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The Need for Public Community College Programs in Rural Pennsylvania

Conducted Pursuant to Senate Resolution 2011-147

December 2011

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Summary, Conclusion, and Recommendations

Senate Resolution 2011-147 directed the Legislative Budget and Finance Committee to examine Pennsylvania's public community and technical college programs in rural communities in view of the importance of postsecondary education for individuals and communities to remain competitive in the current global economy. The resolution also directed that the study make recommendations for improving delivery of community college services in rural communities.

For purposes of our study, we have defined "rural communities" as counties with low population density, i.e., counties where the number of persons per square mile is less than 100.¹ Twenty-six (Bedford, Bradford, Cameron, Clarion, Clearfield, Clinton, Crawford, Elk, Forest, Fulton, Greene, Huntingdon, Jefferson, Juniata, Lycoming, McKean, Perry, Potter, Somerset, Sullivan, Susquehanna, Tioga, Venango, Warren, Wayne, and Wyoming) of Pennsylvania's 67 counties are "rural communities" based on such a definition.

We found:

Postsecondary education is important for increased workforce productivity for states to remain competitive in the current global economy. Public postsecondary education opportunities, however, are not widely available to the Commonwealth's rural residents. In the mid-1970s, when public community colleges were rapidly developing nationally, fewer than 30 percent of the jobs required more than a high school education. By 2018, nearly two-thirds of all jobs will require some form of postsecondary education training for the United States to remain highly productive and thus compete in the current global economy.²

- Only 37 percent of Pennsylvanians aged 25 and older from rural communities, however, have at least some training beyond a high school or GED degree, compared with 50 percent for the state's non-rural communities.

Despite the Pennsylvania Higher Education Assistance Agency having one of the largest need-based grant-in-aid programs in the country, Pennsylvania's grade for public postsecondary education opportunities is "only fair" when compared with other states,³ in part due to its costs rising more rapidly than that of Pennsylvanians' family income. Between 1999 and 2009, median family income in Pennsylvania increased by approximately 5 percent in constant dollars. At the same time, public two-year college tuition increased by more than 20 percent, and four-year public college and

¹ Statewide, Pennsylvania has 284 persons per square mile, according to 2010 U.S. Census data.

² Georgetown University Center on Education and the Workforce and the National Governors' Association.

³ National Center for Public Policy and Higher Education, *2008 National Report on Higher Education*, sponsored by the Lumina Foundation and the Bill and Melinda Gates Foundation.

university tuition increased by more than 40 percent. Such education, moreover, is least affordable to those with the least income, who often reside in rural communities.

- The average “in-district” community college tuition in Pennsylvania, for example, was more than 6.5 percent of median family income in over 80 percent (21 of 26) of Pennsylvania’s rural counties, compared to only 15 percent (6 of 41) of the non-rural counties. Similar rural and non-rural county contrasts emerge for tuition relative to family income at the state’s other public colleges and universities, except that the amount of family income required for tuition is much higher.

Pennsylvania community colleges are more affordable than the state’s other public colleges and universities, though less so for students from counties or areas without community colleges. Such students must pay “out-of-district” (rather than “in-district”) community college tuition rates that are typically twice that of students from areas with counties, municipalities, or school districts that sponsor a community college.

- Academic year cost (tuition and mandatory fees) for an in-district community college student at the college with the highest in-district cost in fall 2011 (i.e., PA Highlands) is about one-quarter to one-third the cost at the Pennsylvania State University or the University of Pittsburgh, and approximately half the cost of college at a Pennsylvania State System of Higher Education (PASSHE) university.
- Academic year cost at the community college with the highest cost for “out-of-district” Pennsylvania students (i.e., Philadelphia) is 50 to 60 percent of the cost at the Pennsylvania State University or the University of Pittsburgh and about 75 percent of the cost at a Pennsylvania State System of Higher Education university.

*All of Pennsylvania’s 14 independent local public community colleges⁴ are located in non-rural counties.*⁵ Location of a college clearly influences access to public postsecondary education. As a consequence:

⁴ Since 1963, the Pennsylvania State Board of Education approved 16 colleges. The original sponsors of the Williamsport Area Community College (WACC), however, withdrew from their sponsorship agreement. The Northwest Pennsylvania Technical Institute was originally formed to serve Erie, Crawford, and Warren Counties and then expanded to serve 14 counties in northwestern Pennsylvania. It closed its doors in 2001 due to major financial management problems, with the school owing the Commonwealth approximately \$16 million, according to the Pennsylvania Auditor General. Nine of the 14 colleges are sponsored by counties, four by school districts, and one by a first class municipality.

⁵ Four (Luzerne, Northampton, Pennsylvania Highlands, and Westmoreland) have brought certain instructors and program offerings to learning centers in five rural counties in northeastern and southwestern Pennsylvania (i.e., Greene, Huntingdon, Somerset, Susquehanna, and Wayne); however, such program offerings are very limited. Only one associate degree in one program area (i.e., a nursing program developed at the request and in partnership with a local hospital) is offered at one of the five rural counties.

- Only about 1 to 2 percent of all students enrolled at Pennsylvania’s public community colleges in fall 2010 were from rural counties.
- Over 80 percent (21 of 26) of the state’s rural counties had 50 or fewer full-time students enrolled at one of Pennsylvania’s 14 community colleges.
- All of the counties that host community college main campuses, with one exception (PA Highlands in Cambria County), had more than 1,200 full-time students enrolled in credit courses (either degree, certificate, or diploma) in fall 2010.

Pennsylvania’s other public colleges and universities have 11 main or branch campuses located in rural counties (Bradford, Clarion, Clearfield, Clinton, Crawford, Jefferson, McKean, Tioga, and Venango)⁶, including PASSHE with 8 campuses in rural counties. In addition, the Pennsylvania College of Technology in rural Lycoming County, which the Pennsylvania General Assembly created as a separate public “affiliate” of the Pennsylvania State University after the “collapse” of the Williamsport Area Community College, offers associate degree programs. Such public colleges and universities are not “open access” institutions as are community colleges.⁷ Some, however, including the PASSHE, will accept students that do not meet their typical admission criteria (e.g., national test scores and prior grade point average). They, moreover, have programs to assist such learners to achieve their postsecondary education goals.

As with community colleges, proximity to the campus location is a major factor in a student’s postsecondary education decision at other public colleges. Of the students enrolled in associate degree programs in fall 2010, about 50 percent of the University of Pittsburgh’s system students, about 70 percent of the Pennsylvania State University’s Commonwealth Campuses’ students, and 75 percent of the PASSHE’s students were from counties in which the school had a main or branch campus. Approximately 30 percent of the Pennsylvania College of Technology students enrolled in associate degree programs, moreover, were from Lycoming County.

Rural and non-rural youth have similar aspirations for postsecondary education.⁸ In fall 2010, however, for every 2009-10 high school graduate, the Commonwealth’s non-rural counties had three times more residents enrolled in a public community college or an associate degree program at a major publicly supported college or university than were enrolled from rural counties. Only 6 percent of the students enrolled in

⁶ Crawford and Clearfield Counties each have two universities with campuses.

⁷ According to the Pennsylvania State Board of Education in the original guidance established for formation of a public community college, community colleges are “open access” higher education institutions. As such, they are required to extend an “opportunity for higher education not only to those students who can satisfy the academic and financial requirements of existing higher education institutions, but also, to many who cannot....” Such a policy, however, does not imply “easy admission” or suggest admission to “a given curriculum.”

⁸ About 70 percent of rural county and 75 percent of non-rural county Pennsylvania high school graduates indicate they plan to participate in postsecondary education following graduation.

credit bearing and associate degree programs at Pennsylvania public community and four-year colleges were from rural counties. Of the approximately 4,400 students from rural counties in such programs,⁹

- Pennsylvania College of Technology accounted for 35 percent of such student enrollment,
- PASSHE for 27 percent,
- Pennsylvania public community colleges for 19 percent,
- the Pennsylvania State University for 12 percent, and
- University of Pittsburgh for 7 percent.

Although associate degree programs are available in some rural counties, such program offerings are often limited. Associate degree programs are offered in 42 of the 67 counties. In both rural and non-rural counties, such programs are not limited to liberal arts, and many have a strong workforce orientation.

PASSHE's Clarion University Venango Campus, for example, offers associate degrees in program areas such as Liberal Arts, Business, Early Childhood Development, Criminal Justice, and Nursing and other health-related fields. It also offers an Associate of Applied Science degree through partnership and contract arrangements with several private technical institutes in the region, including, for example, Precision Manufacturing and Triangle-Tech. Under such arrangements, the University uses the partners' technical schools for the technical instruction component of its program, and its students pay the public university's tuition rate. Typically, private technical schools are a more expensive option than community colleges, though they may operate year round and allow students to more quickly complete the course work and enter the workforce.

The program available in Venango County, however, is not available in most rural counties.

- About 70 percent (18 of 26) of the rural counties are without the presence of a public postsecondary institution offering an associate degree program, where only 17 percent (7 of 41) of the non-rural counties are without such institutions, in large part due to the presence of community colleges in such counties.
- Rural counties are also less likely to have the full range of associate degree programs. For example, about 30 percent (11 of 41) of all non-rural counties have associate degree programs in engineering offered in the

⁹ In addition, a New York community college served 50 Pennsylvania students at a campus in Warren County, and a Maryland state-aided community college served about 1,000 students, many of which are high school students from several counties participating in an Early Learning program, at campuses in Bedford and Somerset Counties.

county, though such a degree is available in only one of the 26 rural counties. Nearly 60 percent (23 of 41) of the non-rural counties have nursing programs available, compared to fewer than 20 percent (5 of 26) of the rural counties.

In recent years, the availability of online course offerings may help bridge some of the gap for rural county students, but not fully. Financial assistance to pay for college is limited with respect to online courses,¹⁰ and broadband access is not as readily available in rural areas as it is in non-rural areas of the state.

In 1971, the Pennsylvania State Board of Education approved a master plan anticipating statewide coverage by 1980 with 28 public community colleges. Thirty years later, only 14 public community colleges are in place. Such a finding would not have surprised the national consultant hired by the State Board in the 1960s to assist in the development of a statewide community college plan. Based on high school student populations, existing higher education programs, county property values, and the criteria (i.e., 500 full-time equivalent students after two years, and ideally 1,500 full-time equivalent students, and an ability to support one-third of the operating costs of the college)¹¹ established by the Board for approving creation of a college, the consultant reported:

- More than two-thirds of the counties would be unable to anticipate a 500 full-time equivalent student enrollment. Only 22 (Allegheny, Beaver, Berks, Blair, Bucks, Cambria, Chester, Cumberland, Dauphin, Delaware, Erie, Fayette, Lackawanna, Lancaster, Lehigh, Luzerne, Montgomery, Northampton, Philadelphia, Washington, Westmoreland, and York) more densely populated counties would clearly be able to anticipate such enrollment.
- More than one-quarter of the counties would not be able to generate the local funds required for the one-third local share to finance the college given the assessed value of their property, including many rural counties (e.g., Bedford, Bradford, Clarion, Clinton, Elk, Forest, Huntingdon, Perry, Somerset, Sullivan, Susquehanna, Tioga, and Wyoming).

The situation has not changed much since the 1960s. When LB&FC staff examined the ability of the 26 rural counties to meet the 1965 Board-established population and financial criteria, we found that today:

¹⁰The Pennsylvania Higher Education Assistance Agency (PHEAA) provides grants to eligible Pennsylvania residents. Eligibility requirements for the PHEAA grant program require that at least 50 percent of the total credits necessary to complete a program of study must be earned through classroom instruction.

¹¹ Pennsylvania State Board of Education, *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*, 1965. The Board's *Guidelines* were incorporated by reference into the *Standards, Rules, and Regulations for Community Colleges in Pennsylvania* adopted April 15, 1965. According to such regulations, the *Standards*, the *Guidelines*, and the statute "shall regulate the approval, establishment, operation and maintenance of public community colleges in Pennsylvania." In August 2008, the Board issued revised, more general, *Guidelines*.

- None of the rural counties have sufficient high school graduates to reach the required 500 full-time equivalent student threshold minimum.
- Only one of the 26 counties (Wayne in Northeastern Pennsylvania) can generate sufficient property tax revenue through a ½ mill levy (i.e., roughly the current average levy for county sponsored community colleges) to support 500 full-time equivalent students (which Wayne County's graduating high school population does not support).
- Only two of the 26 rural counties (Wayne and Lycoming) can generate sufficient property tax revenue through a 1 mill levy to support 1,500 full-time equivalent students (which their high school graduating populations do not support).
- When the rural counties are grouped together with non-rural counties in the community college service areas identified by the Board in 1971, 8 of the 9 service areas with rural (and some non-rural) counties have sufficient numbers of high school graduates to reach the minimum number of full-time equivalents but only one of the nine has sufficient numbers to reach the 1,500 full-time equivalent students projected for efficient operation of a community college.

While no rural county by itself has a sufficient number of students, conceivably rural counties could join together to create a consortium. The Education Consortium of the Upper Allegheny (ECUA), for example, consists of 11 rural counties in Northwestern Pennsylvania (Cameron, Clarion, Clearfield, Crawford, Elk, Forest, Jefferson, McKean, Potter, Venango, and Warren). If 15 percent of area high school graduates over two years (i.e., 1,500) would attend a community college and a sizeable number of older adults (i.e., at least 1,000) would also attend, the 11-county area would be able to realize 1,500 full-time equivalent students after two years.

Such an estimate, however, is optimistic as it is based on an assumption of recent high school graduates planning to attend community college at a much greater rate (15 percent) than currently (about 2 percent for the 11 counties) and an assumption about older adult attendance based on the experience of densely populated counties rather than rural counties. Even after community college campuses and learning centers become available in these rural counties, students would likely encounter greater travel distances than their counterparts in non-rural counties, and this may hold down enrollment. The ability of local governments to contribute to such a college is also problematic.

The ECUA Board of Trustees has considered using existing educational sites and online and distance learning technology (similar to what occurs in rural states such as Vermont and parts of West Virginia). Relying on existing educational learning sites, the 11-county area would need to generate more than \$3.5 million in local financial operational support to serve 1,500 full-time equivalent students.

Based on county assessed values, such an amount would require an additional one-half to one mill levy, which is roughly comparable to the mills levied in counties that have a community college. Property values, however, vary across the 11 counties. The counties with the more highly valued property (Crawford, Jefferson, McKean, and Venango), which would yield the greatest tax revenue, however, currently have publicly supported colleges that now offer associate degree programs. Additionally, the relatively small number of FTEs (i.e., 1,500) at an 11-county community college might restrict the number of program offerings that could be available.

Assembling all the local sponsors can also be cumbersome and challenging for a community college representing multiple counties. It required 15 years to form a new regional college with just two counties in New Jersey, according to a college official with whom we spoke.

Rural youth find themselves caught in a difficult situation. They live in communities unable to establish community colleges, and as “out-of-district” students, they typically are required to pay twice the tuition of students from areas that sponsor a community college. Pennsylvania statute assumes that one-third of allowed operating costs are to be paid by the student, one-third by the state, and one-third by the local sponsors.¹² The statute, therefore, permits college boards of trustees to establish tuition for out-of-district students twice that for a student from the sponsor’s area, based on the implied assumption that the out-of-district student is responsible for the local sponsor’s share.

The Pennsylvania State Board of Education’s national consultant in the 1960s characterized this practice as “unfair and unjust”¹³ as it places a heavy burden on the student or his or her family. To correct for this, the consultant suggested the introduction of a “chargeback method” to identify the tuition costs for students from areas that do not sponsor a community college. Such a method bases the tuition surcharge on the actual value of the local contribution per full-time equivalent local student. This method is used in several states, including New Jersey and New York, to promote statewide access to public community colleges.

LB&FC staff examined actual local sponsor contributions for in-district students to see if they covered the difference between the in-district and out-of-district student’s tuition (as would occur in a state with chargeback). For 2008, we found:

¹² The state is to provide 50 percent of allowable capital costs and local sponsors the remaining 50 percent. Often community colleges have mandatory student capital fees that are not included in tuition and are often the same for both “in-district” and “out-of-district” students.

¹³ Fields and Associates, *Community Colleges in Pennsylvania, A Report to the State Board of Education*, June 30, 1965, p. 211. Similar concerns were raised in the late 1990s by those testifying before a Pennsylvania General Assembly, House of Representatives subcommittee on higher education. See the *Report on Pennsylvania Community Colleges Pursuant to House Resolution 128*, January 1998, Vol.1. p. 17.

- State funding accounted for 32 percent of the total allowable tuition costs (\$254 million out of \$795 million), with local sponsor share accounting for 15 percent (\$116 million).
- The local sponsor's contribution did not cover the difference between the in-district and the out-of-district student's charge at any of the 14 community colleges.
- Out-of-district Pennsylvania students from all but one (Luzerne) of the 14 colleges paid more per credit than their college's tuition operating costs (with the state subsidy excluded¹⁴), including out-of-district Pennsylvania students at six colleges (Beaver, Bucks, Lehigh/Carbon, PA Highlands, Reading, and Westmoreland) that pay 80 percent to over 200 percent more per credit than the local sponsor's contribution on a per credit basis.

The Commonwealth has attempted to promote postsecondary educational services in rural areas through the Community Education Councils (CECs) and state funding for regional community college services provided by a Maryland college in Pennsylvania. In 1998, the General Assembly established CECs¹⁵ to identify and implement new or innovative efforts to provide access to postsecondary education in underserved communities. The CECs receive state grant funds (\$1.4 million in 2010-11), but such funds cannot be used for tuition, scholarships, instructor salaries, operational costs of any educational provider, indirect costs, or costs to provide recreational offerings. Most of the postsecondary education and other offerings provided through CECs are not credit bearing.

Two of the CECs have been successful in bringing certain community college course offerings to their areas. With federal funding, the Keystone Community Education Council has created an innovative certificate program in cooperation with Allegheny County Community College and several local vocational technical schools. The Warren/Forest Higher Education Council, moreover, has an agreement with New York's Jamestown Community Colleges to serve students in Warren, Pennsylvania.

The Pennsylvania Department of Education has also authorized a Maryland Community College to provide community college services at campuses owned by the local community in Bedford and Somerset Counties and Early College programs for high school students in Blair and other counties in the region. The Commonwealth provides funding through a Pennsylvania foundation to help defray the Maryland College's out-of-state tuition rate (\$227 per credit hour) for the approximately 1,000 high school and postsecondary students (310 full-time equivalent students) at the Bedford and Somerset campuses. The local community has provided

¹⁴ The state subsidy is removed as it is intended to be the same for all similar Pennsylvania students without regard to their in-district or out-of-district status.

¹⁵ Eight CECs are currently in operation. Seven of the eight are in operation in the northwest corner of the state serving nine of the 26 rural counties as well as five additional counties in the area.

financial support for this community college, which offers programs (e.g., nursing) that are not available at the closest Pennsylvania community college.¹⁶ Local leaders would like to see their campuses designated as a Pennsylvania community college.

Pennsylvania is one of the few states that do not have public community colleges strategically placed throughout the state. LB&FC staff reviewed public community colleges in the 50 states (information for the 50 states is found on page S10) and found:

- Most states (34 of 50) achieve statewide community college access by providing regional strategic placement of such colleges through their state higher education institutions (25 of 50 states, including Delaware and West Virginia), or through a mix of state and state-aided local colleges (9 of 50 states, including Maryland and Ohio).
- The remaining 16 states with state-aided community colleges that have been able to achieve statewide access have done so through establishment of “community college districts” that can levy taxes (like public school districts), and through state funding policies.

To achieve statewide access, states with colleges that are part of the state-administered higher education system may co-locate their community and four-year colleges and universities, and may establish satellite campuses and learning centers (e.g., West Virginia and Vermont). Some also provide state funding for dormitories. In some states (e.g., New Mexico), the number of full-time equivalent students at certain campuses is below 500.

States with state-aided community colleges and “community college districts” achieve statewide access by designating districts throughout the state. They also distribute state funding in ways that account for local differences in property values (e.g., “equalized aid” in Arizona and Illinois), and differences in local population density (e.g., North Carolina), rather than relying primarily on the number of similar full-time equivalent students served by a college (as in Pennsylvania).

¹⁶ In 2010, the Commonwealth’s subsidy for Pennsylvania students was equivalent to about 85 percent of its 2008 average FTE subsidy for Pennsylvania community college students (\$2,086).

Public Community Colleges in the 50 States

State Community Colleges

- 25 states (Alabama, Alaska, Arkansas, Connecticut, Delaware, Florida, Georgia, Hawaii, Indiana, Kentucky, Louisiana, Massachusetts, Maine, Minnesota, Nevada, New Hampshire, North Dakota, Rhode Island, South Dakota, Tennessee, Utah, Vermont, Virginia, Washington, and West Virginia), including 11 rural states, have community colleges that are part of the state's publicly supported system for higher education. Examples:
 - *Vermont* has one public community college and five technical colleges that make up the Vermont State College system (VSC). The Community College of Vermont serves the entire state through 12 academic centers along with online and interactive learning. Everyone in Vermont is within 25 miles of a VSC site.
 - *Maine* has seven community colleges and ten off-campus centers, including one center located at a public four-year university. Maine reports that its colleges and off-campus centers are within 25 miles of more than 90 percent of the state's population. Five of its seven community colleges have residence halls.
 - *West Virginia* has 10 community and technical colleges that are assigned county service regions. In addition to the 10 main campuses (which may be located in proximity or with public four-year institutions of which they were formerly a part), it has 11 satellite campuses.
 - *Delaware* has one state community college. Delaware's three counties each have at least one campus.

