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ABSTRACT

Information has been compiled on the patterns of community college finance in 42 states. The author found substantial differences with regard to public responsibility for financing community colleges. Differences were also found in the areas of control and coordination of the colleges and sources of funds for financing their operations and capital outlay programs. This report recommends that (1) a proper balance of federal, state, and local financial sources be established; (2) operational control should be at the appropriate organizational level to encourage achievement of the community colleges' goals; and (3) financial assistance should come from all levels of government to ensure a balance in the fiscal support of these institutions. (MC)

# STATE PATTERNS OF FINANCIAL SUPPORT FOR COMMUNITY COLLEGES

by

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February, 1970

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# FOREWORD

The development of community colleges in the 50 states has experienced rapid expansion during the past ten years. During this period a number of important changes have occured: more institutions have been established; more students are continuing beyond high school and more are completing high school; more state level support is available to community colleges; federal funds are being made available to these institutions; coordination and/or control has been developed at state and even at regional levels in some areas of operation

In earlier years community junior colleges were for the most part controlled and supported at the local district level. Changes have accompanied their recent growth, however. These changes have placed considerably more emphasis upon state level support. The possibility of increasing support from federal sources has alleviated to some extent the dwindling local support.

Such changes are in keeping with many other political, economic and social changes. The community colleges reflect society as it is developing. We may be certain, however, that even more changes will be found in tomorrow. Lawrence Arney has identified many of these changes, and he has also demonstrated how the basic philosophy of the community college development is related to financial support. The policy which controls the operation speaks far more loudly than the philosophical mottos which are sometimes expressed.

This study is one of a series of studies centered around an analysis of state level activities. These are supported in part by a grant from the W. K. Kellogg Foundation. This particular study is also basic to a Community College Finance Study which is part of the National Educational Finance Project. We are greatly indebted for the help of these two projects.

Dr. Dayton Y. Roberts, Assistant Director, Institute of Higher Education, has ably served in editing this monograph. We thank him in particular. We are also indebted, however, to the state directors in the several states who helped by providing requested information about their own state. As is the case in most studies the cooperative effort of a number of persons provides the basis for the final conclusions and recommendations.

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## CHAPTER 1

## PROBLEMS IN FINANCE OF COMMUNITY JUNIOR COLLEGES

In the community junior college movement leaders have long advocated public higher education through the fourteenth year free of tuition and accessible to all who may benefit from this level of education. This philosophy is presently acceptable to those in authority in a few states. However, all 50 states have indicated acceptance of some public responsibility for post high school education and have provided for public funds to be used in support of these institutions.

Little agreement can be found among the states as to what constitutes the best pattern of support for the community colleges. For the most part four major sources for operating funds have been utilized: local funds, state funds, federal funds and tuition. Some additional local funds are provided through charge-back procedures in a few states and other sources of revenue such as gifts and auxiliary enterprises are found in most of the states.

If community colleges are to continue to grow and prosper as they have in the last decade there are at least seven important questions relevant to financial support for which each state legislature must seek an answer. How legislators answer these questions will greatly influence the paths community colleges may follow in each state.

The questions are as follows:

1. Where does the responsibility for financing community colleges lie?

2. Who shall be educated at the post high school level?

3. At what level of government should the operational control of community colleges be placed?

4. Should there be a state plan for community colleges coordinated at the state level?

5. Who should provide funds for current expenses?

6. Who should provide funds for non-credit courses?

7. Who should provide funds for capital outlay?

Answers to the above questions have been given by interested parties for many years. There has been no consensus on any of the answers. Contributors to the community college literature since the end of World War II have tried to arrive at answers to the above questions. The majority opinion is summarized in the following paragraphs.

There has been general agreement among community college leaders that the states have some responsibility for public education beyond the high school level. The degree of commitment to this responsibility varies considerably from state to state.

Today, as never before, concern is being revealed for providing equal educational opportunity for all. This is nowhere more evident than in the community college in which proponents have insisted that equal educational opportunity for all can best be provided through a tuition-free education at an institution which is within commuting distance of the population to be served by the institution.

The control of the community junior college must ultimately be considered at the state level as public schools operate within the framework of state legislation. However, there exists a strong belief by many community college leaders that the community college must be responsive to the local needs of the members of its own community. If such responsiveness is to be realized at the local level, then some local agency must be in position to exercise much of the control of the institution. This strong belief is the basis for advocating community colleges which have most of the institutional controls located at the local level.

A viewpoint compatible with one of local control is that of coordination at the state level. This is consistent with the idea that each state should have a plan for developing community colleges to serve the population of the entire state. Coordination at the state level can make each community college a functional part of a statewide post high school educational system. The agency at the state level with coordinative responsibilities is in a position to observe the total educational system, to make suggestions concerning geographical locations of colleges, to help avoid duplication of effort by several colleges, and to advise the legislature on community college problems and financial needs.

The position of the state with reference to financial support for operating expenses of community colleges varies from state to state. Just how much of the financial burden of community colleges should be considered state responsibility is not clear in the minds of many of those who strongly support community colleges. The most prevalent viewpoint of community college proponents is that most states are not providing as much fiscal support for community colleges as they should. Recommendations for additional funding at the state level has been brought about by a desire to make post high school education available to everyone who has need of such opportunity. The tax structures of the states are such that the public can be taxed more nearly according to the ability to pay by the state than by the counties. Funds can also be more easily distributed from the state level according to need for the funds and according to benefits expected from proper utilization of the funds.

The diversity of program offerings of community colleges may well cause the demise of some colleges but the dedicated community colleges make every attempt to provide the programs which meet a real local need. As long as community colleges keep a finger on the pulse of the community and present course offerings based on perceived needs, they can be expected to thrive and grow. Needed offerings must not be restricted due to limitations of state financial assistance given only to course offerings which carry college transfer credit. To do otherwise is not consistent with the overall objectives of the community college. If the college is to offer the service of taking each individual as he is and assisting him in his efforts to better himself educationally, it should not be forced to offer only courses which are eligible for college credit. This type of action from the state level is often made to protect state funds, but such action can keep a much needed community college program from being planned and implemented.

Who should provide capital outlay for community colleges? If only local funds are to be used, it places a heavy and often prohibitive burden on poor districts. Such a philosophy, if implemented, can only slow the establishment of community colleges in the areas of most need of these institutions. Community college advocates, for the most part, believe that capital outlay responsibility lies at the federal, state, and local levels. The same arguments which prevailed for spreading the burden of current expenses are just as applicable for capital outlay. In certain instances the reasons become more pertinent. One example is that of the heavy tax burden suddenly thrown on a district as a result of a large capital construction project such as would be encountered in the construction of a new campus for a beginning college. Projects as large as this frequently would be considered prohibitive by local standards. They could be better financed at the state level with its wider tax base and the tax structure which enables the state to distribute the tax burden more equitably than several local governments acting together would be able to do.

The seven areas relative to community college finance given above have all been covered in much of the community college literature. Although there has been no consensus on any of the given areas, there is general agreement as summarized in the following:

1. Post high school education is a public responsibility.

2. Equal educational opportunity for all who may benefit from it should be provided at the community college level of education.

3. Community colleges should be sensitive to local needs; therefore, they should be controlled locally.

4. There should be a state plan for the community college level of education coordinated by a state agency.

5. The state should assume an important role in the finance of the community college level of education.

6. State support for the community college level of education should be provided for both credit and non-credit classes.

7. The state should assume an important role in the provision of capital outlay for community colleges.

# CHAPTER II

## STATE PATTERNS OF FINANCING COMMUNITY JUNIOR COLLEGES

The community college leaders have recognized that the recent rapid growth of community colleges has been due to several reasons. A primary one is that community college people have recognized the importance of meeting the educational needs of the local population. If for some reason in the future the community college leaders should overlook their local responsibilities, some other institution or institutions will move to meet pressing local educational needs. The success of community colleges in serving the local public has, in turn, made the public responsive to giving tangible support to the community colleges.

An investigation of methods of financing community colleges in the 50 states was made for the year 1968-69. Interesting differences were found in reference to the responsibility for community colleges exhibited by the public, to the control and coordination of the colleges, and to the sources of funds for financing the operating expenses and the capital outlay of the colleges.

### Public Responsibility for Community Junior Colleges

Publicly supported community colleges are steadily becoming more numerous. Today public financial support is made in many of the community colleges which are serving approximately two million students.[1] The

[1] William A. Harper, Ed., 1969 Junior College Directory, p. 74.

increased interest in public community colleges has been instrumental in more than doubling public junior college enrollment in the past five years.

Community college leaders are outspoken in their desire for public support for their colleges. Wattenbarger has said the post high school level of education is essential enough to be made available to those who may profit from such experience.[2] Woodring expressed the desire for free schooling at higher educational levels than now provided.[3] Goldberg insisted that 14 years of education was now to be considered a necessity.[4] Others have been equally as vociferous in their insistence that the community college be publicly supported.

The result has been that as early as 1968 all 50 states were providing post high school educational opportunities to the citizenry of the states through schools which were receiving public financial support. It has taken long enough to get all 50 states involved in this level of education, and several states have much to do before they can lay claim to offering programs comparable to the comprehensive programs of the community college. The important thing is that the groundwork has been laid for expansion of community colleges in all states as the existing community colleges continue to show outstanding results in providing a needed service to the people of the communities they purport to serve.

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[2]James L. Wattenbarger, "Financing Public Community Colleges," Establishing Legal Bases for Community Colleges, Proceedings of a Conference sponsored by the Commission on Legislation of the American Association of Junior Colleges, p. 9.

[3]Paul Woodring, The Higher Learning in America: A Reassessment, p. 65.

[4]Arthur J. Goldberg, "Education for Freedom and Equality," Junior College Journal, 36 (September, 1965), pp. 6-10.

