

# **Cascadia Community College at Washington's Colocated Bothell Campus**

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## **Report to the State Board for Community and Technical Colleges**

### **REPORT IN BRIEF FINDINGS AND RECOMMENDATIONS**

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## REPORT IN BRIEF

### Findings and Recommendations

During the 2010 legislative session, a House budget proviso to relocate Cascadia Community College from the Bothell campus it shares with the University of Washington - Bothell [UWB, a branch campus of the University of Washington], was proposed and then withdrawn. It was followed by a draft bill, which also failed to pass. Were they enacted, the Cascadia Community College and Lake Washington Institute of Technology (LWIT, then Lake Washington Technical College) Districts would have been combined. The trustees would have been required to develop a relocation and implementation plan, and Cascadia would have been removed from its Bothell campus facilities to LWIT, leaving the UWB as the heir and sole institution on the presently colocated<sup>1</sup> campus at Bothell. This study was prompted by the short-lived budget proviso and draft bill.

During the same legislative session, a Senate bill, ESSB 6359 calling for a community/technical college system review was passed. The enactment directed the State Board for Community and Technical Colleges [SBCTC] to:

*"Encourage further efficiencies [in the system] that will provide cost savings to be used to enhance student access and success, strengthen academic programs, and develop and retain high quality faculty through cost-effective partnerships and coordination between institutions, including shared services and increased complementary programming as well as structural administrative efficiencies."*

The Cascadia review was folded into the efficiency study as a distinct part, with a specific purpose, *viz: To study and make recommendations about the location and*

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<sup>1</sup> Spellings of colocated are all over the place, with "colocated," "co-located," and "collocated" the more popular. Dictionaries are not much help, as most lack reference to the word no matter how spelled, and the MS-Word 2007 spell-checker rejects the spelling of any version. *Webster's New World Dictionary of the American Language*, which was the dictionary recommended for students when this writer entered college, is the notable exception. It lists "colocation" as a word, so spelled, and offers this definition: "to locate or be located in the same place, as two or more military units." This is close enough. Thus, it is the preferred spelling in this report. With apologies to sources, quotations cited in this report have been converted to this spelling.

*governance structure of Cascadia Community College to the State Board for Community and Technical Colleges.* This report is about these things.

It commenced during the fall, 2010. Upon learning of it, UWB officials insisted that if the university branch were to be included, the study should not be conducted under the auspices of the SBCTC; rather, some other unspecified entity should conduct the work. The review was underway at the time, and in answer, the SBCTC stated that the focus was intended to be and would remain on Cascadia.<sup>2</sup>

Since both institutions occupy a colocated campus, it has not always been easy to adhere to this assertion (e.g., the campus operates under joint operating and cost sharing agreements with the UWB, the review of which necessarily involves both institutions), but for the most part it has been honored.

In 2010, the Bothell Campus was halfway to "build-out," the point at which physical construction would be finished and planned enrollment levels reached.<sup>3</sup> Subsequently, it was agreed that ten years -- between 2000, when the campus opened, and 2010, when the campus would be fully up and operating -- during which the institutions were being built from scratch, was too optimistic. The build-out year was moved to 2020 shortly before the campus opened. This is the year accepted as the target year for the purposes of this report. Thus, in effect, the study allows a mid-course review of the progress of Cascadia in its colocated setting.<sup>4</sup>

The most important finding is that Cascadia and the Bothell campus are accomplishing the basic assignment they were given: provide accessible lower- and upper- division and master's program opportunities to "place-bound" residents of the region.<sup>5</sup> During the planning and design period, cost savings and other efficiencies were expected (e.g., the cost of creating one shared campus rather than two); most also have been realized.

Some aspects of the mission, e.g., academic services provided in a two-plus-two [2+2] program configuration (lower-division community college programs meshing smoothly with upper-division university branch programs), and collaborative relationships between Cascadia, LWIT, and other regional institutions, require more

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<sup>2</sup> Some have suggested that since the study was in response to an effort to relocate Cascadia, it should also address the other "bookend," the relocation of UWB. By limiting the study to Cascadia, this alternative was effectively foreclosed. This is the reason it was not listed among the various alternatives.

<sup>3</sup> The original plan placed 'build-out' at 2010.

<sup>4</sup> The build-out year was subsequently moved to 2025 in the draft of one of the campus plans, but, again, 2020 is the year accepted in this report.

<sup>5</sup> RCW 28B.92.030 defines "placebound [sic] student" as "a student who (a) is unable to complete a college program because of family or employment commitments, health concerns, monetary inability, or other similar factors; . . ."

commitment than has been demonstrated. The colocated arrangement was envisioned as a positive-sum game for the state, the institutions, the students, the faculty, and the communities the campus would serve. At this point in the campus' progress, it is clear that more work and inter-institutional cooperation on this part of the vision is required for it to become reality.

The first and most important recommendation of the report, however, is that Cascadia not be relocated and that it remain a feature of the colocated Bothell campus.

The Cascadia Community College -University of Washington Bothell colocation on a single campus constitutes an institutional relationship unique in Washington and close to such in the United States. Its uniqueness traces to a 1988 legislative policy decision to assign branch campus missions to the research universities -- UW and WSU -- rather than regional institutions ("comprehensive universities"), Eastern, Central, and Western Washington, and The Evergreen State College. Thus, the UWB is a branch campus of a major research university, the University of Washington - Seattle.