State-Aided Community Colleges

- 16 states (Arizona, California, Illinois, Iowa, Michigan, Mississippi, Nebraska, New Jersey, New York, North Carolina, Oregon, Pennsylvania, South Carolina, Texas, Wisconsin, and Wyoming), including 7 that are rural, have state-aided community colleges that receive more than 10 percent of their revenues from local government. Examples:
 - *Arizona* has 10 community college districts and two provisional districts with 19 community colleges. The districts must be authorized by local voters and can levy a property tax. All but two rural counties are part of a community college district. Such counties pay tuition to a college district when their residents attend a college, and the rural counties receive state "rural county reimbursement subsidy" to help defray such tuition costs. Over 25 percent of Arizona's total state aid for community college services is "equalization aid."
 - *Iowa* has 15 community college districts with locally elected boards that have taxing authority, though the Iowa State Board of Education must approve their budgets. The 15 districts cover the entire state and have 65 campuses, satellite locations, and learning centers, including some with residential facilities. All Iowans of postsecondary school age are eligible to attend any public community college, and they pay the same tuition rate.
 - *North Carolina's* statewide system has 162 main and satellite campuses and off-campus centers in 91 of North Carolina's 100 counties. In North Carolina, the state is responsible for allowable instructional costs with local governments responsible for all capital and capital operating costs. North Carolina's state-aid funding formula supports smaller colleges by providing the same base allocation to all colleges regardless of enrollment.
 - *Illinois* has 39 community college districts that cover the entire state. Each district has one or more colleges and "extended" campuses that cover the entire state. State aid is 30 percent equalization funding.

State and State-Aid Mix

- 9 states (Colorado, Idaho, Kansas, Maryland, Missouri, Montana, New Mexico, Ohio, and Oklahoma), including 7 rural states, have both state and state-aided community colleges. Examples:
 - *Colorado* has 13 state system community colleges with multiple campuses and learning centers, and two local districts with multiple campuses and learning sites. Some have dormitories. One of the state's public four-year colleges also has a community college division.
 - *Oklahoma* has 14 state community and technical colleges at 32 locations, which are part of the Oklahoma State System of Higher Education, and 3 state-assisted colleges that rely on local property tax revenue.
 - *New Mexico* provides statewide geographic access through its state universities and seven independent colleges. Eastern New Mexico University operates two community colleges, New Mexico State University operates four community colleges and nine satellite locations, and the University of New Mexico operates four community colleges and two satellite locations.
 - *Maryland* provides statewide coverage through county and regional community colleges, with the Baltimore City Community College effectively a state institution. Maryland community colleges, moreover, have reciprocal agreement with public colleges in neighboring West Virginia.
 - *Ohio* has 6 community districts, 7 state districts, and 3 technical college districts. Such districts operate at 31 sites throughout the state. Some of Ohio's state district community colleges are part of its four-year public college and university system. The community districts receive local tax support. The others do not.

Source: Developed by LB&FC staff.

Others with local state-aided community colleges help achieve statewide access through use of the chargeback (i.e., an amount equivalent to a local sponsor's actual contribution per local full-time equivalent student) method in several different ways. First, it can be used to calculate the amount local governments without community colleges are required to pay when their residents attend a local community college within the state (e.g., New York). Second, it can also be used to determine a student's tuition surcharge when from an area of the state not part of a community college district and where the state does not require local governments to pay the tuition surcharge (e.g., Texas). In at least one state where the goal of the one-third local contribution was not being met by local county sponsors due to increasing numbers of students and rising college costs outpacing increases in local tax revenues (i.e., New Jersey), the state used the chargeback method to calculate the amount a county without a community college had to pay to become part of a regional college.

The states with a mix of state and state-aided community colleges include neighboring Ohio. Ohio has six community college districts and seven state districts. The community districts receive voter-approved local tax support, but the state districts do not. With such local tax support, the community districts may provide reduced tuition for their residents based on the local tax revenue designated for such purposes. Some of Ohio's state community college districts are part of the state's public college and university system, though their community college costs are less than those at affiliate colleges and universities.

Michigan is the only major state we identified, other than Pennsylvania, which does not have public community colleges strategically available throughout the state. The majority of Michigan's 28 public community colleges were established by local school districts prior to 1963. Michigan estimates 73 percent of its citizens live in a community college district. In Pennsylvania, about 60 percent of its citizens live in a taxing district with a community college sponsor.

Many of the approaches taken by other states to achieve geographic access were recommended by the Pennsylvania State Board of Education's consultant in the 1960s. Such recommendations included the introduction of "chargeback" methods for establishing tuition for out-of-district students, the creation of community college districts, equalization of state funding to account for differences in wealth in different areas of the state, and reliance on the state-owned colleges to serve certain areas.

Some of the approaches to achieve statewide access that have been recommended and are used in other states lend themselves more readily to Pennsylvania than others. Establishing public community college districts with taxing authority, for example, has implications for many state policies (e.g., state funding for elementary and secondary education)—not just community college policy. It, therefore, is

not a solution we recommend. Changing the way state aid to community colleges is distributed from one based primarily on the historic number of similar full-time equivalent students to one based on funding equalized for property values would also create substantial problems for the 14 existing local colleges. Nonetheless, there are steps that can be taken to provide statewide access to community colleges.

Recommendations

- 1. The Pennsylvania General Assembly should enact legislation providing for statewide coverage of public community colleges. For those rural areas of the state that are not served by a community college, we recommend this be accomplished through the creation of a “state community college” affiliated with the Pennsylvania State System of Higher Education (PASSHE), with multiple campuses or learning centers based on the designated state regions to be served.**

Over one-half of the states rely on state-administered institutions to provide strategic statewide access to community colleges, including 75 percent of all rural states. In the 1960s, when the Pennsylvania State Board of Education was developing the Commonwealth’s plan for community colleges, its consultant recognized that in less populous areas where state-owned colleges (i.e., the current PASSHE) were in place, the Commonwealth needed to consider establishing a community college division administered by the state-owned colleges and functioning in most respects as a public community college. Currently, as part of its mission, PASSHE is “to provide associate degree programs, including pre-professional transfer preparation, essential to serve unmet educational needs in particular geographic areas.”

PASSHE is well positioned to establish a “state community college” affiliate, as eight of its campuses are in rural counties, many of which already offer associate programs, including some with a strong workforce orientation. Our recommendation is to build on this existing physical, academically accredited, and student support service infrastructure by creating a state community college affiliate separate and distinct from PASSHE’s existing four-year and graduate programs. Administratively, the concept would be similar in some respects to the Pennsylvania College of Technology (formerly the Williamsport Area Community College), which is a separate and distinct affiliate of the Pennsylvania State University system. The “state community college” affiliated with PASSHE would have multiple campuses and learning centers based on the number of regions in the state it would serve.

We recommend the enabling legislation for the proposed state community college affiliated with PASSHE recognize inherent differences in public community

colleges and four-year colleges and universities. In particular, the proposed enabling legislation should:

Provide for a separate classification for community college instructional staff. The focus of a community college staff is on teaching and instructional support for students, not research and publication. As such, the proposed legislation should provide for different credentialing requirements and salary structures. As many community college offerings will have a strong workforce orientation, the proposed legislation should also promote use of part-time credentialed faculty with both academic credentials and relevant professional skill and experience. As discussed within the report, Ohio community colleges that are part of universities with faculty unions have taken such approaches to hold down public community college costs.

Establish the PASSHE state community college as an “open access” institution with appropriate remedial programs to assist students not yet ready for college programs. PASSHE’s colleges and universities admit students based on traditional admission criteria (e.g., high school class rank, grade-point average, and national test scores), but they also offer “pre-college” programs to serve students with the potential for college success. Typically, such students would benefit from a learning experience before enrollment so as to ease the transition from high school or the work environment to college. The proposed legislation should reference the legislative intent that the state community college have an open access enrollment policy and include programs to assist students to best achieve their postsecondary learning goals. We also recommend the legislation make specific reference to the legislative intent that students be allowed to receive credits toward graduation for learning experiences they may have had outside of the traditional classroom.

Establish Councils of Trustees or similar bodies consisting of representatives from rural counties for each of the newly formed state community college’s service region campuses. Community colleges have local governing boards that help assure they are responsive to local needs. Given our recommendation that the state community college be affiliated with PASSHE, the Councils of Trustees or a similar body would function primarily as an advisory, rather than governing body. As the state community college will likely serve multiple state regions with distinct campuses and learning centers, the proposed councils should be regionally based, with each designated state community college service region having its own Council of Trustees or similar body.

Allow PASSHE to establish sufficient campus and learning center locations to outreach to rural counties in all regions of the state. Although we envision a single community college for legal and administrative purposes, broadband networks for interactive (and online) learning, additional satellite campuses, and learning centers will be needed to serve rural counties. Specific decisions about

such site locations should be based on potential student population and geographic travel considerations. Within the proposed legislation, such decisions should be left to the PASSHE governing board, with consultation from the above-recommended Councils of Trustees advisors.

Establish a state community college district to serve those rural counties that after a defined period remain without a local community college, and set a “date certain” for such counties to be assigned to the district to then be served by the PASHHE-affiliated state community college. The state community college district would be defined as all rural counties without a community college (or legally binding commitment from an existing community college) within a reasonable period of time (perhaps two years) from the enactment of the college’s enabling legislation. If, after this period, local plans to establish a community college in rural counties remain unrealized, such counties would automatically be assigned to the state community college district to be served through the PASSHE-affiliated community college. See also the discussion in Recommendation 2 below regarding the expansion of existing community colleges prior to establishing the specific counties to be incorporated into the state community college district.

Direct PASSHE to provide the General Assembly with a proposed plan and operating budget for the PASHHE-affiliated community college. We recognize that development of a state community college will require time for detailed planning given the existing institutional configuration of PASSHE. The proposed legislation should direct PASSHE to develop a detailed plan and proposed budget, for the newly authorized state community college, perhaps within one year of passage of the state community college’s enabling legislation. This plan and budget would then serve as the basis in the subsequent fiscal year for a separate appropriation for the newly formed state community college. See the discussion below.

Provide for a separate appropriation. We recommend the PASSHE-affiliated state community college receive its own state appropriation, separate and apart from the PASSHE or the other community college appropriations. While it is reasonable to expect that a community college affiliated with PASSHE could achieve certain administrative efficiencies not available to other community colleges given its existing infrastructure, maintaining several campuses and satellite locations in rural areas adds additional costs. If the state community college served about 1,500 full-time equivalent students, which we believe to be a reasonable assumption, it would cost the Commonwealth approximately \$3 million annually, based on the 2008 average state full-time equivalent subsidy for the 14 existing colleges.

Set affordable student tuition. Academic year tuition and mandatory fees for in-district students at the 14 existing community colleges range from about \$2,300 to \$4,200. While this can be a substantial sum for many rural families, it is not as great as they would have to pay as an out-of-district student at a

Pennsylvania community college (\$4,200 to \$7,600). The proposed legislation should limit the PASSHE-affiliated state community college tuition to no greater than that of in-district students at the existing college with similar full-time equivalent students (currently \$4,200). If the state appropriation, federal revenues, student tuition, and fees are insufficient to establish and maintain a quality community college program in the rural counties, we further recommend the General Assembly consider increasing the state appropriation in recognition of the particular difficulties of providing postsecondary education in a rural setting. Such an increase, however, should be based on documentation of such difficulties by PASSHE and assurances that such additional funding will be used to hold down student tuition. Such a practice would be consistent with those in other states that recognize differences in population density in their state allocation methods.

We further recommend the PASSHE-affiliated state community college:

Take steps to create foundations to assist the new state community college and its designated service regions. PASSHE colleges and universities and many community colleges are now assisted by related foundations. The foundations could be used to solicit and channel scholarship funds to students from particular rural counties and regions. They could also be used to solicit funding for satellite campuses and learning centers in designated areas.

LB&FC discussed this proposal in general with PASSHE staff. They agreed that provision of state community college services in rural areas would be consistent with their system's mission and would be reasonable to consider.

- 2. As part of the process to create a PASSHE-affiliated state community college to serve rural areas currently without a community college, the Pennsylvania General Assembly should allow a reasonable and defined period in which local areas have opportunity to join or form a local independent community college.**

We have recommended the creation of a PASSHE-affiliated state community college to serve rural areas without a community college as this appears to us to be the most feasible approach and is also the approach used in most states to assure statewide access to such postsecondary education. Our intent, however, is not to discourage local communities from establishing independent colleges or joining with existing community colleges to form regional colleges during the interim.

To efficiently develop a state community college, however, a defined area or district must be identified. The proposed legislation, therefore, should provide a date certain for potential local community college sponsors to determine if they are interested in forming a new community college, joining with an existing

college to form a “regional” college, or becoming part of the newly formed PASSHE-affiliated state community college. If such potential sponsors have not demonstrated commitment to such formation by a specific date (perhaps two years) established in statute, their service area would be assigned in legislation to the proposed state community college. In other words, such areas would make up the state community college district to be served by the newly created state community college.

This interim period would allow rural areas that are now without a community college opportunity to form a new public community college or join with an existing college to form a regional community college. As some existing community colleges have reached out to provide classroom instructional offerings in some rural areas (e.g., Bedford, Greene, Huntingdon, Somerset, Susquehanna, and Wayne), such a provision would allow opportunity for those areas, if they and the existing college are interested, to join together to form a regional college before all of the counties to be served by the newly created state community college district service area are specifically identified.

- 3. To promote such local regional college formation, the General Assembly may wish to amend existing legislation to permit new local sponsors to establish a new community college or join with an existing college by contributing an amount equal to the actual value of the existing local sponsor’s contribution for local full time equivalent students.**

In effect, this permits sponsors interested in establishing or becoming part of a community college service area to join based on a “chargeback” rate, rather than the 1/3 local contribution, which has been required by the Pennsylvania State Board of Education for approval of a new public community college. New Jersey has also successfully used the chargeback concept to facilitate new local sponsors joining existing community colleges. If such potential local sponsors have existing learning centers to contribute to the college, capital costs and capital maintenance costs may be kept to a minimum. Such an option should be based on local sponsor agreements.

- 4. To promote the formation of new independent community colleges in rural communities, the General Assembly may also wish to specify in statute that the Pennsylvania State Board of Education may use less stringent criteria to assess the feasibility of establishing a community college in a rural area.**

If, for example, a potential local sponsor can reasonably demonstrate to the State Board that operating a public community college with fewer than 500 full-time equivalent students (the minimum number provided for in the Board’s initial guidelines in the 1960s) and a local contribution less than one-third of operating costs (also one of the Board’s guidelines) is feasible, such an application could qualify for approval. In fact, regional community college services are being

offered in two rural Pennsylvania counties with less than 500 full-time equivalent students and without a one-third local contribution for operating costs.

- 5. If the General Assembly does not create a state community college as recommended in #1 above, we recommend the Pennsylvania General Assembly consider amending existing legislation to provide that the student tuition surcharge for Pennsylvania students from rural areas without a community college be no greater than the actual value of the local sponsor's contribution for in-district students.**

Most Pennsylvania community colleges charge out-of-district students twice the tuition of students from the sponsor's area. This practice derives from the assumption that the local contribution is 1/3 of the college's operating costs. The local contribution, however, is often less than 1/3. By clarifying that the out-of-district surcharge for rural county students should be based on the actual value of the local sponsor's contribution for local full-time equivalent students, the General Assembly would be removing one of the financial barriers that limit the ability of rural youth to access postsecondary education. To further lessen the burden on students and their families, the General Assembly could require that the chargeback be paid by the student's taxing jurisdiction, such as is done in New York State.

I. Introduction

Senate Resolution 2011–147 directs the Legislative Budget and Finance Committee to examine Pennsylvania’s public community and technical college programs in rural communities in view of the importance of postsecondary education for individuals and communities to remain competitive in the current global economy. The resolution directs that the study make recommendations for improving the delivery of open-admission, affordable, quality community and technical education in such communities. Appendix A provides a copy of Senate Resolution 147.

For purposes of this study, and to distinguish between rural and suburban counties, we have defined “rural communities” as counties with low population density, i.e., counties where the number of persons per square mile is less than 100. Statewide, Pennsylvania has 284 persons per square mile, according to the 2010 U.S. Census.

Study Scope and Objectives

Specifically, the study seeks to:

1. Identify the location and catchment service areas of public open-admission community and technical colleges in Pennsylvania, and in particular rural communities.
2. Identify postsecondary education costs in Pennsylvania, in particular costs of community and technical college programs, and analyze such costs in relation to typical family income.
3. Assess the effectiveness of Pennsylvania’s approach to community and technical college development in promoting access to postsecondary education in rural communities.
4. Identify and analyze open-admission community and technical college programs in selected states, in particular how such state programs specifically promote access to community colleges and technical colleges in rural communities, and how they compare with Pennsylvania.
5. Identify opportunities to enhance access to open-admission community and technical college programs in Pennsylvania’s rural communities.

To identify the location and catchment service areas of public open-admission community and technical colleges in Pennsylvania, we reviewed the websites of all such community and technical colleges in the state to identify counties in which they have physical campuses or learning centers with instructors. We also requested and received information from the other major publicly-funded institutions

of higher education to identify the availability of two-year or less educational programs that can result in an associate degree or formal certificate. Such programs typically utilize admission criteria (e.g., national test scores and previous grade point average) that would not qualify them as “open-admission” programs. Some, however, will accept students that do not meet their typical admission criteria and have specialized programs to accommodate such learners. We have, therefore, identified the location of such higher education programs in the report.

To identify the postsecondary education costs at public higher education institutions in Pennsylvania, we relied on U.S. Census family median income data by county. We also utilized National Center for Education Statistics data on average tuition costs by type of public higher education institution. We also reviewed academic year costs at community colleges and the state’s other public colleges and universities in rural communities.

To assess the effectiveness of Pennsylvania’s approach to community and technical college development in promoting access to postsecondary education in rural communities, we reviewed the location of existing community colleges and the counties of origin of their students. We reviewed Pennsylvania statutes authorizing community and technical colleges, the consultant studies and criteria they identified for use by the State Board of Education in approving community and technical college formation, and the state’s method for allocation of state revenues. We also analyzed actual operational costs per full-time equivalent student.

We reviewed all states to identify the approaches they have developed to promote access to postsecondary education throughout the state, in particular in rural communities. For selected states, we considered how community and technical college programs are organized, delivered, and financed.

To identify opportunities to enhance open-admission community and technical programs in Pennsylvania’s rural communities, we considered practices in other states. We spoke with community representatives and educators from rural areas, and reviewed results of previous demonstration projects. We also reviewed recommendations offered by others based on problems they anticipated when reviewing Pennsylvania’s community and technical college approach.

Senate Resolution 147 did not direct us to consider matters such as the quality of existing community and technical college program offerings, their current level of state financial support, the relationships between vocational technical and other postsecondary education in the Commonwealth, or private institutions. As such matters are outside of the scope of our study, they have not been a focus of this report.

Our study relied on various sources of data. Different sources may rely on different definitions and may cover different time periods. As a consequence, while data from various sources may differ, they both may be accurate. We have noted the sources of data used in our analysis within the report.

Acknowledgements

LB&FC staff completed this study with consultation and assistance from the Center for Rural Pennsylvania. The Center's staff shared previous work in this area and provided data and analysis for this study.

The Pennsylvania Department of Education and the State Board of Education also assisted our work. They located and shared copies of community college applications and modifications, copies of prior studies commissioned by the State Board, the guidelines and regulations used by the Board when approving the initial colleges, recent applications for community college formation, copies of college annual financial reports and required supplemental submissions, annual reports submitted by community education councils, and regional community college programs. Pennsylvania Department of Education staff also shared information they receive from community colleges for submission to national education databases and provided information on state allocations to community colleges.

We thank the Pennsylvania Commission for Community Colleges for providing information on their services throughout the state, and national information to assist our work. Dr. James J. Links, the President of Bucks County Community Colleges, who has been involved in their development in Pennsylvania since the 1960s, also generously shared his insights. Community college staff also helped clarify information in response to our contacts.

Leaders in Pennsylvania higher education, Community Education Council directors, past and current secondary school officials involved in the development of community college applications and programs for rural counties, and members of the Educational Consortium of the Upper Allegheny also provided valuable insights.

In particular, we thank Diane Bosak, the Executive Director of the Pennsylvania Commission for Community Colleges; Lance Hummer, the Executive Director of the Keystone Community Education Council; and officials from the Allegany Maryland, Bedford and Somerset campuses.

We also thank Dr. Madlyn Hanes, Vice President for Commonwealth Campuses at the Pennsylvania State University and Dr. Michael Dooris from the Pennsylvania State University Office of Planning and Institutional Assessment for the information they provided. Several leaders of the Pennsylvania State System of Higher Education (PASSHE) also generously assisted with our work. In particular,

we thank Dr. Karen Whitney, the President of Clarion University of Pennsylvania, who kindly rearranged her schedule in order to meet with LB&FC staff in Harrisburg, and Karen Ball, Vice Chancellor for External Relations, who helped us negotiate the PASSHE system and obtain information for this report.

We also thank Dr. Richard McDowell, the President Emeritus of the University of Pittsburgh Bradford, and current Chairman of the Board of Trustees of the Educational Consortium of the Upper Allegheny, for helping us to negotiate the University of Pittsburgh system to gain information for the report. Dr. McDowell also generously shared his wisdom and insights from years in the field of higher education and advocacy for students in rural communities.

Important Note

This report was developed by Legislative Budget and Finance Committee staff. The release of this report should not be construed as an indication that the Committee or its individual members necessarily concur with the report's findings and recommendations.

Any questions or comments regarding the contents of this report should be directed to Philip R. Durgin, Executive Director, Legislative Budget and Finance Committee, P.O. Box 8737, Harrisburg, Pennsylvania 17105-8737.

II. Findings

A. Community Colleges Play an Important Role in Meeting Today's Global Economy Workforce Needs and Assuring Regional Economic Development

The role of community colleges in economic development was initially recognized in the 1960s when the Commonwealth authorized the development of community colleges. As noted in the Fields report¹ commissioned by the Pennsylvania State Board of Education in the 1960s:

Economic growth, closely linked to scientific and technological advancements, requires an increasing supply of appropriately educated and trained personnel. Appropriate...to meet the needs of Pennsylvania's changing economy....During the eighteenth and nineteenth centuries the state's economy was based very largely on its abundant natural resources. Employment opportunities in mining, agriculture, and lumbering were plentiful. Gradually, however, these sources of employment declined in importance....As the older industries declined, manufacturing, trade, and services increased in importance.²

Fields went on to note:

Diversification of the economic base has been suggested as one important possibility leading to economic growth. The attraction of new industries and the expansion of old ones call for technical and managerial skills and knowledge. Recent studies of the problem suggest that since industrial development programs are not likely to meet the total needs of the state and the affected communities, the training and retraining of both new and older workers should be encouraged. Moreover, new firms locate in communities that are attractive to meet the needs of both prospective employers and employees. Thus available services are an important consideration—and among these services the provision of various kinds and levels of education is a major one.³

When community colleges were rapidly developing nationally around the mid-1970s, less than 30 percent of the jobs required formal training beyond a high

¹ Ralph R. Fields and Associates, *Community College in Pennsylvania: A Report to the State Board of Education*, 1965.