## Community Junior College Control and Coordination

The location of control of community colleges is one issue which has not been resolved, at least, not in practice. Although there are those in the community colleges who believe that only locally controlled community colleges could possibly respond adequately to local needs, state controlled community colleges are increasing at approximately the same rate as locally controlled ones.

This writer discovered that community junior colleges were located in 42 states in 1967-68. This was true when community junior colleges were limited to the following definition: institutions which are supported by public tax funds, which are controlled and operated by a board, either elected or appointed by a public official or agency, and which offers programs and/or courses limited to the first two years of post high school education, including the university parallel program and at least one of the two following areas, occupational education and continuing education.

Table I shows the number of community junior colleges in each state in 1967-68 by operating agency. The eight states indicated as having no community junior colleges had schools which offered the post high school level of education, but they were not comprehensive enough to be included within the previously given definition for community colleges. It can be seen that 27 of the states had community colleges that were primarily under the control of a local agency. A state level agency was the controlling agent in 11 states and the remaining 4 states had at least one community college operated by each type of agency.

TABLE I

NUMBER OF COMMUNITY JUNIOR COLLEGES IN EACH STATE IN 1967-68, BY OPERATING AGENCY[a]

| State | Operated by Local Agency | Operated by State-Level Agency | Total |
|---|---|---|---|
| Alabama | 0 | 15 | 15 |
| Alaska | .. | .. | .. |
| Arizona | 7 | 0 | 7 |
| Arkansas | 2 | 0 | 2 |
| California | 83 | 0 | 83 |
| Colorado | 9 | 0[b] | 9 |
| Connecticut | 0 | 7 | 7 |
| Delaware | 0 | 1 | 1 |
| Florida | 26 | 0 | 26 |
| Georgia | 1 | 9 | 10 |
| Hawaii | 0 | 4 | 4 |
| Idaho | 2 | 0 | 2 |
| Illinois | 27 | 0 | 27 |
| Indiana | 1 | 0 | 1 |
| Iowa | 15 | 0 | 15 |
| Kansas | 16 | 0 | 16 |
| Kentucky | 0 | 11 | 11 |
| Louisiana | 0 | 1 | 1 |
| Maine | .. | .. | .. |
| Maryland | 12 | 0 | 12 |
| Massachusetts | 2 | 12 | 14 |
| Michigan | 24 | 0 | 24 |
| Minnesota | 0 | 16 | 16 |
| Mississippi | 17 | 0 | 17 |
| Missouri | 10 | 0 | 10 |
| Montana | 3 | 0 | 3 |
| Nebraska | 5 | 0 | 5 |
| Nevada | 1 | 0 | 1 |
| New Hampshire | .. | .. | .. |
| New Jersey | 6 | 0 | 6 |
| New Mexico | 1 | 0 | 1 |
| New York | 37 | 0 | 37 |
| North Carolina | 13 | 0 | 13 |
| North Dakota | 2 | 3 | 5 |
| Ohio | 7 | 0 | 7 |
| Oklahoma | 5 | 6 | 11 |
| Oregon | 12 | 0 | 12 |
| Pennsylvania | 12 | 0 | 12 |

TABLE I (Continued)

| State | Operated by Local Agency | Operated by State-Level Agency | Total |
|---|---|---|---|
| Rhode Island | 0 | 1 | 1 |
| South Carolina | .. | .. | .. |
| South Dakota | .. | .. | .. |
| Tennessee | 0 | 3 | 3 |
| Texas | 36 | 0 | 36 |
| Utah | 0 | 3 | 3 |
| Vermont | .. | .. | .. |
| Virginia | 0 | 10 | 10 |
| Washington | 22 | 0 | 22 |
| West Virginia | .. | .. | .. |
| Wisconsin | .. | .. | .. |
| Wyoming | 5 | 0 | 5 |
| TOTAL | 421 | 102 | 523 |

[a]Based on the assumption that the overall control of all community colleges was at the state level, but individual college control was primarily located with either a state-level or a local-level agency.

[b]Had some community junior colleges operated by a state-level agency in 1968-69.

SOURCE: Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges," Doctoral Dissertation, University of Florida, 1969.

The responsibility accepted by the states for post high school education has also brought about the problem of providing equal educational opportunity to all of a given state's population. Much of the equality of educational opportunity is dependent upon the methods of distribution of state funds.

The distribution methods of 1967-68 could be divided into two separate categories. One method involved legislative appropriation either directly to the colleges or to a state agency which allocated the funds to the colleges. The second method was to allocate funds on the basis of an objective formula. This was the most popular way of distributing state funds, and some of the states had further incorporated equalization measures into the objective formulas.

Table 2 shows the method of distribution of state funds for junior colleges current expenses according to state law for 1967-68. There were 25 states in which state funds were allocated on the basis of an objective formula. Many of these states allocated a flat rate per full-time equivalent student in each college and thereby provided a predictable income. The flat grant per pupil method of distribution served an equalization function but not as much as when further equalization factors were built into the formula.

As additional factors are identified as affecting the costs of various curricula in the community colleges, additional states will become interested in providing more equal educational opportunity through the provision of placing less emphasis on equal expenditures per full-time equivalent student and more emphasis on the cost of a needed program. Three states

## TABLE 2

## METHOD OF DISTRIBUTION OF STATE FUNDS FOR JUNIOR COLLEGE CURRENT EXPENSES, ACCORDING TO STATE LAW

| State | An Objective Formula | An Objective Formula With Equalization Measures | Legislative Appropriation |
|---|---|---|---|
| Alabama | .. | .. | X |
| Arizona | X | .. | .. |
| Arkansas | X | .. | .. |
| California | X | X | .. |
| Colorado | X | .. | .. |
| Connecticut | .. | .. | X |
| Delaware | .. | .. | X |
| Florida | X | X | .. |
| Georgia | .. | .. | X |
| Hawaii | .. | .. | X |
| Idaho | .. | .. | X |
| Illinois | X | .. | .. |
| Indiana | .. | .. | X |
| Iowa | X | .. | .. |
| Kansas | X | .. | .. |
| Kentucky | .. | .. | X |
| Louisiana | .. | .. | X |
| Maryland | X | .. | .. |
| Massachusetts | .. | .. | X |
| Michigan | X | .. | .. |
| Minnesota | .. | .. | X |
| Mississippi | .. | .. | X |
| Missouri | X | .. | .. |
| Montana | X | X | .. |
| Nebraska | X | .. | .. |
| Nevada | .. | .. | X |
| New Jersey | X | .. | .. |
| New Mexico | X | .. | .. |
| New York | X | .. | .. |
| North Carolina | X | .. | .. |
| North Dakota | X | .. | .. |
| Ohio | X | .. | .. |
| Oklahoma | .. | .. | X |
| Oregon | X | .. | .. |
| Pennsylvania | X | .. | .. |
| Rhode Island | .. | .. | X |

TABLE 2 (Continued)

| State | An Objective Formula | An Objective Formula With Equalization Measures | Legislative Appropriation |
|---|---|---|---|
| Tennessee | .. | .. | X |
| Texas | X | .. | .. |
| Utah | .. | .. | X |
| Virginia | X | .. | .. |
| Washington | X | .. | .. |
| Wyoming | X | .. | .. |

SOURCE: Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Colleges," Doctoral Dissertation, University of Florida, 1969.

were utilizing the concept of an objective formula with built in equalization measures in 1967-68 and at least one other state has begun to use an equalization formula since that time. Undoubtedly others will develop such formulae and those presently in use will be modified as conditions change and weaknesses in the formulae are discovered.

## Sources of Financial Support for Current Expenses and Capital Outlay

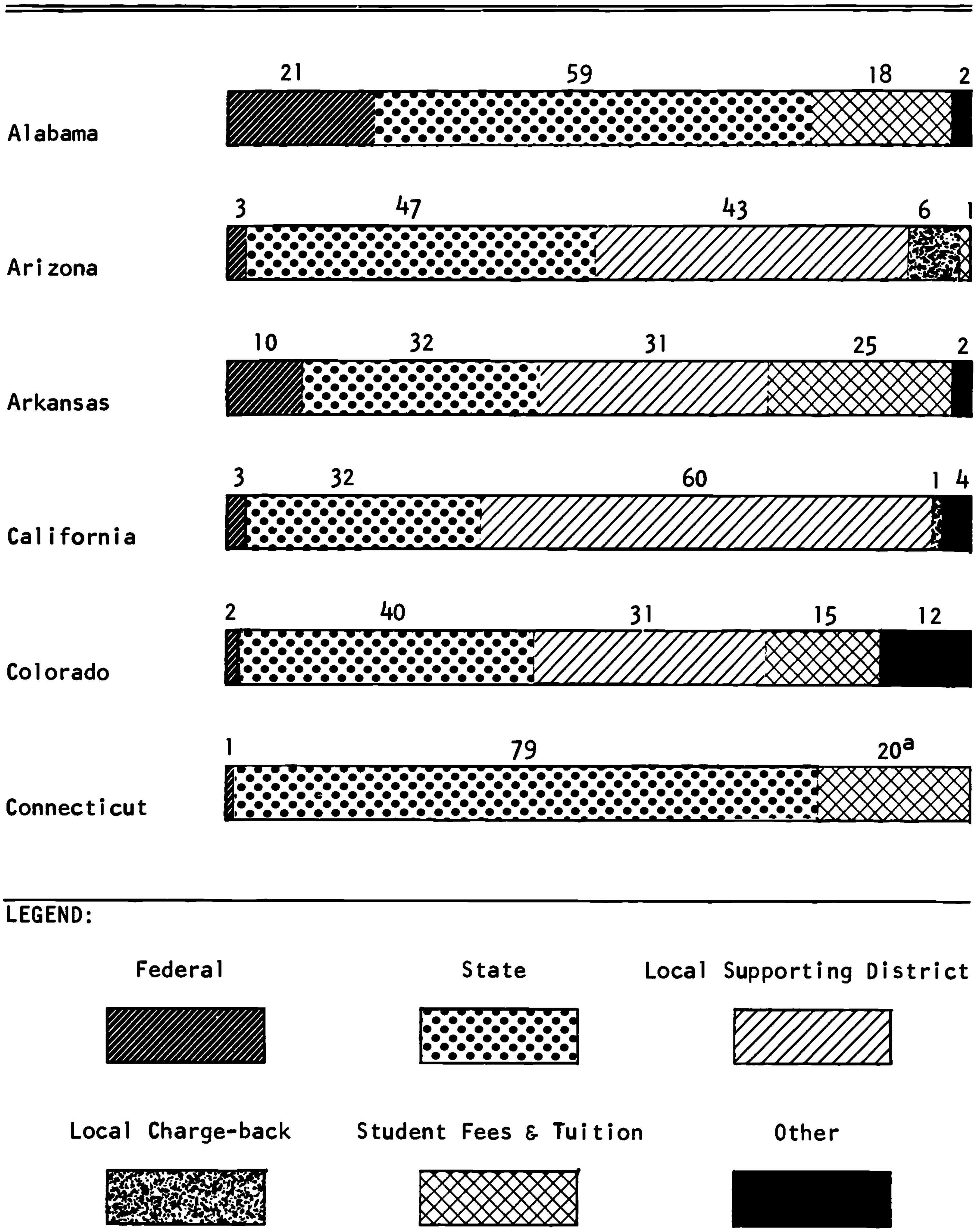
As revealed in Table 3, most of the 42 states with community colleges in 1967-68 received a portion of their operating expenses from federal sources. The table further records that nearly all of the states provided a part of the college operating expenses from the state fund. The range in state support was from 4 percent in Nevada to a high of almost 100 percent in Delaware. Neither of these extremes could be considered as representative of state patterns of finance as each state had only one community college at the time.

