

# Archived Information

Department of Education

GALLAUDET UNIVERSITY

Fiscal Year 2008 Budget Request

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## GALLAUDET UNIVERSITY

For the Kendall Demonstration Elementary School, the Model Secondary School for the Deaf, and the partial support of Gallaudet University and related activities under titles I and II of the Education of the Deaf Act of 1986 (20 U.S.C. 4301 et seq.), \$106,998,000, of which \$600,000 shall be for the Secretary of Education to carry out section 205 of the Act<sup>1</sup>: *Provided*, That from the total amount available to the University, Gallaudet may at its discretion use funds for the endowment program as authorized under section 207<sup>2</sup>.

### NOTES

A regular 2007 appropriation for this account had not been enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 109-289, Division B, as amended). The amounts included for 2007 in this budget reflect the levels provided by the continuing resolution.

Each language provision that is followed by a footnote reference is explained in the Analysis of Language Provisions and Changes document which follows the appropriation language.

**GALLAUDET UNIVERSITY**

**Analysis of Language Provisions and Changes**

Language Provision	Explanation
<u><sup>1</sup> of which \$600,000 shall be for the Secretary of Education to carry out section 205 of the Act</u>	This language reserves \$600,000 for the Department of Education to conduct evaluation activities related to the education programs and activities and administrative operations of Gallaudet University.
<u><sup>2</sup> ... Provided, That from the total amount available, the University may at its discretion use funds for the endowment program as authorized under section 207.</u>	This language provides authority for the University to use funds from the general appropriation for the Endowment Grant program.

**GALLAUDET UNIVERSITY**

**Amounts Available for Obligation  
(\$000s)**

	2006	2007	2008
Discretionary authority:			
Annual appropriation .....	\$108,079	0	\$106,998
Across-the-board reduction .....	-1,081	0	0
CR annual rate .....	<u>0</u>	<u>\$106,998</u>	<u>0</u>
Annual appropriation .....	106,998	106,998	106,998
 Total obligations .....	 106,998	 106,998	 106,998

**Obligations by Object Classification  
(\$000s)**

	2006	2007	2008
Advisory and assistance services .....	0	0	\$600
Grants, subsidies and Contributions .....	<u>\$106,998</u>	<u>\$106,998</u>	<u>106,398</u>
 Total, obligations .....	 106,998	 106,998	 106,998

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**Summary of Changes  
(\$000s)**

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2006.....	\$106,998
2007.....	<u>106,998</u>
Net change.....	0

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	<u>2007 base</u>	<u>Change from base</u>
<b>Increases:</b>		
<u>Program:</u>		
Evaluation – Funds are included to conduct evaluation activities related to the education programs and activities and administrative operations of the University.	0	+\$600
Subtotal, increases		+600
<b>Decreases:</b>		
<u>Program:</u>		
General operations – The decrease would provide an offset for funds needed to evaluate activities related to the education programs and activities and administrative operations of the University.	106,998	-600
Subtotal, increases		-600
Net change		0

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**Authorizing Legislation  
(\$000s)**

Activity	2007 Authorized	2007 Estimate	2008 Authorized	2008 Request
University programs ( <i>EDA-I-A</i> )	0 <sup>1</sup>	\$106,998	To be determined <sup>1</sup>	\$106,398
Elementary and secondary education programs ( <i>EDA-I-A</i> )	0 <sup>1</sup>	0 <sup>2</sup>	To be determined <sup>1</sup>	0 <sup>2</sup>
Construction ( <i>EDA-I-103</i> )	0 <sup>1</sup>	0 <sup>2</sup>	To be determined <sup>1</sup>	0 <sup>2</sup>
Endowment grant ( <i>EDA-II-207</i> )	0 <sup>1</sup>	0 <sup>2</sup>	To be determined <sup>1</sup>	0 <sup>2</sup>
Monitoring, evaluation, and reporting ( <i>EDA-II-205</i> )	<u>0<sup>1</sup></u>	<u>0</u>	<u>To be determined<sup>1</sup></u>	<u>600</u>
Total definite authorization	0		0	
Total appropriation (subject to reauthorization)		106,998		106,998

<sup>1</sup> The GEPA extension expired September 30, 2004; the program was authorized in FY 2007 through appropriations language. Reauthorizing legislation is sought for FY 2008.

<sup>2</sup> Funding for the Elementary and Secondary Education programs and Endowment Grant program is provided together with funding for operations through a single appropriations amount. The University determines the split between the University programs, Elementary and Secondary Education programs, and Endowment Grant program. Appropriations language is included to authorize the University, at its discretion, to use funds for the Endowment Grant program from the total amount available.

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**Appropriations History**  
(\$000s)

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	Budget Estimate to Congress	House Allowance	Senate Allowance	Appropriation
1999	\$83,480	\$83,480	\$83,480	\$83,480
2000	85,120	85,980	85,500	85,980
2001	87,650	89,400	87,650	89,400
2002	89,400	95,600	97,000	96,938
2003	94,446	95,000	98,438	97,798
2004	94,446	100,600	100,800	100,205
2005	100,205	104,000	105,400	104,557
2006	104,557	107,657	108,500	106,998
2007	107,598			106,998 <sup>1</sup>
2008	106,998			

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<sup>1</sup> A regular 2007 appropriation for this account had not been enacted at the time the budget was prepared; therefore, this account is operating under a continuing resolution (P.L. 109-289, Division B, as amended). The amounts included for 2007 in this budget reflect the levels provided by the continuing resolution.