The mother institution is a member of a limited group of universities comprising the American Association of Universities,<sup>6</sup> all of which are selective admissions institutions. Cascadia Community College is a two-year institution, the values and mission of which stress open admissions.

Cascadia's program emphasis is on the academic transfer component of the community and technical college mission, ideally suiting it for a relationship with the UWB in a blended program configuration. Indeed, Cascadia is unique in the CTC system. Its academic transfer program emphasis is distinct from the typical comprehensive community college array comprising academic and workforce education services provided in equal measure. Cascadia was planned, designed, and established to operate in a colocated setting with the UWB, and its academic program focus was expected to suit it ideally for a close and cooperative relationship with a receiving upper-division university branch, i.e., the UWB.<sup>7</sup>

Lake Washington Institute of Technology also is unusual in the CTC system in that its programs stress technical education and workforce preparation. In this sense, Cascadia and LWIT are like two sides of a coin: one, Cascadia, assigned an academic program mission, the other, Lake Washington, emphasizing technical education.

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<sup>6</sup> Since the acquisition of branches, the UW is known in some quarters as the 'University of Washington - Seattle,' abbreviated UWS, to distinguish it from the branches, UWB and UWT. Use of the UW abbreviation, however, is continued in this report.

<sup>7</sup> In higher education parlance, "Upper-division" refers to the junior and senior years; "lower-division" refers to the freshman and sophomore years.

Another difference between Cascadia and LWIT is represented in the area of their service regions. Cascadia's district encompasses three school districts, while LWIT, an institution with a regional mission, is assigned a service area that covers eight school districts, including all of those of Cascadia (3), and all of those of Bellevue College (5). Thus, its district precisely covers the Cascadia and Bellevue Districts.

Cooperation with LWIT (as well as the UWB) is one of the things planners and policymakers had in mind when they singled out Lake Washington as a potential partner with Cascadia. A consolidated district comprising the two institutions, however, was considered and rejected in part because of the substantially different missions of the two institutions.

The Bothell Colocated Campus was not an accident of politics or local enthusiasm. Rather, it and its two on-site institutions are products of deliberate policy, planning, design, and construction processes that began in 1989, more than ten years before the campus opened in 2000. They could be leading contenders for the title of most inclusive, empirical, and rational higher education institution planning process in the state's history. Other planning efforts leading to decisions about if, when, and where to establish colleges and universities do not come close to matching the depth of the work that led to the creation of the Bothell colocated campus.

The Bothell Campus is a response to state concerns about unmet demand for upper-division and graduate programs among adults in urban centers, including the south Snohomish and north King County area, and a concomitant SBCTC determination of need for a new community college in the area. These were accompanied by a common conviction that the 2+2 model offered an enhanced and effective solution to calls for proximate and affordable opportunities for a lower-division education that would prepare students for transfer to a university and into a baccalaureate degree program. Moreover, the 2+2 connection promised to be a solution to ubiquitous and vexing complaints from students, parents, and legislators about credit transfer issues between community college and four-year institutions.

A colocated campus containing a new community college and university branch campus represented the most promising, educationally enriched, cost-effective, and innovative alternative to the then budding plans to develop separate campuses for these institutions. In addition, it offered a model for cooperation and coordination that was filled with potential. A Washington statute, RCW 28B.45.201, enacted in 1994,<sup>8</sup>

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<sup>8</sup> During the 2011 legislative session, with the enactment of SB 5664, this section was modified to change the name of Lake Washington Technical College to Lake Washington Institute of Technology. This has been the only change in this section of the RCW since it was enacted.

cogently describes the place and purposes of Cascadia on the Bothell Campus as follows:

The legislature finds that population growth in north King and south Snohomish counties has created a need to expand higher education and workforce training programs for the people living and working in those areas. In keeping with the recommendations of the higher education coordinating board, the legislature intends to help address those education and training needs through the creation of Cascadia Community College, expansion of educational opportunities at Lake Washington Institute of Technology [NOTE: before 2011, Lake Washington Technical College], and support of the University of Washington's branch campus at Bothell-Woodinville. It is further the intention of the legislature, in keeping with the higher education coordinating board recommendations, that the Cascadia Community College and the University of Washington branch campus be colocated, *and that the new community college and the University of Washington's branch campus work in partnership to ensure that properly prepared students from community colleges and other institutions are able to transfer smoothly to the branch campus.* [Emphasis Added]

The 2+2 model also was an important milestone on the path to a "Seamless Education System," defined as a process and system that would be free of disconnections that could impede, side track, or block students as they tried to make their way from one sector to another ("Separated Silos," is another metaphor for Washington's loosely-connected higher education system). These ideals continue to spark conversations today, perhaps because they continue to reflect aspirations rather than accomplishments. This is the setting in which the Bothell Campus was formed nearly 20 years ago, and which apply as much now as then.

Briefly, Cascadia was established to:

- Provide opportunities for place-bound area students to pursue their coursework in a community college and transfer to an adjacent or nearby university or university branch campus to complete their baccalaureate and, thereby address Washington's policy goal of increased bachelor degree conferrals ("bachelor degree production").
- Develop and make the 2+2 inter-institutional model work; establish partnerships with the UWB and other four-year institutions (and vice-versa); create an enriched and affordable education experience; and accomplish the smooth admission, transition, and success of students.