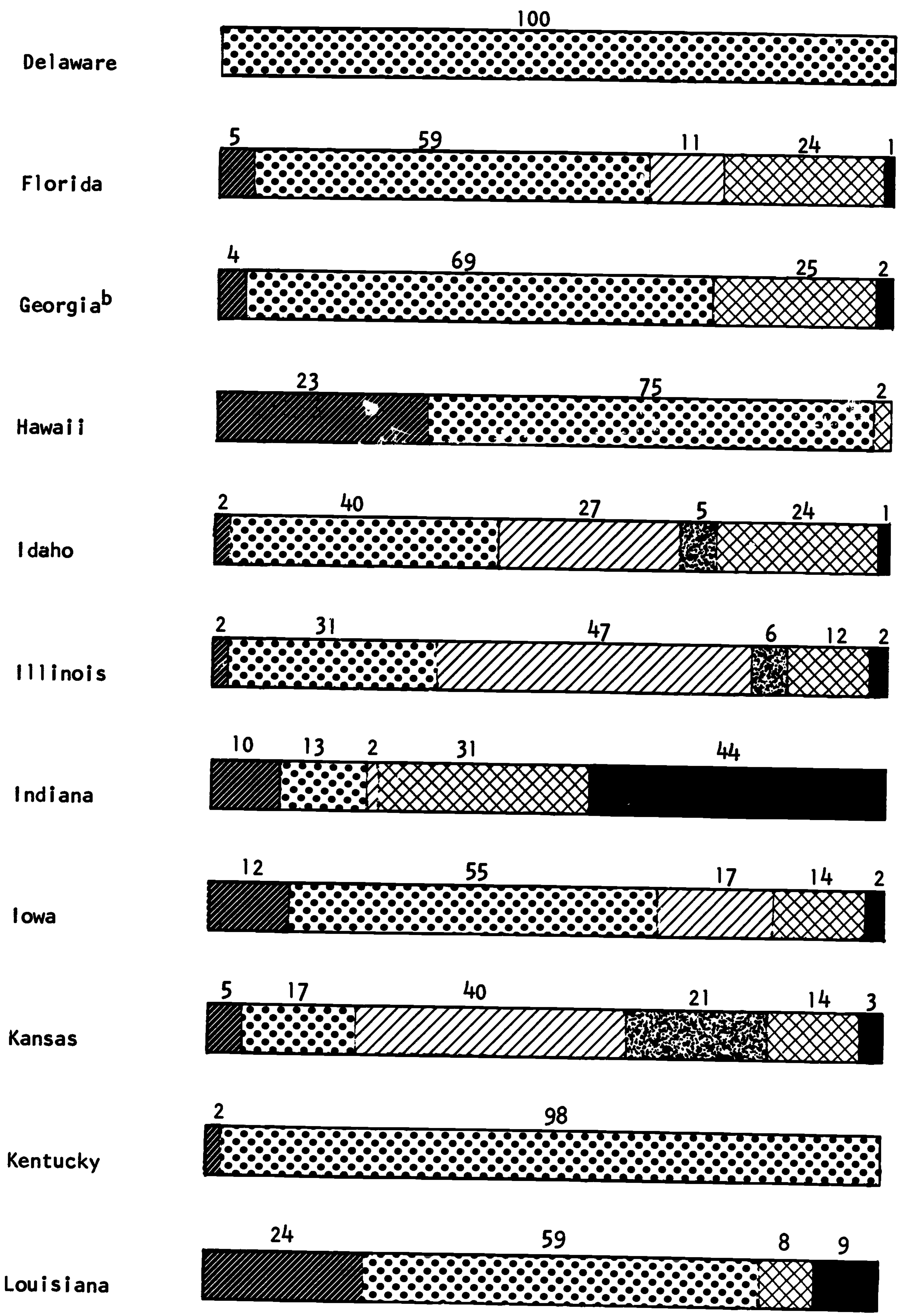
Local support for community colleges, as enumerated in Table 3, ranged from a low of 0 percent in Alabama, Connecticut, Delaware, Georgia, Hawaii, Kentucky, Louisiana, Massachusetts, Minnesota, Nevada, Rhode Island, Tennessee, Utah, Virginia, and Washington to a high of 60 percent in California. The median local support was 21 percent.

Local areas contributing support through the charge-back procedure were reported in eight of the states. California junior colleges received approximately 1 percent of their operating budget from this source and Kansas community colleges received 21 percent of their operating budget from the local districts through the charge-back procedure.

