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ABSTRACT

Each year, the Board of Trustees of Prince George's Community College (PGCC) in Largo, Maryland, must submit a report evaluating the effectiveness of PGCC's financial plan to the state's Higher Education Committee and General Assembly. This document provides the report for fiscal year (FY) 1994 divided into four sections. The first section reviews the cost containment measures taken in FY 1992, 1993, and 1994 to maintain low tuition in spite of cuts in state funding in both direct aid and contribution programs. These measures included employee furloughs and reduction of the administrative staff by 17% prior to FY 1994, and renegotiated health insurance costs and continuing a freeze on cost-of-living increases in FY 1994. The second section analyzes the total cost per full-time equivalent (FTE) student by instructional discipline, indicating that per-student costs ranged from a low of \$3,201 per FTE in Paralegal Studies to a high of \$7,047 in Education, resulting in an average cost of \$4,299 per FTE student. The third section provides an evaluation of enrollment, student outcomes, and cost analysis of the disciplines reporting the highest costs in FY 1993: computer service technology, drafting, horticulture, nuclear medicine, office technology, and respiratory therapy. The final section reviews Prince George's County contributions to community colleges for FY 1987 through FY 1994, indicating that for FY 1994 the County provided 27% of the college's budget, and compares community college funding levels for peer counties in Maryland. Data tables are included.

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Prince George's Community College
Annual Cost Containment Report

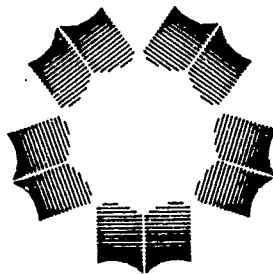
Submitted to the
**Maryland Higher Education Commission
and the Maryland General Assembly**

**In Compliance with Section 8 of Chapter 465
of the Acts of 1991**

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PRINCE GEORGE'S
COMMUNITY COLLEGE

**Report BT95-2
September 1, 1994**

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PRINCE GEORGE'S COMMUNITY COLLEGE
Board of Trustees

Annual Cost Containment Report

Submitted to the
Maryland Higher Education Commission
and the Maryland General Assembly

In Compliance with Section 8 of Chapter 465
of the Acts of 1991

September 1, 1994

Introduction

This report satisfies the mandate of Section 8 of Chapter 465 of the Acts of 1991 that by September 1 of each year the Board of Trustees of Prince George's Community College submit a report evaluating the effectiveness of the College's financial plan. The report must include the following:

- cost containment measures taken by the Board to maintain low tuition and moderate future increases in student charges
- a discipline cost analysis identifying high and low cost disciplines
- an evaluation of high cost disciplines identified in the prior year's report
- an analysis of the funding support provided by Prince George's County

In accordance with the above requirements, this report is divided into four sections:

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Cost Containment

Historically, Prince George's Community College has been among the most cost-efficient community colleges in Maryland. Its overall cost per student has consistently been among the lowest in the state. Thus, the college was hit especially hard by the state fiscal crisis of the early 1990s. PGCC sustained three consecutive years of mid-year state funding reversions:

Direct State Aid to PGCC, FY90-93			
Fiscal Year	Budgeted	Reversion	Received
1990	\$11,367,820	\$ 0	\$11,367,820
1991	11,679,772	822,912	10,856,860
1992	11,583,160	2,895,790	8,687,370
1993	11,588,980	1,038,258	10,550,722

In addition to the cut in direct aid, the state in FY92 also cut its contribution to community college FICA and retirement systems by 25 percent. For PGCC, this amounted to a \$0.9 million shortfall, on top of the nearly \$2.9 million cut in direct aid. Altogether, the mid-year state funding cuts in FY92 equalled nearly ten percent of PGCC's budget. The college adopted several measures to meet this fiscal crisis. These included an employee furlough (costing employees an average of \$1,000 in lost wages), reduction in the rate of compensation paid full-time faculty for summer teaching, implementation of a consolidated instructional services fee, and cost containment measures including a hiring freeze, elimination of conference travel and professional development budgets, and a freeze on all equipment purchases. Only essential purchases of supplies and materials in direct support of instruction and safeguarding life and property were permitted.