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(Education of the Deaf Act, Title I, Part A and Section 207)

FY 2008 Authorization (\$000s): To be determined <sup>1</sup>

Budget Authority (\$000s):

	<u>2007</u>	<u>2008</u>	<u>Change</u>
Operations	\$106,998	\$106,398	-\$600
Evaluation	<u>0</u>	<u>600</u>	<u>+\$600</u>
Total	106,998	106,998	0

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<sup>1</sup> The GEPA extension expired September 30, 2004; the program was authorized in FY 2007 through appropriations language. Reauthorizing legislation is sought for FY 2008.

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### PROGRAM DESCRIPTION

Gallaudet University, which received its Federal charter in 1864, is a private, nonprofit educational institution providing elementary, secondary, undergraduate, and continuing education programs for persons who are deaf. The University offers a traditional liberal arts curriculum for students who are deaf and graduate programs in fields related to deafness for students who are deaf and students who are hearing. Gallaudet also conducts a wide variety of basic and applied research on deafness and provides public service programs for persons who are deaf and professionals who work with persons who are deaf. To increase the effectiveness of its instructional programs, the University provides communications training, counseling, and other support services for its students.

Gallaudet also operates the Laurent Clerc National Deaf Education Center. This Center maintains and operates elementary and secondary education programs, projects, and activities for the primary purpose of developing, evaluating, and disseminating innovative curricula, instructional techniques and strategies, and materials that can be used in a variety of educational environments serving individuals who are deaf or hard of hearing throughout the Nation. To assist with this mission, the Center operates elementary and secondary education laboratory programs on the main campus of the University and research and dissemination activities related to elementary and secondary education. The Kendall Demonstration Elementary School (KDES) operates an elementary school for children who are deaf, and the Model Secondary School for the Deaf (MSSD) provides secondary education programs for students who are deaf. To help ensure that the materials developed by these programs are relevant to potential users, the Education of the Deaf Act (EDA) requires MSSD and KDES to include students preparing for postsecondary opportunities other than college and students with a broad spectrum of needs, including students who are lower achieving academically, come from non-English speaking homes, have secondary disabilities, are members of minority groups, and are from rural areas. The Act also requires the University to ensure that special education and related services provided to children enrolled in these programs by their parents are in accordance with Part B of the Individuals with Disabilities Education Act (IDEA). For



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children placed by a local educational agency (LEA), that agency is responsible for ensuring that special education and related services are provided to those children in accordance with Part B of IDEA. The Act also makes specific requirements and procedural safeguards from the IDEA applicable to parentally placed children at KDES or MSSD that would not otherwise apply because they are not placed by their LEAs.

The Federal Endowment Grant program is designed to assist in meeting the future needs of Gallaudet University by producing a growing independent source of revenue for the University. No portion of the Federal endowment fund corpus may be withdrawn, except with the Department's approval and only due to a financial emergency or life-threatening situation. The Department makes matching payments to the endowment program equal to sums contributed to the fund from non-Federal sources. The EDA provides that Gallaudet University may retain up to 50 percent of the income of the fund for expenses necessary to the operation of the University such as personnel, construction and renovation, community and student services, technical assistance, and research. The other 50 percent of the interest returns to the corpus. The University has the discretion to determine the amount of funds to be designated for use under the endowment grant program, subject to the availability of appropriations. As of September 30, 2006, the value of the Federal Endowment Grant program corpus, including Federal, private, and reinvested funds, was \$68.52 million.

In 2006, the Federal Government provided \$106.998 million to Gallaudet for the operation of the University, the Kendall Demonstration Elementary School, and the Model Secondary School for the Deaf. The Federal appropriation represented approximately 70.1 percent of total unrestricted revenue for the University. The net revenue figure, which excludes funds for the Endowment Grant program, constitutes approximately 63.3 percent of total estimated funding for university level instructional, research, and outreach programs and 97.2 percent of total estimated funding for MSSD and KDES. These figures significantly understate the true percentage of funding that comes from the Federal Government, not only because they exclude funds from the appropriation that the University sets aside for the Endowment Grant program, but because the figure the University uses for non-Federal revenue includes interest from the Federal Endowment Grant program, approximately \$639,000 in fiscal year 2006, and revenue the University receives from Federal sources such as grants and contracts. This other income included Federal grants and contracts of about \$3.52 million in fiscal year 2006.

Funding levels for the past 5 fiscal years were:

	(\$000s)
2003.....	\$97,798
2004.....	100,205
2005.....	104,557
2006.....	106,998
2007.....	106,998

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#### FY 2008 BUDGET REQUEST

The Administration is requesting \$107 million for Gallaudet University for fiscal year 2008. The Administration requests funding for Gallaudet in order to help promote educational and employment opportunities for persons who are deaf. The request will maintain total funding for Gallaudet at the fiscal year 2007 level. Of this amount, \$106.4 million would be allocated for the University level programs and Clerc Center, including the Model Secondary School for the Deaf (MSSD), Kendall Demonstration Elementary School (KDES), and national mission activities. These funds will be used to support the 2,075 undergraduate and graduate students estimated to be enrolled at the University and 365 elementary and secondary education students estimated for the Clerc Center programs during fiscal year 2008 and to maintain other operations and programs.

Evaluation. The Department of Education would use the remaining \$600,000 to conduct a study to identify barriers to and strategies for improving Gallaudet's performance. The Department would use this study to assist Gallaudet in improving student outcomes related to the key areas of persistence (staying in school), graduation, and post-school outcomes upon graduation (pursuing graduate degrees or finding employment commensurate with the level of their academic training). Section 205 of the EDA provides that the Department shall conduct monitoring and evaluation activities of the education programs and activities and the administrative operations of the University, including the elementary, secondary, undergraduate, and graduate programs.