TABLE 3

PERCENT OF CURRENT EXPENSES FOR THE BUDGET YEAR, 1967-68,
AS REPORTED BY STATE OFFICIALS, BY SOURCE

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5
59
11
24
1
Georgia^b
4
69
25
2
Hawaii
23
75
2
Idaho
2
40
27
5
24
1
Illinois
2
31
47
6
12
2
Indiana
10
13
2
31
44
Iowa
12
55
17
14
2
Kansas
5
17
40
21
14
3
Kentucky
2
98
Louisiana
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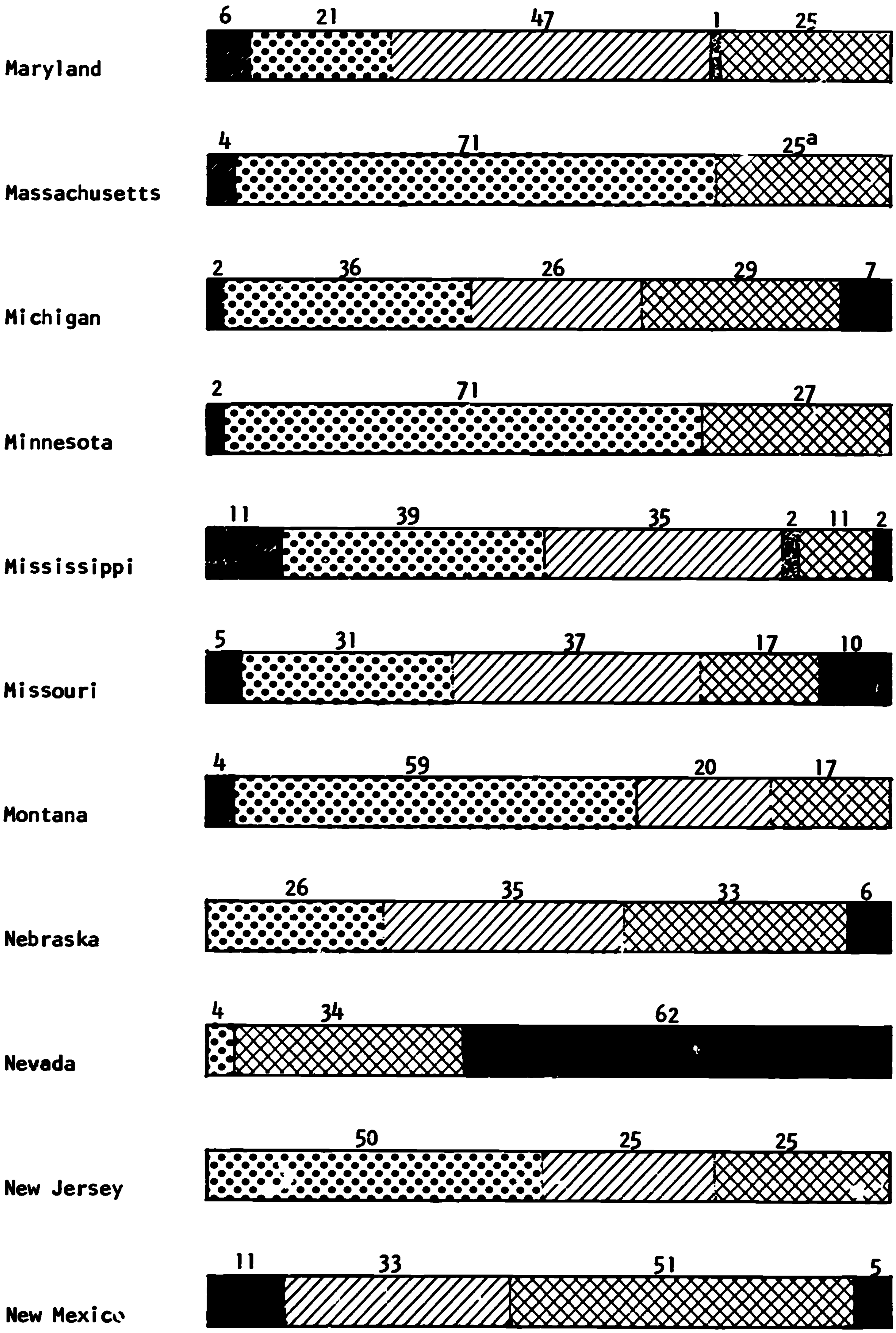
59
8
9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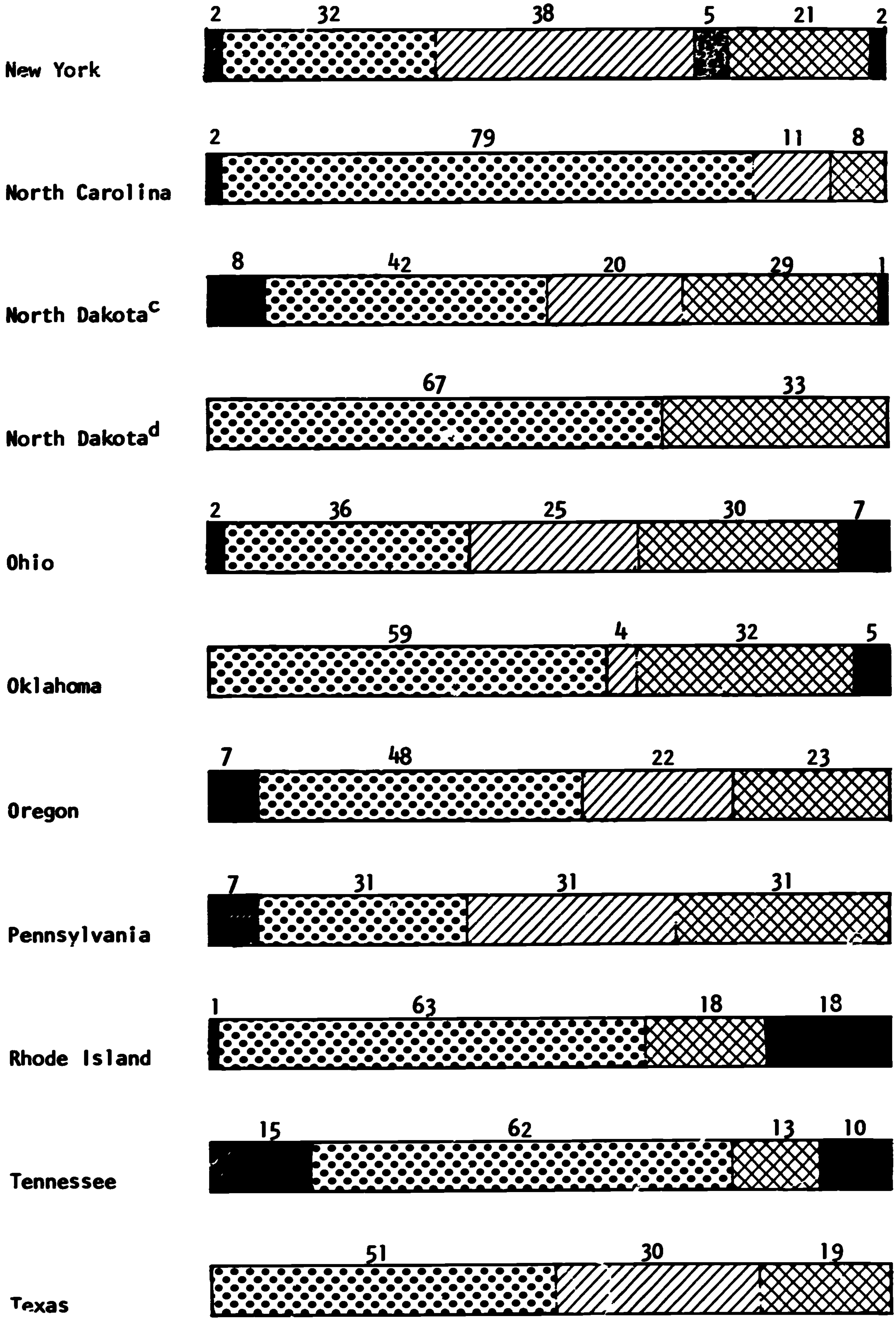
Massachusetts
4 71 25a
Michigan
2 36 26 29 7
Minnesota
2 71 27
Mississippi
11 39 35 2 11 2
Missouri
5 31 37 17 10
Montana
4 59 20 17
Nebraska
26 35 33 6
Nevada
4 34 62
New Jersey
50 25 25
New Mexico
11 33 51 5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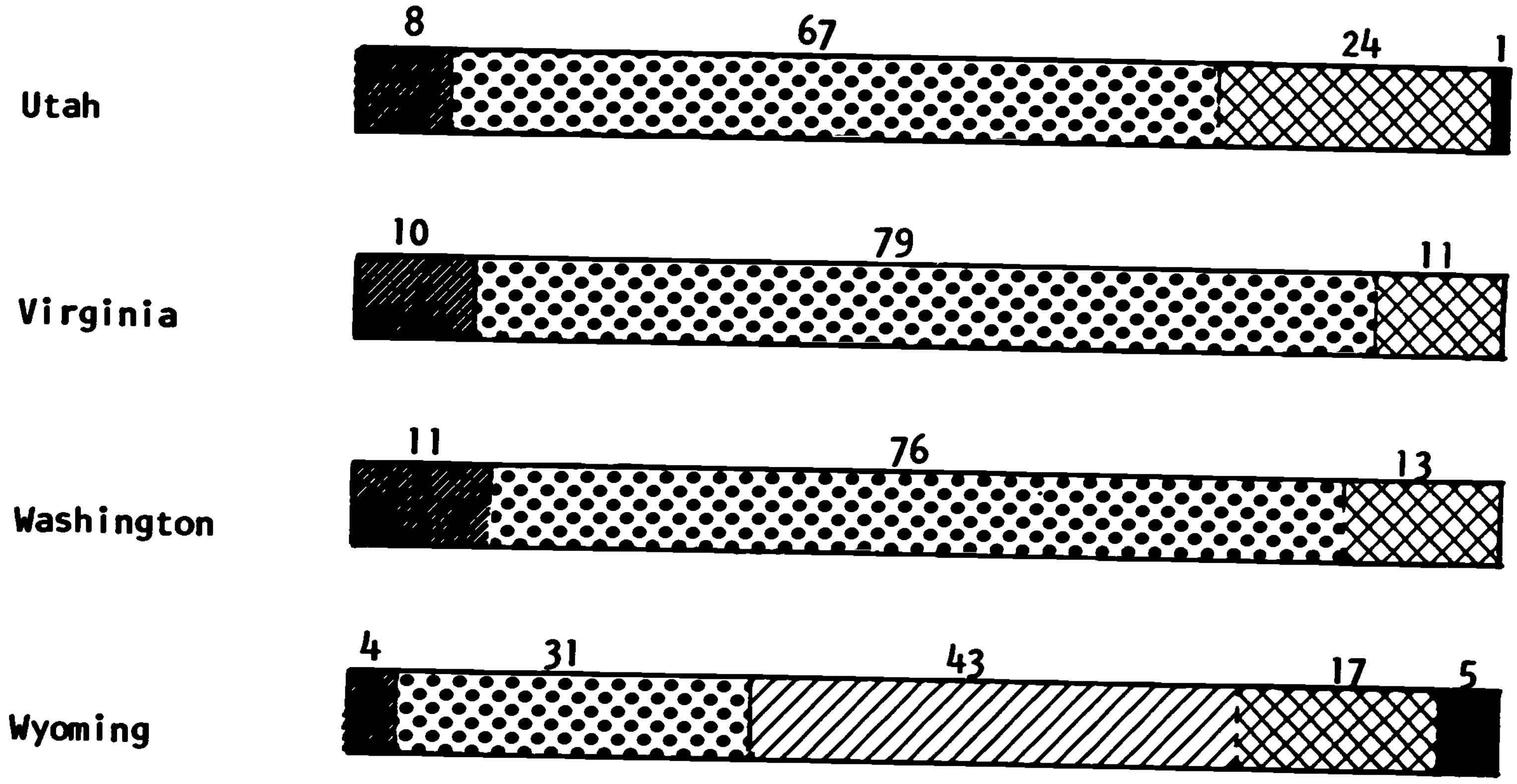
North Carolina
2 79 11 8
North Dakota[c]
8 42 20 29 1
North Dakota[d]
67 33
Ohio
2 36 25 30 7
Oklahoma
59 4 32 5
Oregon
7 48 22 23
Pennsylvania
7 31 31 31
Rhode Island
1 63 18 18
Tennessee
15 62 13 10
Texas
51 30 19




[a]Student fees and tuition go into the state general fund from which total operating expenses are funded.
[b]Excludes one locally controlled college.
[c]For locally controlled colleges.
[d]For state controlled colleges.

SOURCE: Adapted from Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges," Doctoral Dissertation, University of Florida, 1969.