- Cooperate with Lake Washington Institute of Technology and other two-year institutions in the region to affect the presence of comprehensive program services, including workforce preparation programs, on the eastside.
- Join with the UWB in a colocation relationship that would be cost effective and ensure the availability of superior education opportunities for students who enroll at either institution.

### **Addressing the Needs of Place-Bound Students**

Based on the estimates of unmet need, and by extension, unfulfilled demand, the Bothell Campus was designed to accommodate 10,000 FTE students, with target levels of 6,000 and 4,000 to the UWB and to Cascadia, respectively.<sup>9</sup> The campus was planned and constructed in accordance with these enrollment targets.

The 2010 campus enrollment total is about halfway to this build-out level. Cascadia is about 60% of the way there, and the UWB is about 40% of the way to its goal. This also is the case with the campus itself, which is in the final stages of a work in progress (the campus plan encompasses a five-phase program.) The fall 2009 total FTE enrollment count (all fund sources) at the UWB was 2,361 FTEs, of which 705, or 29.8%, were enrolled in lower-division classes; Cascadia's count was 2,369 FTEs, all of which were lower-division. The full campus total was 4,730 FTEs, about 47% of the campus' planned enrollment capacity.

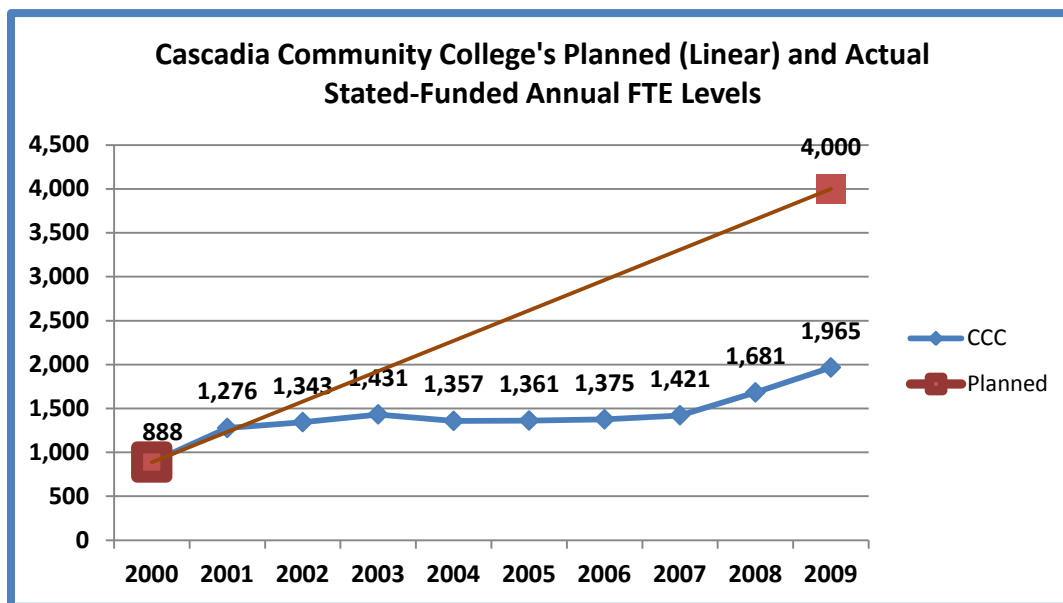
Presently, Cascadia is positioned 32nd in state-funded FTE enrollments in the CTC system. Had it attained the projected 2010 figure, it would rank 21st. Its comparatively small FTE size, and, accordingly, its budget, is a problem. The reasons, however, do not rest entirely at Cascadia's doorstep. The funded growth rate was affected by the building program and the related need to have space ready for students when they arrived on campus. The campus was built from scratch, and in this sense, the growth expectations during the start-up period were too ambitious for the ten-year time-period they spanned, and for the building program to accommodate. This was when the campus was forming, faculty members were being recruited, and the college mission was materializing. Growth was constrained accordingly, and the curve on which future enrollment projection estimates would be based was flattened.

To reach the projected goal, Cascadia's funding level (state-funded FTEs) during the first ten years would have needed to increase about 280%; the actual increase was

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<sup>9</sup> FTE refers to Full-Time Equivalent student, a budget concept based on student credit hours. It is different than "Headcount," which refers to the actual number of students, full- and part-time, who are enrolled. The ratio between the two varies among institutions. At Cascadia, it is about 2.2:1, i.e., 2.2 "actual" students, to 1 FTE.

120%, which is a respectable figure in itself. Viewed in retrospect, it seems that accomplishment of the 4,000 FTE target would have required extraordinary funding, construction, and recruitment efforts, approaching a rate and level not seen in Washington higher education since the coterminous creation of the community college system and The Evergreen State College in the late 1960s. Cascadia started small, and for several years, remained so. Only in recent years has the trend line again begun to arch upward.