The college's budget for FY93 was unchanged from FY92, at \$38,372,310. Anticipating state funding cuts, the college adopted several strategies to meet an expected FY93 revenue shortfall of 1.8 million dollars. These included an administrative reorganization, which reduced the administrative staff from 41 to 34, a 17 percent decrease. The college offered employees with 20 years of service an "early out" option. Seventeen employees participated in the Voluntary Resignation Incentive Program, receiving an incentive payment equal to half of their FY92 salary. Each area of the college also implemented a "downsizing" strategy involving staffing

reductions, reduced hours of operation, and other cost savings. Together, these measures, along with the revenues generated by the instructional services fee, were sufficient to meet the actual FY93 funding shortfall of \$1.038 million.

Beginning in fiscal year 1994, the state stopped funding any portion of the college's employer share of Social Security (FICA) taxes. In FY93, the state paid \$956,359 for PGCC employee FICA. The county agreed to increase its contribution to the college for FY94 to offset the impact of this cut in state aid. In addition to the elimination of the FICA contribution, direct formula state aid to PGCC was less in FY94 than in FY93. However, the measures implemented prior to FY93--the reduction in administrative staff, voluntary resignation program, and area downsizing--along with a decision to spend down its fund balance, enabled the college to fund its FY94 budget without any increases in student tuition or fees.

The college submitted an asking budget for FY95 of \$43,100,000, which assumed increases in both county and state aid. Instead of the anticipated increases, state aid was cut below FY94 levels and the county contribution increased by only \$350,000. Combined state and county assistance to the college have now remained stagnant for five years. To meet the revenue shortfall engendered by the lack of anticipated public support, the college reduced its FY95 budget request, negotiated reductions in health insurance costs, and continued its policy of not granting cost-of-living increases to employees. Despite these efforts, the administration determined that a tuition increase would be necessary to fund the \$42 million budget deemed necessary to maintain the college's programs and services at acceptable levels. Effective with the Summer I session of 1994, tuition for county residents was raised \$9 (to \$64.00) per credit hour. In addition, after an analysis revealed that the college was incurring annual losses of \$75,000 operating its noncredit senior citizen program, the Board of Trustees adopted a \$35 per semester registration fee for students exempt from the payment of tuition by state law. This fee for senior citizens and retired/disabled students enrolled in state-funded noncredit courses had been \$20.

PGCC Budgeted Revenue Sources, FY92-95				
Source	FY92	FY93	FY94	FY95
State	\$11,583,160	\$11,588,980	\$10,950,461	\$10,805,335
County	10,032,466	10,032,466	11,032,466	11,382,466
Students	14,891,314	16,369,864	16,815,941	18,274,000
Other	1,865,370	381,000	2,550,466	1,563,233
Total	\$38,372,310	\$38,372,310	\$41,349,334	\$42,025,034

Discipline Cost Analysis for FY94

This unaudited discipline cost analysis was produced using computer software initially developed by the Maryland State Board for Community Colleges. These programs yield total cost per FTE student for teaching classes in each instructional discipline. Total costs include faculty compensation, additional direct instructional costs such as laboratory supplies, and indirect overhead costs allocated across all disciplines in proportion to their respective shares of total enrollment.

Several factors affect discipline per-student costs. The dominant type of instructional methodology (lecture, laboratory, or clinical experience), average class size, proportion of adjunct faculty, and the ranks of the full-time faculty teaching in the discipline are among the factors influencing unit costs. Because of the impact of faculty compensation on direct costs, cost differences among disciplines may reflect institutional history more than inherent productivity differences. A discipline may be less expensive because it is relatively new with faculty at lower ranks, or because it grew during a period when the College was not adding full-time faculty due to budget constraints.

Per-student costs at PGCC in fiscal year 1994 ranged from a low of \$3,201 in Paralegal Studies to a high of \$7,047 in Education courses. The average for all credit disciplines was \$4,299 per FTE.