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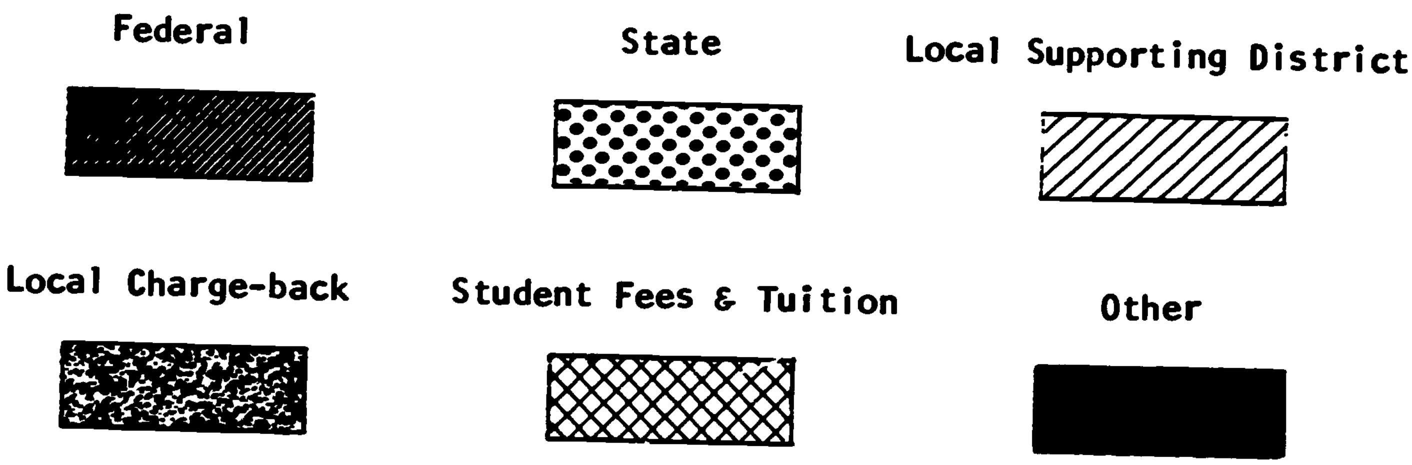


States which utilized the charge-back procedure for additional local funds were usually states in which the local areas already were providing much of the support of the junior colleges. In fact the seven states in which the highest percent of local funds were used in support of junior colleges were also states in which charge-back procedures were used.

Student fees and tuition still furnished much of the operating expenses in many states. Only California, Delaware and Kentucky had no tuition for current expenses as revealed in the data in Table 3. Hawaii could easily be included in this number as nearly all of the 2 percent indicated for it could be attributed to revolving funds for shops and laboratories. In practice, however, both Kentucky and Delaware charged student tuition but it was used for bonds in capital construction or for capital outlay and not revealed in current expense reports. Arizona was also low in student fee and tuition charges as only 1 percent of its operating expenses were furnished directly by student fees and tuition.

The highest percent paid by students was reported in New Mexico where 51 percent of the current expenses was funded by the students. The amount paid by students in Nevada, Nebraska, Oklahoma, Indiana, Pennsylvania, Minnesota, Michigan, North Dakota, and Ohio was clustered around the 30 percent level. There were ten states in which the student tuition funds provided from 8 to 15 percent of the operating expenses. The range was from 17 to 25 percent in the other 17 states. This group included Massachusetts and Connecticut where community junior colleges received all of their current expenses from federal and state sources. The state general fund was the source which provided the largest amount for each. Student tuition was charged each student in the two states, but the tuition went directly into the state general fund. In Table 3 student tuition for students in Massachusetts and Connecticut was treated as if it had never reached the general fund in order to get a comparable percent of current expenses provided by students in each of the states. The median tuition charge in the 42 states was approximately 20 percent of the current expenses.

The position of each state in regard to student tuition was reflected in the provision in the state law. As recorded in Table 4, only three states, California, Missouri, and Nevada, had written into their laws that there could be no tuition charged to resident students. When compared with the data in Table 3 regarding current expenses, it may be seen that Nevada and Missouri, which forbade student tuition by law, received 34 percent and 18 percent, respectively, of their operating expenses from student tuition or fees. The Nevada report indicated the majority of this was from student registration fees and not from student tuition. California also used student fees but received less than half of 1 percent from this source and this amount is not revealed in Table 3.

Further investigation of the data in Table 4 reveals that the majority of the states permitted tuition and ten of the states had laws which required tuition. A look at current expenses of those ten states in Table 3 reveals that the requirement of tuition made little difference between those states' tuition charges and tuition and fees charged in the states where tuition was permitted or even forbidden.

Although the percent of operating expenses coming from other sources

TABLE 4

STATE LAW IN REGARD TO STUDENT TUITION IN 1968,
AS REPORTED BY STATE OFFICIALS

| State | Forbids Tuition | Permits Tuition | Requires Tuition |
|---|---|---|---|
| Alabama | .. | X | .. |
| Arizona | .. | X | .. |
| Arkansas | .. | .. | X |
| California | X | .. | .. |
| Colorado | .. | X | .. |
| Connecticut | .. | X | .. |
| Delaware | .. | X | .. |
| Florida | .. | X | .. |
| Georgia | .. | X | .. |
| Hawaii | .. | X | .. |
| Idaho | .. | .. | X |
| Illinois | .. | X | .. |
| Indiana | .. | X | .. |
| Iowa | .. | X | .. |
| Kansas | .. | .. | X |
| Kentucky | .. | X | .. |
| Louisiana | .. | X | .. |
| Maryland | .. | .. | X |
| Massachusetts | .. | X | .. |
| Michigan | .. | X | .. |
| Minnesota | .. | X | .. |
| Mississippi | .. | X | .. |
| Missouri | X | .. | .. |
| Montana | .. | X | .. |
| Nebraska | .. | .. | X |
| Nevada | X | .. | .. |
| New Jersey | .. | X | .. |
| New Mexico | .. | X | .. |
| New York | .. | X | .. |
| North Carolina | .. | X | .. |
| North Dakota | .. | X | .. |
| Ohio | .. | X | .. |
| Oklahoma | .. | X | .. |
| Oregon | .. | X | .. |
| Pennsylvania | .. | .. | X |
| Rhode Island | .. | X | .. |

TABLE 4 (Continued)

| State | Forbids Tuition | Permits Tuition | Requires Tuition |
|---|---|---|---|
| Tennessee | .. | X | .. |
| Texas | .. | .. | X |
| Utah | .. | .. | X |
| Virginia | .. | .. | X |
| Washington | .. | .. | X |
| Wyoming | .. | X | .. |

SOURCE: Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges," Doctoral Dissertation, University of Florida, 1969.

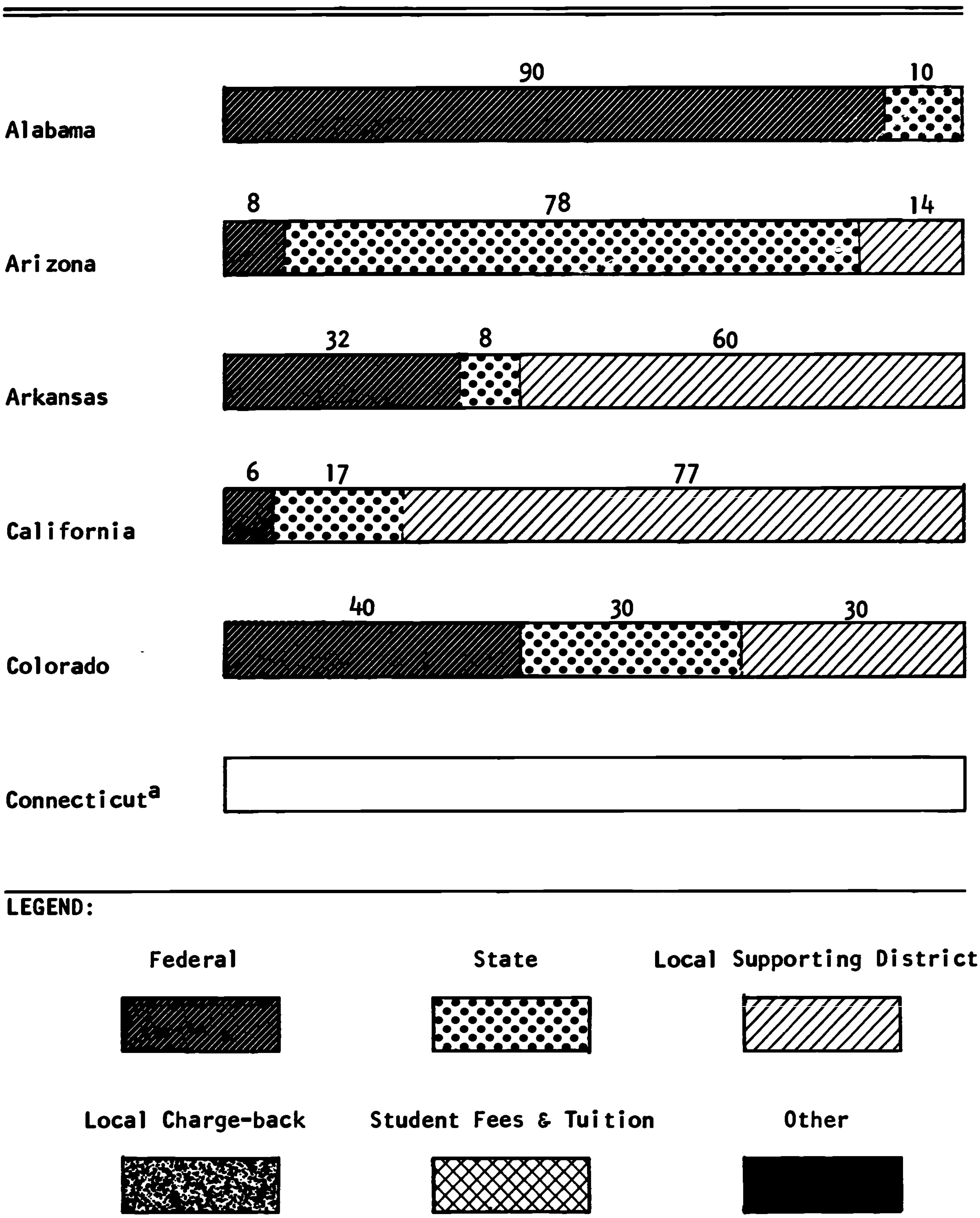
was generally under 5 percent, in three states, Indiana, Nevada, and Rhode Island, it exceeded 15 percent. In each of those states there was only one public junior college and the percent could easily have been changed by contributions of relatively small gifts in comparison to the junior college budgets in some of the larger states.

