Waivers

Exhibit 4 presents the types of placement test waivers granted by each Michigan public community college for the period July 2005 through June 2007. Twenty-seven community colleges granted placement test waivers to students who had obtained prior college credit, 25 community colleges granted placement test waivers to students who had obtained appropriate American College Test (ACT) scores, 23 community colleges granted placement test waivers to students who did not seek a degree, and 9 community colleges granted placement test waivers to students who had obtained appropriate Scholastic Aptitude Test (SAT) scores.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES

Comparison of Placement Test Waivers  
For the Period July 2005 Through June 2007

Community College	ACT	SAT	Prior College Credit	Non-Degree- Seeking Students
Alpena	X			X
Bay de Noc	X		X	X
Delta	X	X	X	X
Glen Oaks	X		X	X
Gogebic			X	X
Grand Rapids	X		X	X
Henry Ford	X		X	X
Jackson	X	X	X	X
Kalamazoo Valley			X	X
Kellogg	X		X	X
Kirtland	X		X	
Lake Michigan	X		X	X
Lansing	X	X	X	
Macomb	X		X	X
Mid Michigan	X		X	X
Monroe County	X		X	X
Montcalm	X		X	X
Mott	X		X	X
Muskegon	X		X	
North Central	X	X	X	X
Northwestern	X		X	X
Oakland	X	X	X	
St. Clair County	X		X	X
Schoolcraft	X	X	X	X
Southwestern	X	X	X	X
Washtenaw	X	X	X	
Wayne County			X	X
West Shore	X	X	X	X
Percentage for each type	89%	32%	96%	82%

Source: Community colleges' survey responses.



## Exhibit 5 - Comparison of the Minimum ACT Scores Needed to Waive Placement Tests

Exhibit 5 presents the minimum ACT score for students to be granted placement testing waivers by each Michigan public community college for the period July 2005 through June 2007. The minimum scores needed for waivers ranged from 16 to 25 in mathematics, from 12 to 21 in English, from 10 to 21 in reading, and from 16 to 22 in composite.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES  
Comparison of the Minimum ACT Scores Needed to Waive Placement Tests  
For the Period July 2005 Through June 2007

Community College	Mathematics	English	Reading	Composite
Alpena	N/A	N/A	N/A	20
Bay de Noc	21	12	10	N/A
Mott	20	20	20	N/A
Delta	19	20	N/A	N/A
Glen Oaks	N/A	N/A	N/A	21
Gogebic*	N/A	N/A	N/A	N/A
Grand Rapids	N/A	N/A	N/A	16
Henry Ford	21	21	N/A	N/A
Jackson	18	18	18	N/A
Kalamazoo Valley*	N/A	N/A	N/A	N/A
Kellogg	N/A	19	16	N/A
Kirtland	20	21	21	N/A
Lake Michigan	16	18	17	N/A
Lansing	N/A	20	20	N/A
Macomb	24	N/A	N/A	N/A
Mid Michigan	21	21	21	N/A
Monroe County	18	18	18	N/A
Montcalm	18	18	18	N/A
Muskegon	N/A	N/A	N/A	22
North Central**	N/A	N/A	N/A	N/A
Northwestern	24	19	19	N/A
Oakland	21	18	18	N/A
St. Clair**	N/A	N/A	N/A	N/A
Schoolcraft	19	18	18	N/A
Southwestern	25	18	21	N/A
Washtenaw	23	20	19	N/A
Wayne*	N/A	N/A	N/A	N/A
West Shore	16	16	17	N/A

\* These community colleges do not offer waivers from placement testing for ACT scores.

\*\* We could not obtain the minimum ACT scores needed to waive placement testing requirements for these colleges.

N/A = Not applicable

Source: Community colleges' survey responses.

## Exhibit 6 - Comparison of the Number of Times Students Are Allowed to Take Placement Tests

Exhibit 6 presents a comparison of the number of times that each Michigan public community college allowed students to take placement tests for the period June 2005 through July 2007. Thirteen community colleges allowed students to take placement tests twice; 9 community colleges did not limit the number of times students could take the tests; 4 community colleges allowed the students to take the tests only once; 1 community college allowed students to take tests three times; and 1 community college allowed students to take the tests two times per semester.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES  
Comparison of the Number of Times Students Are Allowed to Take Placement Tests  
For the Period June 2005 Through July 2007