The Administration is concerned that Gallaudet's performance on key program outcome measures has not improved significantly. For example, data reported by Gallaudet indicate that, despite an increase in the persistence rate for undergraduate students to 76 percent in fiscal year 2005, the University only reached 72 percent in 2006 and did not meet its target for 2006 or prior years. The graduation rate for undergraduate students also did not meet the fiscal year 2006 target and has remained stagnant for many years. After declining for 5 years, the percentage of students who were employed during the first year after graduation met the target in fiscal year 2006. However, the percentage of students participating in advanced educational opportunities continued at a low of 36 percent. In addition, Gallaudet only met the graduation rate target for MSSD students once in the past 6 years.

Gallaudet faces unique challenges in educating individuals who are deaf and finding employment for graduates commensurate with their education. The purpose of this study will be to work with the University to examine performance data and determine if there are proven practices being used by other educational programs or research that might be applicable to Gallaudet's programs, and if potential changes or initiatives might be implemented to help improve the University's performance on these measures. The Administration believes that an external study of potential barriers to and strategies for improving Gallaudet's performance would assist the University to achieve its long-term goals. Aside from a descriptive study conducted in 1994, an independent external study related to the University's operations has never been conducted before.

Program Operations. The Administration's request includes \$106.4 million for program operations. Over the past 10 years, the appropriation for Gallaudet has increased by

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\$29.4 million or 27.4 percent. The Administration does not believe that an increase in funds is needed for fiscal year 2008.

Gallaudet's request for fiscal year 2008 included \$1.9 million for five special projects. Similar proposals were included in requests from the University for prior fiscal years. The Administration continues to believe that funding for these initiatives is not justified. We have following concerns regarding Gallaudet's proposals.

- Deaf-Blind Students. Gallaudet requested \$200,000 to increase services for deaf-blind students. In school year 2004-05, Gallaudet enrolled 54 students with visual impairments, of whom only 23 received specialized interpreting and braille services. The Administration does not believe that the numbers involved are large enough to require additional dedicated resources or that the University could not accommodate these purchases within existing budget resources.
- Visual Languages Center – Gallaudet requested \$400,000 to create an Interdisciplinary Research Center for the Study of Visual Languages and Literacy at the new Sorenson Language and Communications Center, which would examine the interrelationships between visual language and visual learning and the development of literacy. Gallaudet is already the preeminent research organization on sign language and visual modes of teaching literacy. The Clerc Center spends approximately \$16.2 million a year on its national mission programs and has had literacy and visual means of teaching literacy as one of its primary areas of concentration for many years. In addition, the University spends millions of dollars annually on research through faculty proposals and the Gallaudet Research Institute. Resources related to visual language and literacy acquisition are already being consolidated into the new Sorensen Center. No additional resources for research in this area are included in the Administration's request.
- Master of Arts in International Development and International Studies Program – The University requested \$120,000 to expand its graduate certificate in International Development to become a master's level program. The Administration believes that the University should concentrate on its core mission and improving the student outcomes for its existing programs, rather than starting new programs. No funds are requested for this initiative.
- Theatre Arts Improvements. The University requested \$950,000 for a variety of improvements to the Theatre Arts Department, including renovations of the Elstad Auditorium and Annex. The Administration has not included funds for this purpose. Many of the items requested are not essential to running the program. We also believe that some of the projects should have been planned for as part of Gallaudet's annual deferred maintenance program, for which funds are included in the general appropriation. In addition, we suggest that the University seek private donations for some of the upgrades, such as the construction of a "smart classroom" and other advanced technology items.
- Faculty Diversity – Gallaudet requested \$230,000 to enhance efforts to recruit diverse faculty by establishing partnerships with Historically Black, Tribally controlled, and

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Hispanic-serving institutions of higher education. However, no data were provided to indicate that the University's faculty is not already diverse or that the make-up of the University's faculty presents a problem for Gallaudet or its students. According to records provided by Gallaudet, approximately 37.9 percent of its employees are minorities, including 16.4 percent of its faculty. Gallaudet already offers attractive employment packages and intensive sign language support and instruction to new faculty. No funds are requested for this project.

Endowment Grant Program. Gallaudet currently has the discretion to determine if and how much of the appropriation it will match. The University has stated that it does not intend to use any of its appropriation to match any Endowment Grant funds in fiscal year 2008. The University believes that it can raise endowment funds successfully without the matching program.

By any measure, the Endowment Grant program has been a great success, and the Administration still supports the purposes of this program. The total value of the Federal Endowment Grant program at Gallaudet was over \$68.5 million as of September 30, 2006. In fiscal year 2006, the income from the Federal Matching program was \$1.28 million. This was split evenly between unrestricted income and reinvested income. The University retains the discretion to use its Federal funds for endowment matching purposes or to use these funds for operations, which includes deferred maintenance and renovation projects. The sum of \$1 million was incorporated into Gallaudet's base appropriation for the Endowment Grant program some years ago and continues to be available for this purpose. The Administration encourages Gallaudet to use the Endowment Grant program authority to increase its endowment. This program helps provide a permanent and increasing source of funds for enrichment activities and special projects.