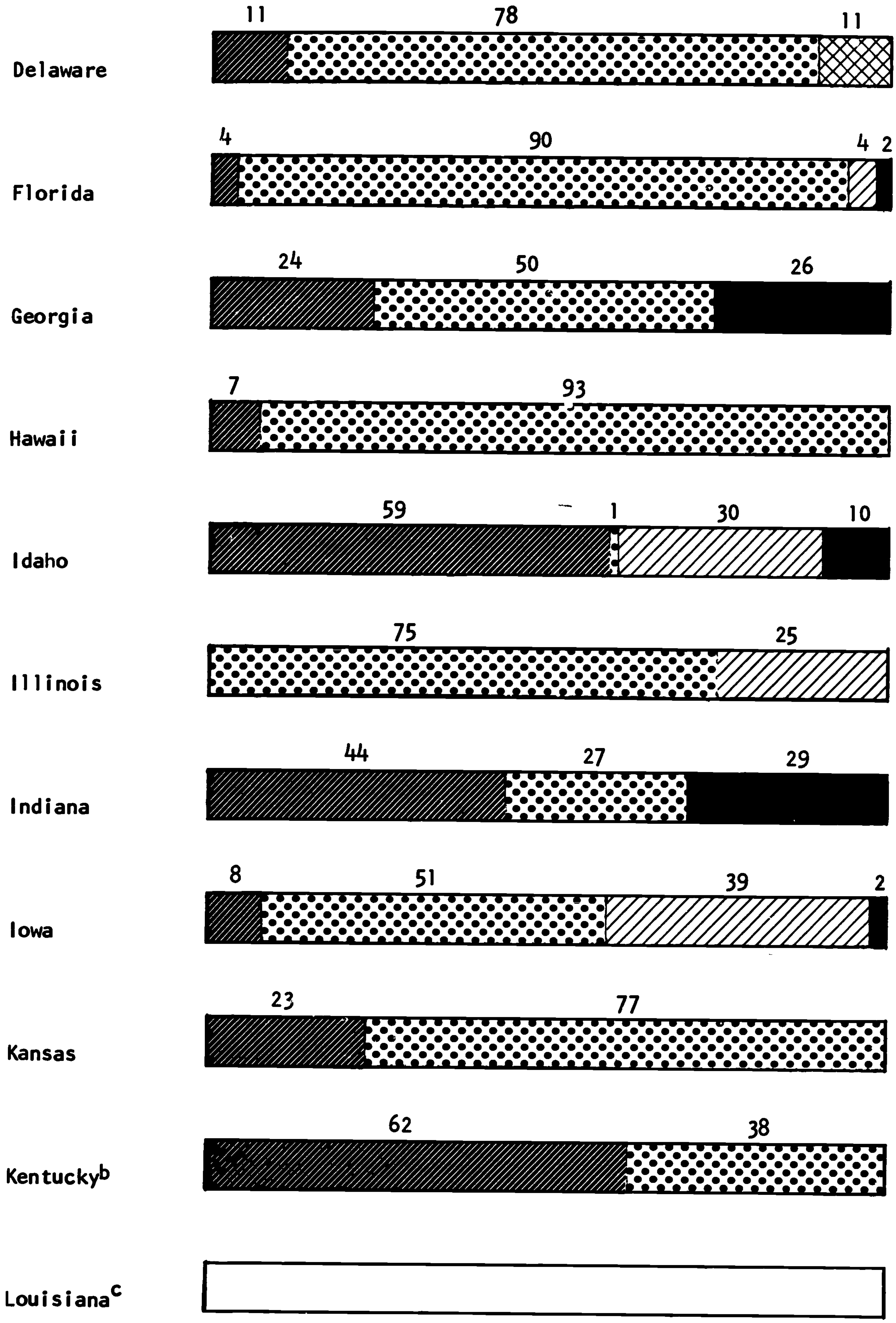
The patterns of support for capital outlay were fully as diverse as those for current expenses. The sources for capital outlay and the percent contributed from each source are given in Table 5. The information given had reference to one year only and thus was subject to the possibility of being based on a year when a large portion of capital outlay was funded from a source that was not to be considered as the normal source. Two states reported no capital outlay for the one year period.

The percent indicated as received from federal sources was an important statistic in that it showed that the federal government has helped a number of the junior college systems during a period of rapid growth. It should be pointed out that many of the states which showed a high percent of capital outlay from the federal government actually had a small number of junior colleges and/or had little capital outlay funds available for 1967-68. The 100 percent support in Rhode Island represents less than $300,000, while the 88 percent in New Mexico and the 59 percent in Idaho were represented in dollar amounts of approximately $500,000. On the other hand some of the largest amounts of capital outlay from the federal government showed up as a smaller percent in the table. The clearest example of this was California which received