Within this context, however, Cascadia met its budgeted target levels with remarkable consistency, some years exceeding them (e.g., in 2007-08 and 2008-09, its FTE enrollment was 102% and 108% of targeted levels, respectively.) It also must be noted that state funding patterns during the period enveloping the start-up years vacillated for all of the area community and technical colleges. Nevertheless, Cascadia's enrollments, Headcount and FTE, continued to exceed the UWB's enrollments three years after UWB was authorized to begin enrolling lower-division students.

Cascadia is providing service to students from within its service area, and it is addressing its mission to provide service to place-bound students in the region. Slightly more than 96% of its students report ZIP Code addresses either from within the district itself (64.01%), or from contiguous localities (32.1%), for 96.1%.

This particular characteristic, service to students from the immediate region, also is the case with the UWB. King (61.6%) and Snohomish (29.9%) Counties account for most of its enrollments, (91.5%). Nearly 99%, 2,627 students, originate from counties in Washington (21 students come from other states; 71 students come from other countries).

The estimates of unmet need and the enrollment goals for Cascadia (e.g., 4,000 FTEs in 2010) were developed in the mid-1990s. A fresh look at more recent census data is needed. The 2010 Census multi-year projections, however, are not yet available in the necessary units of analysis (e.g., county level, school district, and ZIP Code 30-year projections). These are not expected to be available before March 2012. Meanwhile, the most recent extant projections are the OFM 2007 estimates, based on 2000 Census data projected out to 2030. The approximations developed for this report rely on these.

Using OFM's 2007 medium projection, the year 2020 population estimate for King and Snohomish Counties is 2,660,087, of which Cascadia's district ZIP Code share comprises 1,020,839, or 34.5%. Cascadia's Total FTE count for 2009-10, was 2,369, which is equivalent to 0.23% of this portion of the population. If these estimates and service level were to hold, and nothing else were to change, Cascadia's 2020 state-funded Headcount would be about 5,900 students. Its state-funded FTE count would be about 2,600, still less than the 4,000 FTE target.

Population growth is expected in the region. During the period 2000-2010, both King and Snohomish County's population increased 11.2% and 17.7%, respectively, and 12.9% between them. The 2010 Census year figures are these:

<b>County</b>	<b>2000</b>	<b>2010</b>	<b>% Change</b>
King	1,737,034	1,931,249	11.2%
Snohomish	606,024	713,335	17.7%
Total	2,343,058	2,644,584	12.9%

It is unlikely this will change dramatically.

Cascadia's enrollments began to increase dramatically again in 2007-08, expanding nearly 40% by 2009-10, the most recent year of the data used in this report. If the growth rate Cascadia was experiencing during these years were maintained, it would reach its build-out target figure, 4,000 FTEs, before 2020. The 4,000 FTEs would equate to about 9,000 individual students (Headcount).

Demographically, Cascadia's students typify residents of its service area in most respects. The median age has remained constant at 21.7 years. Enrollments are about equally divided, male and female.

With respect to race and ethnicity, students at Cascadia also exemplify residents of its service area. Compared with other parts of Washington, however, Black and African American, Native American, and Hispanics are present in smaller proportions in the Cascadia District than in the state as a whole, while Asian Americans represent a higher

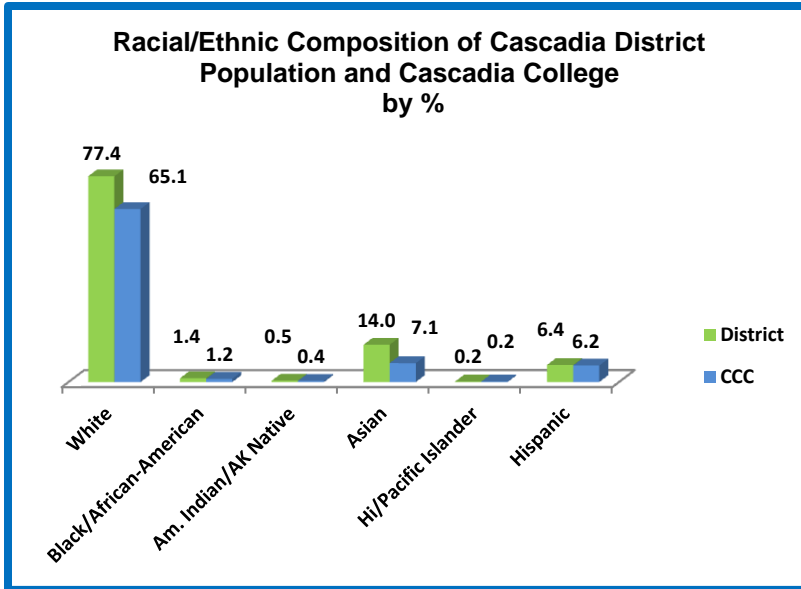
proportion. White residents comprise the same share, 77%, they do throughout the state. The 2010 estimates for Cascadia District *vis-a-vis* those for the state as a whole align as follows (percentages do not total to 100 because of multi-racial/ethnic characteristics that place some residents in more than one category).<sup>10</sup>

Race/Ethnicity	State	CCC District
White	77.3	77.4
Black/African American	3.6	1.4
American Indian/Alaska Native	1.5	0.5
Asian	7.2	14.0
Hawaiian/Pacific Islander	0.6	0.2
Hispanic	11.2	6.4

The college's distribution also is in general alignment with the patterns of its district, although Black/African American students are present in a slightly smaller share (1.2%) than in the District population (1.4%), as also is the case with Native American students (0.4% vs. 0.5%) and Hispanics (6.2% vs. 6.4%), but the differences are not great. The College trails the District distribution in its shares of White (65.1% vs. 77.4%) and Asian (7.1% vs. 14%) students. While Cascadia is doing a good job getting students of most ethnic and racial groups into college in a generally proportionate manner, there is room for improvement in results. It does less well than its neighboring peers in degree conferrals to racial and ethnic minorities as a percentage of the total, although the percentage of successful graduates at Cascadia exceeds the percentage of the sending school districts.