The legislation specifies that the five most expensive and five least expensive disciplines be identified, as determined by cost per FTE in the most recent year for which data are available. The five highest and lowest cost disciplines in FY94, based on this unaudited analysis, were as follows:

High and Low Cost Disciplines in Fiscal Year 1994 (Unaudited)			
Highest Cost per FTE		Lowest Cost per FTE	
Education	\$7,047	Paralegal Studies	\$3,201
Early Childhood Educ.	7,036	Criminal Justice	3,342
Nuclear Medicine	6,952	Remedial Math	3,395
Drafting	6,880	Remedial English	3,594
Office Technology	6,865	Management	3,710

Evaluation of High-cost Disciplines in FY93

Though not required by the Act mandating this report, the college has included in previous submissions an analysis of the ten most expensive disciplines from the prior year's discipline cost analysis. For FY93, these were education, nuclear medicine, respiratory therapy, office technology, career planning, anthropology, drafting, horticulture, computer service technology, and physical education. (Recalculation of FY93 per-student costs in early childhood education resulted in it no longer being included among the ten most expensive disciplines.)

High cost disciplines are evaluated in one of two ways, depending on whether they constitute the core of a program (such as nursing or electronics) or whether they consist of supporting, general education courses. Assessment of disciplines associated with programs focuses on indicators of program effectiveness, while assessment of supporting disciplines focuses on course-related indicators.

Six of the high-cost disciplines in FY93 were associated with instructional programs: computer service technology, drafting, horticulture, nuclear medicine, office technology, and respiratory therapy. Four of these programs (drafting, nuclear medicine, office technology, and respiratory therapy) were evaluated in last year's report as a result of high discipline costs in FY92. This year's program-core discipline evaluation centered on five performance monitoring indicators: course FTE, number of declared majors in the associated program, degrees and certificates awarded, graduate job placement rate, and inferred program cost (IPC). The latter indicator represents the cost of completing a curriculum, based on the discipline costs in a given year of the courses comprising the curriculum. The median IPC for degree programs in FY93 was \$10,177; for certificate programs, \$4,929.

Computer Service Technology has had about 110 declared majors in recent years. Enrollment has been stable, and the program graduates 7 or 8 students annually. Due to low response rates to follow-up surveys, the job placement success of computer service graduates is uncertain. Drafting is similar in many ways, although enrollment has been declining slightly recently. Only one of the five graduates responding to follow-up surveys in FY91-92 was employed in a drafting position. The certificate program in ornamental horticulture is a small program with dwindling enrollment. However, it does serve the needs of the local landscaping industry, and, after satisfying the employment hours required by the Maryland Nurserymen's Association, students are prepared to pass the examination to become certified horticulturists. The number of active majors in Nuclear Medicine Technology doubled in FY93, and the program has historically had a relatively high graduation rate. Every respondent to recent graduate surveys has found related employment. The multiple options in the office technology program have attracted around 100 students in recent years. Three-fifths of their graduates have found related jobs within a year of

graduation. Respiratory Therapy, though a small program, has had strong enrollment growth since FY91. One hundred percent of the graduates responding to recent follow-up surveys have found jobs in respiratory therapy.

Program Performance Monitoring Indicators			
Program	FY91	FY92	FY93
Computer Service			
Course FTE	20	18	21
Declared majors	111	105	115
Degrees awarded	7	7	8
Graduate placement	50% (2)	33% (3)	NA
Inferred program cost	\$10,769	\$11,096	\$11,260
Drafting			
Course FTE	32	31	27
Declared majors	110	105	103
Degrees awarded	3	5	7
Certificates awarded	3	3	2
Graduate placement	0% (1)	25% (4)	NA
Inferred program cost	\$9,126	\$9,385	\$9,995
Horticulture (Cert.)			
Course FTE	13	9	8
Declared majors	35	28	20
Certificates awarded	1	2	1
Graduate placement	0% (1)	50% (2)	NA
Inferred program cost	\$3,918	\$4,450	\$5,132
Nuclear Medicine			
Course FTE	14	14	13
Active majors	15	15	34
Petitioners	20	28	37
Degrees awarded	8	13	8
Graduate placement	100% (4)	100% (7)	NA
Inferred program cost	\$11,735	\$11,939	\$12,673
Office Technology			
Course FTE	69	59	65
Declared majors	104	101	95
Degrees awarded	6	3	11
Certificates awarded	3	7	5
Graduate placement	67% (3)	57% (7)	NA
Inferred program cost	\$10,107	\$10,653	\$11,260