² Fields, pp. 26-27.

³ Fields, p. 30.

school education. By 2018, nearly two-thirds of all jobs will require some form of postsecondary education training for the United States to be more highly productive and remain competitive in the global economy.⁴

Increased postsecondary education and training are required for the United States and each of the 50 states to remain competitive in the current global economy. Over the last century, the United States' economic growth was linked to changes in technology, first, with the introduction of assembly line machines in the manufacturing age, and more recently, with computers and technology, which have revolutionized the skills needed in the workforce. With increased global competition, remaining economically competitive requires an ever-growing workforce able to integrate new technology into their work routines.

Such workforce needs have been noted by employers and others. In 2009, for example, a Business Roundtable project found that 65 percent of employers surveyed said they require an associate's degree or higher for most positions. Half of such employers indicated there is a serious gap between their needs and their employees' skills and that productivity within their companies is slipping. Such employers also anticipate their greatest need will be for workers with more technical skills, advanced degrees or certifications, and better qualifications.

Similarly, in 2007, the Pennsylvania Department of Community and Economic Development Team PA Business Calling Card Programs found that 82 percent of Pennsylvania businesses it surveyed had difficulty recruiting and hiring workers with the required skills for available job openings. Even the manufacturing sector, which had seen a decline in jobs in prior years, reported difficulty in recruiting workers for the jobs that require higher levels of technical expertise.

"Whether it comes as a certificate, an associate's degree, or a bachelor's degree, the majority of individuals—from recent high school graduates to older adults—will need a postsecondary credential for economic viability,"⁵ according to the National Governor's Association. Currently, 49 percent of Pennsylvanians 25 and older have at least some training beyond a high school or GED degree. As shown in Table 1, however, the anticipated productivity skill gap is much greater for Pennsylvania's rural counties.

⁴ Georgetown University Center on Education and the Workforce.

⁵ National Governors' Association, *Complete to Compete*, 2011.

Table 1

**Educational Attainment Age 25 and Older in Pennsylvania in
Rural and Non-rural Counties**

	<u>Statewide</u>	<u>Rural Counties</u>	<u>Non-rural Counties</u>
Percent With at Least Some Training Beyond High School.....	48.8%	36.8%	50.0%

Source: Developed by LB&FC staff from U.S. Census Bureau, 2005-2009 American Community Survey data.

Role for Community Colleges

Community colleges, as well as other higher education institutions, have an important role to play in meeting the demand for increased workforce skills and productivity. Their mission is to serve the community through open-admissions and low tuition. By statute, they are designed to serve a population base that is broad. In particular, they serve traditional and non-traditional students, those with certain remedial needs, students planning to transfer to four-year institutions, and those returning to school for more training.

In 2009-10, over half of the students enrolled in Pennsylvania community college credit programs were enrolled in career programs, with the remainder enrolled in college transfer programs. More than half were part-time students (56.5 percent versus 43.5 percent full-time), and over 40 percent were age 25 and over, according to the Pennsylvania Commission for Community Colleges.

B. Postsecondary Education Costs Have Increased More Rapidly Than Household Income; Though, Public Community Colleges Are More Affordable Than Other Postsecondary Higher Education Options

Postsecondary education is important for increased workforce productivity and economic growth. It is also essential for increased economic opportunity for citizens of the Commonwealth.

As shown in Exhibit 1, in Pennsylvania and nationwide, family income rises as educational attainment increases. Working age adults with some college and no degree have median incomes about 25 percent higher than those with only a high school diploma. For Pennsylvania's working age adults with an associate degree, their median income is about 50 percent higher, for those with a bachelor's degree about 100 percent higher, and for those with a post bachelor's degree almost 200 percent higher. Access to postsecondary education and the accompanying economic opportunity, however, are not always readily available.

Postsecondary Education Opportunities: Pennsylvania and Other States

Pennsylvania's grade for postsecondary education opportunities is "only fair," according to the *2008 National Report on Higher Education* prepared by the National Center for Public Policy and Higher Education.¹ Pennsylvania's grade is "only fair" because:

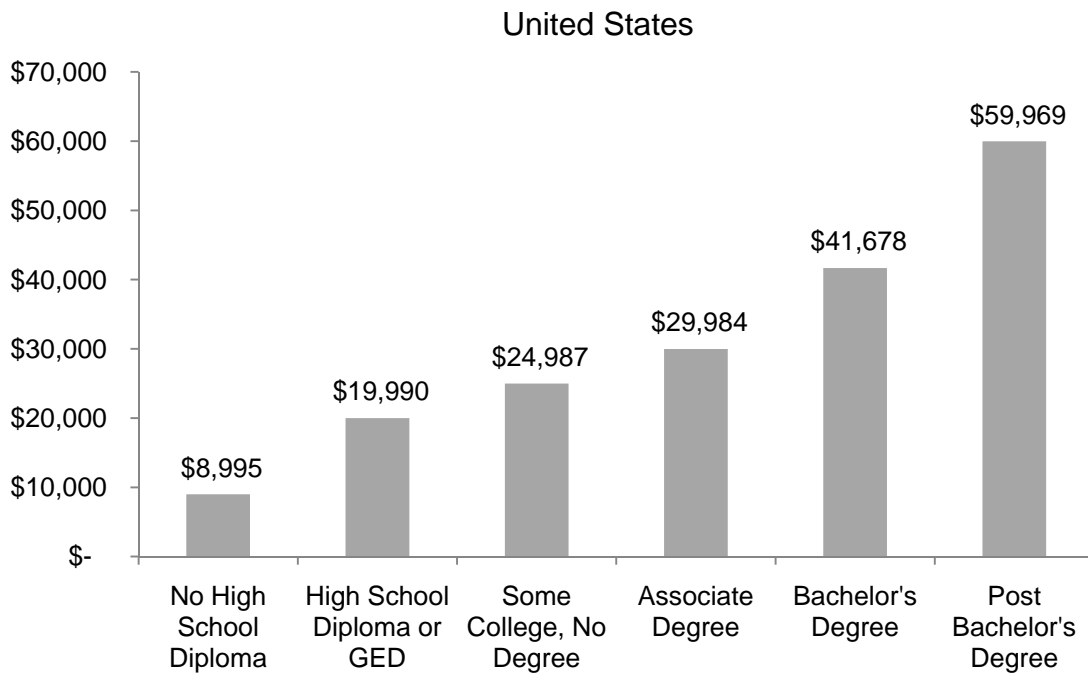
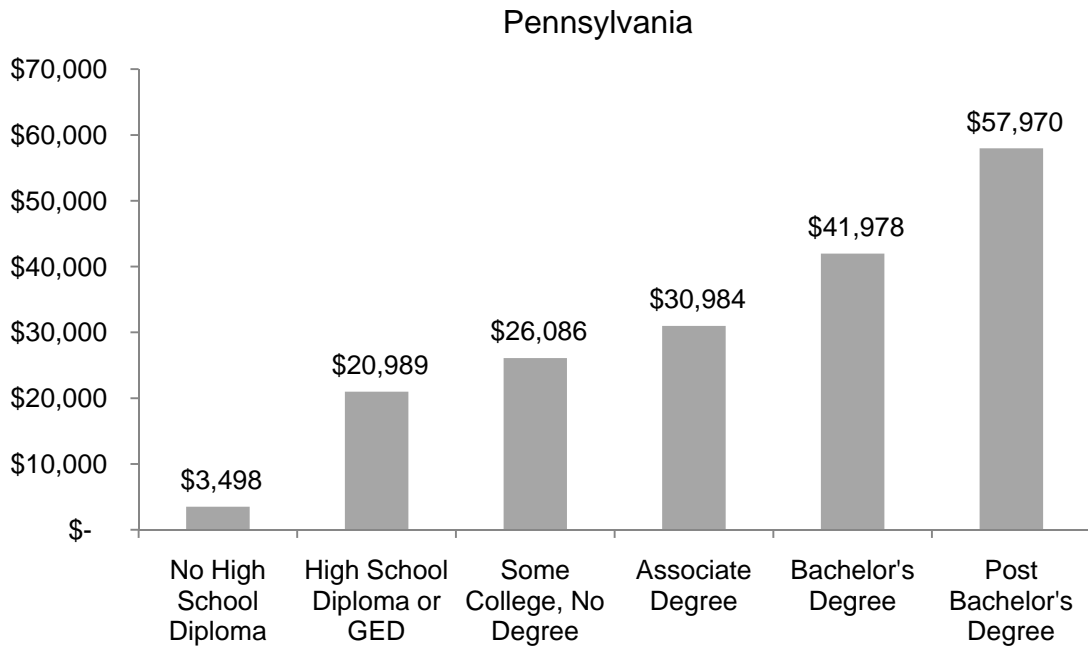
- A young Pennsylvania adult's chance for college by age 19 is 49 percent compared with 57 percent for the top states.²
- Thirty-eight percent of Pennsylvania's young adults enroll in college compared with 44 percent for the top states, and
- Only 3.8 percent of Pennsylvania's working age adults (25-49 year olds) without a bachelor's degree or higher are enrolled in any type of postsecondary education compared with 8.9 percent for the top states, and 5.8 percent for Pennsylvania in the early 1990s.

¹ The National Center for Public Policy and Higher Education is an independent, nonprofit, nonpartisan organization that is not affiliated with any institution of higher education or government agency. It conducts research and analysis of policy issues facing the states and the nation with a particular focus on higher education. The Lumina Foundation and the Bill and Melinda Gates Foundation sponsored the *Measuring Up 2008* report card for states and the nation.

² States with top grades on this measure include Arizona, Iowa, Minnesota, Nebraska, and South Dakota.

Exhibit 1

**Pennsylvania and U.S. Median Earnings for Persons 25 - 64
by Education Attainment, 2009**



Source: Developed by LB&FC staff from U.S. Census Bureau's 2009 American Community Survey PUMS (Public Use Microdata) file.

Postsecondary Education Cost: Pennsylvania and Other States

In part, Pennsylvania's "fair" grade on postsecondary educational opportunity may be due to the high costs of postsecondary education relative to Pennsylvania family income. Between 1999 and 2009, median family income in Pennsylvania increased by approximately 5 percent in constant dollars, at the same time public two-year college tuition increased by more than 20 percent, and four-year public college and university tuition increased by more than 40 percent.³ As shown in Table 2, moreover, statewide postsecondary education is least affordable to those with the least income.

Table 2

Pennsylvania Public Postsecondary Education Affordability and Family Median Income					
<u>Income Group</u>	<u>Median Family Income</u>	<u>Community Colleges</u>		<u>Public 4-Year Colleges/Universities</u>	
		<u>Net College Cost^a</u>	<u>Percent of Income Needed to Pay Net College Cost</u>	<u>Net College Cost</u>	<u>Percent of Income Needed to Pay Net College Cost</u>
40% of the population with the lowest income	\$ 18,313	\$ 8,138	44%	\$11,208	61%
20% of the population with the highest income....	119,435	10,279	9	15,533	13

^a Net college cost equals, tuition, room, and board, minus financial aid.

Source: *Measuring Up 2008*, Pennsylvania 2008.

In recent years, the problem of postsecondary education affordability has only increased. In 2000, the percent of income needed in Pennsylvania to pay for college expenses minus financial aid was 23 percent at community colleges. By 2008, it had increased to 29 percent (compared to 13 percent in top states).⁴ At four-year public colleges and universities, the percent of income needed increased from 29 percent to 41 percent (compared to 10 percent in top states).

Pennsylvania does, however, receive good marks for its investment in need-based financial aid compared to federal investment. Nonetheless, the percent of family income required to pay for college, even with financial aid, is large compared

³ The National Center for Public Policy and Higher Education, "Affordability and Transfer: Critical to Increasing Baccalaureate Degree Completion," *Policy Alert*, June 2011.

⁴ California, Illinois, New Jersey, North Carolina, and Washington, are the five top states on the affordability measure in 2008.

to other states, according to *Measuring Up 2008*. In 2007, Pennsylvania undergraduates borrowed on average about \$4,500 to finance their education compared with about \$3,000 in 2000, and \$2,600 for the top states.

The Pennsylvania State Board of Education has also identified similar concerns about postsecondary education affordability. In November 2008, it released *The Cost of Higher Education in Pennsylvania* and reported that Pennsylvania has a larger number of students enrolled in higher education than most states in the nation, and has one of the largest need-based grant aid programs in the country. The Pennsylvania Higher Education Assistance Agency (PHEAA) annually distributes over \$450 million in grant aid to Pennsylvania college students. The Board's report noted, however, that Pennsylvania's college and university students graduating in 2007 had about \$24,000 in average student loan debt, compared to about \$20,000 nationally. More Pennsylvania graduates, moreover, were graduating with debt than graduates nationally—71 percent compared to 59 percent.

The State Board's report considered community college debt load for Pennsylvania and several comparison states,⁵ and found it exceeded that of most of the comparison states—\$7,020 compared to an average of \$6,101. A higher percentage of Pennsylvania community college students, moreover, incurred debt than the average for the comparison states—33 percent compared to 26 percent.

Public Community Colleges Are More Affordable

Relative to other public and private colleges and universities, Pennsylvania's public community colleges are a more affordable postsecondary education option. In 1963-64, when community colleges first started to develop in Pennsylvania, the average student tuition charge was:

- \$525 at the Pennsylvania State University and its Commonwealth Campuses,
- \$300 to \$400+ at state-owned colleges (now the Pennsylvania State System of Higher Education or PASSHE), and
- \$1,109 at non-state-aided institutions.⁶

Since then costs have increased markedly.

As can be seen from Tables 3 and 4, the academic year costs for a community college student from the college sponsor's area (i.e., "in-district" or "in-sponsor" student) at the college with the highest cost in fall 2011 (i.e., PA Highlands) is from about one-quarter to one-third of the cost at the Pennsylvania State University or the University of Pittsburgh, and approximately half the cost at a PASSHE university.

⁵ California, Delaware, Michigan, New Jersey, New York, North Dakota, Vermont, Washington, and Wisconsin.

⁶ Fields and Associates, p. 44.

For community college students from areas that have not sponsored a college, (i.e., “out-of-district” or “PA out-of-sponsor” student) the academic year cost at the college with the highest cost for non-sponsor PA residents (i.e., Philadelphia) is 50 to 60 percent of the cost at the Pennsylvania State University and the University of Pittsburgh, and roughly 75 percent of the cost at a PASSHE institution.

Tables 3, 4, and 5 also show that there is variation in both credit and academic year costs across institution campuses and across the community colleges. Finding E provides additional information on community college student costs.

Table 3

Fall 2011 Undergraduate Tuition and Mandatory Fee Costs at Pennsylvania Public Colleges and Universities for Pennsylvania Residents		
<u>College/University</u>	<u>Academic Year Tuition and Fees</u>	<u>Per Credit Tuition and Fees</u>
Penn State—University Park ^a	\$15,554 (Associate: Freshman and Sophomore)	\$665
Penn State—Altoona, Berks, Erie, and Harrisburg ^a	\$13,206 (Associate: Freshman and Sophomore)	\$567
Penn State—Abington, Beaver, Brandywine, Dubois, Fayette, Greater Allegheny, Hazleton, Lehigh Valley, Mont Alto, New Kensington, Schuylkill, Shenango, Wilkes-Barre, Worthington Scranton, and York ^a	\$12,618 - \$12,672 (Associate: Freshman and Sophomore)	\$530
Penn State—Pennsylvania College of Technology.....	\$13,590	\$453 - \$489 ^b
Pennsylvania State System of Higher Education ^c	\$8,804	\$349
University of Pittsburgh—Pittsburgh ^d	\$16,132	\$689.50 ^e
University of Pittsburgh—Johnstown ^d	\$12,528	\$517 ^e
University of Pittsburgh—Greensburg	\$12,626	\$531.50 ^e
University of Pittsburgh—Titusville ^d	\$10,338	\$464.50 ^e
University of Pittsburgh—Bradford ^d	\$12,496	\$521.50 ^e

^a Higher rates apply for Upper Division Juniors and Seniors and Juniors and Seniors in Business, Science, IST, Engineering, and Nursing.

^b \$489 includes the \$36 per lab hour credit.

^c Academic year and credit costs may vary across institutions due to differences in student fees. The tuition and fees shown are for California University of Pennsylvania. PASSHE's 2011-12 tuition only rate for undergraduate PA residents is \$6,240.

^d Higher tuition and fees (for the academic year and on a per credit basis) apply for the College of Business Administration, School of Engineering, School of Information Science, School of Dental Medicine, School of Nursing and School of Health and Rehabilitation Sciences at the Pittsburgh campus and related programs at branch campuses.

^e Apportions semester fees for part-time students based on four credits per term.

Source: Developed by LB&FC staff from institutional websites accessed August 2011.

Table 4

PA Community College Academic Year Tuition and Mandatory Fees*
(Fall 2011)

<u>Community College</u>	<u>In-Sponsor Resident</u>	<u>PA Out-of-Sponsor Resident</u>
Allegheny	\$2,443	\$4,693
Beaver.....	3,498	6,828
Bucks	3,722	6,626
Butler.....	2,640	4,752
Delaware	3,312	5,928
Harrisburg Area.....	3,108	5,064
Lehigh Carbon	3,240	6,240
Luzerne	3,150	6,000
Montgomery	3,000	5,712
Northampton	2,736	6,000
PA Highlands	4,160	7,300
Philadelphia	4,080	7,632
Reading.....	4,110	6,900
Westmoreland...	2,808	5,208

*Assumes a 24-credit academic year unless the college reports a full-time flat rate per semester.

Source: Developed by LB&FC staff from college websites accessed August 2011.

Table 5

PA Community College Per-Credit Tuition and Mandatory Fees* (Fall 2011)				
<u>Community College</u>	<u>In-Sponsor Resident</u>	<u>Other PA</u>	<u>PA Out-of-Sponsor Resident</u>	<u>Out-of-State</u>
Allegheny ^a	\$101.79	\$162.04 ^b	\$195.54 ^c	\$282.79
Beaver	122.00		237.00	352.00
Bucks.....	155.08	155.08 ^d	276.08	397.08
Butler	110.00		198.00	286.00
Delaware	138.00		247.00	356.00
Harrisburg Area	129.50		211.00	307.50
Lehigh Carbon.....	108.00		208.00	308.00
Luzerne	105.00	116.00 ^e	200.00	294.00
Montgomery	125.00		238.00	351.00
Northampton	114.00	190.00 ^f	250.00	371.00
PA Highlands	137.00	217.00 ^g	241.00	337.00
Philadelphia.....	170.00		318.00	466.00
Reading	137.00		230.00	321.00
Westmoreland	97.00		177.00	257.00

*Additional fees and charges may apply for certain programs and courses.

^a Allegheny County Community College is planning to increase its tuition and fees for the spring semester.

^b PA resident from a county without a community college.

^c PA resident outside Allegheny County with a community college.

^d PA residents of counties not sponsored by a community college. Subject to change, the following counties are currently eligible for this rate: Bedford, Bradford, Cameron, Elk, Fulton, Huntingdon, Juniata, Lycoming, McKean, Mifflin, Potter, Snyder, Sullivan, Tioga, and Union. Also applies to Online Learning classes.

^e Out of county residents at off-campus sites.

^f Monroe County residents.

^g Regional - residents of Blair, Bedford, Fulton, Huntingdon, and Somerset Counties.

Source: Developed by LB&FC staff from community college websites accessed August 2011.

C. Pennsylvania Currently Has 14 Local Independent Public Community Colleges

To understand why Pennsylvania is one of the few major states without public community colleges strategically placed throughout the state to provide comprehensive coverage, as discussed in Finding E, it is important to understand some of the state's community college history. It is also important to understand the specific criteria for community college approval that were developed by the State Board of Education in the 1960s. The 1971 Master Plan approved by the State Board of Education in 1971 anticipated 28 public community colleges by 1980. As of 2011, Pennsylvania had only half that number.

The Community College Act of 1963¹ provided for the creation, establishment, and operation of public community colleges in Pennsylvania. The act assigned responsibility for implementation to the State Board of Education and the Pennsylvania Department of Education (then the Pennsylvania Department of Public Instruction). In response, they promptly hired a consultant from Michigan² to assist with the development of guidelines, standards, and regulations for Pennsylvania public community colleges. According to regulations adopted by the State Board on April 15, 1965:

The Standards, Rules, and Regulation for Public Community Colleges in Pennsylvania, and, together with Act 484 and *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*, shall regulate the approval, establishment, operation and maintenance of public community colleges in Pennsylvania.³

Public Community Colleges' Distinguishing Characteristics

Act 1963-484 defined a community college as:

A public college or technical institute which is established and operated in accordance with the provisions of this act by a local sponsor,

¹ Act 1963-484 was amended on several occasions soon after enactment. It was amended almost immediately (Act 1965-322) after the Court of Common Pleas of Montgomery County (*Peters v. Parkhouse*, 36 Pa. D. & C. 2d 527) determined that certain statutory powers delegated to the community college board of trustees were unconstitutional. The section of the 1963 statute giving the community college board of trustees an unlimited power to incur debt binding on the college local sponsors, indirectly delegated the power to tax to the board, which the General Assembly is not authorized to delegate to "any special commission, private corporation or association" (Article III, Section 20, renumbered Article III, Section 31 of the 1967 Pennsylvania Constitution). Later, Act 1985-31 provided that sections 2 through 14 of Act 484 be repealed and contained in Article XIX-A of the Public School Code of 1949 (24 P.S. §19-1901-A *et seq.*)

² Professor Norman Harris from the University of Michigan.

³ *Standards, Rules, and Regulations for Community Colleges in Pennsylvania*, Commonwealth of Pennsylvania, Department of Public Instruction, adopted April 15, 1965.

which provides a two-year, postsecondary, college-parallel, terminal-general, terminal-technical, out-of-school youth or adult education program, or any combination of these. The community college may also provide area vocational-technical education services and credit, non-remedial college courses to secondary senior high school students.^{4, 5}

The Department's initial *Guidelines for the Establishment of Public Community Colleges in Pennsylvania* further explained the statute's definition and public community colleges' broad and distinctive mission.