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<sup>10</sup> Census Bureau, Washington Quick Facts, e.g., Hispanics, which comprise several races, are reported in all applicable race categories.



Most of Cascadia's in-district students list addresses in Bothell, Woodinville, Kirkland, and Redmond. All of these localities display higher average household and per capita income than the state as a whole. All also manifest smaller percentages of people below the poverty level than the Washington State average. This is an affluent region of the state.

	Bothell	Kirkland	Redmond	Woodinville	Washington
Household Income % of State Average	129%	146%	146%	149%	\$56,479
Per Capita Income % of State Average	115%	158%	158%	137%	\$29,320
Below Poverty % of State Average	48%	50%	50%	44%	12,3%

Although these percentages are based on, 2007 estimates, it is reasonable to assume they continue to apply.

Cascadia lists 17.2% of its students as eligible for aid; among the area CTCs, only Bellevue reports a lower percentage. The other four [Everett, Shoreline, Edmonds, and Lake Washington] report higher proportions. The system average is 43%.

#### STUDENTS RECEIVING NEED-BASED FINANCIAL AID BY COLLEGE

##### ACADEMIC YEAR 2005-06 TO 2009-10

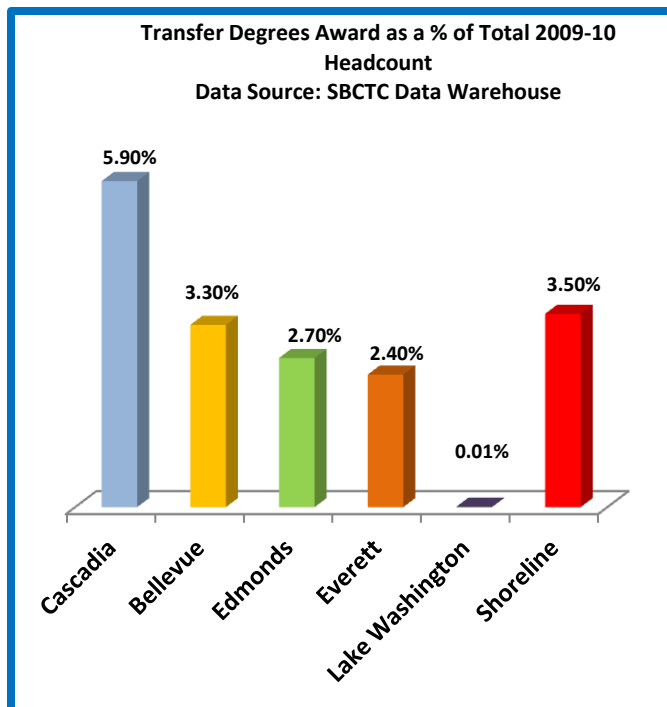
	2005-06	2006-07	2007-08	2008-09	2009-10	% of Total in Programs Eligible for Aid
Bellevue	1,467	1,473	1,574	1,617	2,244	16.5%
Cascadia	310	275	305	325	504	17.2%
Edmonds	2,194	2,110	2,165	2,440	3,048	38.1%

Everett	1,424	1,481	1,476	1,620	1,997	25.3%
Lake Washington	933	881	908	1,096	1,576	37.0%
Shoreline	1,472	1,397	1,372	1,507	1,853	29.2%

Cascadia was intended to be an atypical community college with an emphasis on academic transfer. It is that. Students attending for this purpose comprise 74.1% of the total 2009-2010 FTEs (1,965), in percentage terms leading the other institutions in the system on this measure (the system average is 37.3%). Associate of Arts Transfer, Business, Nursing, and Elementary Education characterize Cascadia's Associate degree awards.

Among community and technical colleges within the same region, Cascadia, followed by Bellevue, leads in percentage of students in the transfer program. All four of the area community colleges enroll greater proportions of students in their transfer programs than the system as a whole. Conversely, and expectedly, Lake Washington, a technical college, leads (88.7%) in percentage of students engaged in workforce preparation programs. Nevertheless, Cascadia does well proportionately with transfers into high demand programs.

When both degrees and certificates conferred (2009-10) as a percentage of total headcount are considered, Cascadia ranks fourth among the area colleges. This contrasts with its lead standing when only transfer degrees are considered, but it also



demonstrates its comparative strength in this aspect, and its comparatively low emphasis on certificate, usually workforce preparation, programs.

A number of Cascadia students transfer each year into Washington's public universities. Bellevue, Cascadia, Edmonds, Everett, Shoreline, in this order, are the top five community colleges from which students transfer into the UWB.

Together, the five account for 76% of the community college students transferring into that institution, and for more than half, 62%, of transfers from all sources. Cascadia also does well

proportionately on transfers into High Demand Programs.