Respiratory Therapy			
Course FTE	15	25	26
Active majors	10	53	62
Petitioners	66	55	71
Degrees awarded	3	15	16
Graduate placement	NA	100% (12)	NA
Inferred program cost	\$13,351	\$12,499	\$13,147

The four high-cost supporting disciplines in FY93 were the same evaluated in last year's report: anthropology, career planning, education, and physical education. The introductory courses in physical and cultural anthropology satisfy the college's general education requirement for social science. The career planning courses assist students with choosing both academic and career goals. The education courses meet teacher preparation, in-service, and recertification needs. Physical education is taken by most students to meet a graduation requirement, although students may elect to complete Health 115 in place of a physical education class. Although the college has a physical education program, less than one percent of the physical education hours are accounted for by Physical Education majors.

Three performance monitoring indicators were identified for each supporting discipline under review: annual course FTEs, cost per FTE, and course pass rate. This latter indicator represents the percentage of initial enrollees earning a passing grade.

With the exception of physical education, the high-unit-cost supporting disciplines have had low enrollment in recent years. Anthropology and education have generated fewer than 15 FTEs annually. Although career planning courses have shown recent modest growth in enrollment, they accounted for only 52 FTEs in fiscal year 1993. Students generally do well in these high-cost courses, with pass rates usually above the collegewide average of 76 percent. In two of the three years examined, however, anthropology proved challenging for a disproportionate number of students.

In addition to this examination of selected performance monitoring indicators, two of the programs with high associated discipline costs--Drafting and Office Technology--underwent extensive, multi-year data reviews by the Office of Institutional Research and Analysis. A third program, Electronic Engineering Technology, identified as high-cost in the FY92 analysis, was also evaluated in depth during 1993-94.

As a result of these investigations, the college has decided to continue teaching all ten disciplines reviewed. All are considered valuable offerings meeting the needs of students, residents, and/or employers in Prince George's County.

Supporting Discipline Performance Monitoring Indicators			
Discipline	FY91	FY92	FY93
Anthropology			
Annual FTEs	13	11	10
Cost per FTE	\$5,852	\$5,769	\$6,480
Pass rate	62%	76%	64%
Career Planning			
Annual FTEs	39	47	52
Cost per FTE	\$3,838	\$5,269	\$6,522
Pass rate	82%	82%	75%
Education			
Annual FTEs	10	10	9
Cost per FTE	\$8,633	\$6,760	\$7,465
Pass rate	100%	94%	100%
Physical Education			
Annual FTEs	162	178	171
Cost per FTE	\$6,148	\$5,266	\$5,682
Pass rate	87%	90%	89%

Based on the unaudited discipline cost analysis for FY94, the ten disciplines that will be reviewed for next year's report are education, early childhood education, nuclear medicine, drafting, office technology, physical education, career planning, electronic engineering technology, ornamental horticulture, and nursing.

Analysis of County Funding Support

Background

Maryland community colleges receive financial support from both the state and their local jurisdiction, as well as revenue from student charges and other income from operations and investments. Statewide, in fiscal year 1993 the 17 locally-governed community colleges received 34 percent of their revenue from local aid, 26 percent from the state, 38 percent from student tuition and fees, and the remaining 2 percent from other sources. (If state paid benefits--\$30.3 million contributed to Social Security, TIAA/CREF, and state retirement plans--are included, the percentages change to 31 percent local, 32 percent state, 35 percent students, and 2 percent other.)