Other Revenue. The primary source of funds for the University, in addition to the Federal appropriation, is funds it receives from tuition and other fees. However, these funds are primarily derived from payments provided by Federal vocational rehabilitation and Federal student financial aid programs. For example, in fiscal year 2006, Gallaudet received approximately \$20 million from tuition and other fees. During this period, audit information indicates that Gallaudet students received approximately \$22 million in vocational rehabilitation and financial aid, which may also include funds for room and board. This includes about \$10.9 million in vocational rehabilitation payments to cover student costs related to tuition, fees, and other expenses, \$1.2 million in Pell Grants, \$216,220 from Federal Supplemental Educational Opportunity Grants, and \$124,986 in Federal Work-Study Grants. Gallaudet students and their families also participated in Federal student loan programs, which provided over \$4.9 million in Perkins, Stafford, and other loans for fiscal year 2006. The University supplemented the above funding with over \$4.7 million in institutional grants-in-aid, scholarships, stipends, and waivers.

The University reports that the average student aid package for eligible students requesting aid came to \$16,046 per student in fiscal year 2006. By way of comparison, the total cost of attending Gallaudet in fiscal year 2006 was \$10,230 (\$9,920 for tuition and \$310 in fees) for commuter students and \$18,740 for residential students (\$9,920 for tuition, \$310 in fees, \$4,850 for room, and \$3,660 for board). In addition to financial aid, a majority of Gallaudet students

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also receive Supplemental Security Income and Social Security Disability Income payments. Gallaudet also received about \$3.5 million in Federal grants and contracts in fiscal year 2006. Gallaudet anticipates receiving approximately \$586,800 in additional revenue from increased tuition and room and board charges in fiscal year 2008. The University also expects to receive approximately \$3 million in competitive grants from the Federal Government in fiscal year 2007.

Enrollment trends. Undergraduate enrollment at Gallaudet has generally declined over the past 16 years from a high of 1,825 in 1990. In the fall of 2006 (fiscal year 2007), undergraduate enrollment was 1,206 and graduate enrollment was 430, the lowest levels in 10 years. Maintaining or increasing undergraduate enrollment is difficult for Gallaudet because of the literacy and communications challenges facing many of its prospective students and the need to achieve an appropriate balance between providing access to as many students as possible and maintaining high standards. In addition, students who are deaf and hard of hearing have increasing access to programs at regular postsecondary institutions and the majority of students who are deaf and hard of hearing are attending these programs.

Gallaudet implemented a pilot program in 2000 to enroll a limited number of hearing students into its undergraduate program. The Department negotiated with the University regarding the terms of the pilot and imposed a 2 percent cap on the number of entering students during the pilot and a requirement that the students must state their interest in pursuing a field related to deafness or working with individuals who are deaf. The purpose of the pilot was to determine how well the students were incorporated into the student body and whether the students went on to work with persons who are deaf. At the end of the initial 3-year pilot, only two students who are hearing had graduated. As a result, the Department extended the pilot program for 2 years, through 2005, to obtain more data. As of July 30, 2005, five students had graduated from the program. Of the five students, one majored in deaf studies, one in American Sign Language, one in biology (to prepare for interpreting in medical settings), one in psychology, and one in education. Gallaudet considers the program to be a success. In the fall of 2006, a total of 36 hearing students were enrolled in the undergraduate program. The Department conducted a review of the program in fiscal year 2006 and formally approved a policy of allowing the use of Federal funds to support up to 5 percent of newly enrolled undergraduate students at Gallaudet who are hearing. The Department also established annual reporting requirements for the program related to the number of hearing students admitted and enrolled, and the persistence and graduation rates, majors, and post-school outcomes for these students.

### PROGRAM OUTPUT MEASURES

	<u>2006</u>	<u>2007</u>	<u>2008</u>
Estimated total expenditures (\$000s):			
University programs	\$119,654 <sup>1</sup>	\$119,400 <sup>1</sup>	\$120,550 <sup>1</sup>
Elementary and secondary education programs	<u>34,608</u> <sup>2</sup>	<u>32,400</u> <sup>2</sup>	<u>32,450</u> <sup>2</sup>
Total	154,202	151,800	153,000

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	<u>2006</u>	<u>2007</u>	<u>2008</u>
Annual tuition and fees:			
Base tuition	\$9,920	\$10,220	\$10,530 <sup>3</sup>
Room	4,850	5,000	5,150 <sup>3</sup>
Board	3,660	3,770	3,880 <sup>3</sup>
Fees	<u>310</u>	<u>310</u>	<u>310</u> <sup>3</sup>
Total	18,740	19,300	19,870
International student surcharge	\$9,920	\$10,220	\$10,530
Graduate student surcharge	\$980	\$1,010	\$1,050
Additional surcharge for foreign graduate students	\$980	\$1,010	\$1,050
Federal appropriation as a percent of total revenues	68% <sup>4</sup>	70% <sup>4</sup>	69% <sup>4</sup>
Estimated average cost per student	\$47,176 <sup>5</sup>	\$43,373 <sup>5</sup>	\$43,663 <sup>5</sup>
Program enrollment: (Full- and part-time students)			
Undergraduates	1,274 <sup>6</sup>	1,206 <sup>6</sup>	1,250 <sup>6</sup>
Professional Studies	173 <sup>6</sup>	187 <sup>6</sup>	175 <sup>6</sup>
Graduate students	<u>466</u> <sup>6</sup>	<u>430</u> <sup>6</sup>	<u>475</u> <sup>6</sup>
Total	1,913	1,823	1,900
International students	(140) <sup>7</sup>	(113) <sup>7</sup>	(310) <sup>7</sup>
International student percentage	7.3%	6.2%	14.9%
Hearing undergraduate students	(35)	(36)	(35)
Model Secondary School for the Deaf (MSSD)	226	221	225
Kendall Demonstration Elementary School (KDES)	141	128	140
Sponsored Programs:			
Proposals	24	45	45
Awards	25 <sup>8</sup>	25 <sup>8</sup>	25 <sup>8</sup>
Funding (\$000s)	\$6,112	\$6,000	\$6,000