	<u>One Time</u>	<u>Two Times</u>	<u>Three Times</u>	<u>Two Times per Semester</u>	<u>No Limit</u>
Alpena		X			
Bay de Noc					X
Delta College			X		
Glen Oaks					X
Gogebic		X			
Grand Rapids					X
Henry Ford		X			
Jackson		X			
Kalamazoo Valley	X				
Kellogg					X
Kirtland		X			
Lake Michigan		X			
Lansing		X			
Macomb					X
Mid Michigan		X			
Monroe County					X
Montcalm				X	
Mott	X				
Muskegon	X				
North Central					X
Northwestern		X			
Oakland		X			
St. Clair County		X			
Schoolcraft					X
Southwestern		X			
Washtenaw					X
Wayne County	X				
West Shore		X			
Number of colleges	4	13	1	1	9
Percentage of colleges	14%	46%	4%	4%	32%

Source: Community colleges' survey responses.

## Exhibit 7 - Comparison of Fees Charged for Placement Tests

Exhibit 7 presents a comparison of the fees that each Michigan public community college charged students to take placement tests for the period July 2005 through June 2007. Twenty-one community colleges did not charge students to take the placement tests; 5 did not charge students to take the test the first time but charged for subsequent tests; 1 charged students to take the first and all subsequent tests; and 1 did not charge students to take the test the first two times but charged for subsequent tests. The comparison also shows that, for those community colleges charging students to take the placement tests, costs ranged from \$3 to \$20.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES

Comparison of Fees Charged for Placement Tests

For the Period July 2005 Through June 2007

Community College	Do Not Charge a Placement Testing Fee	Do Not Charge for First Placement Test but Charge for Subsequent Placement Tests	Charge for First and Subsequent Placement Tests	Charge for Placement Tests Subsequent to Second Test	Amount of Fee
Alpena	X				
Bay de Noc	X				
Delta		X			\$ 10
Glen Oaks	X				
Gogebic				X	\$ 10
Grand Rapids		X			\$ 10
Henry Ford	X				
Jackson	X				
Kalamazoo Valley	X				
Kellogg		X			\$ 10
Kirtland	X				
Lake Michigan	X				
Lansing	X				
Macomb	X				
Mid Michigan	X				
Monroe County	X				
Montcalm		X			\$ 3
Mott	X				
Muskegon	X				
North Central	X				
Northwestern	X				
Oakland	X				
St. Clair County	X				
Schoolcraft	X				
Southwestern		X			\$ 20
Washtenaw	X				
Wayne County			X		\$ 20
West Shore	X				

Source: Community colleges' survey responses.

## Exhibit 8 - Comparison of the Minimum Scores Needed to Place Out of Developmental Education Courses

Exhibit 8 presents a comparison of the minimum placement test\* scores that were needed for students to place out of developmental education courses at each Michigan public community college for the period June 2005 through July 2007. The minimum scores for community colleges using the Accuplacer® Placement Test ranged from 71 to 90 for the English portion, from 56 to 84 on the algebra portion, and from 70 to 80 on the reading portion.

Also, the minimum scores for community colleges using the Compass® Placement Test ranged from 46 to 81 on the English portion, from 27 to 71 on the algebra portion, and from 50 to 100 on the reading portion.

*\* See glossary at end of report for definition.*

**DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES**  
Comparison of the Minimum Scores Needed to Place Out of Developmental Education Courses  
For the Period June 2005 Through July 2007

Community College	English	Algebra	Reading
<b>Accuplacer</b>			
Glen Oaks	N/A *	84+	74+
Grand Rapids	N/A *	77+	70.5+
Jackson	N/A *	56+	77+
Lansing	86+	77+	78+
Mid Michigan	90+	76+	80+
Mott	Scores Not Provided		
Schoolcraft	71+	78+	70+

\* Different testing methods were used by some of the colleges for the English component, which made their scores incomparable to the others.

Community College	English	Pre-Algebra	Algebra	College Algebra	Reading
<b>Compass</b>					
Alpena	65+	N/A (1)	N/A (1)	50+	81+
Bay De Noc	66+	N/A (1)	66+	0+ (3)	50+
Delta	70+	N/A (1)	71+	0+ (3)	81+
Gogebic	70+	N/A (1)	46+	0+ (3)	94+
Henry Ford	78+	N/A (1)	66+	0+ (3)	51+
Kalamazoo	70+	44+	65+	1+	80+
Kellogg	78+	N/A (1)	71+	0+ (3)	79+
Kirtland	46+	N/A (1)	66+	46+	76+
Lake Michigan	78+	N/A (1)	48+	Score Not Provided	78+
Macomb	78+	N/A (1)	27+	1+	68+
Monroe	55+	53+	40+	Score Not Provided	75+
Montcalm	53+	N/A (1)	66+	0+ (3)	75+
Muskegon	80+	Scores Not Provided			100+
North Central	63+	N/A (1)	70+	0+ (3)	62+
Northwestern	70+	N/A (1)	66+	21+	72+
Oakland	N/A (2)	N/A (1)	40+	0+ (3)	N/A (2)
St. Clair County	73+	49+	0+ (3)	0+ (3)	81+
Southwestern					
From 2003 - 01/10/2006	78+	N/A (1)	46+	N/A	78+
Southwestern					
From 01/11/2006 - Present	78+	N/A (1)	46+	N/A	81+
Washtenaw	81+	37+	66+	0+ (3)	82+
Wayne County	70+	N/A (1)	66+	0+ (3)	81+