TABLE 5

PERCENT OF CAPITAL OUTLAY FOR THE BUDGET YEAR, 1967-68,
AS REPORTED BY STATE OFFICIALS, BY SOURCE





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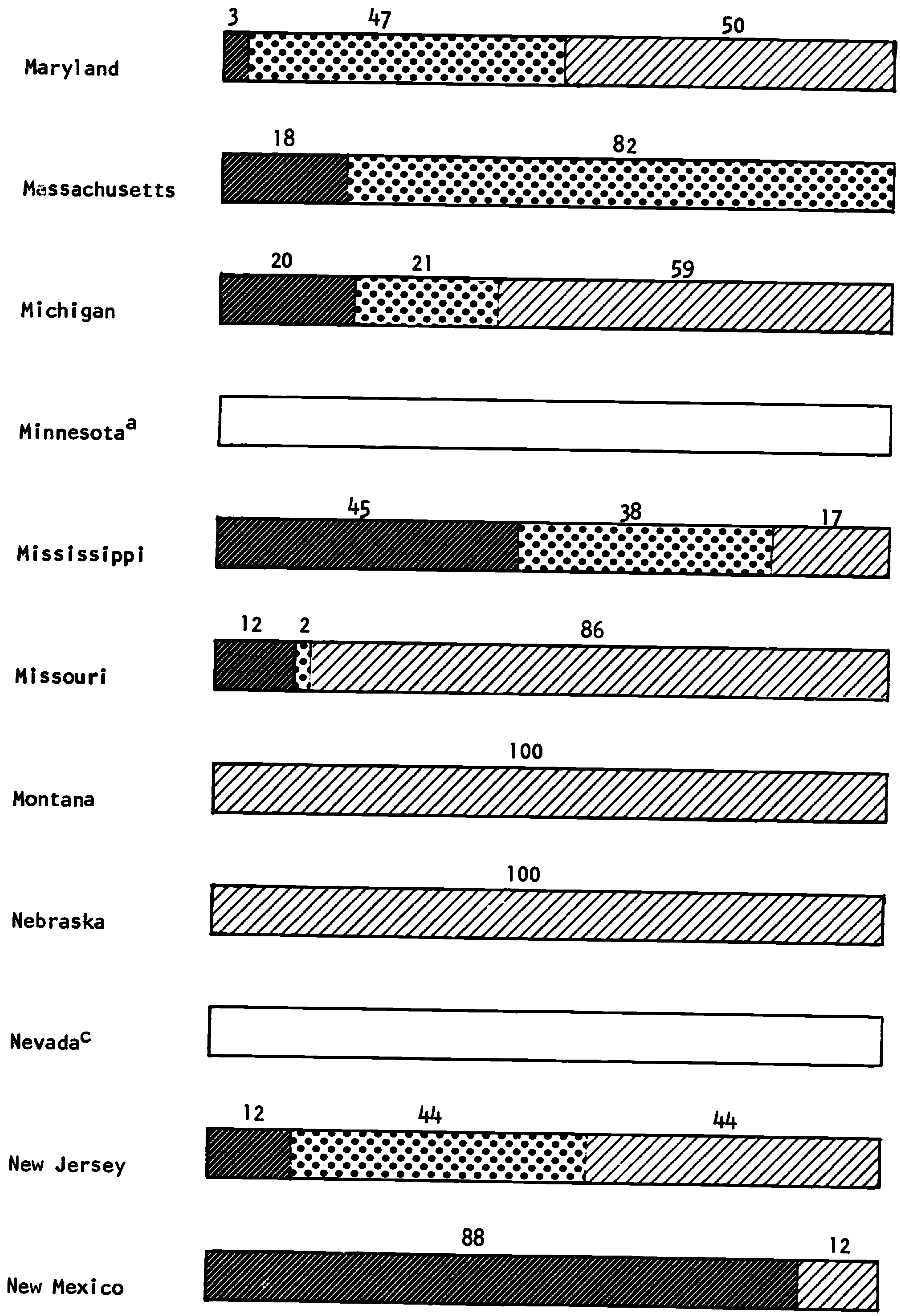
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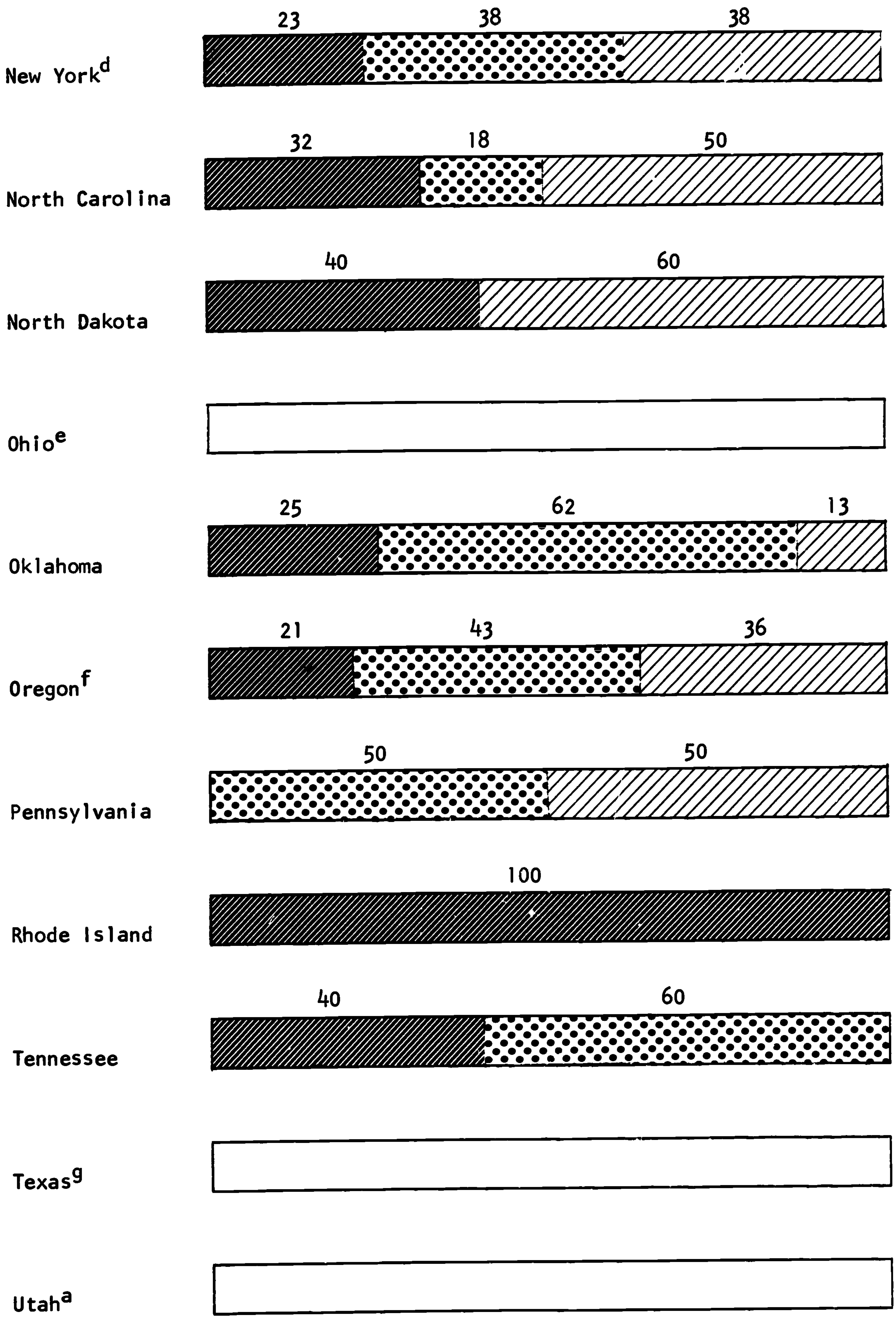
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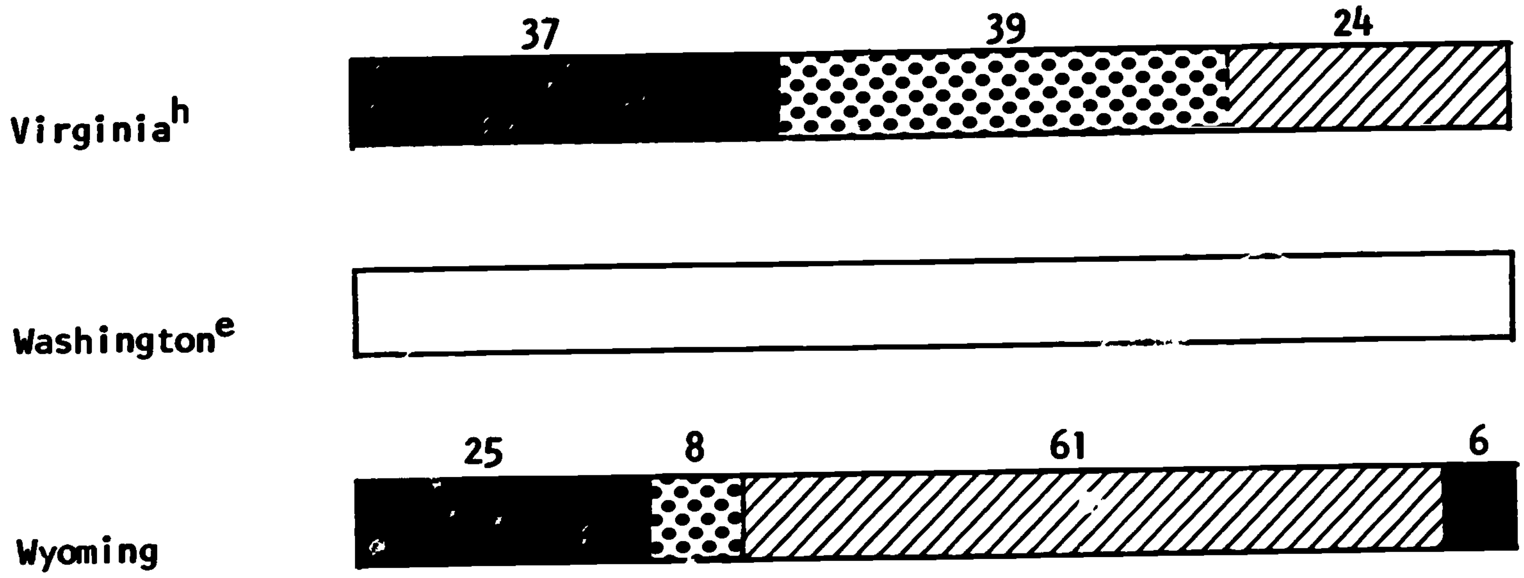
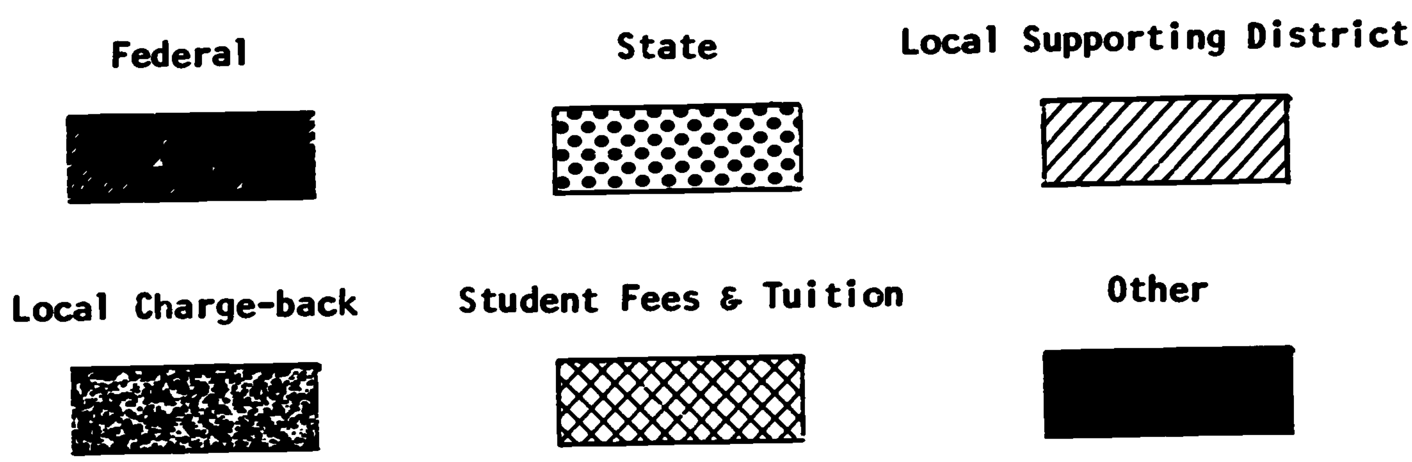



[a]All federal and state, but exact percent unavailable.
[b]Student tuition is pledged for bonds for capital outlay.
[c]No capital outlay in 1967-68.
[d]Some local charge-back, but exact amount unavailable.
[e]Information unavailable.
[f]Based on completed construction from 1962-68.
[g]All federal and local, but exact percent unavailable.
[h]Based on 1966-68 biennium.

SOURCE: Adapted from Lawrence Hinkle Arney, "A Comparison of Patterns of Financial Support with Selected Criteria in Community Junior Colleges", Doctoral Dissertation, University of Florida, 1969.

LEGEND:



about $7,500,000 from federal sources, but this figure showed up in the table as only 6 percent. The percent revealed for Florida was only 4 percent, but this represented a figure of almost $750,000.

Alabama's 90 percent figure for federal funds for capital outlay was greatly influenced by both Title I and Appalachian Grants. In states where federal funding was high, it necessarily followed that a much smaller percent was funded from state and local sources than when federal funding was low.