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	<u>2006</u>	<u>2007</u>	<u>2008</u>
Research:			
Sponsored research funding (\$000s)	\$1,500	\$1,500	\$1,500
Appropriated research budget (\$000s)	\$4,689	\$4,800	\$4,800
Gallaudet research publications	83	100	100
Number of persons served by Gallaudet outreach programs:			
University programs	52,735 <sup>9</sup>	50,000 <sup>9</sup>	50,000 <sup>9</sup>
Clerc Center programs	<u>49,216<sup>9</sup></u>	<u>37,000<sup>9</sup></u>	<u>37,000<sup>9</sup></u>
Total	101,951	87,000	87,000
Clerc Center outreach products distributed	362,181	200,000	200,000
Student support services contact hours	249,800 <sup>10</sup>	200,000 <sup>10</sup>	200,000 <sup>10</sup>
Student/faculty ratios:			
University programs	8.1:1	7.9:1	8.5:1
MSSD	6.8:1	7.4:1	6.5:1
KDES	4.1:1	4.6:1	4.5:1
Number of employees:			
Permanent positions	1,140	1,140	1,140
Temporary	22	18	18
Grant or revenue supported	72	82	82

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<sup>1</sup> Estimated total expenditures are calculated according to Financial Accounting Standards Board (FASB) accounting and auditing standards for private higher education institutions that were promulgated in 1996 and may not be comparable to figures provided in prior years.

<sup>2</sup> The estimates based on the FASB accounting standards provide dollar figures for the elementary and secondary education programs for overhead items such as physical plant, maintenance, and security. These figures have been added to the direct costs to derive the total expenditure figures for the elementary and secondary education programs.

<sup>3</sup> The University proposes tuition rates based on internal projections of expenditures and revenues. However, through an agreement with the Department, the increase may not exceed 10 percent in any given year. The tuition rate proposed for fiscal year 2008 represents a 3 percent increase in tuition over the amount being charged for fiscal year 2007. This rate was ratified at the Gallaudet Board of Trustees meeting in May 2006.

<sup>4</sup> The revenue base used for this calculation includes unrestricted income from all sources, including research grants and indirect payments such as Federal student financial aid and vocational rehabilitation payments. Amounts from the appropriation that Gallaudet sets aside for the Federal Endowment Grant program are excluded from the revenue calculation.

<sup>5</sup> The average per pupil expenditures for fiscal year 2007 and 2008 are lower than the fiscal year 2006 level because

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Gallaudet's target for enrollment for these years is significantly higher than the actual enrollment for fiscal year 2006. These amounts are based on total estimated expenditures, excluding the categories of sponsored and other research, public services, and auxiliary enterprises. The net amounts are divided by the total number of students enrolled for fiscal years 2006 and the estimated enrollment for fiscal years 2007 and 2008. The University does not differentiate between full and part-time students in reporting enrollment figures, so part-time students are treated as full-time for the purpose of this calculation.

<sup>6</sup> These figures include full-time, part-time, and extension program students.

<sup>7</sup> The Education of the Deaf Act limits the enrollment of international students to 15 percent of total student enrollment.

<sup>8</sup> Awards are not necessarily made in the same year as the proposals.

<sup>9</sup> The University provides outreach that includes both deafness-related and general education conferences and technical assistance opportunities. The University and Clerc Center counts all attendees at these conferences and other venues as individuals served.

<sup>10</sup> Student support services contact hours include tutorial services, academic advising, the career center, services for students with secondary disabilities, counseling services, and student affairs activities.

## PROGRAM PERFORMANCE INFORMATION

### Performance Measures

This section presents selected program performance information, including GPRA goals, objectives, measures, and performance targets and data; and an assessment of the progress made toward achieving program results. Achievement of targets is based on the cumulative effect of the resources provided in previous years and those requested in FY 2008 and future years, and the resources and efforts invested by those served by this program.

**Goal: To challenge students who are deaf, graduate students who are deaf, and graduate students who are hearing, to achieve their academic goals and obtain productive employment, provide leadership in setting the national standard for best practices in education of the deaf and hard of hearing, and establish a sustainable resource base.**

**Objective:** *University Programs and the Model Secondary School for the Deaf and the Kendall Demonstration Elementary School will optimize the number of students completing programs of study.*

**Measure:** The percentage of first-time, full-time undergraduate students and all graduate students eligible to return in 1 academic year who are enrolled the following academic year.

Year	Target		Actual	
	Undergraduate	Graduate	Undergraduate	Graduate
2003			60	86
2004			70	89
2005			75	93
2006			64	82
2007	75	86		
2008	75	87		

**Assessment of Progress:** The method for calculating the undergraduate student persistence rate has been changed from calculating the persistence of all undergraduates, including



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upperclassmen, who return from one fall semester to the next fall semester, to calculating the persistence of first-time, full-time students from the fall semester of their freshmen year to the next. The indicator uses data from the Integrated Postsecondary Education Data System (IPEDS) to measure persistence, and the targets for fiscal years 2007 and 2008 are based on this data. The change in how the persistence rate is calculated will allow for comparative analyses between Gallaudet and Higher Education Act Title IV programs.