- (1) Students must advance to the next level test to place into a college-level mathematics course:  
All students start with the pre-algebra test. As students progress and answer increasingly difficult questions, the test automatically advances to the next level. If students do not do well, they do not progress to the next level. For example, a student with remedial mathematics skills theoretically would not advance past the pre-algebra level and would be placed into a developmental mathematics course. In contrast, a student with advanced mathematics skills would advance past the pre-algebra and algebra levels into the college algebra test level. In this case, the student would be given scores in all three of the tests.
- (2) This college indicated that students must have a minimum total combined score (reading and writing) of 150 for placement into a college-level English course. It does not have minimum sub-scores for reading and writing.
- (3) For cases in which a student needs 0+ on the test to place into a college-level mathematics course, this indicates that if students advanced to this level of the test, they would be placed into a college-level mathematics course.

Source: Community colleges' survey responses and community colleges' Web sites.



## Exhibit 9 - Comparison of Developmental Education Enrollment Requirements

Exhibit 9 compares the developmental education enrollment requirements for each Michigan public community college for the period July 2005 through June 2007. Eighteen community colleges required students to enroll in the developmental education course that they placed into. Ten community colleges did not require students to enroll in the developmental education courses that they placed into but used the results as guidance for determining appropriate courses for the students.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES  
Comparison of Developmental Education Enrollment Requirements  
For the Period July 2005 Through June 2007

<u>Community College</u>	<u>Are Students Required to Enroll in Developmental Course They Place Into?</u>
Alpena	No
Bay de Noc	No
Delta	Yes
Glen Oaks	No
Gogebic	No
Grand Rapids	No
Henry Ford	Yes
Jackson	Yes
Kalamazoo Valley	Yes
Kellogg	Yes
Kirtland	No
Lake Michigan	Yes
Lansing	Yes
Macomb	Yes
Mid Michigan	Yes
Monroe County	Yes
Montcalm	No
Mott	No
Muskegon	Yes
North Central	Yes
Northwestern	Yes
Oakland	Yes
St. Clair County	Yes
Schoolcraft	No
Southwestern	Yes
Washtenaw	Yes
Wayne County	No
West Shore	Yes

Total colleges that required student enrollment in developmental  
course they placed into: 18

Total colleges that did not require student enrollment in developmental  
course they placed into: 10

Source: Community colleges' survey responses.

## Exhibit 10 - Analysis of the Number of Times Students Repeated Developmental Education Courses

Exhibit 10 is a comparative analysis of the number of times that students were allowed to repeat developmental education courses for the period July 2005 through June 2007 and the number of times that students enrolled in developmental education courses at each Michigan public community college during the fall 2005, winter 2006, fall 2006, and winter 2007 terms. The number of times that community college students were allowed, per policy, to repeat developmental education courses ranged from no limit to three times.

On average, students at community colleges who took a developmental course enrolled once and did not repeat it. However, 9,566 students enrolled in the same developmental education course 2 times; 922 students enrolled in the same developmental education course 3 times; 65 students enrolled in the same developmental education course 4 times; and 1 student enrolled in the same developmental education course 5 times.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES  
Analysis of the Number of Times Students Repeated Developmental Education Courses  
For the Period July 2005 Through June 2007