The community college in Pennsylvania is a public institution of higher education, offering instruction beyond the high school but of less than baccalaureate grade in programs of two years or less duration. Generally, the programs are of collegiate level and will qualify for accreditation by appropriate accrediting agencies, but other types of educational programs shall also be provided as the needs of the local community college require. The college shall offer both college-parallel programs and applied education programs—liberal arts and sciences, and applied arts and sciences. The applied programs may include semi-professional business studies and technology and vocational education for the skilled trades. And, specialized programs in adult education, community services, and developmental training may be provided. It may offer all or any combination of the above programs, but the intent of the law and the intent of the State Board of Education is that these institutions shall be widely comprehensive, providing for all of the education requirements of the youth and adults of the community.⁶

In Pennsylvania, public community colleges are “open-access” higher education institutions. While not defined in statute, the *Guidelines* explain “open access” requirements for Pennsylvania public community college. According to the *Guidelines*:

Act 484 is clear in its intent that the community colleges established in Pennsylvania shall offer instruction beyond the high school to as many youth and adults of the Commonwealth as possible. Implied in the act

⁴ 24 P.S. §19-1901-A(4).

⁵ In the same year that it created public community colleges, the Pennsylvania General Assembly by Act 463 authorized the establishment of area vocational schools. The State Board in its *Guidelines* noted its concern over the possibility of “unnecessary educational duplication.” Within that context, the Board’s *Guidelines* set forth its understanding of community college “occupational education.” “Occupational education” is the “provision of organized curricula in the applied arts and sciences, of two years duration, which lead to competence in semi-professional, technical, business, health, and other skilled occupations....These programs usually lead to the associate degree and require high school graduation as a basic prerequisite for entry.” The Board’s *Guidelines* go on to note “such curricula typically contain, in addition to courses in the technical specialty, courses in supporting disciplines such as science, mathematics, and general education encompassing work in English, the social sciences, and the humanities.” (p. 23)

⁶ *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*, Commonwealth of Pennsylvania, Department of Education, 1965. p. 5.

is the concept that community colleges shall serve youth of all levels of academic ability. Community colleges shall, therefore, extend an opportunity for higher education not only to those students who can satisfy the academic and financial requirements of existing higher education institutions, but also to many who cannot satisfy these requirements.....Such a policy, although it may imply easy admission to the college, [all underscores in the original] does not in any way suggest easy admission to a given curriculum. Controlled program placement within the context of an “open-door” philosophy is the key to a successful community college admission policy. Based on high school grades, aptitude testing, and careful counseling, admission to a specific curriculum would depend upon reasonable evidence of success in that curriculum. The concept of quality within diversity must permeate the entire program of instruction, guidance and admissions.⁷

Requirements for Establishing a Public Community College

Act 484 outlined a process and set forth general requirements for establishing a public community college. Exhibit 2 provides the requirements for such establishment based on the current statute.

In addition to the statute, the *Guidelines*, under which most of the current public community colleges were approved, also set forth specific criteria local groups seeking State Board’s approval for a public community college would need to meet. The *Guidelines* specified that:

- Potential community colleges have a full-time equivalent enrollment⁸ after two years of 500 students, and ideally 1,500 for efficient operation.
- Commuting distance one way for the majority of students should be under 30 miles and in sparsely populated regions perhaps 50 miles for some students; however, highway and traffic conditions and topography and weather conditions should be considered.
- One way travel time for the majority of students should be under 45 minutes.
- Local sponsors responsible for proposing a tax levy (i.e., up to 5 mills, except in school districts, cities, and counties of the first class where the maximum was 1 mill) need to demonstrate that the proposed levy would result in revenue equivalent to \$233 (one-third

⁷ *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*, p. 29-30.

⁸ Full-time equivalent student counts differ from student head counts. Such counts differ as all students that enroll in a community college program are not full-time students and do not complete the minimum number of credit hours required for full-time equivalency. The reader should note that both full-time equivalent student and student head count data are referenced in this report.

Exhibit 2

Establishment of a Community College in Pennsylvania: Legal Requirements

Legal Citation	Summary of Legal Requirements for Proposed Community College Plan
24 P.S. §19-1902-A(d)	Local sponsor has a population of a sufficient number to assure a sustained minimum enrollment.
24 P.S. §19-1902-A(d)	Local sponsor has sufficient wealth to financially support such college.
24 P.S. §19-1902-A(d)	Local sponsor is not adequately served by established institutions of higher learning.
24 P.S. §19-1902-A(d)	Plan must include an estimate of operating costs for: <ul style="list-style-type: none"> • administration, • instruction, • operation and maintenance, and • such other accounts as the State Board may determine.
24 P.S. §19-1902-A(d)	Plan must include an estimate of any proposed capital improvements for the next 10 years.
24 P.S. §19-1903-A(a)	Plan shall be submitted by local sponsor in form required by State Board.
24 P.S. §19-1903-A(a)	Plan shall designate name of community college.
24 P.S. §19-1903-A(a)	If two or more members of local sponsor, plan shall include provisions allocating financial responsibility for the community college among the members of the local sponsor.
24 P.S. §19-1903-A(b)	Plan shall first be approved by the governing body of each member of the local sponsor and shall be submitted by them jointly in all counties.
24 P.S. §19-1913-A(a)	The plan submitted by the local sponsor shall set forth a financial program for the operation of the community college.
24 P.S. §19-1913-A(a)	The plan shall provide that the local sponsor shall appropriate or provide to the community college an amount at least equal to the community college's annual operating cost less student tuition and the Commonwealth's payment.
24 P.S. §19-1913-A(a)	The plan shall also provide that ½ of annual capital expenses shall be appropriated or provided by the local sponsor to the community college.
24 P.S. §19-1913-A(a)	The local sponsor's appropriation for annual operating costs and annual capital expenses may in part be represented by real or personal property or services made available to the community college.
24 P.S. §19-1913-A(a)	The plan shall indicate whether the appropriation shall come from general revenues, loan funds, special tax levy or from other sources, including student tuitions.

Additional Issues for consideration:

- State Board must consider the needs of areas adjacent to the areas to be served by the community college and of the Commonwealth with respect to higher education and the State Board's long range plans for higher education. 24 P.S. §19-1902-A(c)
- State Board must confer and obtain approval from Governor's office regarding the number of community colleges. 24 P.S. §19-1902-A(e).

Source: Pennsylvania Department of Education.

of the anticipated unit cost of \$700 per full time equivalent student)—amounts equivalent to \$1,727 and \$5,182 in 2011 dollars.

With respect to the local revenue requirements, the *Guidelines* specifically state:

A proposed district in which the levying of these maximum authorized amounts would not result in revenue equivalent to \$233...per full-time equivalent student per year, shall be judged unable to finance a community college. If other factors indicate the feasibility of a college in such an area, the local sponsors should take steps to include an area with a larger tax base.^{9, 10}

State Plan for Pennsylvania Public Community Colleges

By 1965, the State Board of Education had approved only six public community colleges (Bucks, Butler, Harrisburg, Montgomery, Philadelphia, and Williamsport), and only one (Harrisburg) was in operation. At the same time, the General Assembly authorized the State Board to develop a state plan for community colleges. To assist in the development of the state community college plan, the Board engaged a prominent national consultant, Ralph R. Fields and Associates,¹¹ in part, to:

- Make recommendation on the relationship between proposed community colleges and existing institutions of higher education.
- Obtain information necessary to determine those areas where the need for and feasibility of establishment of comprehensive community colleges is most urgent and practical.¹²

Relationship to Existing Institutions: Fields gathered and analyzed detailed information on high school student populations, existing higher education programs, and county property values. Fields noted that Pennsylvania had many

⁹ *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*, p. 41.

¹⁰ In August 2008, the Department of Education revised the *Guidelines for the Establishment of Public Community Colleges in Pennsylvania*. The revised guidelines do not contain the specificity of the original; however, the minimum 33 percent local share requirement continued to be utilized by the Department and the Board prior to its 2008 issuance. In July 2007, for example, a proposed plan for a Tuscarora Regional Community College was formally submitted to the State Board of Education. The proposed plan was never officially acted on by the Board. It was, however, discussed at several Board meetings (November 14, 2007, September 19, 2007, January 16, 2008, March 19, 2008, May 21, 2008, and June 25, 2008). Much of the discussion centers on local sponsor financial share. The May 21, 2008, Board meeting minutes note that the local sponsor representative who had been working with the Department of Education indicated the “plan was struggling with finding sponsors and would pursue in-kind contributions to reach the 33% level.”

¹¹ Ralph R. Fields was the Associate Dean at Teachers College Columbia University in New York and the author of *The Community College Movement* (McGraw-Hill, 1962). He came to Teachers College from the California State Department of Education.

¹² Fields was also to suggest plans and policies for the coordination and inter-relationship of community college technical institutes and area vocational technical schools. The State Board had also commissioned a separate survey of vocational-technical education by another national consultant.

private colleges; however, the need for public community colleges would not be diminished by the expansion of private institutions, which was occurring at the time.

State-Owned Colleges: With respect to the state-owned colleges (which at the time emphasized preparation of teachers and are now the Pennsylvania State System of Higher Education), Fields noted that they are:

...Scattered throughout the State, they are able to provide geographically accessible undergraduate arts and sciences opportunities to a substantial and probably increasing proportion of Pennsylvania's youth. Consequently, in assessing any area of the State in order to determine its potential need for a community college, the existence or non-existence of a state college in the area will be a matter of importance.

Fields went on to note:

A few sparsely settled areas served by state colleges do present a problem. The state college offers relatively economical lower division arts and sciences opportunities to academically qualified students. A community college would also offer this opportunity, and, in harmony with the typical community college policies...would offer in addition general education, semi-professional preparation, and development programs to students who would not be eligible for admission...to the state college. But in a few areas of the State the total number of individual youths seeking college opportunities is not sufficient to justify two collegiate institutions, particularly where one of them serves only commuting students. [Act 484 prohibited state support for dormitories at public community colleges.] The state college is established and will continue to function.

To address this problem in view of the location of the state-owned colleges, Fields identified several possibilities for exploration:

1. A community college division administered by the state college and functioning in most respects as a community college.
2. A community college planned to serve a larger geographic area than the typical commuting area, with some provisions established for residential students.
3. Off-campus centers operated by the state colleges.¹³

¹³ Fields and Associates, *Community Colleges in Pennsylvania, A Report to the State Board of Education*, June 30, 1965, pp. 47-50.

Commonwealth Campuses: Fields also considered the relationship between community colleges and the Pennsylvania State University, and in particular, its “off-campus extension centers.” Some of the solutions he proposed in this area were at the time (and probably now) controversial in view of Pennsylvania State University’s plans to double enrollment at its designated Commonwealth Campuses between 1964 and 1970.

From Fields’ perspective, the Pennsylvania State University should focus on assuming a more specialized role as a major research university rather than expanding its four-year college offerings. Fields, moreover, was also concerned that 11 of the 14 Commonwealth Campuses at the time had enrollments less than the minimum number of full-time students considered necessary for satisfactory operation (i.e., 500).

Fields identified three alternatives to address the overlap between the Commonwealth Campuses and the potential community colleges.

(1) *[For community college areas/regions that] appear to be well served by the present facilities for higher education, and these facilities appear to be sufficient for some time to come....*the continuance of the extension centers appears to be the reasonable policy and no community college would be needed, at least in the near future. The problem of cost to students needs to be carefully considered, however....In time, the demands for broader opportunities may force a reappraisal of higher educational facilities in these areas.

(2) *The area is only partially served by the present facilities, and the facts regarding potential enrollment might seem to justify both the off-campus center and a community college....*In this case, the off-campus center might offer the usual transfer curricula in arts and sciences for those who are qualified...and able to afford it financially....The community college in these areas will in the long run be responsible for developing programs to fulfill the full gamut of community college purposes, [meeting unmet needs of the community and not duplicating] any semi-professional career programs offered by the off-campus center....

(3) *The area appears to be inadequately served and the facts regarding potential enrollment would seem to justify only one public collegiate institution, not two.* In this situation the community college, because of its broader purposes, its potentially more comprehensive program, and its lower costs to students, may well be judged the better institution for long-range community planning.¹⁴

¹⁴ Fields, pp. 54-58.

Feasibility: Based on analysis of detailed county data, Fields recognized that it would be difficult (if not impossible) for many counties to meet the State Board's criteria to establish a public community college.

- More than two-thirds of the counties would be unable to anticipate a 500 full-time equivalent student enrollment. Only 22, mostly urban and suburban counties (Allegheny, Beaver, Berks, Blair, Bucks, Cambria, Chester, Cumberland, Dauphin, Delaware, Erie, Fayette, Lackawanna, Lancaster, Lehigh, Luzerne, Montgomery, Northampton, Philadelphia, Washington, Westmoreland, and York) would clearly be able to anticipate such enrollment.
- More than one-quarter of Pennsylvania counties, moreover, would not be able to generate the local funds required to finance the community college budget based on the value of their property. The 18 counties (Adams, Bedford, Bradford, Clarion, Clinton, Elk, Forest, Huntingdon, Mifflin, Northumberland, Perry, Snyder, Somerset, Sullivan, Susquehanna, Tioga, Westmoreland, and Wyoming), which, at the time, were unable to generate the necessary revenue to support a community college, today are, for the most part, rural counties.

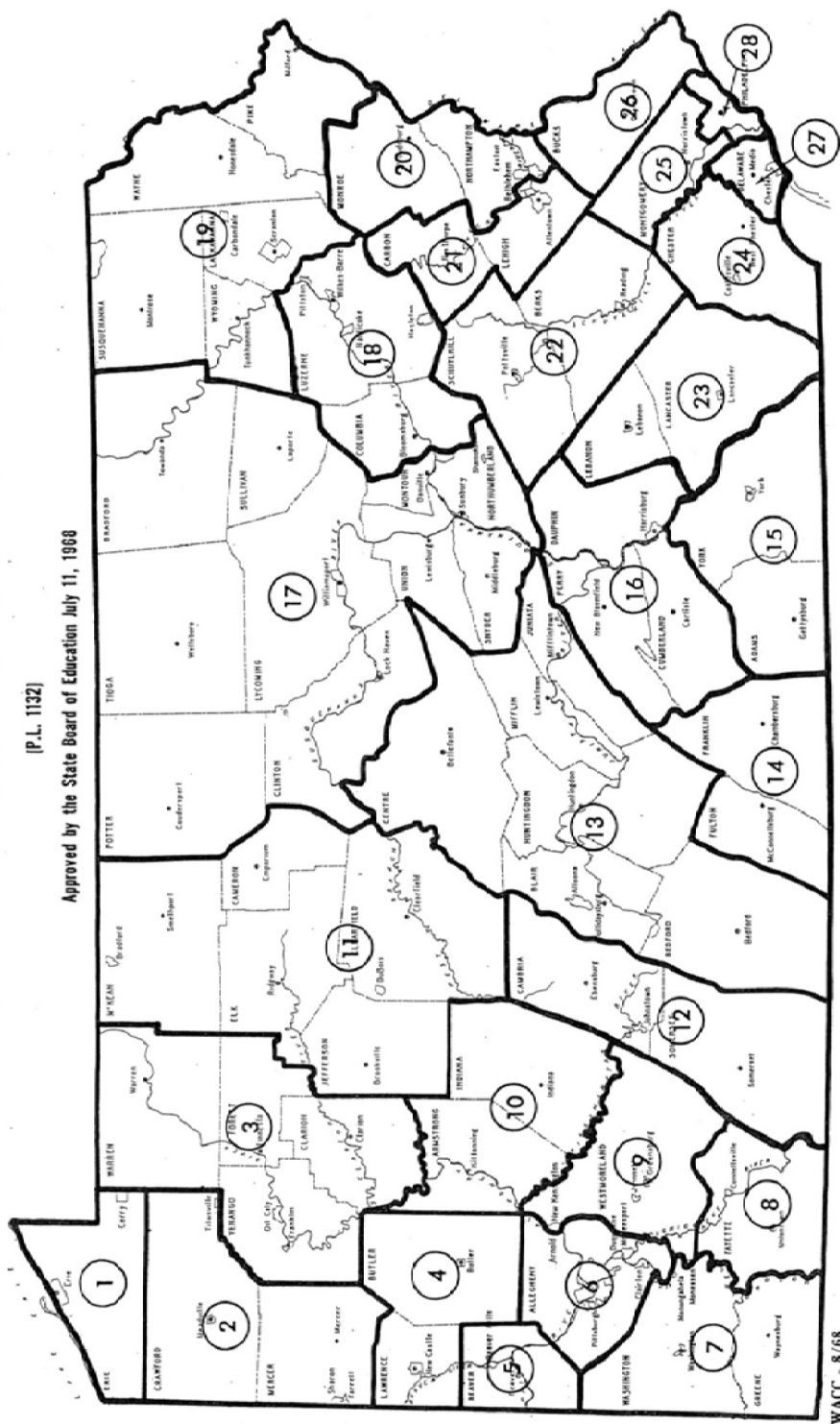
As most counties did not have an ability to meet the required student population and have a property base able to support a public community college, Fields recommended that public community colleges be developed on a regional or district basis to provide statewide coverage.

The State Board of Education did not adopt Fields' proposed districts, but in 1968, as part of its *Proposed Community College Service Area Boundary Plan* for the Commonwealth, it adopted the service area proposal shown in Exhibit 3. The *Proposed Community College Service Area Boundary Plan* recognized some of the problems previously identified by Fields, especially in certain rural counties. For example, to establish a community college:

- In Warren, Venango, Forest, and Clarion Counties, the Venango branch of Clarion State College and the then Warren branch of Edinboro State College would need to "constitute a starting point for the community college," and would need to offer dormitories necessary to serve such a large geographic area.
- In Armstrong and Indiana Counties, the Indiana University Armstrong Campus would need to be converted to establish a community college to serve these counties.
- In Fayette County, the Penn State Campus there would need to be converted into a community college.
- In McKean, Elk, Cameron, Jefferson, and Clearfield, the Penn State DuBois Campus would need to be converted into a community college with a

COMMONWEALTH OF PENNSYLVANIA
COMMUNITY COLLEGE - TECHNICAL INSTITUTE
SERVICE AREA
BOUNDARY MAP

(P.L. 1132)
Approved by the State Board of Education July 11, 1968



WACC - 8/68

The General Assembly in 1963 called upon the new State Board of Education to develop a Master Plan for Higher Education and to develop a system of community colleges - technical institutes as provided in P.L. 1132. By 1968, the State Board had approved 12 community colleges whose service area boundaries encompass approximately 64 per cent of the general population of the Commonwealth. These existing institutions enrolled more than 21,000 students in the spring of 1968.

Many of the areas not now covered by community college service area boundaries cannot expect to create and establish such an institution alone with their own resources nor to develop a comprehensive institution for the small population encompassed. Hence it will be necessary for multi-county units to be considered when service areas are defined.

The State Board of Education therefore has developed a community college service area boundary plan to assist communities in defining the geographic, population, and assessed market valuation tax base which would seem most appropriate for the development, operation, and maintenance of a comprehensive community college.

The State Board will view this boundary plan as a guiding instrument when considering proposed community college plans submitted by local sponsors. This plan may be modified or adjusted whenever circumstances or conditions justify. However, it is felt the early implementation and development of community colleges in each of the 28 areas will provide the most economical and comprehensive post-secondary educational opportunity possible for Pennsylvania. Implementation of this plan would insure the development of the two-year segment of the Pennsylvania Master Plan for Higher Education.

satellite campus at Punxsutawney and dormitories at both institutions for students who could not commute.

- In Bedford, Blair, Centre, Huntingdon, Mifflin, and Juniata, the Penn State Campus at Altoona was identified as a community college location with dormitories, with a possible satellite campus in Lewistown.
- In Potter, Clinton, Tioga, Lycoming, Bradford, Sullivan, Union, Northumberland, Snyder, and Montour, dormitories were advised for the community college in Lycoming County along with the need for satellite campuses in Towanda and Sunbury.

In 1971, the State Board of Education *Master Plan for Higher Education* in Pennsylvania adopted the Service Area Boundary Plan Map (Exhibit 3). The 1971 *Master Plan for Higher Education's* Community College Growth Plan anticipated community college availability throughout the state in all 28 community college services areas by 1980.¹⁵

The 14 Independent Local Public Community Colleges in Pennsylvania

Since 1963, the Pennsylvania Board of Education has approved establishing 16 community colleges throughout the Commonwealth. Two of those schools, however, are no longer community colleges.^{16, 17}

As of 2011, the Commonwealth has fourteen public community colleges. Exhibit 4 shows the county location of these community colleges and their satellite centers. As shown in Exhibit 4, most community colleges in Pennsylvania are located in counties with high population density, and the four that have reached out to rural counties provide very limited offerings in such counties (see Finding E). Not surprisingly, all but two of the counties (Perry¹⁸ and Westmoreland) that sponsor public community colleges met the financial feasibility criteria set forth by Fields report, and all but two (Butler and Perry) the initial projected enrollment target.