The Department also changed the method for calculating graduate student persistence – from the ratio of the number of returning graduate students in the fall to the total fall degree-seeking enrollment from the previous year – to the ratio of the number of returning graduate students in the fall to the total number of graduate students available to return. The change was made to account for students transferring in and out of the program.

Recent comparisons indicate that Gallaudet University persistence rates for undergraduate students are comparable to other 4-year higher education institutions. Under IPEDS, 4-year public colleges have an average retention rate of 69.9 percent, and 4-year private colleges have an average retention rate of 70.6 percent. The proposed targets are significantly higher than these levels. Gallaudet is studying factors related to graduation and completion so that it can incorporate appropriate strategies into the University's Persistence Improvement Plan, such as improved academic support services. Office of Enrollment Services records are used to track retention. Figures for fiscal year 2007 are anticipated in October 2007.

<b>Measure:</b> The percentage of full-time, first-time baccalaureate students who have graduated within 6 years (1 <sup>st</sup> column) and the ratio of baccalaureate students who graduate each year to the number of students entering 6 years prior (2 <sup>nd</sup> column).				
Year	Target		Actual	
2003		45	29	42
2004		45	26	42
2005		46	28	42
2006		47		42
2007	31	43		
2008	32	43		

**Assessment of Progress:** The Department added this new measure in fiscal year 2006. Data for the measure are based on the IPEDS cohort graduation rate; that is, the percentage of all incoming first-time, full-time students who have graduated by the end of 6 years after entry. Using this measurement for the graduation rate will allow for comparison with other colleges and universities using the IPEDS methodology for calculating the graduation rate. The targets and data for this measure appear in the first column.

The Department also retained the current graduation measure, which includes all students who earn bachelor's degrees, regardless of the time these students take to complete their coursework. This rate is calculated as the number of graduates in 1 year over the number of entering students 6 years previously. Retaining the existing measure, in addition to the new IPEDS method measure, will allow for trend analysis with prior years and will provide a broader picture of actual graduation rates because it includes transfer students, part-time students, and

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students enrolled longer than 6 years who eventually graduate. The average deaf student takes approximately 7 years to graduate. In fiscal year 2006, Gallaudet did not meet its target for undergraduate graduation, but the rate remained steady with the rate reported for the prior 3 years.

While we would retain this measure, we have revised the targets for the out-years. The previous targets provided for increases each year without any external benchmark to justify the increase, while the actual graduation rate has consistently been reported at 42 percent each year. The Department has revised the targets for fiscal years 2007 and 2008 from 47 percent to 43 percent. We believe these targets represent more realistic, but still ambitious targets for this measure. We expect to have updated numbers for fiscal year 2006 in October 2007.

<b>Measure:</b> The graduation rate for graduate students.		
<b>Year</b>	<b>Target</b>	<b>Actual</b>
<b>2003</b>		82
<b>2004</b>	82	84
<b>2005</b>	83	86
<b>2006</b>	83	91
<b>2007</b>	84	
<b>2008</b>	84	

**Assessment of Progress:** The graduation rate for graduate students is calculated as the number of graduates in a given year, including master's and doctoral degree program students, divided by the number of entering students. It is not based on a cohort analysis, so it includes students who graduate in a given year, regardless of when they entered. The numbers also include part-time and transfer students. Gallaudet University exceeded its targets for graduate student graduation from fiscal year 2004 through 2006. The targets for fiscal year 2007 through fiscal year 2009 have been increased to 84 percent and will increase to 85 percent in fiscal year 2010. The Administration believes that the changes would provide more ambitious, but still reasonable, targets for this indicator. Performance data for fiscal year 2006 is expected in October 2007.

<b>Measure:</b> The graduation rate for Model Secondary School for the Deaf (MSSD) Students.						
<b>Year</b>		<b>Target</b>		<b>Actual</b>		
	1 <sup>st</sup> Year Seniors	2 <sup>nd</sup> Year Seniors	Annual Graduation Rate	1 <sup>st</sup> Year Seniors	2 <sup>nd</sup> Year Seniors	Annual Graduation Rate
2003			94	68	21	89
2004			94	58	29	87
2005			94	71	16	89
2006			90	70		
2007			90			
2008			90			

**Assessment of Progress:** The Department changed the measure for the MSSD graduation rate in fiscal year 2005. In 2001, the University began offering a second senior year for students who needed more time to complete graduation requirements, individualized education

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program (IEP) goals, and/or required coursework. The University believes that the graduation rates reported under this measure gave an incomplete picture of the graduation status of Clerc Center seniors because of the addition of the 5<sup>th</sup> year option. The Clerc Center worked with the Department to develop the above outcome measure to better reflect the progress of students through school, changes in graduation requirements and program options, and eventual graduation numbers. For example, the numbers shown for fiscal year 2005 indicate that 71 percent of the students leaving school in 2005 are graduates who graduated in their 12<sup>th</sup> year and 16 percent of the students leaving in 2005 were graduates who graduated in their 13<sup>th</sup> year. Taken together, the graduation rate for students leaving in 2005 is 89 percent for fiscal year 2005. The remaining 11 percent of the students who left in 2005 did not graduate. These figures exclude students who transfer or are dismissed from MSSD. In order to graduate from MSSD, students must complete required coursework and successfully meet their IEP goals. We expect to receive second year senior data for fiscal year 2006 and first year senior data for fiscal year 2007 in October 2007.