Community College	Number of Times Students Are Allowed to Repeat Developmental Courses	Number of Times Developmental Courses Were Only Enrolled in Once (Not Repeated)	Number of Times Developmental Courses Were Enrolled in Two Times (Repeated Once)
Alpena	3	1,082	40
Bay de Noc	No Limit	711	155
Delta	3	1,428	26
Glen Oaks	No Limit	879	13
Gogebic	No Limit	376	9
Grand Rapids	No Limit	12,624	509
Henry Ford	No Limit	14,042	1,442
Jackson	3	4,242	245
Kalamazoo Valley	No Limit	5,506	264
Kellogg	No Limit	4,871	345
Kirtland	2	1,553	98
Lake Michigan	No Limit	2,909	218
Lansing	2	14,529	
Macomb	No Limit	8,691	871
Mid Michigan	2	3,876	293
Monroe County	No Limit	2,424	171
Montcalm	No Limit	878	54
Mott	3	9,167	397
Muskegon	2	3,712	196
North Central	3	1,932	93
Northwestern	3	3,429	192
Oakland	2	18,028	1,552
St. Clair County	3	2,034	87
Schoolcraft	No Limit	8,320	592
Southwestern	2	1,942	226
Washtenaw	Reading = 1; Mathematics and Writing = No Limit	10,558	583
Wayne County	No Limit	12,620	818
West Shore	2	1,207	77
Statewide total		153,570	9,566

Source: Community colleges' survey responses and community colleges' student demographic and academic history data.

UNAUDITED  
Exhibit 10

Number of Times Developmental Courses Were Enrolled in Three Times (Repeated Twice)	Number of Times Developmental Courses Were Enrolled in Four Times (Repeated Three Times)	Number of Times Developmental Courses Were Enrolled in Five Times (Repeated Four Times)
2		
44	1	1
4		
2		
26	1	
109	15	
24		
16	1	
133	2	
6		
13	1	
80	13	
19		
10		
5	1	
57	8	
11	3	
7		
16		
153	4	
8		
73	5	
19		
35	2	
48	7	
2	1	
922	65	1

## Exhibit 11 - Comparison of Course Credit Given for Developmental Education Courses

Exhibit 11 compares the course credit policies for developmental education courses at each Michigan public community college for the period July 2005 through June 2007. All community colleges gave students credit for taking developmental education courses; however, only 12 community colleges allowed the credits to count toward a degree.

DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES  
Comparison of Course Credit Given for Developmental Education Courses  
For the Period July 2005 Through June 2007

<u>Community College</u>	<u>Credit Given for Developmental Education Courses</u>	<u>Credit Counted Toward a Degree</u>
Alpena	Yes	No
Bay de Noc	Yes	No
Delta	Yes	No
Glen Oaks	Yes	No
Gogebic	Yes	No
Grand Rapids	Yes	Yes
Henry Ford	Yes	Yes
Jackson	Yes	No
Kalamazoo Valley	Yes	No
Kellogg	Yes	Yes
Kirtland	Yes	No
Lake Michigan	Yes	No
Lansing	Yes	Yes
Macomb	Yes	Yes
Mid Michigan	Yes	Yes
Monroe County	Yes	No
Montcalm	Yes	Yes
Mott	Yes	Yes
Muskegon	Yes	Yes
North Central	Yes	No
Northwestern	Yes	No
Oakland	Yes	Yes
St. Clair County	Yes	Yes
Schoolcraft	Yes	Yes
Southwestern	Yes	No
Washtenaw	Yes	No
Wayne County	Yes	No
West Shore	Yes	No

Total colleges that gave credit for developmental education  
courses: 28

Total colleges where credit counted toward a degree: 12

Source: Community colleges' survey responses.