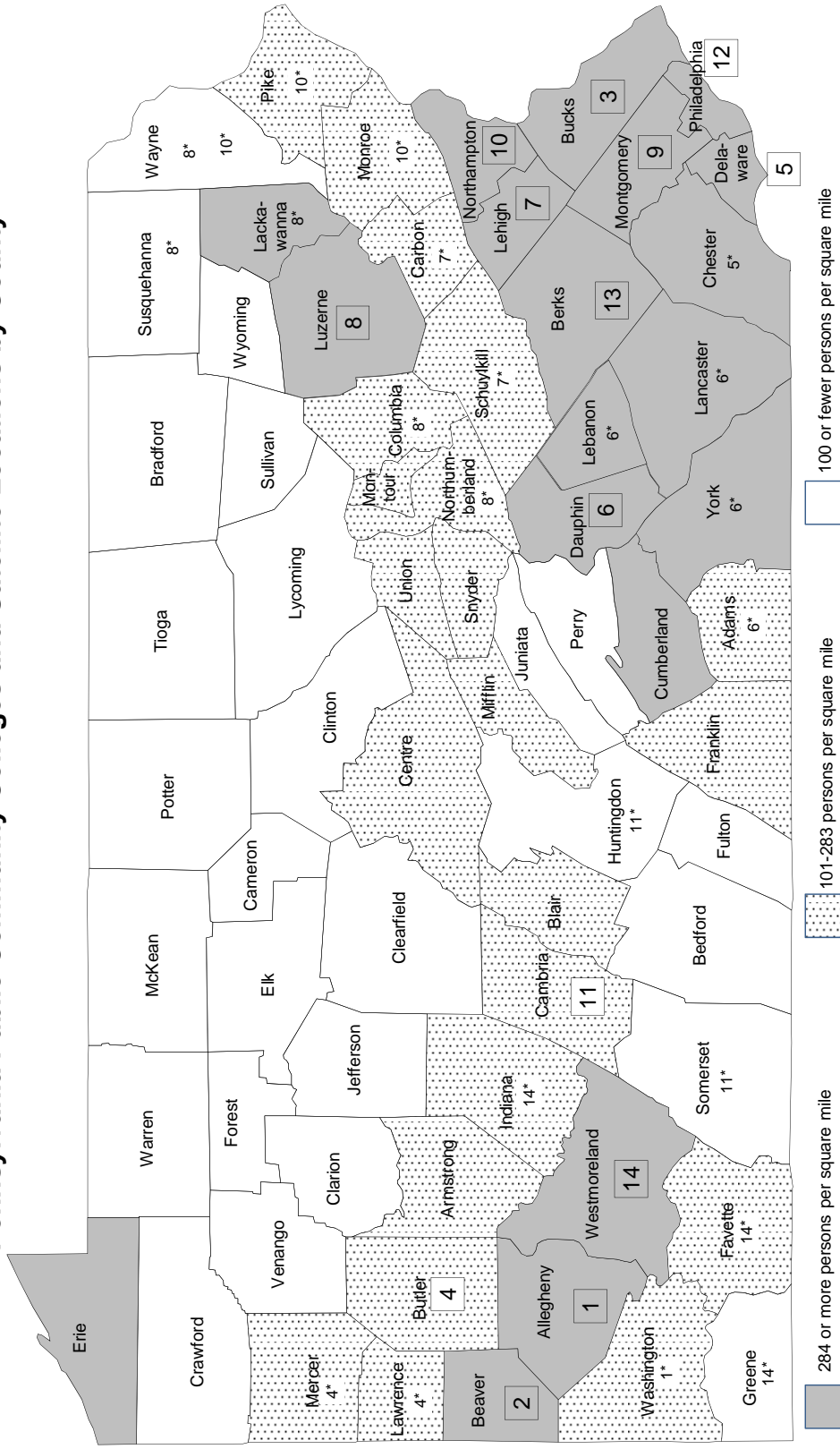
¹⁵ State Board of Education, *The Master Plan for Higher Education in Pennsylvania*, December 1971, p. 13.

¹⁶ The Williamsport Area Community College (WACC) was originally sponsored by 26 local school districts from a 10 county area. In the 1980s the City of Williamsport assumed the role of local sponsor until 1989 when the school, with the approval of the State Board, ceased operating as a community college. Based on legislation passed in 1989, the programs and assets of WACC were transferred to the Pennsylvania College of Technology, which was created as an affiliate of the Pennsylvania State University.

¹⁷ The Northwest Pennsylvania Technical Institute originally was formed as a community college serving Erie, Crawford, and Warren Counties. It later expanded to cover 14 counties in the northwest corner of Pennsylvania. This community college closed its doors in 2001. Major problems with the school's financial management were subsequently identified through the audit process and the school was asked to repay approximately \$16 million in operating funds it should not have received from the Commonwealth. (See Pennsylvania Auditor General, *Summary Report: Northwest Technical Institute and Wrightco Technologies, Inc.*, October 2003.)

¹⁸ All Perry County school districts are part of the regional Harrisburg Area Community College.

Pennsylvania Public Community Colleges and Satellite Locations by County^a



- 1 – Community College of Allegheny County
- 2 – Community College of Beaver County
- 3 – Bucks County Community College
- 4 – Butler County Community College
- 5 – Delaware County Community College
- 6 – Harrisburg Area Community College
- 7 – Lehigh Carbon Community College
- 8 – Luzerne County Community College
- 9 – Montgomery County Community College
- 10 – Northampton Community College
- 11 – Pennsylvania Highlands Community College
- 12 – Community College of Philadelphia
- 13 – Reading Area Community College
- 14 – Westmoreland County Community College

^a Exhibit does not include other states' public community colleges with Pennsylvania learning centers or private technical colleges.

* = Satellite location. Satellite locations are for the most part learning centers rather than branch campuses.

Source: Developed by LB&FC staff from PA community college websites.

As shown earlier in Exhibit 2, each community college in Pennsylvania must have a local sponsor. The local sponsor(s) may be a school district, municipality, county, or any combination of these entities. Local sponsors provide for local control of the community college through their appointed boards of trustees.

Nine of the current community colleges in Pennsylvania are sponsored by a county, four are sponsored by a combination of school districts, and one is sponsored by a first class city. Exhibit 5 shows the current local sponsors for Pennsylvania's 14 community colleges. Appendix B provides additional information on local school district sponsors by county for the four Pennsylvania community colleges sponsored by school districts in 2011.

Exhibit 5

Sponsorship of Pennsylvania Community Colleges

<u>Community College</u>	<u>Local Sponsor</u>
Allegheny	County
Beaver.....	County
Bucks	County
Butler.....	County
Delaware	School Districts
Harrisburg Area.....	School Districts
Lehigh Carbon.....	School Districts
Luzerne	County
Montgomery	County
Northampton	School Districts
PA Highlands	County
Philadelphia.....	Municipality
Reading.....	County
Westmoreland.....	County

Source: Developed by LB&FC staff from community college web sites.

Through a formal agreement, the local sponsor(s) agrees to provide operating and capital expenses for a specified period of time. The local sponsor's contribution for operating and capital costs may come from general revenues, loan funds, special tax levies, or other sources. The sponsor's share may also, in part, be real property, personal property, or services made available to the college.

Enrollment and State Allocations for Pennsylvania's Community Colleges

In the 2009-10 academic year, Pennsylvania community colleges had an annualized enrollment of over 76,800 part-time and 63,300 full-time students, for a

total student count of about 140,000.¹⁹ The large majority of community college students in Pennsylvania are residents of the college's sponsoring district(s) and so pay a lower tuition than students from a non-sponsor area. In the 2009-10 school year, over 68 percent of the full-time students and over 84 percent of the part-time students paid the sponsored tuition rate, according to Pennsylvania Department of Education data.

The Commonwealth Appropriations. Table 6 provides Pennsylvania's appropriation for community colleges from fiscal years 1999-00 through 2010-11.

Table 6

Community College Annual Appropriations					
FY 1999-00 Through FY 2010-11					
(\$000)					
<u>Fiscal Year</u>	<u>State Operating Appropriation</u>	<u>Federal Funds^a</u>	<u>State Capital Appropriation</u>	<u>Other</u>	<u>Total</u>
1999-00	\$164,981				\$164,981
2000-01	178,340			\$6,783	185,123
2001-02	195,011			2,000	197,011
2002-03	210,277				210,277
2003-04	213,977			3,000	216,977
2004-05	226,281		\$ 4,800		231,081
2005-06	214,217		37,864		252,081
2006-07	222,679		42,006		264,685
2007-08	229,359		44,506		273,865
2008-09	236,240		44,506		280,746
2009-10	214,217	\$21,524	46,369		282,110
2010-11	214,217	21,524	46,369		282,110

^a Temporary federal funding authorized by the American Recovery and Reinvestment Act.

Source: The Governor's Executive Budgets.

State Allocation Formula: For the years 2001-02 through 2004-05 community colleges in Pennsylvania were reimbursed through the state appropriation primarily based on their number of full-time equivalent (FTE) students. The allowable reimbursement per FTE varied for credit, non-credit, public safety, and workforce development FTE students. Such an allocation method provides more funding to colleges with higher numbers of full-time equivalent students. As all colleges have certain fixed costs, allocation of state dollars based primarily on FTEs may disadvantage smaller or rural colleges. As noted in Finding F, some states (e.g. North

¹⁹ These are student head counts and not full-time equivalent students. In 2008-09, the 14 community colleges had about 125,000 full-time equivalent students.

Carolina) allocate state funds in ways that account for such fixed costs and do not disadvantage areas with fewer potential students.

Between the 2005-06 and 2008-09 fiscal years, Pennsylvania's annual allocation to community colleges for operating expenses consisted of four parts. Each college received a Base Allocation equal to the total operating funds received from the state in the prior year. If the total appropriation contained an increase over the prior year, 75 percent of the additional funds were distributed to each community college based on each college's percent of the total base allocation in the form of a Base Supplement. The remaining 25 percent of the appropriation increase was distributed to colleges that experienced growth in the number of full-time equivalent students over the prior year. The fourth part of the allocation consisted of an Economic Development Stipend based on the number of weighted full-time equivalent students enrolled in certain approved courses or programs.²⁰

Fiscal 2008-09 was the last year that the above allocation formula was used to distribute the state's appropriation to community colleges. Beginning with the 2009-10 fiscal year, the total state appropriation for community colleges did not increase. Because there was no increase in the available appropriation, there was no Base or Growth Supplemental allocation available for distribution. Since 2009-10, each community college's allocation has been based on its prorated share of the 2008-09 state appropriation. This method of distributing the state's community college appropriation has continued through the 2011-12 fiscal year.

As shown in Table 7, three community colleges (Allegheny, Philadelphia, and Harrisburg Area) received 42 percent of the state operating appropriation in 2009-10. These community colleges account for 38 percent of the PDE-reported FTEs.

²⁰ There are three categories of approved programs that qualify for the Economic Development Stipend: High Priority and High Instructional Cost Programs, High Priority Occupational Programs, and Noncredit Workforce Development Courses.

Table 7

State Appropriation to Community Colleges
FY 2009-10

<u>County</u>	<u>State Operating Allocation</u>	<u>Federal^a Allocation</u>	<u>Total</u>	<u>Full-time Equivalent Students</u>
Allegheny	\$ 32,349,408	\$ 3,250,390	\$ 35,599,798	18,796
Beaver	4,395,174	441,616	4,836,790	4,715
Bucks	17,586,545	1,767,053	19,353,598	19,147
Butler	7,666,765	770,338	8,437,103	3,519
Delaware.....	16,829,565	1,690,993	18,520,558	10,519
Harrisburg	29,950,786	3,009,382	32,960,168	18,764
Lehigh Carbon	12,384,910	1,244,405	13,629,315	6,036
Luzerne.....	11,168,120	1,122,145	12,290,265	6,548
Montgomery.....	17,409,544	1,749,268	19,158,812	11,857
Northampton	14,618,112	1,268,792	16,086,904	10,043
PA Highlands	2,485,046	249,692	2,734,738	1,789
Philadelphia	28,307,805	2,844,299	31,152,104	16,279
Reading Area.....	7,888,634	792,631	8,681,265	5,366
Westmoreland.....	<u>11,176,586</u>	<u>1,122,996</u>	<u>12,299,582</u>	<u>6,921</u>
Total.....	\$214,217,000	\$21,524,000	\$235,741,000	140,297

^a Temporary federal funding authorized by the American Recovery and Reinvestment Act.

Source: Pennsylvania Department of Education.

Local Contributions by Sponsoring Counties: As shown in Exhibit 5 on page 26, the county serves as the local sponsor for nine of the fourteen community colleges in Pennsylvania. Based on the financial reports of these community colleges, Table 8 shows the actual local sponsor contribution for operating costs in 2008-09, and our estimate of the required millage based on the county's actual assessed real estate values. Finding E provides additional information on the local contribution for all community colleges.

Table 8

**Estimated Millage Required to Generate Local Tax Revenue Used to Support
Pennsylvania's County-sponsored Community Colleges***

<u>County</u>	<u>Assessed Value Real Estate^a</u>	<u>Local Contribution^b 2008-09</u>	<u>Estimated Millage Rate</u>
Allegheny	\$ 44,615,533,582	\$21,400,000	0.48
Beaver	1,898,852,878	3,350,000	1.76
Berks.....	18,157,068,300	3,100,000	0.17
Bucks	7,962,793,850	12,521,585	1.57
Butler	1,609,992,804	3,447,208	2.14
Cambria	1,185,047,170	906,227	0.76
Luzerne	17,555,349,600	6,244,990	0.36
Montgomery.....	57,423,408,390	17,124,542	0.30
Westmoreland..	<u>3,658,562,605</u>	<u>2,070,867</u>	0.57
Total.....	\$154,066,609,179	\$70,165,419	0.46

* Does not include capital costs and does not include municipal and school district sponsored colleges.

^a Department of Community and Economic Development reported assessed value of real estate.

^b Local contribution as reported by the National Center for Education Statistics, Integrated Postsecondary Education Data System (IPEDS).

Source: Developed by LB&FC staff.

D. Pennsylvania Has Attempted to Increase Access to Postsecondary Education Through Community Education Councils.

In 1998, in an effort to address the lack of postsecondary education services in some areas of the state, Pennsylvania's General Assembly passed House Bill 601.¹ This legislation established Community Education Councils charged with assessing the regional educational needs of students and employers and aiding in the provision of access to postsecondary education and training resources in educationally underserved areas of the Commonwealth.

The purpose of a community education council shall be to identify, implement and oversee new or innovative efforts to provide access to postsecondary education opportunities in educationally underserved communities within this Commonwealth.²

Community Education Councils (CECs) are nonprofit educational organizations governed by a community-based board of directors. These Councils assess the educational and training needs of their community and partner with providers to offer educational programs. The CEC does not directly provide classes but facilitates and coordinates program offerings with educational providers such as universities, community colleges, and technical training centers.

Council offerings may lead to professional, vocational, or occupational certification, an associate degree, a bachelor's degree, a master's degree, GED preparation, skill development or enhancement, and customized job training for local employers. Although education is the main focus of the CECs, they may also offer related services such as identifying employment opportunities, assisting with the enrollment process for educational programs, or helping community members update resumes.

There are eight Community Education Councils currently operating in Pennsylvania. Seven of the eight CECs are operating in the northwest corner of the state serving nine of the 26 rural counties as well as five additional counties in that area. One CEC is located in Schuylkill County.

The Community Education Councils receive a portion of their funding from a state appropriation distributed through grants by the Pennsylvania Department of Education. Table 9 provides the state appropriation for the CECs since FY 2006-07.

¹ Act 1998-154.

² Act 1998-154, §5.

Table 9

State Appropriations for Community Education Councils in Pennsylvania
FY 2006-07 to FY 2010-11

<u>Fiscal Year</u>	<u>Appropriation</u>
2006-07	\$2,186,000
2007-08	2,186,000
2008-09	2,000,000
2009-10	1,800,000
2010-11	1,400,000

Source: Governor's Executive Budgets.

Funding from the Community Education Council Grant Program is intended to cover certain administrative and operating costs. The grant funds may not be used for tuition or scholarships, instructor salaries, operational costs of any educational provider, indirect costs, or costs to provide offerings that are recreational in nature. Table 10 shows the amount awarded to each CEC in FY 2009-10.

Table 10

State Grants for Individual Community Education Councils
FY 2009-10

<u>Council</u>	<u>Grant Amount</u>
Armstrong Educational Trust.....	\$ 151,878
Community Education Council of Elk & Cameron Counties	201,817
Corry Higher Education Council.....	203,341
Lawrence County Learning Center	126,986
Keystone Community Education Council.....	292,230
Potter County Education Council	247,136
Schuylkill Community Education Council.....	366,566
Warren/Forest Higher Education Council.....	<u>210,046</u>
State Total	\$1,800,000

Source: Developed by LB&FC staff from CEC reports submitted to the Pennsylvania Department of Education.

Most of the postsecondary education offerings provided through CECs are not credit bearing. Table 11 provides education credit and non-credit course student counts for 2009-10. Credit bearing courses account for less than 20 percent of the CECs postsecondary education offerings. Community college credit bearing courses account for about 5 percent of the CEC course offerings.

Table 11

Community Education Councils of Pennsylvania Student Counts
FY 2009-10

<u>Council</u>	<u>Student Counts^a</u>		
	<u>Credit Courses</u>	<u>Non-credit Courses</u>	<u>Other</u>
Armstrong Educational Trust.....	143	1,352	210
Community Education Council of Elk & Cameron Counties.....	1,399 ^b	723	646
Corry Higher Education Council.....	135	416	343
Lawrence County Learning Center.....	168	271	1,029
Keystone Community Education Council	497 ^c	1,951	-
Potter County Education Council	45	2,913	-
Schuylkill Community Education Council	120	312	-
Warren/Forest Higher Education Council.....	<u>400^d</u>	<u>1,131</u>	<u>2,580</u>
State Total	2,907	9,069	4,808

^a Students may be counted more than once if enrolled in more than one course.

^b Includes web-based course offerings.

^c 465 of 497 in courses provided by the Community College of Allegheny County.

^d 251 of 400 in courses provided by Jamestown Community College.

Source: Developed by LB&FC staff from reports submitted to the Pennsylvania Department of Education.

The only community colleges offering credit courses in 2009-10 through the CECs were the Community College of Allegheny County and the Jamestown Community College of New York. Credit courses were also offered by Clarion University of Pennsylvania, East Stroudsburg University of Pennsylvania, Indiana University of Pennsylvania, the Pennsylvania State University, the University of Pittsburgh, Temple University, Kettering University, Gannon University, Mercyhurst College, LaRoche College, and Wilkes University.

In 2003, the Pennsylvania House of Representatives passed a resolution establishing the Commission on Rural Education to study the status of rural education in the Commonwealth. Among other findings, the Commission found that Community Education Councils “are an effective means of ensuring that traditional and non-traditional students residing in the most rural areas of the Commonwealth have access to an array of post-secondary education programs and services.” The Commission’s report also identified a number of challenges facing the CECs including:

- lack of a seamless educational delivery system that allows credits to be transferred from one institution to another,

- tuition costs that are increasing at a faster rate than the cost of living in the rural areas of the state,
- lack of community college partners in northwest and north central Pennsylvania,
- limited availability of broadband service that restricts distance education delivery systems,
- limited technical education programs, and
- inconsistent operational funding for the CECs.

E. Pennsylvania's Public Community Colleges Are Not Accessible to Residents of Rural Counties

Pennsylvania public community colleges can provide geographic, program, and financial access to postsecondary education. Such accessibility, however, is not available throughout the state, in particular not in rural counties.

Rural Youth and Postsecondary Education

In the fall of 2010, for every 2009-10 high school graduate, Pennsylvania had 1.28 residents (of all ages) enrolled in a public community college credit bearing program, or an associate degree program at a major publicly supported college or university. Such enrollment, however, is substantially different for rural¹ and non-rural counties.² LB&FC staff found that:

- Rural counties had only 0.43 residents enrolled for every high school graduate.
- Non-rural counties had three times more (1.37) residents enrolled.

Appendix C provides the total number of high school graduates by county, the total number of county residents enrolled at a community college, or an associate degree program, and the ratio of high school graduates to students enrolled in such programs for rural and non-rural counties.

Such large differences do not appear to be due to differences in the aspirations of rural and non-rural Pennsylvania youth. About 70 percent of rural and 75 percent of non-rural Pennsylvania high school graduates had plans to participate in postsecondary educations, according to most recent available data.³

Rural postsecondary students, however, often face many special challenges. Many are the first in their families to seek education beyond high school. They often come of age in small communities where they feel at home and attend small schools where they receive individual attention. For such students, postsecondary programs in urban areas often mean large campuses with thousands of students, anonymity, and different lifestyles. They may, moreover, not have had the opportunity for advanced math and science courses available to many urban and suburban youth.

¹ The 26 rural counties include: Bedford, Bradford, Cameron, Clarion, Clearfield, Clinton, Crawford, Elk, Forest, Fulton, Greene, Huntingdon, Jefferson, Juniata, Lycoming, McKean, Perry, Potter, Somerset, Sullivan, Susquehanna, Tioga, Venango, Warren, Wayne, and Wyoming.

² The 41 non-rural counties include: Adams, Allegheny, Armstrong, Beaver, Berks, Blair, Bucks, Butler, Cambria, Carbon, Centre, Chester, Columbia, Cumberland, Dauphin, Delaware, Erie, Fayette, Franklin, Indiana, Lackawanna, Lancaster, Lawrence, Lebanon, Lehigh, Luzerne, Mercer, Mifflin, Monroe, Montgomery, Montour, Northampton, Northumberland, Philadelphia, Pike, Schuylkill, Snyder, Union, Washington, Westmoreland, and York.

³ *Public, Private and Nonpublic Schools High School Graduates 2007-08* (Pennsylvania Department of Education, 2009), Appendix D.

In view of such challenges, community colleges can be an important step on the postsecondary education achievement ladder for rural postsecondary students. Such colleges tend to be smaller and student focused, provide opportunity to adjust to campus life, and permit students to live at home and remain among family and friends.

Geographic Access and Enrollment

Pennsylvania Public Community Colleges: Despite their desire for postsecondary education, availability of such education at public community colleges is limited for Pennsylvania's rural county residents. As was shown earlier in Exhibit 4 on page 25, the main campuses of all but two community colleges (Butler and Pennsylvania Highlands Community Colleges) are located in Pennsylvania's most densely populated counties.

With some notable exceptions, Pennsylvania's local independent public community colleges have typically not brought their program offerings into rural county learning sites. As shown in Exhibit 4, in Northeastern Pennsylvania, Luzerne County Community College has outreached to Susquehanna and Wayne Counties. Northampton County Community College has also outreached to part of Wayne. In Southwestern Pennsylvania, Pennsylvania Highlands Community College and Westmoreland County Community College have reported certain outreach to Somerset and Huntingdon, and Greene Counties respectively. As discussed later in this Finding, an associate degree in one area (nursing) can be obtained in one of these five rural counties.

In terms of postsecondary education opportunity, geographic access makes a significant difference. As shown in Exhibits 6 and 7, counties with community college main campuses had significantly higher fall enrollment than those without. With one exception (Cambria), all of the counties with community college main campuses had more than 1,200 full-time students enrolled in fall 2010.

Exhibit 6 also shows that over 80 percent (21 of 26) of the rural counties in Pennsylvania had 50 or fewer students enrolled in credit bearing courses (either degree, certificate, or diploma). The rural county with the highest full-time enrollment (Perry with 196) is a South Central Pennsylvania county where all school districts in the county are sponsors of a community college in a bordering county (see Appendix C).

A somewhat similar picture emerges when 2010 fall semester part-time community college enrollment is considered (see Exhibit 7). With two exceptions (Butler and Cambria), all of the counties with community college main campuses had more than 1,200 part-time students enrolled. Almost 80 percent of the rural counties, moreover, have 50 or fewer part-time students.