**Objective:** *Curriculum and extracurricular activities prepare students to meet the skill requirements of the workplace or to continue their studies.*

<b>Measure:</b> The percentage of graduates with baccalaureate degrees who are employed, in advanced education or training, or are neither employed or enrolled in advanced education or training during their first year after graduation.						
Year	Target			Actual		
	Students Employed	Students in Advanced Education or Training	Not Engaged in Either Activity	Students Employed	Students in Advanced Education or Training	Not Engaged in Either Activity
2003				79	40	13
2004	80	40		73	38	11
2005	81	41		69	36	15
2006	82	41		84	36	11
2007	82	37	10			
2008	82	37	10			

**Assessment of Progress:** In the past, Gallaudet reported on the percentage of graduates who were employed commensurate with their training and attending advanced education or training programs during their first year after graduation.<sup>1</sup> In fiscal year 2006, the Department added a new category, "Not Engaged in Either Activity," to capture the percentage of graduates who are neither employed nor in advanced education or training during the first year after graduation. The purpose of the new data is to provide a more complete and accurate picture of outcomes for Gallaudet graduates. Employment and advanced education are both satisfactory outcomes for graduates. The new measure is intended to focus on graduates who are not using their degrees to pursue either of the desired outcomes. Gallaudet submitted prior year data for fiscal years 2002 through 2006 to provide a context for setting targets.

<sup>1</sup> The "Students Employed" category includes both full- and part-time employment. Advanced education or training includes students enrolled full- or part-time in a master's or Ph.D. program, a vocational or technical program, or another type of program, e.g., law school or medical school.

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In fiscal year 2006, 84 percent of graduates from Gallaudet's undergraduate program were employed and 35 percent were pursuing advanced degrees or other training, such as vocational and technical programs. This adds to more than 100 percent because some respondents were employed and also enrolled in advanced education or other training at the same time. The University's target was for 82 percent to be employed and 41 percent to be in advanced education or other training. Gallaudet met the goal for employment, but not for students in advanced education or training.

In addition to adding the new category, the Department revised the targets for advanced education or training. More than 36 percent of deaf or hard of hearing individuals with baccalaureate degrees from Gallaudet University each year enter higher education or training, as compared to the national average of 25 percent of individuals without hearing loss entering higher education or training. Based on this data, the Department revised the targets for the percentage of students graduating from Gallaudet University entering higher education or training to from 42 percent to 37 percent for fiscal years 2007 and 2008.

Data for this measure are reported 1 year following graduation. The data for this measure are derived from an annual survey of students who graduated from Gallaudet the previous year. Data for fiscal year 2007 will become available in October 2008.

**Measure:** The percentage of MSSD graduates who are employed, in postsecondary education or training, or not employed or in post-secondary education or training during their first year after graduation.

**Assessment of Progress:** Gallaudet currently provides data to the Department on the percentage of MSSD graduates who are employed or attending postsecondary education programs 4 months after graduation as a single percentage. Consistent with the post-school measures proposed for University graduates with baccalaureate degrees, we are disaggregating the two categories for fiscal year 2007 and adding a third category. Gallaudet will now provide data on MSSD graduates: 1) who are employed, 2) who are in postsecondary education or training, and 3) who are not engaged in either activity. This data will provide a much more complete picture of post-school outcomes for MSSD graduates. In addition, the Department is changing the measure from status at 4 months after graduation to 1 year after graduation. This change will result in the collection of more valid data and is consistent with the time period used for measuring the post-school outcomes of Gallaudet's university-level graduates and NTID graduates. Initial data for the new measure are expected in fiscal year 2008.

The data on employment and postsecondary education or training is derived from an annual survey of students who graduated from MSSD the previous year. The percentages of students who are employed and percentage of students in postsecondary education or training during their first year after graduation may total more than 100 percent because some respondents may be employed while enrolled in a program of advanced education or training. We expect to obtain baseline data in fiscal year 2008.

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**Objective:** *Gallaudet works in partnership with others to develop and disseminate educational programs and materials for deaf and hard-of-hearing students.*

**Measure:** The number of programs and/or institutions adopting innovative curricula and other products, or modifying their strategies as a result of Model and Kendall's leadership.

Year	Target	Actual
2003	41	54
2004	50	91
2005	55	56
2006	55	84
2007	55	
2008	55	

**Assessment of Progress:** The number of programs adopting innovations from year to year will vary and depends in part on the number and type of strategies and curricula being disseminated by the Clerc Center at a given point in time. The Department is working with Gallaudet on developing an alternative to this measure that would assess the impact of scientifically based research projects, other scholarly activities, and demonstration and program development activities on improving educational outcomes for individuals who are deaf and hard of hearing. Performance data for fiscal year 2007 will be available in October 2007.

### Efficiency Measures

The Department developed two efficiency measures for Gallaudet. The first measures the total educational cost per successful outcome, where the successful outcome is defined as graduation. Graduates include students receiving bachelor's degrees, graduate certificates, master's degrees, and doctoral degrees. The measure is calculated by dividing total annual student expenditures by the number of graduates in that school year. The cost is composed of the total program budget excluding expenditures associated with research, public services, auxiliary enterprises, construction, and the Endowment Grant program. This measure looks at the total cost of educating a student at Gallaudet as an indication of how efficiently the University operates.

The second efficiency measure examines the Federal cost per successful outcome, where the successful outcome is defined as graduation. The measure is calculated by dividing the Federal appropriation by the number of graduates in that school year. Federal student financial aid, vocational rehabilitation payments, other Federal support for students, Federal grants and contracts, appropriations for construction, and the Federal Endowment Grant program are not included in this calculation. This measure looks at how the ultimate outcome of the Federal investment relates to the appropriation for Gallaudet.