The state and local sources were considered together because there was a tendency for capital outlay to be funded from only the state source or from the local level after all available federal funds had been used. States which placed no capital outlay burden at the local level were Alabama, Delaware, Georgia, Hawaii, Indiana, Kansas, Kentucky, Massachusetts, Minnesota, Rhode Island, Tennessee, and Utah. Those states which made capital outlay a local responsibility were Missouri, Montana, Nebraska, New Mexico, North Dakota, and Texas. A few of the states apparently tried to split the capital outlay responsibilities almost equally between local and state levels. Colorado, Maryland, New Jersey, and Pennsylvania were the four states with this kind of funding pattern. In about two-thirds of the remaining states, the state funded a higher percent than was funded locally and the reverse was true in the other one-third.

Student tuition was used in funding capital outlay in a few states. Delaware was one of these, and Kentucky, as stated earlier, has pledged student tuition against bonds for their building program.

## Summary

There were 523 community colleges, as defined earlier, in operation in 1967-68. These were located in 42 states. A local agency operated 421 of these and 102 were operated by a state-level agency. State funds for community colleges were distributed on the basis of an objective formula in 25 states and by direct legislative appropriation in 17 states.

Nearly all of the states received some funds for operating expenses from the federal government. The state contributed a larger share for operating expenses than the federal government in all states except New Mexico, which had only one community college. There were 15 states in which no funding of operating expenses was made at the local level and eight states in which charge-back procedures were used to procure additional local funds.

Student fees and tuition were utilized in all states. This was true even though state law prohibited student tuition in three states. Only California had kept this below half of 1 percent of operating expenses. Both the median and the mean percent for student tuition by state was 20 percent.

The other sources of current expenses were generally below the 5 percent level and exceeded 15 percent in only three states, each of which had only one community college.

Capital outlay expenditures were frequently supported by utilization of only one source other than federal funds. In ten states only the state contributed to capital outlay and in six states capital outlay was a local responsibility. The states of Delaware and Kentucky used student tuition as a source for capital outlay.

The methods for financing community junior colleges continues to be diverse. This very diversity is a contributing factor to the problems of community college finance, but at the same time, the diversity of financial programs offers many models which are ready for study.

# CHAPTER III

## HAVE COMMUNITY JUNIOR COLLEGE FINANCE PROBLEMS BEEN SOLVED?

Are state patterns of finance formulated so that continued growth of community junior colleges in all states is ensured? The results of this investigation indicate that such is not the case. The legislators of all states need to be constantly searching for ways and means to provide this level of education in the most equitable fashion to the entire population of each state. I believe it is safe to say that no state has accomplished this at this time although several states have recently made progress toward making the post high school level of education available to all segments of the population throughout the state.

### Where Does the Responsibility for Financing Community Colleges Lie?

There has been general consensus among community college supporters that the post high school level of education has become so important that it is a public responsibility to make provision for it. In 1967-68 this was practiced in all 50 states, but the number of people who were unable to attend because of distance from the colleges, the communications barrier, limited enrollment, and prohibitive student tuition have made it impossible to make the claim that the public has measured up to the responsibility placed on it to make adequate provision for the post high school level of education for all the citizens of this country.

### Who Shall Be Educated at the Post High School Level?

Compatible with the democratic ideals of our society, the community college offers itself as a place for all who can benefit from post high school education. It has been this philosophy which has contributed so greatly to the success and growing popularity of the community college in this country for the past decade. There were situations which existed in 1967-68 which mitigated against implementation of such philosophy.

First, community colleges were not located in every state in such a manner that every citizen could easily commute to classes. Second, community college student tuition fees were required in far too many states. In any case student tuition of just a few dollars prohibits a certain segment of the population from taking advantage of the needed educational opportunity. Third, funds were lacking in some instances to the extent that enrollment had to be limited to a certain number with all others denied admission.

It logically follows that the philosophy of providing educational opportunity at the post high school level for all who could benefit from it was not being adequately implemented in the United States in 1967-68.

## At What Level of Government Should the Control of Community Colleges Be Placed?

Historically the community college has been committed to making a legitimate attempt to provide for the post high school educational needs of the people of the community it purports to serve. Community college leaders have long asserted that central staffs at the state level cannot be close enough to the individual communities to identify the many differences in educational needs found throughout the various communities. Those people working in one college community have the responsibility of determining local educational needs, keeping up with changes in those needs, and providing the necessary curricula to satisfy those same needs.

There are those who profess that community colleges can operate under the control of a state-level agency and still remain sensitive to local needs. In 1967-68 more than one-fourth of the states with community colleges had made provision for control of the colleges to be located with a state-level agency. This, in terms of the total number of community colleges, meant that almost one-fourth of the nation's community colleges were operated by a state-level agency.

The implications are that community colleges can be controlled at either the state or local level and still provide the kind of educational programs compatible with the overall goals of the community colleges. Certainly, both systems need to be studied carefully so that the better system can be utilized more widely.

Although the system of local control incorporated in a system of local support has been considered the best system to promote community colleges enough state systems with state-agency controls, operating good community colleges, now exist that meaningful studies of the two types of control could now be attempted. Perhaps a satisfactory means can be identified which will allow state supported community colleges to have the college control located in a local agency.

## Should There Be A State Plan for Community Colleges With Coordination at the State Level?

Compatible with the concept of locally controlled community colleges is the concept of a state-wide system with coordination by a state-level agency. The state has been responsible historically for providing public education. As the responsibility for the post high school level is delegated to local agencies, the state retains the responsibility of assessing the proper geographical location of community colleges so that the population of the entire state can be best served. The state-level agency responsible for coordination could provide services designed to help colleges keep fiscally sound budgets with designs which are consistent with the state educational plan.

The state-level agency would be familiar with community college problems on a system wide basis and would serve as an advisory board to the legislature when community college problems arise.

Of the 42 states with community junior colleges in 1967-68, only 22 had a state plan which would provide for a community college within commuting distance of a great majority of the state's population. In those states where local control was practiced various state-level agencies exercised some of the coordinating functions.

## Who Should Provide Funds for Current Expenses?

The data in Table 3 indicate that there was little consensus among the states in regard to source of current expenses. Most of the states were able to utilize federal funds for some of their expenses. The state contributed funds for operating expenses in all states except for one which had only one community college. The state contribution varied in the states from 4 percent to almost 100 percent.

Fear has been expressed that state funding of current expenses beyond the 50 percent level brings unwanted central controls. There is motivation for a high percent to be provided through state funds so that the broader tax base utilized at the state level can help spread the tax burden. One-half of the states with community colleges in 1967-68 were providing less than 50 percent of the current expenses of their colleges.

There has been inducement to keep the local governments responsible for at least a part of community college funds. The involvement of local funds may well be necessary to keep local interest and involvement at the needed levels. When local governments were furnishing well over 25 percent of current expenses in almost half of the states in 1967-68, the indications were that the people in certain poorer districts were not getting the kind of post high school educational opportunity they so badly needed.

Student fees and tuition continue to be charged although much has been said about the need of making at least two years of post high school education available to every citizen. It is known that even small tuition charges prohibit further educational pursuits for the poorer segments of the population. That segment of the population needs additional education fully as much, if not more, than the other segments of the population. In 1967-68, students in more than half the states with community colleges were furnishing funds which amounted to 20 percent or more of the current college expenses. The 20 percent figure for student tuition is a large portion of the current expenses to be borne by the student, and it is far too excessive of the recommended level of no tuition.

## Who Should Provide Funds for Non-Credit Courses?

The only requirement necessary for the offering of an additional course is that the course is needed in the community. There can be no justification of failure to finance a course on the basis that it is not of college grade. There are still states in which funds are available from the state level only for those courses which may be applied toward a college diploma or in some cases toward a terminal certificated course of study. The community college can serve its community best when the sources of funds, particularly federal and state, do not distinguish between courses according to transfer credit offered when decisions are being made to support the college work.

Approximately one-fourth of the states in 1967-68 were leaving the responsibility to the local college district for the funding of community college courses which carried no transfer credit. Such practices cause many local educational needs to remain unsatisfied.

## Who Should Provide Funds for Capital Outlay?

Capital outlay should be provided from essentially the same sources as current expenses and for the same reasons. Just as the state government has a broader tax base than local governments to spread the tax burden more equally, the federal government has the broad tax base so essential to providing funding to areas of greatest need. The federal government needs to be involved because it presently taxes more where the wealth is found than any other level of government. The state needs to be involved because of overall state responsibilities to education and because of state-level coordination needed to ensure that community colleges be built throughout the state according to a central plan.

The local government should also be involved in funding community colleges although not as heavily as the state. Local funds should be used to ensure local citizens are interested and involved in the college. Some financial involvement should make local citizens find out about their college and bring needed pressure for the college to recognize and provide for local needs.

## Summary

The community college movement will continue to grow only so long as it performs a needed function in the communities served by colleges in the system. Adequate fiscal support must be provided in order to ensure growth as it is needed.

As the general public assumes the responsibility for financial support of community junior colleges, proper balance between federal, state, and local sources must be discovered and maintained. If this cannot be done, it will be difficult to maintain community colleges which can adequately provide for the educational needs of all local citizens who can benefit from additional education.

Operational control of community colleges must be placed at the organizational level which encourages fulfillment of the community college goals. Those controls which may be best located at the state level should be placed there, but those controls best managed at the local level should carefully be delegated to the proper local agency.

A rapidly growing community college system needs support in many ways, and certainly it needs adequate financial support. The financial assistance should come from all levels of government to ensure a balance in the fiscal support. This support should be for all capital outlay and for all current expenses incurred in providing the complete community college program.

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