The ratio of headcount-to-student FTEs usually is a reflection of student course loads (the greater the average student course load, stated in student credit hours, the tighter the ratio.) The ratio at Cascadia has been consistently higher than the system average, suggesting that Cascadia students on average tend to take greater course loads than community college students in general. Cascadia students appear to be gravitating toward full-time attendance. The percentage attending full-time has increased steadily from 43% in 2006-07 to 49% in 2010-11.

When the subject is Online and Hybrid Education programs ["eLearning Programs"], Cascadia, ranks 18th in eLearning Headcount enrollments. Bellevue ranks first; Edmonds ranks third, and Shoreline scores 13th. Lake Washington is 27th. In terms of percentage of Headcount enrollments engaged in Online and Hybrid Education, eLearning, Cascadia ranks third among the area colleges and is above the system average.

The conclusion at this point is that Cascadia has been operating in alignment with its mission to provide lower-division academic transfer programs to area residents. It also can be argued that Cascadia students are experiencing an enriched education experience by virtue of the colocated arrangement with the UWB, although this may have more to do with the environment and available learning resources (e.g., the campus library) than program articulation and teamwork between the two institutions. Success with full accomplishment of a shared program relationship with UWB has proved elusive. Although examples of Cascadia initiatives in this regard can be cited, UWB receptivity in recent years has been nil. There is no such relationship, although in defense of Cascadia, it cannot do it alone.

### **Cascadia and the UWB on the Bothell Campus**

Cascadia and the UWB have overcome many of the management problems that colocated institutions normally would be expected to confront. Basic operating agreements have been consummated and shared facilities and services are being provided. Cascadia students have access to the Bothell Campus Library, supported in part with Cascadia funds, and operated as part of the UW library system. This is a widely recognized education benefit. The fiscal advantages of sharing in the costs of these things rather than providing them on separate campuses are obvious.

Some external support in the form of continued arrangements for 50/50 funding in capital infrastructure development is needed until the campus facilities are fully developed. Variances in the form of separate budget drivers used by community colleges and universities create burdens for Cascadia in meeting its portion of the staffing costs for shared services, and these could stand attention and adjustment. The

recommended solutions are supplementary funding to Cascadia to pay its portion of shared staff compensation increases, and funding for phased development of joint infrastructure components for the colocated campus on a 50/50 basis until campus build-out.

While the two institutions have worked out many of the management problems that come with colocation, they have not advanced very much in the program area. Cascadia and the other area CTCs are UWB's best supplier when it comes to transfer students. These institutions also are important senders to the mother campus in Seattle. Yet, program harmony is confounded by continuing static about the readiness of community college students for upper-division work. The subject is not new, as it has been around long enough to become part of the conventional wisdom of universities, although if it is a the problem, it remains largely unattended..

A promising way to address it would be for the UWB to join with Cascadia and other area community and technical colleges, most notably Bellevue, the UWB's principal provider of transfer students, in a consortium centered on the 2+2 model. This could be done on the Bothell Campus by using the Cascadia facilities as a place to bring faculty from these institutions together, perhaps in evenings or on weekends, to address and resolved program imbalance and student transfer and progression problems. Students also should be brought into the equation through jointly taught classes that would help prepare them for the community college-university transition and for university-level work. Online courses would be a logical and natural part of this. Joint faculty research projects could seek solutions that would improve the transfer process, reduce impediments, increase affordability, and improve success for students at both institution levels. If one wants to talk about seamlessness, inter-institutional cooperation, regional collaboration, and Centers of Excellence, this would be a good place to start.

Another area for greater collaboration is community outreach. The first dimension would be the establishment of strong Bothell Campus relationships (that would complement and build on existing institutional efforts) with sending high schools, encouraging students to become more aware and interested in academic transfer and the Bothell Campus and Cascadia and the UWB, and helping to prepare them for the adventure. These efforts could be designed to complement the dual programs, such as Running Start, that already are in place.

The second dimension is directed to the communities that comprise the service area the Bothell Campus addresses. These communities are support and feedback sources of enormous importance. The people who live there seem to like the colocated campus and the two institutions that operate there. Joint community outreach efforts stressing

the Bothell Campus, *per se*, offer enormously important potential, if the experience of similarly colocated institutions in other states is any guide.

## Principal Findings

A relocation of Cascadia away from Bothell, or the absence of a community college on the Bothell campus, would affect the institution, its students and faculty, other residents of its service area, other CTCs located in the region, and the expectations that attend the relationship of Washington's community and technical colleges to their baccalaureate-granting colleagues.

The removal of one or the other of the institutions from the Bothell campus also would truncate the campus development process prematurely. It would involve the delivery of a huge public investment in capital facilities to the institution that remained, and require the outlay of substantial additional funds to create a new home for the students and faculty that were relocated. It also assumes the students would be willing to move, in which case their arrival, along with transferred faculty, at the already crowded campus to which they were directed would be an added dramatic consequence.

The proposal to relocate Cascadia that prompted this study combined two concepts: relocation and merger. The proviso did not take into account the main reason Cascadia was created, described by one of the original planners as "to fill a black hole in community college participation," rather, it simply mandated relocation via a merger with an adjacent institution, in this case a technical institute. The black hole that existed before would reopen were there no community college in Bothell to attend to it.