Source: Developed by LB&FC staff using Pennsylvania Commission for Community Colleges data.



Pennsylvania State University and University of Pittsburgh: A college's geographic proximity is also important for access to publicly supported higher education institutions. Exhibits 8 and 9 show the county locations for the Pennsylvania State University Commonwealth Campuses and the University of Pittsburgh branch campuses. About 70 percent of the students enrolled in Pennsylvania State University associate degree programs in the fall of 2010 were from counties in which campuses are located. For the University of Pittsburgh system, about half of the students enrolled in such programs were from the counties with campuses.

Pennsylvania State System of Higher Education: Exhibit 10 shows the locations of Pennsylvania State System of Higher Education Universities (PASSHE) main campuses and "satellite" campus locations. About 75 percent of the students enrolled in PASSHE associate degree programs in the fall of 2010 were from counties with PASSHE main and satellite campuses.

Exhibit 10 also shows PASSHE has three main and five satellite campuses in about one-third (8 of 26) of the state's rural counties. As shown in Table 12, PASSHE has substantially more main and branch campuses in rural counties than the Commonwealth's other public higher education institutions.

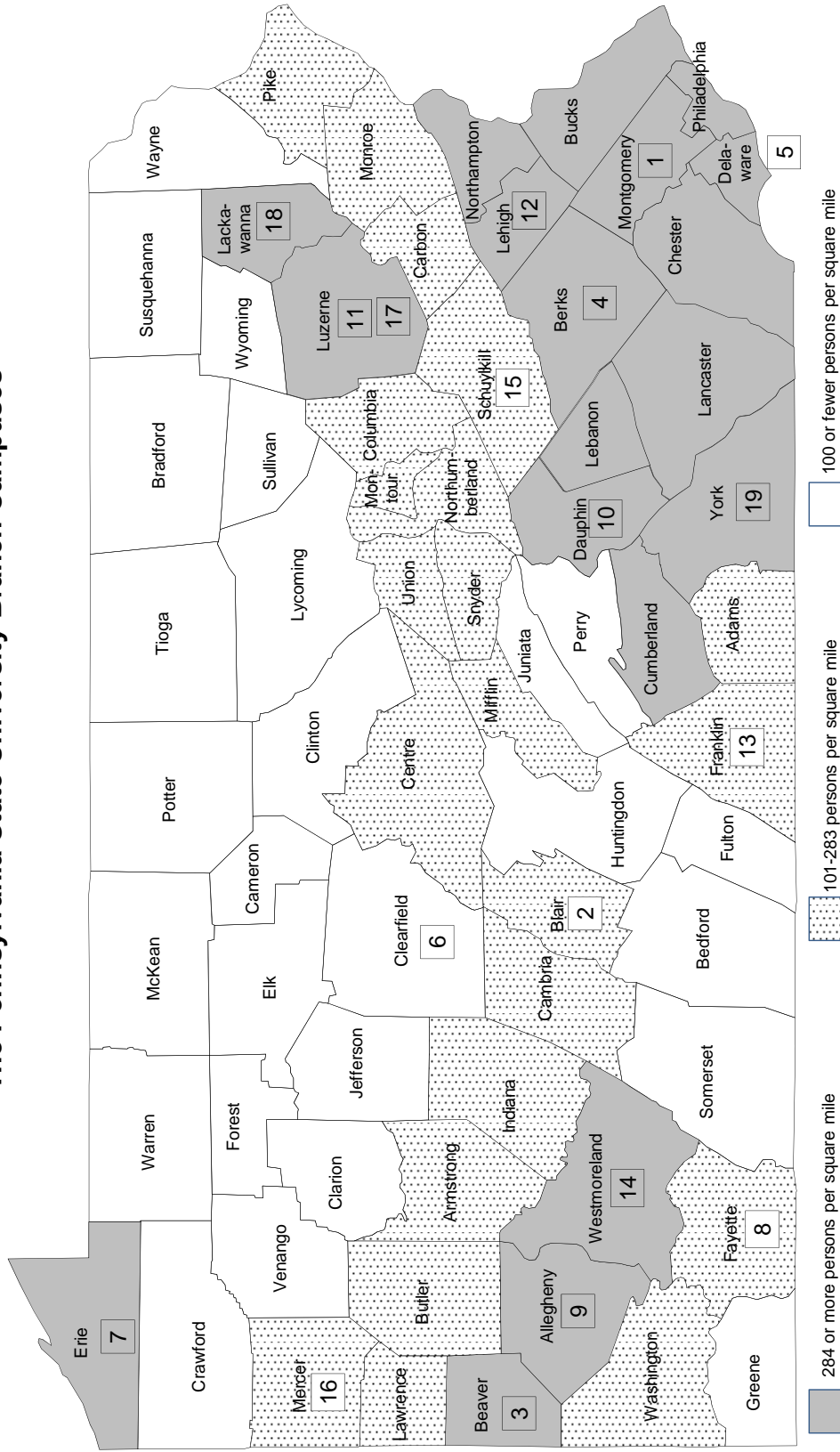
Table 12

Pennsylvania Rural and Non-rural Counties With Public College and University Campuses		
<u>Pennsylvania Public Higher Education Institutions</u>	<u>Rural Counties Campuses</u>	<u>Non-rural Counties Campuses</u>
PA Public Community Colleges.....	0	14
PASSHE	8	14
Pennsylvania State University.....	1	18
University of Pittsburgh	2	3

Source: Developed by LB&FC staff.

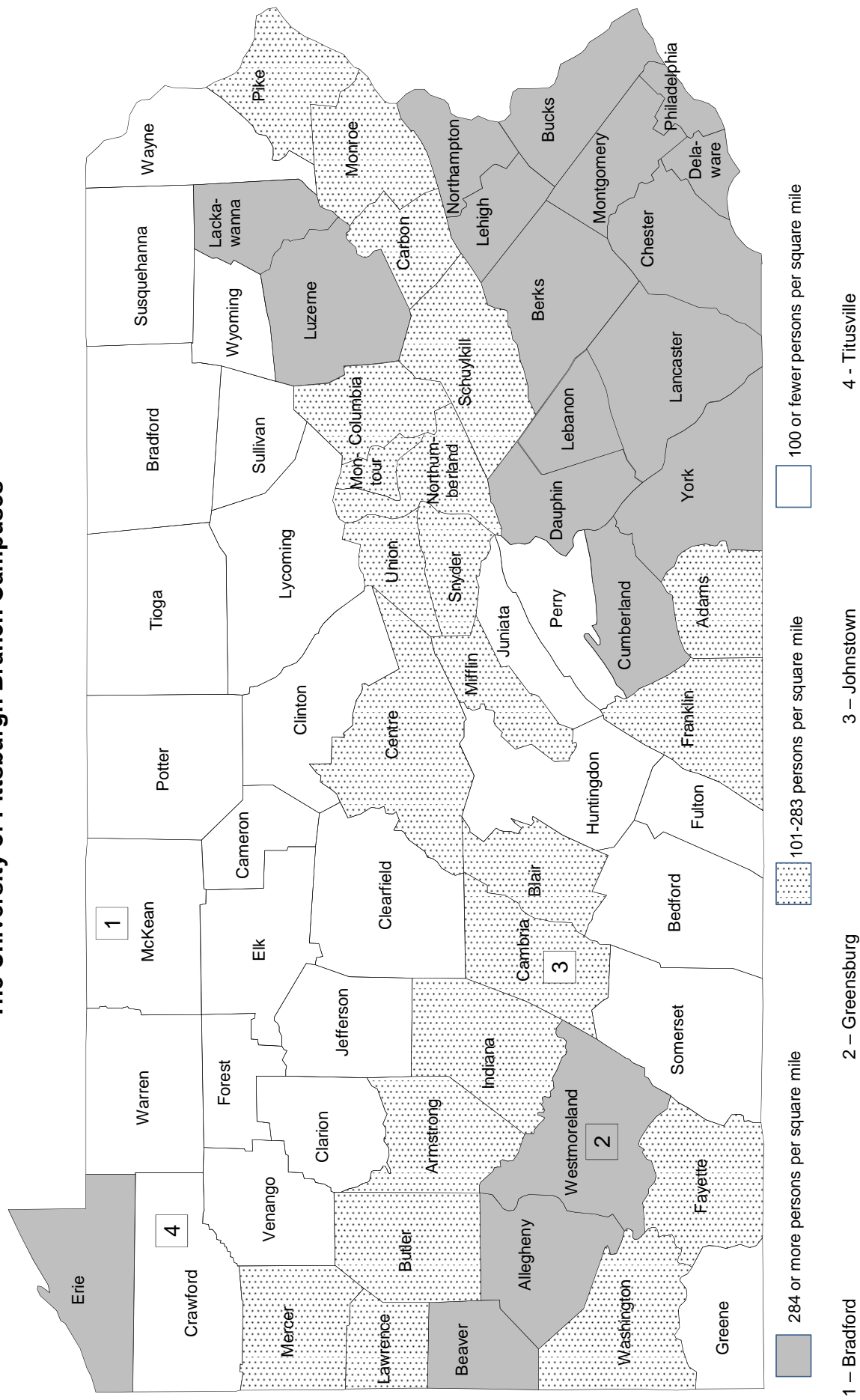
2010 Rural Student Fall Enrollment: As would be expected, for the most part, students from non-rural counties dominate enrollment in associate degree (and in the case of community colleges certificate and diploma credit) programs at Commonwealth public higher education institutions (see Table 13). Table 13 also shows that the Pennsylvania College of Technology and PASHHE served more students from rural counties than other Commonwealth public higher education institutions.

The Pennsylvania State University Branch Campuses



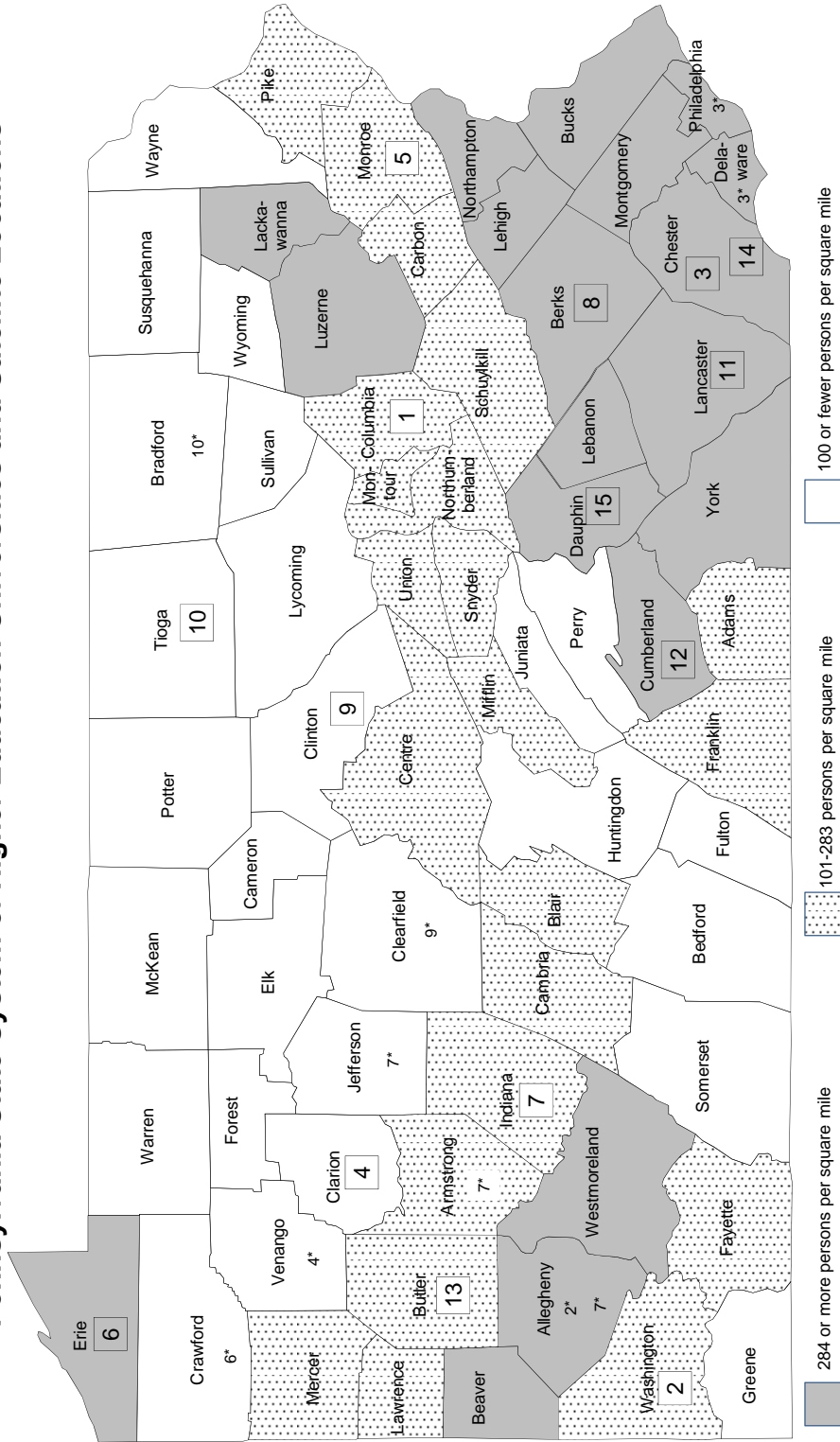
Source: Developed by LB&FC staff from Penn State University website.

The University of Pittsburgh Branch Campuses



Source: Developed by LB&FC staff from University of Pittsburgh website.

Pennsylvania State System of Higher Education Universities and Satellite Locations



- 1 – Bloomsburg University
- 2 – California University
- 3 – Cheyney University
- 4 – Clarion University
- 5 – East Stroudsburg University

- 6 – Edinboro University
- 7 – Indiana University
- 8 – Kutztown University
- 9 – Lock Haven University
- 10 – Mansfield University

- 11 – Millersville University
- 12 – Shippensburg University
- 13 – Slippery Rock University
- 14 – West Chester University
- 15 – Dixon University Center

* = Satellite location.

Source: Developed by LB&FC staff from university websites.

Table 13

2010 Fall Associate Degree Program Enrollment for Rural and Non-rural Counties

	Rural County Enrollment	Non-rural County Enrollment
Public Community Colleges (Full-time all credit bearing)	836 (1%)	62,235 (99%)
PASSHE	1,209 (39%)	1,893 (61%)
Pennsylvania State University	544 (16%)	2,763 (84%)
University of Pittsburgh	294 (62%)	180 (38%)
Pennsylvania College of Technology	<u>1,552</u> (52%)	<u>1,439</u> (48%)
Total	4,435 (6%)	68,510 (94%)

Source: Developed by LB&FC staff from data provided by the Pennsylvania Commission for Community Colleges, PASSHE, the Pennsylvania State University, and the University of Pittsburgh.

Of the approximate 4,400 students enrolled from rural counties,

- Pennsylvania College of Technology accounts for 35 percent of such enrollment,
- PASSHE accounts for 27 percent,
- Pennsylvania public community colleges for 17 percent,
- Pennsylvania State University for 12 percent, and
- University of Pittsburgh for 7 percent.

In Table 13, we have included student head count data for the Pennsylvania College of Technology, which offers certificate, associate, and bachelor degree programs. The Pennsylvania College of Technology (the former Williamsport Area Community College) is a unique institution. It was created by the General Assembly as an affiliate of the Pennsylvania State University, but is not part of the Pennsylvania State University Commonwealth Campus system. Its main campus is located in rural Lycoming County, and in fall 2010, approximately 3,000 students were enrolled in the College's associate degree programs. Approximately, 30 percent of such students were from Lycoming County, and another 20 percent from other rural Pennsylvania counties.

State-aided public community colleges from other states also provide post-secondary education in Pennsylvania. One New York state-aided community college offers its programs at a Pennsylvania campus in Warren County, and a Maryland state-aided community college offers its programs at two campuses in Bedford and Somerset Counties.

Jamestown Community College reports that in 2010-11, 50 students were enrolled at the Warren County campus. Students enrolled at the Warren County campus account for 1 percent of Jamestown's total enrollment.

Allegany College of Maryland reports that in the spring 2010, 542 students were enrolled at the Somerset County campus in its career, transfer, and early college high school programs, and 573 students at its Bedford campus.⁴ Only 45 percent of Allegany College of Maryland's enrollment consists of Maryland residents, according to the Maryland Higher Education Commission *2011 Data Book*. Finding G provides additional information on the Jamestown Community College and Allegany College of Maryland programs in Pennsylvania.

Program Access

LB&FC staff also considered the postsecondary program offerings across the state to determine if there are differences in such availability in rural and non-rural counties. Our review analyzed the availability of associate degree programs at physical locations at Pennsylvania's public community and four-year colleges and their specific program offerings.^{5, 6}

Our review focused on associate degree and program offerings, as several are workforce related. Some students who have previously enrolled in workforce related certificate programs may subsequently go on to seek an associate or college degree.⁷ For other students, associate degree programs are "transfer" programs that may serve as a stepping stone to a four-year degree.

Our review of the associate degree program availability in the 67 counties and their specific program offerings by county led us to conclude that they are not similarly available in rural and non-rural counties in Pennsylvania. We found that:

- Associate degree programs are offered in 42 of the 67 counties, including 34 non-rural and 8 rural counties. About 70 percent (18 of 26) of rural counties are without the presence of a public postsecondary institution

⁴ Student enrollment head counts differ from full-time equivalent student counts. Full-time equivalent student data are for Allegany Maryland's Bedford and Somerset Counties discussed in Finding G.

⁵ On-line course offerings are also available to all students, however, Pennsylvania community colleges have been unable to agree to a single on-line offering for all colleges, as had been proposed by one college president. Financial assistance may be limited for such on-line students and broadband availability is limited in rural areas. The Pennsylvania Higher Education Assistance Agency (PHEAA) provides grants to eligible Pennsylvania residents. Eligibility requirements for the PHEAA grant program require at least 50 percent of the total credits necessary to complete a program of study must be earned through classroom instruction.

⁶ Pennsylvania residents may also be able to take advantage of programs offered by out of state community colleges at locations in Pennsylvania. The Community College of Allegany Maryland offers associate degree programs at campuses in Bedford County and Somerset County in Pennsylvania. Associate in Science degrees are available in Business, Computer Science, Education, General Studies, Nursing, and Psychology. Associate in Applied Science degrees are available in Business, Computer Science, Criminal Justice, Culinary Arts, Medical Assistant, and Hotel and Restaurant Management. The Jamestown Community College of New York offers two associate degree programs at its learning center in Warren, Pennsylvania; an Associate in Arts in Social Sciences and an Associate in Science in Business Administration.

⁷ A community college, for example, might offer a certificate in Basic Electronics, which provides the skills necessary to gain entry level positions in the electronics and manufacturing industry. Credits from such a certificate program might then be applied to an associate degree in Electronics Engineering Technology.

offering such degrees, compared to non-rural counties where only 17 percent (7 of 41) are without such institutions. Exhibit 11 shows the various public institutions that offer some type of associate degree program and the counties where such degrees are offered. As can be seen in Exhibit 12, the greater availability of associate degree programs in non-rural areas is in large part due to the presence of community colleges in the non-rural counties.

- Non-rural counties also have a greater variety of associate degree program offerings than the rural counties. As shown in Exhibits 12 and 13, for example, 11 of the 41 non-rural counties offer associate degrees in engineering, though such a degree is available in only one rural county (McKean). Nursing programs are available in 5 of 26 rural counties, and 23 of 41 non-rural counties.

Associate programs generally require 60 credit hours and may be completed in two years by a student attending classes on a full-time basis. There are a wide variety of Associate Degrees available. Such degrees, for example, include:

- The Associate of Arts (AA) degree which covers a liberal arts and sciences background with emphasis on the humanities.
- The Associate of Science (AS) degree which provides a liberal arts and sciences background with an emphasis on math and science.
- The Associate of Applied Science (AAS) degree which is designed to prepare graduates for employment opportunities in specific vocational areas and concentrates on the practical application of technical skills. These programs have less focus on general education coursework and more focus on technical skills.
- An Associate of Engineering degree which prepares individuals to apply mathematical and scientific principles to solve practical problems in industry, social organization, public works, and commerce.⁸

Public Community Colleges: All fourteen community colleges offer Associate of Arts, Associate of Science, and Associate of Applied Science degrees. Associate Degree programs can be completed at the main campuses of all of the community colleges, and selected associate degree programs may also be completed at some of the satellite locations of these schools. As shown in Exhibit 12, the 14 community colleges offer associate degree programs at main and satellite campuses in over 60 percent (25 of 41) of the non-rural counties.

⁸ Some schools may also offer specialized associated degree programs in specific areas. These can include Associate of Applied Arts, Associate of General Studies, or Associate of Applied Technology.

Other Public Higher Education Institutions: At some, though not all of their campuses, other Pennsylvania public higher educational institutions offer associate degrees.⁹ Counties in which associate degree programs are offered by other public higher education institutions are also shown in Exhibit 11.

- Seven of the fourteen universities of the Pennsylvania State System of Higher Education offer associate degrees at their main or branch campus locations.
- The Pennsylvania State University offers Associate of Arts and Associate of Science programs at its main campus and at all of its Commonwealth branch campuses. An Associate in Engineering Technology is available at ten of Pennsylvania State University's 20 branch locations.
- The University of Pittsburgh offers an Associate of Arts program at its Bradford and Titusville campuses and Associate of Science programs at the Bradford, Johnstown, and Titusville locations.¹⁰
- The Pennsylvania College of Technology in rural Lycoming County, which is an affiliate of Pennsylvania State University, also offers Associate of Arts, Applied Arts, and Applied Science degrees (along with Bachelor of Science and other programs).

Range of Degree and Program Options: Although associate degree programs are offered in many counties across Pennsylvania, some have only limited degree and program offerings available. Luzerne County Community College, for example, has learning centers in five northeastern counties in addition to its main campus in Luzerne County. The only associate degree program that can be completed other than at the main campus is the Associate of Science degree in nursing at the Honesdale location in rural Wayne County and the Shamokin location in Northumberland County.