The funding contribution of Prince George's County to Prince George's Community College over the past eight fiscal years is shown below:

Prince George's County Contribution to PGCC Budget				
Year	County Contribution	PGCC Budget	Percent of Budget	Annual Change
FY87	\$6,956,591	\$27,391,988	25%	N.A.
FY88	7,524,168	28,310,477	27%	8.2%
FY89	8,131,112	30,070,417	27%	8.1%
FY90	9,036,789	33,648,461	27%	11.1%
FY91	10,032,466	35,830,236	28%	11.0%
FY92	10,032,466	38,372,310	26%	0.0%
FY93	10,032,466*	38,372,310	26%	[see note]
FY94	11,032,466	41,349,334	27%	[see note]

Note: In fiscal year 1993, the county assumed funding of Social Security (FICA) previously paid by the state. The county paid \$1 million of the college's FY93 FICA costs. This contribution was built into the budget for FY94, along with the offsetting expense.

As can be seen, the county's commitment to reaching the benchmark contribution of 28 percent of the college's operating budget was finally achieved in FY91 after

several years of sizable annual increases. The fiscal crisis of the early 1990s froze the dollar amount of county aid at \$10,032,466, resulting in a drop in the proportion of the college's budget accounted for by local aid, to 26 percent. In FY93, to offset the cost of Social Security payments, no longer paid by the state, the county paid \$1 million of the college's FICA costs. This increase was incorporated into the county contribution to PGCC's budget in FY94, which included the offsetting FICA expense.

In the remainder of this section, several ways of assessing the relative contribution of county aid to local community colleges are reviewed. The peer counties selected for this analysis included Anne Arundel, Baltimore, Howard, and Montgomery. For comparisons among colleges, of the three in Baltimore County, Catonsville and Essex were included but Dundalk, due to its smaller size, was not. Howard Community College, though smaller than the others, was included in the analysis due to its suburban setting and location in the Baltimore-Washington corridor. The data analyzed were the most recent readily available.

Dollar Amount of Aid

Montgomery County provided the most community college aid in fiscal year 1993, contributing a total of \$29,888,688. Baltimore County was second, providing \$27,339,169 to its three colleges. Prince George's County contributed \$10,032,466 to PGCC, not including \$1 million to offset the state's elimination of FICA funding.

Dollar Amount of County Aid to Operating Budgets, FY92-93			
College	FY92 Aid	FY93 Aid	92-93 Change
Montgomery	\$32,428,696	\$29,888,688	-7.8%
Baltimore	29,519,853	27,339,169	-7.4%
Anne Arundel	10,547,970	10,098,420	-4.3%
Prince George's	10,032,466	10,032,466	0.0%
Howard	7,086,000	7,108,546	0.3%

County Share of College Operating Revenues

Statewide, county aid provided 34 percent of community college unrestricted revenues in FY93. The table at the top of the next page shows local aid shares of college revenues for the FY88-93 period:

County Aid Percentage of College Operating Revenues						
College	FY88	FY89	FY90	FY91	FY92	FY93
Montgomery	47%	47%	46%	47%	47%	42%
Howard	40	42	41	46	45	40
Anne Arundel	42	40	37	38	36	32
Essex	45	46	41	42	41	30
Catonsville	42	43	39	39	37	29
Prince George's	27	27	27	29	28	26

Prince George's County has historically provided less than a third of the college's revenues. As the above table shows, PGCC's peers have had larger shares of their operating revenues contributed by their counties. The decline in local aid shares in FY90 reflected the 18 percent increase in state formula aid that year. The declines in FY93 reflected smaller absolute contributions by Montgomery, Anne Arundel, and Baltimore counties. Howard County's contribution to its community college increased by \$22,546, but its share declined due to budget growth of nearly 12 percent funded largely by increased tuition and fees.