Although a relocation of the community college from the Bothell Campus to a new and different site in Bothell, *per se*, rather than to LWIT, would allow for continued service to residents, it would cause a recurrence of cost outlays already experienced at a time when little money is available for new capital construction. The community college facilities on the Bothell Campus are bought and paid for, and the campus was built and is owned by the state. Whatever the question, moving the college is not the answer. The cost efficiencies associated with colocation would be lost, and the potential for the enriched education program expected from the colocation of a community college and a public university would be foreclosed.

Merger or administrative consolidation can be considered irrespective of relocation. Cascadia, for example, could combine administrative or governance functions with a neighboring district, such as Bellevue, while continuing to serve students on the Bothell campus. Economies of scale, improved services to students, enhanced education programs, to name a few, are conceivable through consolidation without relocation.

Finally, the proviso's relocation/merger approach may be unique. Mergers or consolidations usually are conceived as efficiency measures and cost savings solutions. This would not be the case here; rather, cost increases would be incurred. Moreover, they do not involve removal of the customers/clients to another place. Municipal annexations and organization takeovers, for example, usually do not involve removal of the residents or clients. This is probably why a former Cascadia administrator referred to the plan as a hostile takeover.

By starting with a call for relocation via a merger, the proposal combines disparate concepts, and, by viewing merger as a means to clear the Bothell campus for the exclusive use of the UWB, it inverts the cart and the horse.

In summary:

- The Bothell Campus is accomplishing what it was created to do: provide accessible lower- and upper- division and master's program opportunities to adults in the immediate region.
- The colocated campus represents the materialization of a policy, planning, design, and construction process that began more than ten years before the campus opened and in which the state has invested heavily.
- This may qualify as the most comprehensive and rational campus planning process in the state's history. Other decisions about if, when, and where to create and locate colleges and universities cannot match it.
- An estimated \$265 million of a \$340 million capital program has been expended to develop and build the Bothell campus. Of this, \$164 million has been spent to create Cascadia's facilities and cover its share of infrastructure costs..
- Enrollments at Cascadia have exceeded state FTE targets nearly every year since its opening. In 2010, with 2,400 FTEs and nearly 5,400 headcount students, Cascadia was 60 percent of the way to its 4,000 FTE allotment..
- In comparison, the UW Bothell's 2,361 FTE students and 2,791 Headcount in fall 2009, was 40 percent of the way to its 6,000 FTE allotment.
- Ninety-nine percent of Cascadia's students are residents of its district or contiguous zip code areas. Ninety-one percent of the

UWB's students in fall 2010, originated from King and Snohomish Counties. Ninety-eight percent of its students are from counties contiguous to Puget Sound.

- Cascadia has the highest transfer rate of Washington community colleges. Seventy percent of the students who transfer from Cascadia are accepted at the University of Washington (42% at UWB; 28% at the Seattle campus).
- Cascadia is the second highest-ranking transfer institution sending students to UWB (Bellevue ranks first). Cascadia accounts for 24% of all the students from Washington two-year schools that transfer to the UWB. The institutional proximity afforded by colocation, i.e., its shared presence with UWB at Bothell, is a significant factor in its transfer record.
- Cascadia's headcount (5,400 students) to FTE ratio (2,400 students) is lower than the system average, indicating that, on average, Cascadia students carry greater course loads than other community college students.
- The Bothell campus is ideally suited for commuter students; 400 buses come and go from the campus daily; its location at the junction of routes 522, 405, and 527, as well as convenience to Route 9 assures access from all directions. The location also is well suited for the Running Start students (350) attending the college. The campus is clearly well situated to serve place-bound students.
- The two institutions share the costs of maintaining the campus, including buildings and grounds, custodial services, maintenance, and public safety. They divide costs associated with shared services, such as the bookstore, library, and other communal operations and facilities. Cascadia budgets \$2,264,197 annually as its contribution for shared services, which it pays to the UWB. Of this amount, \$931,017 is for the Library and utilities associated with this facility.
- Were one of the institutions to be relocated, the one that remained would need to absorb the full costs of campus operations. If UWB did not have the benefit of being collocated with Cascadia, its cost of maintaining the campus and delivering services to its

constituents would be approximately \$1.1 million per year greater than present.

- By virtue of its presence on the Bothell Campus, Cascadia students have access to a university level library, which is considered the best library on a community college campus in the United States.
- Sharing arrangements also exist for faculty, facility usage, community events, inter-institution committee service, and research projects. The flexibility associated with the ability to schedule classrooms associated with the other institution effectively increases the enrollment capacity of both institutions.
- Relocating Cascadia would require an estimated \$40 to \$75 million to create replacement classroom and laboratory space at another site for students and faculty.
- Along with surrender of a promising opportunity for education quality enhancement, serious social costs in terms of effects on students, faculty, staff, and community would be associated with a relocation of Cascadia from the Bothell Campus.
- Converting the Bothell campus into the exclusive home of a reconstituted university branch would be counter to the state Master Plan and the "Expand on Demand" principle.