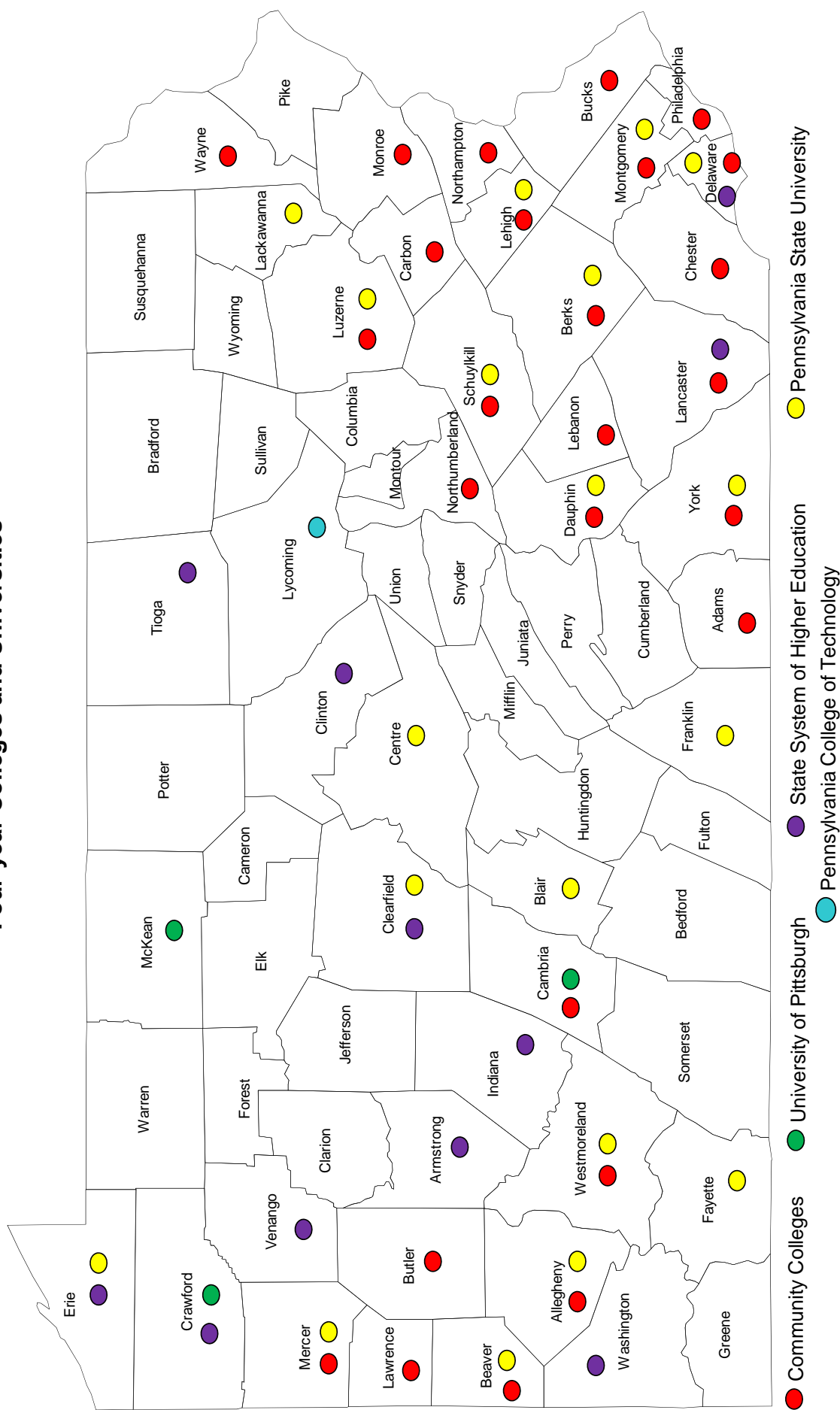
The more limited options for students are especially apparent in the rural counties of Pennsylvania. As shown in Exhibit 13, students in 18 of the 26 rural counties have no associate degree programs available in their home county. In one additional rural county, Wayne County, the only associate degree program available is the Associate in Science in Nursing offered by the Luzerne County Community College.

In the nine rural counties that have an associate degree program available, most such programs are provided at main and satellite campuses of the Pennsylvania State System of Higher Education, University of Pittsburgh, Pennsylvania State University, and Pennsylvania College of Technology. As shown in Exhibit 13, these

⁹ Some of these institutions also offer certificate and diploma programs as well as program degrees. An analysis of all certificate and diploma as well as degree programs at public postsecondary institutions by counties across the state, however, is outside the scope of this study.

¹⁰ The University of Pittsburgh does not offer associate degree programs at the main campus.

Locations Where an Associate Degree Can Be Completed at Pennsylvania Public Community and Four-year Colleges and Universities*



* The exhibit does not include other state community colleges with Pennsylvania learning centers and private technical colleges. Source: Developed by LB&FC staff from college websites accessed in fall 2011 and other information provided by the colleges.

Associate Degree Programs Available in Non-rural Counties Through Pennsylvania Public Community and Four-year Colleges and Universities

County	Liberal Studies	Human Services	Early Childhood Ed	Human Dev/ Family Studies	Criminal Justice	Business	Computer Systems	Technology	Engineering	Engineering Technology	Nursing	Healthcare Related	Science	Other
Adams	○	○	○			○		○	○		○	○		○
Allegheny	*○	○	○		○	*○	○	○	○	*○	○	○	*○	○
Armstrong								▲						
Beaver	*○	○	○		○	*○	*○	○			○	○	○	○
Berks	*○	○	○		○	*○	*○	○		*○	○	*○	○	○
Blair	*			*	*	*					*		*	
Bucks	○	○	○		○	○	○	○	○		○	○	○	○
Butler	○		○			○	○	○	○					
Cambria	○		○		○	○	○	○				■		
Carbon	○					○								○
Centre	*					*	*	*			*	*	*	
Chester	○			○		○		○						
Columbia														
Cumberland														
Dauphin	*○	○	○		○	*○	○	○	○	○	○	○	○	○
Delaware	*○	○	○	*		*○	○	▲○	○		○	○	○	
Erie	▲*	▲	▲		▲	▲*	▲	▲*		*	*			
Fayette	*			*		*	*	*		*	*	*	*	
Franklin	*			*		*	*				*	*		
Indiana	▲					▲								
Lackawanna	*			*		*	*			*	*			
Lancaster	○	○	○		○	○	○	▲○			○	○	▲○	○
Lawrence	○	○	○			○						○		
Lebanon	○	○				○		○				○		○
Lehigh	*○	○	○		○	*○	○	○	○	○	○	○	○	○
Luzerne	*○	○	○		○	*○	*○	○		*○	○	*○	○	○
Mercer	*○		○	*		*○	*					*	*	○
Mifflin														
Monroe	○		○		○	○		○						
Montgomery	*○	○	○		○	*○	○	○	○	○	○	○	○	○
Montour														
Northampton	○	○	○		○	○	○	○	○		○	○	○	○
Northumberland											○			
Philadelphia	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Pike														
Schuylkill	*○			*	○	*	*	○			○	*		
Snyder														
Union														
Washington	▲		▲			▲	▲	▲	▲			▲		▲
Westmoreland	*○		○		○	*○	*○	○		*○	○	*○	○	○
York	*○	○		*		*○	*	○		*	○	○	○	○

* = Pennsylvania State University, ■ = University of Pittsburgh, ▲ = State System of Higher Education,
○ = Community College

Source: Developed by LB&FC staff from college websites accessed in fall 2011 and information provided by the colleges.

Exhibit 13

Associate Degree Programs Available in Rural Counties Through Pennsylvania Public Community and Four-year Colleges and Universities

County	Liberal Studies	Human Services	Early Childhood Ed	Human Dev/ Family Studies	Criminal Justice	Business	Computer Systems	Technology	Engineering	Engineering Technology	Nursing	Healthcare Related	Science	Other
Bedford														
Bradford														
Cameron														
Clarion														
Clearfield	*			*	▲	*▲	*▲			*	▲	*▲	*	
Clinton					▲	▲		▲				▲		
Crawford	■	■▲				■▲	■			▲	■	■	■	
Elk														
Forest														
Fulton														
Greene														
Huntingdon														
Jefferson														
Juniata														
Lycoming	◆					◆	◆	◆		◆		◆		◆
McKean	■						■	■	■		■			
Perry														
Potter														
Somerset														
Sullivan														
Susquehanna														
Tioga	▲				▲		▲	▲				▲		
Venango	▲		▲		▲	▲		▲			▲	▲		▲
Warren														
Wayne											○			
Wyoming														

* = Pennsylvania State University, ■ = University of Pittsburgh, ▲ = State System of Higher Education,
◆ = Penn Technical College, ○ = Community College

Source: Developed by LB&FC staff from college websites accessed in fall 2011 and information provided by the colleges.

program offerings are often in fields such as business; engineering, computer, and manufacturing related technology; and healthcare related fields.

While almost all rural and non-rural counties in which associate degree programs are available offer liberal arts associate degree programs, Exhibits 12 and 13 clearly show that available associate degree program offerings are not limited to liberal arts. Many of the available associate degree programs in both rural and non-rural counties have a strong workforce orientation.

Clarion University of Pennsylvania, which is part of the Pennsylvania State System of Higher Education, for example, has a branch campus in Venango County. As shown in Exhibit 13, Clarion County, where the University's main campus is located does not have associate degree program offerings. Clarion University's Venango County campus, however, offers associate degrees in program areas such as Liberal Arts, Business, Science, Early Childhood Development, and Criminal Justice. It also offers associate degrees in Nursing, other health-related fields, and technology.

Partnerships With Private Career and Technical Schools: Pennsylvania has many private technical schools and technical career colleges. Although, these private schools tend to be a more expensive option than community colleges for most students, they do provide an opportunity for postsecondary employment-related education for many.¹¹ The programs offered at the technical schools and career colleges, which may operate year round, may allow students to more quickly complete the course work and enter the workforce than could be done through public programs.

At the Venango Campus, Clarion University has established a Department of Applied Technology to offer associate degree programs in several technical areas. Currently, the University has a unique contractual arrangement with several private technical institutions in the region, including the Precision Manufacturing Institute (PMI), Erie Institute of Technology (EIT), Triangle-Tech, and CS Technologies Plus among others. Such contract arrangement allows Clarion University to award Associate of Applied Science degrees using the partner technical schools for the technical instruction component.

Those students pursuing diplomas and other credentials at private technical and career colleges typically qualify for federal and state loans to pay for their education. Students enrolled in Clarion's Associate of Applied Science degree programs in industrial and administrative concentrations under the university's partnership

¹¹ A recent report prepared by the Pennsylvania Association of Private School Administrators found Pennsylvania career colleges and schools enroll over 73,000 full- and part-time students, and offer 2,306 programs in 25 areas of study.

agreements/contracts pay the Clarion University tuition rate for all courses, instead of the normally higher tuition charged by the private institutions.

Several other schools in Pennsylvania's State System of Higher Education are also involved in making available associate degree program offerings with a strong workforce orientation. Edinboro University of Pennsylvania, for example, has articulation agreements¹² with private technical schools in some counties and has been offering an Associate in Manufacturing Engineering Technology degree at the main campus in Erie County as well as at its rural Crawford County Campus, which is based in Meadville. Currently, Edinboro University administrators are working to develop an Associate of Applied Science in Industrial Technology, and plan to develop partnership agreements similar to the agreements being used by Clarion University at its Venango Campus.

Financial Access

Geographic proximity and program access are not the only challenges for residents of rural counties seeking postsecondary education. As noted in Finding B, financial access is increasingly challenging statewide. It is especially so in rural counties as shown in Exhibits 14, 15, and 16.

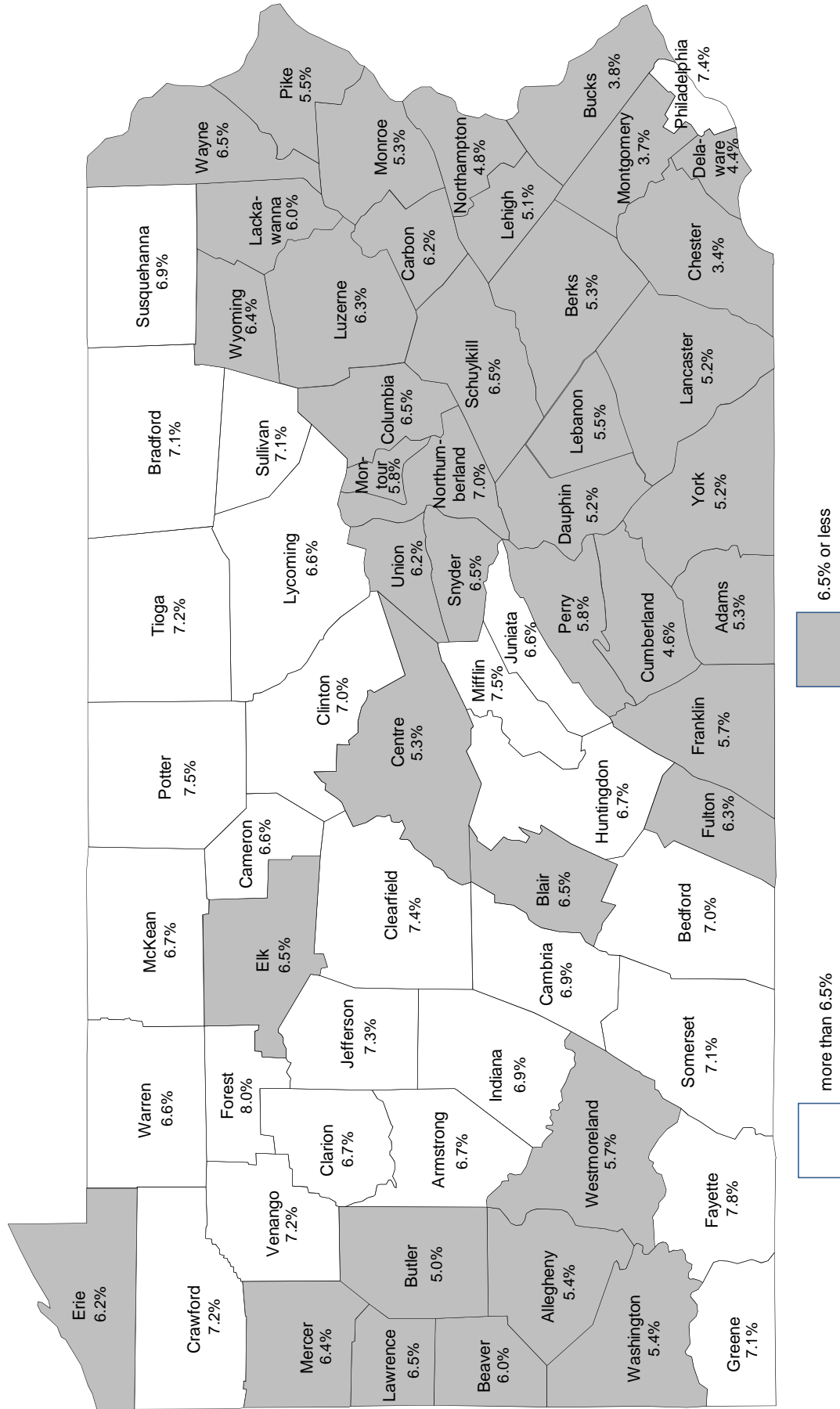
Average in-district community college tuition accounts for more than 6.5 percent of median family income in over 80 percent of rural counties, compared to only 15 percent of non-rural counties. Financial access is further challenging for rural students and their families as they typically do not qualify for in-district tuition at Pennsylvania public community colleges.

A similar picture emerges when tuition at the other major public higher education institutions is considered. The key difference is that, as discussed in Finding B, their tuition is much higher.

Pennsylvania Public Community College Out-of-District Student Tuition: Pennsylvania's student tuition policies for public community colleges also create financial barriers to access for postsecondary education for students from rural areas as they do not reside in areas that sponsor community colleges. The tuition policy for each community college is determined by each college's local board of trustees. As shown in Exhibit 17, there are two different options or methods suggested in statute that a local board of trustees may use in determining the tuition for a Pennsylvania resident who is not from a county, municipality, or school district that sponsors a community college, i.e., an out-of-district student.

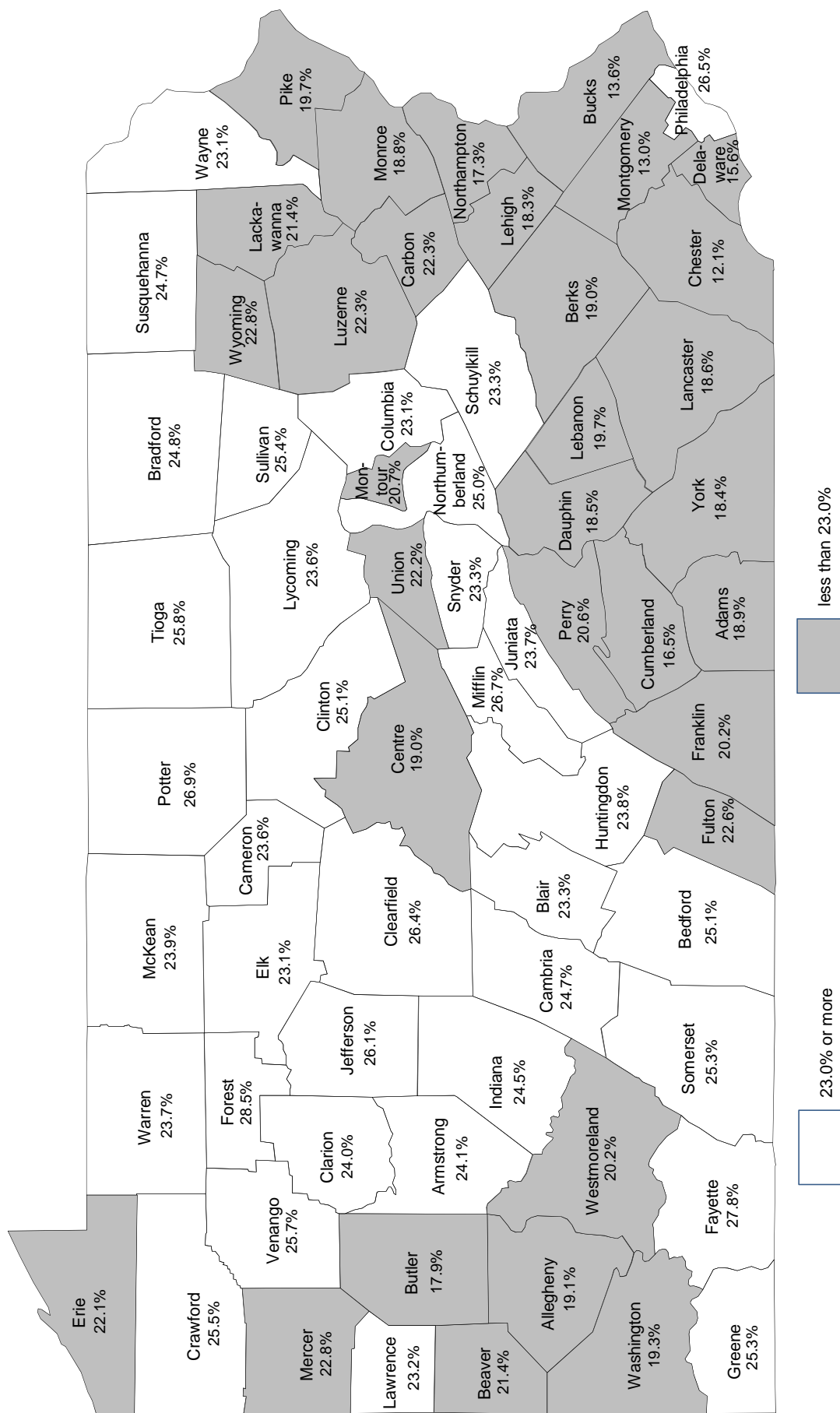
¹² An articulation agreement is a formal agreement between two academic institutions that establishes the acceptance and transfer of a student's credits and courses from one institution to the other to assure that the courses will not have to be repeated at the institution to which they are transferring.

1



Source: Developed by LB&FC staff from 2005-09 U.S. Census and National Center for Education Statistics 2009-10 Integrated Postsecondary Education Data System data from the Center for Rural Pennsylvania.

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Source: Developed by LB&FC staff from 2005-09 U.S. Census and National Center for Education Statistics 2009-10 Integrated Postsecondary Education System data from the Center for Rural Pennsylvania.

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Statutory Options or Methods Available to Local Community College Boards of Trustees to Set Out-of District Pennsylvania Resident Tuition

Option 1:

A student who is a resident of the Commonwealth in an area which is not a local sponsor of a community college and who is enrolled in a community college in accordance with the policies, standards, rules and regulations of the State Board of Education shall pay a tuition charge fixed by the board of trustees of the college attended. Such tuition shall total the amount representing the difference between total operating cost per equivalent full-time student and the amount payable by the state on behalf of each equivalent full-time student enrolled.^a

Option 2:

A student who is not a resident in the area of the local sponsor of the community college in which he is enrolled, and has enrolled without the approval of the board of trustees of the community college established in the area in which he resides, if there is one, shall pay a tuition charge which shall be equal to twice the normal tuition charge of the community college in which he is enrolled.^b

^a 24 P.S. §19-1908-A(c).

^b 24 P.S. §19-1908-A(d).

Source: Developed by LB&FC staff from cited references.

In practice, Pennsylvania community colleges, with some exceptions,¹³ use the second option and charge a non-resident student twice the normal, sponsored tuition rate.

The Fields report (discussed in Finding C) characterized the policy of charging out-of-district students twice the tuition of students from areas that have a college, as “unfair and unjust.”¹⁴ Instead, Fields suggested a “chargeback method” to identify the tuition for Pennsylvania students from areas that are not able to sponsor a community college. The “chargeback method” requires payment, typically by the out-of-district student’s taxing district, of a tuition surcharge based on the actual value of the local subsidy for local full-time equivalent students. Simply put, if the student tuition is \$200 per credit and the value of the local subsidy is \$50 per credit, the out-of-district student surcharge is \$50 per credit. This method, based on allowable local average costs per full-time equivalent local student, has been used in several states, including some of Pennsylvania’s surrounding states (i.e., New Jersey and New York) to promote statewide access to community colleges (see Findings F and G).