County Aid per FTE Student

How much aid have counties provided per student? While aid is not allocated on this basis, calculation of county aid per full-time-equivalent student does provide a different way of assessing local support of community colleges:

County Aid per Full-time-equivalent Student						
College	FY88	FY89	FY90	FY91	FY92	FY93
Montgomery	\$2,322	\$2,316	\$2,321	\$2,494	\$2,504	\$2,319
Howard	1,564	1,758	1,811	2,117	2,011	1,915
Anne Arundel	1,300	1,234	1,131	1,191	1,289	1,255
Catonsville	1,368	1,425	1,365	1,358	1,376	1,203
Essex	1,415	1,566	1,417	1,434	1,450	1,196
Pr. George's	821	838	947	1,051	1,059	1,060

Throughout the FY88-92 period, Prince George's County provided substantially less aid per student than its peer counties. While these ratios reflect changes in enrollment as well as aid levels--Anne Arundel, for example, experienced a 36 percent increase in enrollment over FY87-91--it is clear that PGCC has operated with considerably less local aid per student than its peers.

Share of County Budgets Contributed to Community Colleges

Perhaps the most direct way to assess relative county support for community colleges is to calculate the percentage of the counties' general fund expenditures contributed to the college boards of trustees. The Maryland Department of Fiscal Services presents the necessary data in their annual *Local Government Finances in Maryland* publication. For example, in FY93 Prince George's County allocated \$10 million to PGCC out of total general fund expenditures of \$796 million, or 1.3 percent of its budget. Similar data for FY88-93 for Prince George's and its peer counties are shown in the following table:

Percentage of County General Fund Expenditures Contributed to Local Community Colleges						
County	FY88	FY89	FY90	FY91	FY92	FY93
Baltimore	3.5	3.7	3.5	3.3	3.4	3.1
Howard	2.1	2.3	2.2	2.4	2.5	2.4
Montgomery	2.7	2.8	2.5	2.4	2.5	2.2
Anne Arundel	2.5	2.4	2.2	2.2	2.3	2.1
Prince George's	1.2	1.1	1.1	1.1	1.3	1.3

As the above table documents, Prince George's County has allocated 1.3 percent or less of its budget to PGCC, while peer counties have contributed a considerably larger share of their budgets to their community colleges.

Share of Total County Expenditures from All Revenue Sources

An alternative way of examining county support based on expenditure data is to examine the share of total county expenditures of revenue from all sources

including restricted fund federal and state grants. The Department of Fiscal Services included this analysis for major expenditure functions in its *Local Government Finances* reports. In FY93, Prince George's County expended a total of \$1,498,752,978. Of this amount, \$41,850,163 was expended at PGCC according to the DFS report. By this method, PGCC received 2.8 percent of total Prince George's County expenditures for fiscal year 1993. Similar calculations for the County and its peers for FY88-93 produce the following:

Percent of Total County Expenditures Expended for Local Community Colleges						
County	FY88	FY89	FY90	FY91	FY92	FY93
Baltimore	7.5	7.3	7.1	7.8	7.4	8.1
Montgomery	4.6	4.5	4.3	4.7	5.1	4.9
Anne Arundel	4.1	4.0	4.3	4.6	4.5	4.9
Howard	3.8	5.4	4.2	4.6	4.4	4.5
Prince George's	2.7	2.6	2.5	2.5	2.6	2.8

Inclusion of expenditures of restricted fund revenues does not change the central finding that Prince George's County has expended a substantially smaller share of its revenues on its community college than its peer counties have expended on their community colleges.

County Aid and Tuition/Fee Charges

How did county aid levels relate to tuition and fees charged students? A comparison of county aid per FTE in fiscal year 1993 with tuition and required fees charged per hour in Fall 1993 found a mixed picture. While PGCC charged relatively high tuition and fees due to its relatively low level of county support, two colleges with high levels of county support--Montgomery and Howard--also charged relatively high tuition and fees.

County Aid per FTE and Student Charges		
College	County Aid per FTE	Tuition/fees per Hour
Montgomery	\$2,319	\$63.70
Howard	1,915	72.60
Anne Arundel	1,255	58.73
Catonsville	1,203	51.93
Essex	1,196	51.93
Prince George's	1,060	71.00

Summary

This review of county contributions to community colleges confirms what earlier studies have found: Prince George's County consistently provides less funding support for PGCC than peer counties provide their community colleges. The cumulative effect of this low level of local support has resulted in students paying more.

Sources

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