Both measures use existing cost data reported to the Department as part of the University's budget submission. The average estimated total cost per graduate (\$277,966) and average Federal cost per graduate (\$241,173) were very high in fiscal year 2004. However, there are a number of unique costs related to Gallaudet, such as the literacy challenges facing students who are deaf and the need for small classes and special support services for these students,

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which must be considered in evaluating the efficiency and effectiveness of these programs. In fiscal year 2007, the Department plans to use these measures as a basis for discussing the cost per student, the subcomponents of the expenditures, whether efficiencies can be achieved, and refinements to the measures that may be necessary. The Department also will use IPEDS data to look at cost components of similar sized Carnegie Level IV institutions as a basis for comparison. The Department plans to work with Gallaudet to develop appropriate baselines and targets for the efficiency measures for fiscal year 2008.

### Follow-up on PART Findings and Recommendations

Federal support for Gallaudet University was assessed using the Program Assessment Rating Tool (PART) in 2005. The overall PART assessment rating for this program was “Ineffective.” The assessment determined that the purpose of the program is clear and unambiguous, it addresses a specific and existing need, and it is designed so that resources address the program’s purpose and reach the intended beneficiaries. In addition, the program has a limited number of specific annual and long-term performance measures, targets, and timelines for improvement. However, the review found that the program did not demonstrate adequate progress in achieving its annual and long-term performance goals in the areas of persistence, graduation, post-school outcomes, program management, and program efficiency and cost effectiveness. The Department and OMB conducted a reassessment of the program in 2006. Based on information provided by the University and actions taken by the Department, the overall rating was changed to “Adequate.” The primary reason for the change was that the Department and Gallaudet reached agreement on an extensive monitoring plan that improved the scores on the management questions. However, on important performance measures in areas such as persistence, graduation, and post-school outcomes, Gallaudet has not demonstrated improvements. Following is a discussion of some of the steps that the Department has taken or will take along with Gallaudet to address PART recommendations.

- **Gallaudet shall take affirmative steps to improve student outcomes related to persistence, graduation, and post-school outcomes.**

As discussed under the “Performance Measures” section, the Department has made a number of modifications to the annual and long-term performance measures related to student outcomes to more accurately and comprehensively account for performance in these areas. The University is also taking steps to improve the accuracy of the information it reports and undertaking initiatives aimed at improving student outcomes. For example, Gallaudet is participating in the Foundations of Excellence Program, a comprehensive self-study and improvement process focused on improving the first year experience of students as a means to improve persistence rates. Gallaudet also is working on potential measures of improved literacy skills of students enrolled in university-level programs and ways to measure the impact of scientifically based research projects, other scholarly activities, and demonstration and program development activities at the University, including the Clerc Center, on improving educational outcomes for individuals who are deaf and hard of hearing.

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- **The Department will develop a formal mechanism and schedule for monitoring the federally funded programs at Gallaudet for compliance with the Education of the Deaf Act.**

The Department implemented new management practices to improve its oversight of the University. For example, the Department conducted a major monitoring visit of the Clerc Center programs in November and December 2006. The monitoring included a review of the Clerc Center's compliance with provisions of the IDEA incorporated by reference into the EDA and with EDA provisions specific to the Clerc Center. The Department expects to issue a letter to the University with its findings in early 2007.

The Department also developed an on-site monitoring plan for Gallaudet for fiscal year 2007 that will include four focus areas related to university-level programs. The Department will review compliance with the University's governing documents, the use of Federal funds, the quality of GPRA and other program data, and the performance of selected programs. The Department plans to conduct a formal monitoring visit of the university-level programs in spring 2007. The Department has selected the University's First Year Experience Program for in-depth review during the on-site monitoring visit. This program is intended to provide students with a comprehensive living and learning experience that helps facilitate the transition from high school to college. The Department selected this program because it directly relates to the key performance area of persistence. We also will review any other initiatives focused on persistence during this monitoring. The on-site monitoring is in addition to document review by the Department and other data collection activities.

- **The Department will take affirmative steps to assess the scope and quality of the programs at Gallaudet University that are funded through the appropriation to ensure that they are operating effectively, addressing their statutory purpose, and achieving results.**

The Administration included \$600,000 in the budget request for Gallaudet University for fiscal year 2008 to conduct a study of Gallaudet that would identify barriers to and strategies for improving Gallaudet's performance. The Department would use this study to assist Gallaudet in improving student outcomes related to the key areas of persistence (staying in school), graduation, and post-school outcomes upon graduation (pursuing graduate degrees or finding employment commensurate with the level of a student's academic training). In addition, the new monitoring process being instituted by the Department will look at whether the University is addressing the needs of its service population and addressing its statutory purpose. We also engaged in a review of the performance measures for Gallaudet that will continue to look at whether revisions or new measures are indicated.

Gallaudet has significantly increased private revenue, increased tuition, and raised private funds for construction, continuously decreasing the percentage of its total operating income represented by the Federal appropriation. For the past 15 years, all major construction projects at Gallaudet have been funded either by cost sharing with the Federal Government or solely by privately raised funds. In addition, over the past 18 years, the University's

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endowment increased from \$10 million to \$165 million, and operating income from investment now exceeds \$4 million annually. The University maintains a human resources management system, and institutional support declined by 12 percent between 2002 and 2005. In addition, two efficiency measures have been developed for the University level programs related to total educational cost per graduate and Federal cost per graduate. This data indicated that management practices have resulted in improved efficiencies or cost effectiveness in the operations of this program and was the basis of the increase in the score for the efficiency measure. Many of these efforts were not limited to the past year. As such, they show an ongoing commitment to private fund raising and cost containment efforts.