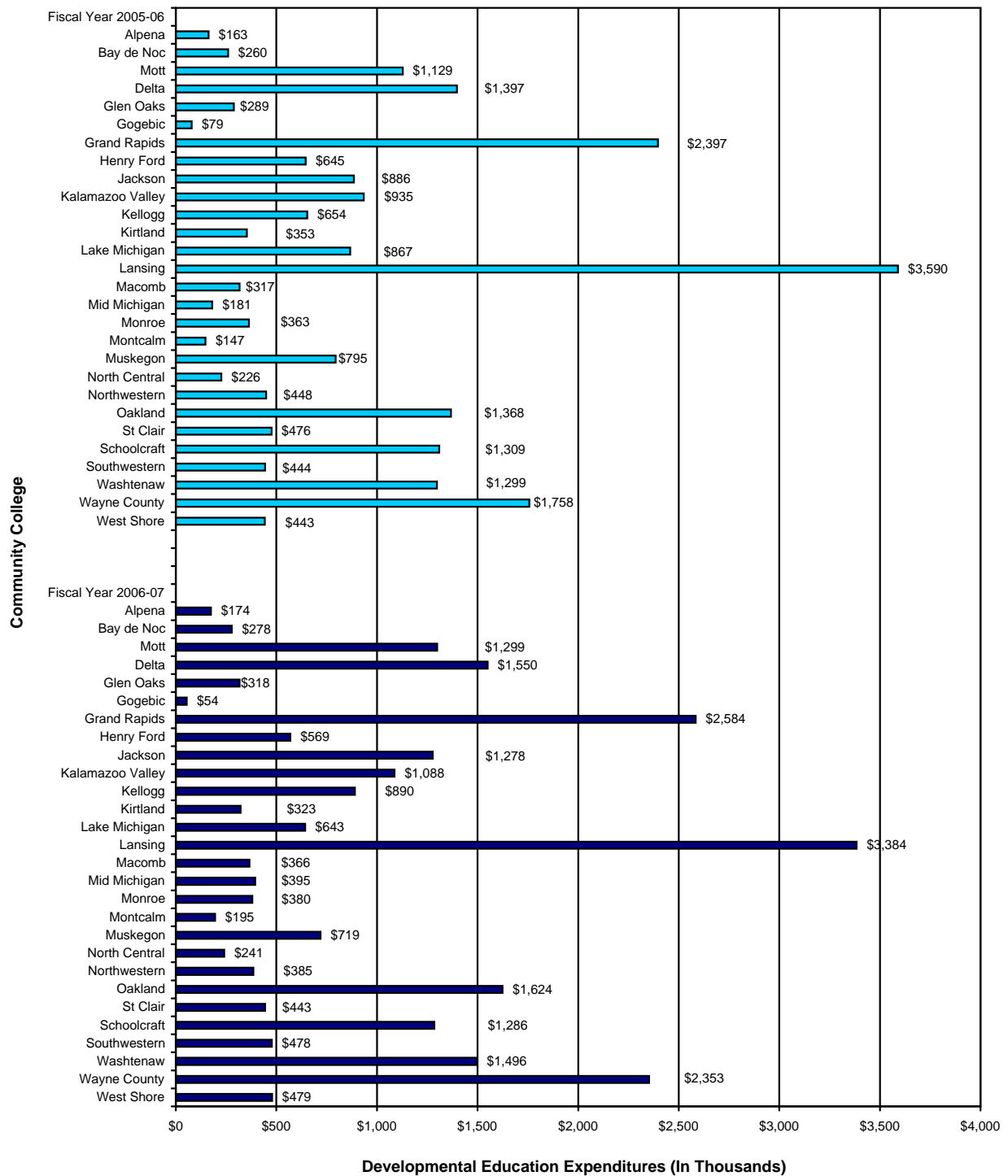
## Exhibit 12 - Comparison of Developmental Education Expenditures

Exhibit 12 presents a comparison of developmental education expenditures reported at each Michigan public community college for the periods July 2005 through June 2006 (fiscal year 2005-06) and July 2006 through June 2007 (fiscal year 2006-07).

Expenditures per community college for developmental education ranged from \$79,000 to \$3.6 million in fiscal year 2005-06 and from \$54,000 to \$3.4 million in fiscal year 2006-07.



**DEVELOPMENTAL EDUCATION AT MICHIGAN PUBLIC COMMUNITY COLLEGES**  
Comparison of Developmental Education Expenditures  
For the Periods July 2005 Through June 2006 and July 2006 Through June 2007  
(In Thousands)



Source: ACS data book.

# GLOSSARY

## Glossary of Acronyms and Terms

activities classification structure (ACS)	The structure developed in response to Section 8, Act 419, P.A. 1978 (a section of the fiscal year 1978-79 appropriations act for community colleges). Also, uniform data reporting requirements were developed for use in making State budget and appropriation decisions.
ACS Manual	Activities Classification Structure Manual 2003 for Michigan community colleges.
ACT	American College Test.
developmental education	The courses that teach academically underprepared students the skills that they need to succeed in college-level courses.
effectiveness	Success in achieving mission and goals.
general fund	The fund that accounts for all financial resources except those required to be accounted for in another fund.
nontraditional student	Student age 25 and above.
observation	A commentary that highlights certain details or events that may be of interest to users of the report. An observation differs from an audit finding in that it may not include the attributes (condition, effect, criteria, cause, and recommendation) that are presented in an audit finding.
performance audit	An economy and efficiency audit or a program audit that is designed to provide an independent assessment of the performance of a governmental entity, program, activity, or function to improve public accountability and to facilitate decision making by parties responsible for overseeing or initiating corrective action.

placement test	Method used to help identify at-risk students who need to improve their skills prior to enrollment in college-level courses.
reportable condition	A matter that, in the auditor's judgment, represents either an opportunity for improvement or a significant deficiency in management's ability to operate a program in an effective and efficient manner.
SAT	Scholastic Aptitude Test.
traditional student	Student below the age of 25.