## Recommendations

The most important finding of this report is that Cascadia Community College is pursuing and contributing to the accomplishment of its principal statutory mission and the purposes for which the colocated Bothell campus was established: namely, to increase higher education opportunities to adults in the south Snohomish and north King County area and provide those who wish to transfer to a baccalaureate institution to complete a bachelor's degree with opportunities to do so.

Related aspects of Cascadia's responsibility, e.g., to provide program services in a close and formal association -- a 2+2 program alliance -- with a receiving university, particularly the UWB, and to engage in collaborative relationships with other regional institutions, are areas in which more progress is needed.

The relocation of Cascadia to LWIT, however, is not a suitable solution to any empirically demonstrated problem. Among other things, it would alter the governance structure of at least two institutions with dissonant missions, goals, and aspirations. It would place two healthy colleges on a single overcrowded campus. It would engender

transportation and access problems. It would require the creation of duplicative and costly space for classrooms and students, space that already has been provided and paid for on the Bothell campus by the state and the community college system, and it would oblige the institution that remains on the Bothell Campus to bear the full costs of Bothell campus operations, costs that presently are shared by Cascadia and the UWB. The only issue such relocation was conceived to address is a mission change for the UWB, the case for which has not been made, and the arguments for which are not convincing.

1. The first and most important recommendations of the report, therefore, are that the Cascadia Community College and Lake Washington Institute of Technology districts not be merged, and that Cascadia and UWB remain as neighbors and partners on the colocated Bothell Campus, pursuing the purposes for which they were created and for which the campus was established, notably providing articulated inter-institutional instructional programs for residents of the campus service area..
2. The colocated campus arrangement should continue to develop as planned toward the accomplishment of the established enrollment goals and campus target levels, whereupon the need for additional space should be determined, based upon contemporary evidence of demand, in accordance with the state's Expand on Demand policy.
3. The 4,000 FTE target assigned to Cascadia should be re-examined in the light of 2010 Census projections, when these become available, to determine its continued correspondence with population growth in the district service area and whether adjustments should be made.
4. State and system support should be provided to bring Cascadia's enrollment growth curve on track to the 2020 build-out target. This not only will render enrollment growth congruent with the campus plan, but it will lead to a critical mass comparable to a mid-size institution in the CTC system.
5. A collaborative relationship between Cascadia and the other regional community colleges -- Bellevue, Shoreline, Edmonds, and Everett -- and the UWB, centered on academic transfer matters, should be pursued. It should speak to the preparation and readiness of community college students and the design and establishment of 2+2 programs. These should be addressed through such measures as scheduled planning meetings of faculty and the joint teaching of students in academic subjects and transfer preparation and readiness classes. As it materializes, a desirable goal would be designation of the collaborative as a Center of Excellence.

6. Cascadia and UWB collaboration should extend to joint and shared outreach programs with sending school districts to inform students, teachers, counselors, and administrators of the opportunities available on the Bothell Campus and to provide information and assistance to them on college readiness and Bothell Campus programs and options.
7. Cascadia outreach programs on college opportunity and readiness also should be directed to minority and ethnic students in the service area high schools. Particular attention should be directed both to getting these students into college and through their college programs to graduation.
8. Cascadia should consider placing greater emphasis on activities to inform and advise community opinion leaders, parents, and residents of the resources and programs available at the college and on the campus. Community relations should be treated as a high priority institutional strategy, actively pursued by campus leaders, faculty, and staff.
9. Cascadia should pursue joint programming planning and delivery activities with LWIT, including the offering of workforce preparation programs by LWIT for Cascadia students on the Bothell Campus, and academic programs by Cascadia for LWIT students on the Lake Washington campus. Online and hybrid programs should be featured, along with faculty sharing and joint teaching.
10. Consideration should be given to the need for augmented shared services funding support for Cascadia and to the continuation of 50/50 infrastructure funding until the planned campus physical facilities are completed.
11. This study has concentrated on issues associated with the 2010 proposals to move Cascadia to LWIT. It has shown that such an action would be costly and counterproductive and would not address, indeed would obviate, the purposes for which Cascadia and the Bothell campus were created. Student interests, particularly access, affordability, and advancement, are and should remain foremost. Because of this, the recommended course is a strong and vigorous Cascadia Community College presence on the Bothell campus.

Exploration and consideration of administrative and instructional service consolidations with other colleges as means to a strengthened community college presence on the Bothell campus, however, still are on the table, and SBCTC and local governing board consideration of these are recommended.

Other merger possibilities also are within the province of the SBCTC. One of these, a merger between the Cascadia Community College and Bellevue

College Districts, holds promise and should be analyzed and evaluated for its student benefit, education enhancement, responsiveness to community needs, cost effectiveness, and efficiency potential. Cascadia and Bellevue are leaders in the preparation of academic transfer students to the University of Washington and the UWB. The two colleges display many features in common, especially in the academic program arena. The formation of an inter-institutional Bothell campus-based 2+2 consortium, and the planning, refinement, and delivery of a pace-setting 2+2 program are called for in Recommendation #5. Advantages to students at Cascadia and other area CTCs would be attractive, and the likelihood of expanded education pathways through closer collaboration with the UWB would be increased. Thus, it is recommended that the SBCTC direct its Efficiency Study Steering committee to analyze and evaluate a Cascadia-Bellevue district merger with special regard for the benefits to students and the mission and purposes of Cascadia Community College and the Bothell campus.