¹³ Allegheny charges PA residents from areas without a community college about 60 percent more than county residents, and Harrisburg charges such PA residents about 75 percent more. Bucks, Luzerne, Northampton, and PA Highlands have exceptions that apply to some, but not all, PA residents from areas without a community college. (See Table 5 in Finding B for additional information on specific exceptions.)

¹⁴ Fields and Associates, p. 211.

Problems with the “twice the in-district rate” method used most often to establish tuition for out-of-district students were also noted by a Pennsylvania House of Representatives Subcommittee on Higher Education in the late 1990s. Those testifying before the committee voiced concerns about the level of local sponsor support that colleges were receiving. The Subcommittee reported:

Community colleges increasingly are trying to draw students from beyond their sponsoring areas. The reason for this is obvious. Students from non-sponsoring areas pay double the amount paid by students from sponsoring areas. Their double payment includes tuition plus [underscore in the original] the portion ordinarily paid by a local government sponsor....The colleges prefer collecting the full “local share” from students, rather than only the portion of the statutorily-required share from a “local sponsor.” Delaware Community College, for example, has declined to accept any new requests by school districts to become local sponsors because their contributions would not equal the amount the college could collect from students.¹⁵ Thus, the cost become much higher for students and inhibits access.¹⁶

LB&FC staff examined “local sponsor” contribution to in-district student tuition to determine if the contribution covered the difference between the in-district and out-of-district student’s tuition payment (as would occur in a state with “chargeback”). Our analysis relied on 2008-09 community college financial reports. We found:

- State funding accounted for 32 percent of the total allowable tuition costs (\$254 million out of \$795 million¹⁷), with local sponsor share accounting for 15 percent (\$116 million).
- The local sponsor’s contribution per local full-time equivalent student did not cover the difference between the in-district student’s tuition charge and out-of-district student charge at any of the 14 community colleges.
- Out-of-district Pennsylvania students from all but one (Luzerne) college paid more per credit than their college’s tuition operating costs, without

¹⁵ In November 2010, the State Board approved the Chester Upland School District’s application to participate as a sponsor for the Delaware County Community College. The school district paid a onetime capital buy-in contribution of \$3.9 million representing the school district’s portion of the accumulated value of the community college capital assets, and agreed to annually pay a portion of the local sponsor’s share based on the STEB market value of the district’s property relative to that of other sponsoring school districts. Funds to cover such costs were made available from local gaming revenues. Act 2010-1, which amended 4 Pa.C.S. §1102 *et seq.*, provides for use of local gaming revenues for public community colleges in certain areas of the state.

¹⁶ Pennsylvania House of Representatives House Subcommittee on Higher Education, *A Report on Pennsylvania’s Community Colleges Pursuant to House Resolution 128*, January 1998, Vol. 1, p.17.

¹⁷ The average state subsidy (excluding the capital subsidy) for full-time equivalent Pennsylvania student in 2008-09 was \$2,086 or about \$70 per credit. The subsidy ranged from \$1,759 per FTE (\$58.63 per credit) at Northampton to \$2,431 (\$81.03 per credit) at Allegheny.

the state subsidy¹⁸ including out-of-district Pennsylvania students at six colleges (Beaver, Bucks, Lehigh/Carbon, Pa Highlands, Reading, and Westmoreland) that pay 80 percent to over 200 percent more per credit than the local sponsors' contribution on a per credit basis.

Feasibility of Establishing a Community College in Pennsylvania's Rural Counties: Rural county student access to community colleges is made even more challenging as such students are typically from areas that cannot meet the student population and tax base criteria initially set forth by the State Board of Education to approve a new community college (see Finding C). The Pennsylvania State Board of Education's national consultant who examined this issue in the late 1960s effectively concluded that rural counties would have difficulty meeting such criteria.

LB&FC staff, therefore, examined the ability of rural counties today to meet the Board's population¹⁹ and financial criteria based on recent data.²⁰ Based on our review, formation of an independent local community college based on the State Board's historic criteria will be challenging. We found:

- None of the rural counties have sufficient high school graduates to reach the required 500 full-time equivalent student minimum.
- Only one of the rural counties (Wayne in Northeastern Pennsylvania) can generate sufficient property tax revenue through a ½ mill levy (i.e., roughly the current average levy for county sponsored community colleges) to support 500 full-time equivalent students (which Wayne County's graduating high school population does not support).
- Only two rural counties (Wayne and Lycoming) can generate sufficient property tax revenue through a 1 mill levy to support 1,500 full-time

¹⁸ The adjustment removes the value of the state subsidy per full-time equivalent student at the college as the state subsidy is intended to be the same for similar students in both in-district and out-of-district Pennsylvania students.

¹⁹ As discussed in Finding C and the Fields' report, the State Board's *Guidelines* require a minimum of 500 full-time equivalent students after two years for approval to establish a community college in Pennsylvania, with a target of 1,500 full-time equivalent students for efficient operation. Appendix D provides information on the data and assumptions used to convert student head count data to full-time equivalent data required for the analysis.

²⁰ As discussed in Finding C and the Fields' report, the State Board's *Guidelines* require local sponsors to provide for 1/3 of the community college operating costs. Local sponsors may impose up to an additional 5 mill property tax levy (except for taxing districts of the first class, which are limited to 1 mill), though Fields noted that a levy above 3 mills is not reasonable. Currently, the nine counties with community colleges effectively have an average ½ mill levy. LB&FC staff relied on Department of Community and Economic Development property tax revenue and millage data for counties to estimate the amount of revenue rural counties potentially could realize in support of a community college. We used community college 2008-09 financial reports and supplements to identify their total actual costs per full-time equivalent student, and assumed that a local sponsor would be responsible for 1/3 of such costs (i.e., \$2,130 per full-time equivalent student). Our analysis did not rely on local sponsors' actual contribution per full-time equivalent student (i.e., \$1,244 per full-time equivalent student) as the State Board of Education has required local sponsors to initially commit to providing at least 1/3 of total projected costs.

equivalent students (which their high school graduating populations do not support).

- When rural counties are grouped with non-rural counties in the community college services areas identified by the Pennsylvania State Board of Education in the 1960s (see Exhibit 3 in Finding C on page 23), 8 of the 9 community college service areas (Service Areas 2, 3, 7, 11, 12, 13, 14, 17, and 19) consisting of rural (and some non-rural) counties have sufficient numbers of high school graduates to reach the minimum number of full-time equivalent students, but only one of the nine service areas (Service Area 17) has sufficient numbers to reach the 1,500 full-time equivalent students projected for efficient operation of a community college.

The minimum criteria for student population could be achieved by multiple counties agreeing to work together, but gaining agreement among all of the taxing districts in such service areas, however, might be challenging simply due to the possible number of districts involved. A New Jersey regional college administrator advised LB&FC staff that the formation of a two-county regional college took 15 years with both counties interested in joining to form a regional college.

Weaving together a community college service area is also complicated by other factors. The Educational Consortium of the Upper Allegheny, which consists of 11 rural counties (Cameron, Clarion, Clearfield, Crawford, Elk, Forest, Jefferson, McKean, Potter, Venango, and Warren) in northwestern Pennsylvania, for example, illustrates some of the other challenges faced by rural communities.

Optimistically, we estimate that, potentially, if a total of 750 high school graduates annually go on to attend a community college, and a sizable number (1,000) of older adults also attend, the 11-county area would be able to realize 1,500 full-time equivalents after two years to operate an efficient community college.

As shown in Table 14, with local sponsors providing at least 1/3 of actual operating tuition costs, the 11-county area would need to generate more than \$3.5 million annually to support such costs for approximately 1,500 FTE students. Table 14 also shows that, given the current assessed value of property in the 11-county area, the 11-county area would need to levy at least one-half an additional mill to realize such operating revenue. Such estimates exclude capital costs as ECUA would like to use existing physical sites and learning centers—an approach used in other states to serve rural communities (see Finding F). If capital costs were also included, the levy would be higher.

Table 14 also shows that value of property in the 11 counties varies greatly. The counties with the more highly valued property, which yield the greatest tax revenue, are Venango, McKean, Crawford, and Jefferson—all of which currently have publicly supported colleges that now offer associate degree programs. The

Pennsylvania State System of Higher Education (PASSHE) has campuses offering two-year programs in five of the 11 counties (Clarion, Clearfield, Crawford, Jefferson, and Venango), the University of Pittsburgh in two counties (Crawford and McKean), and the Pennsylvania State University in one (Clearfield). Convincing local officials in such areas to impose an additional tax levy could be challenging.

Another challenge faced by ECUA is that the ECUA counties would be required to raise more local tax revenue than a similar existing community college. The smallest existing college, for example, has roughly 1,500 FTEs and in FY 2008-09 had a local contribution of \$1.2 million. Such a local contribution represents 16 percent of tuition operating costs rather than one-third as used in our analysis and the State Board of Education's most recent review of applications for approval as a Pennsylvania public community college. Additionally, the relatively smaller number of FTE students at an 11-county community college might restrict the number of program offerings that could be available.

Table 14

Estimate of ECUA Counties' Potential Local Tax Revenue Requirements for Community College Operating Costs*

County	Actual Total Graduates 2009-10	Estimate if 15% of Grads Attend CC	Estimated Students Under 24 After 2 Years	Number of Older Students Required for 1,500 FTEs ^a	Estimated Total Students All Ages After 2 Years	Estimated FTE After 2 Years	Estimated Local Sponsor Share ^b Based on FTE	Estimated Tax Revenue			
								Assessed Value	0.5 Mil	1 Mil	3 Mil
Cameron	64	10	19	13	32	21	\$ 45,395	\$ 67,711,411	\$ 33,856	\$ 67,711	\$ 203,134
Clarion	550	83	165	110	275	183	390,110	335,080,482	167,540	335,080	1,005,241
Clearfield	966	145	290	193	483	322	685,174	512,789,127	256,395	512,789	1,538,367
Crawford	823	123	247	165	412	274	583,746	1,011,702,853	505,851	1,011,703	3,035,109
Elk	301	45	90	60	151	100	213,496	510,078,570	255,039	510,079	1,530,236
Forest	47	7	14	9	24	16	33,337	63,357,738	31,679	63,358	190,073
Jefferson	382	57	115	76	191	127	270,949	744,206,700	372,103	744,207	2,232,620
McKean	542	81	163	108	271	180	384,435	1,174,558,420	587,279	1,174,558	3,523,675
Potter	185	28	56	37	93	62	131,219	312,651,420	156,326	312,651	937,954
Venango	701	105	210	140	351	233	497,212	1,940,928,160	970,464	1,940,928	5,822,784
Warren	441	66	132	88	221	147	312,797	485,607,142	242,804	485,607	1,456,821
ECUA	5,002	750	1,501	1,001	2,502	1,666	\$3,547,869	\$7,158,672,023	\$3,579,336	\$7,158,672	\$21,476,016

*See Appendix D for an explanation of the data used to identify the estimates and the analysis that leads to conversion of student heard count data to full-time equivalent student data.

^a Based on existing community college experience in more densely populated counties.

^b Excludes capital costs.

Source: Developed by LB&FC staff using high school graduate data reported by the Pennsylvania Department of Education and assessed value reported by the Department of Community and Economic Development.

F. Most States Have Public Community Colleges Strategically Placed Throughout Helping Assure Statewide Access to Publicly Supported Postsecondary Education

In 2011, there were over 1,100 public, independent, and tribal community colleges nationwide, with public community colleges accounting for 85 percent of the total, according to the American Association of Community Colleges. In the fall of 2008, over 12 million students were enrolled in the nation's community colleges.

Public community colleges differ widely in their governance and support due, in part, to how they started out. Some community colleges were initially extensions of public high schools, others originated in applied vocational and technical schools, and still others were started to provide greater access to higher education for returning World War II veterans. They also differ as they are products of their local communities, and reflect the priorities and resources of such communities.

LB&FC staff reviewed reports published by the Education Commission on the States, *Grapevine*¹ reports and 50 state higher education websites and consulted with representatives from selected states to determine if the state had public community colleges strategically placed throughout the state. We found:

- 25 (Alabama, Alaska, Arkansas, Connecticut, Delaware, Florida, Georgia, Hawaii, Indiana, Kentucky, Louisiana, Massachusetts, Maine, Minnesota, Nevada, New Hampshire, North Dakota, Rhode Island, South Dakota, Tennessee, Utah, Vermont, Virginia, Washington, and West Virginia) of the 50 states have state community colleges that are part of their state's public systems for higher education and typically receive no local funding. Exhibit 18 lists the organization responsible for the 25 state community colleges.
- 16 (Arizona, California, Illinois, Iowa, Michigan, Mississippi, Nebraska, New Jersey, New York, North Carolina, Oregon, Pennsylvania, South Carolina, Texas, Wisconsin, and Wyoming) states have state-aided community colleges that receive more than 10 percent of their revenues from local government.
- 9 states (Colorado, Idaho, Kansas, Maryland, Missouri, Montana, New Mexico, Ohio, and Oklahoma) have both state community colleges and state-aided colleges.

¹ *Grapevine* is an annual compilation of data on state tax support for higher education, including general fund appropriations for universities, colleges, and community colleges, and state higher education agencies. The state survey and published annual compilations of data are produced by the Illinois State University's Center for the Study of Education Policy, and more recently in cooperation with the State Higher Education Executive Officers.

Responsible Entity in 25 States With State Community Colleges

Alabama	Department of Postsecondary Education
Alaska	University of Alaska Community and Technical College
Arkansas	Arkansas Department of Higher Education
Connecticut	Connecticut Community College System
Delaware	Delaware Technical and Community College
Florida	Florida College System
Georgia	Technical College System of Georgia ^a
Hawaii	University of Hawaii System
Indiana	Indiana Commission for Higher Education
Kentucky	Kentucky Community and Technical College System
Louisiana.....	Louisiana Community and Technical College System
Maine	Maine Community College System
Massachusetts	Massachusetts Community Colleges
Minnesota.....	Minnesota State Colleges and Universities
Nevada.....	University and Community College System of Nevada
New Hampshire	New Hampshire Regional Community College System
North Dakota	North Dakota University System
Rhode Island	Community College of Rhode Island
South Dakota	South Dakota Department of Education
Tennessee	Tennessee Board of Regents
Utah.....	Utah System of Higher Education
Vermont.....	Vermont State College System
Virginia	Virginia Community College System
Washington	Washington State Board for Community and Technical Colleges
West Virginia.....	West Virginia Council for Community and Technical College Education

^a Formerly the Department of Technical and Adult Education.

Source: Developed by LB&FC staff from Education Commission of the States, *State Funding for Community Colleges: a 50 State Survey*, 2000, and state higher education websites accessed in 2011.

State Community Colleges

Those states with state community colleges typically have colleges strategically placed throughout to provide statewide access, including states that meet our definition of rural (i.e., those with fewer than 100 persons per square mile in 2010). Eleven (Alabama, Alaska, Arkansas, Maine, Minnesota, Nevada, North Dakota, South Dakota, Utah, Vermont, and West Virginia) of the 25 states with state community colleges are rural states. In such states, the state community colleges serve designated state regions and/or provide access through learning centers disbursed throughout the state.

Vermont: Vermont, for example, has one public community college (Community College of Vermont) and five technical colleges that make up the Vermont State Colleges (VCS) system. The Community College of Vermont does not have a central campus with housing facilities. Rather, it serves the entire state through 12 academic centers around the state along with online and interactive learning. Everyone in Vermont is within 25 miles of a VCS site.

Maine: Maine has seven community colleges and ten off-campus centers, including one center located at a public four-year university. Maine reports that its colleges and off-campus centers are within 25 miles of more than 90 percent of the state's population. Five of its seven community colleges have residence halls, while two serve only commuting students.

West Virginia: West Virginia has 10 community and technical colleges that are assigned county service regions. In addition to the 10 main campuses (which are frequently located in proximity to the campuses of public four-year institutions of which they were formerly a part), there are 11 satellite campuses. When the West Virginia legislature separated the public community and technical colleges from the public four-year colleges, it required the newly created Council for Community and Technical College Education to “assure uniform delivery of community and technical college education for all regions of the state.”² To assure such uniform delivery, the Council recognized that some institutions would need to operate multiple campuses within their designated region and agreed to provide enhanced funding to community and technical colleges that needed to operate multiple campuses—at times at great geographic distance from their main campuses.

Delaware: Neighboring Delaware, while not a rural, has one state community college. The college has four campuses, all of which are separately accredited. Delaware's three counties each have at least one campus.

State-Aided Community Colleges

States with community colleges that are state-aided and rely on local funding also provide for strategic statewide access to public community colleges, including rural states. Seven (Arizona, Iowa, Mississippi, Nebraska, Oregon, Texas, and Wyoming) of the 16 states with state-aided community colleges are rural. In part, such states provide for statewide access through designated “districts” that are authorized to levy taxes in support of the public community college—somewhat similar to public school districts.

Arizona: Arizona, for example, has 10 community college districts and two provisional districts with 19 community colleges. Arizona's community college districts must be authorized by local voters and can levy a property tax. Any resident

² W.Va. Code, at §18B-1D-3(b)(7).

of Arizona may attend any community college in the state (with districts often waiving out-of-district tuition for Arizona students from other districts). All but two rural Arizona counties are part of a community college district. Such rural counties, however, pay tuition to the community college district when their residents attend the district's community college, and the rural counties receive a state "rural county reimbursement subsidy" to help defray such tuition costs.³

While the state of Arizona provides operating aid to all community college districts, it also provides "equalization" aid, which is the primary way in which it helps rural counties with lower property values to provide community college services. Over 25 percent of Arizona's total state aid for community college services (approximately \$135 million) in 2010 was in the form of "equalization" aid.

Iowa: Iowa has 15 community college districts. The districts have locally elected boards of directors and have taxing authority.⁴ The Iowa State Board of Education, however, has approval authority over district budgets. The 15 districts cover the entire state. All Iowans of postsecondary school age are eligible to attend any of the Iowa community colleges, and all Iowans pay the same tuition rate (though the rate may vary across the colleges). The 15 community college districts have 65 campuses, satellite locations, and learning resource centers, including some campuses with residential facilities.

Texas: Texas has designated community college districts throughout the state, and has 50 public community college districts with multiple campuses. Some of these campuses are co-located with public four-year institutions and may receive certain services from such institutions. Community college district boards in Texas can levy property taxes and issue bonds for construction and maintenance of community college facilities and pledge property tax levies to pay the principal and interest on the bond.⁵ As Texas' state fund allocation formula is based on student enrollment contact hours in certain programs, Texas specifically provides "small institution supplements." The supplements provide additional support to community colleges in the less populous areas of the state, which are disadvantaged by program student count allocation formulas.

While Texas has designated community college districts statewide, not all school districts participate in their designated community college district. When students from such districts attend the community college, state statute specifies that such students' tuition rate is to be related to the actual amount of tuition and fees per credit generated by the in-district student plus an amount per credit hour

³ According to Arizona officials with whom we spoke, in 2010, the two counties not part of a community college district paid \$3.9 million to districts for their residents' tuition and received \$1 million in state subsidy to support such payments.

⁴ Three-quarters of a mill for operational purposes and an additional three-quarters of a mill for purchase of sites and construction of buildings.

⁵ Up to 10 mills.

determined by dividing the total amount of the property taxes imposed by the community college district and the total number of credit hours accounted for by resident district students, i.e., the actual local contribution per district resident full-time equivalent student.

North Carolina: North Carolina is not a rural state, but it has a statewide system of community colleges in place. The state set out to have one community college within a 45 minute commute or 30 road mile service area in the 1960s, and now has 20 colleges with 33 multi-campus sites and 71 off-campus centers. In all, there are 162 main and satellite campuses and off-campus centers in 91 of North Carolina's 100 counties. In North Carolina, satellite campuses must provide opportunity for a student to complete at least one associate degree and have comprehensive instructional support functions (e.g., libraries and student development services). At the off-campus centers students can take classes, but there are no administrative services on-site.

In North Carolina, there is one student tuition rate for all in-state residents, and student tuition revenues are viewed as "state" dollars. The state appropriation, plus student tuition and fees, and federal grants are responsible for all community college instructional costs. Counties, however, are responsible for capital and capital operating costs, though they can raise revenues to supplement the instructional costs covered by the state.

The North Carolina formula for allocating funds to the colleges supports smaller colleges in less populous areas by design. The formula provides a base allocation that is the same for all colleges regardless of enrollment. In 2011-12, for example, the "instructional support" component of the formula provides each college with \$2.09 million for the first 750 full-time equivalent students (FTEs) and \$1,652 for every FTE above 750. As a consequence, smaller community colleges receive more per capita on an FTE basis than larger ones.

Illinois: Illinois, another major (non-rural) state with state-aided community colleges, has 39 community college districts that cover the entire state. Such districts include one or more community colleges with such colleges having "extended" campuses. In Illinois, district voters elect the college district trustees and must approve the tax levies in support of the community college district.

In fall 2008, Illinois community colleges had 134,299 full-time and 222,858 part-time students enrolled—roughly twice the enrollment of Pennsylvania's public community colleges. In 2011, Illinois appropriated \$292 million in unrestricted state funds for community college operations (compared to about \$236 million in Pennsylvania). About 30 percent of such state funds consist of "equalization grants" to certain districts to reduce the disparity among districts in their local property tax funds available per resident student.

Michigan: Among the major states with state-aided community colleges, only Pennsylvania and Michigan do not have public community colleges strategically placed throughout the state to provide statewide coverage. Based on Michigan's constitution, higher education institutions, including community colleges, are effectively autonomous institutions. According to the Michigan 1963 constitution:

The legislature shall provide by law for the establishment and financial support of public community and junior colleges which shall be supervised and controlled by locally elected boards.⁶

The majority (17 of 28) of Michigan's existing public community colleges were established by local school districts prior to 1963. Following the 1963 constitutional changes, the Michigan legislature consolidated and revised existing law to provide for community college districts and authorized their levying of local property taxes to support such districts. Community college districts, however, were not formed by voters throughout the state. In Michigan, the state budget includes grants, for the most part from the state's School Aid Fund, for specific individual community college districts.

As in Pennsylvania, Michigan's community colleges are located in the most populous areas of the state. In Michigan, 19 of its 28 public community colleges are in southern Michigan. Michigan estimates that, given the distribution of its public community colleges, 73 percent of its residents live in a community college district. This compares with about 60 percent of Pennsylvania residents living in a taxing district that sponsors a public community college.

Both State and State-Aided Community Colleges

Seven (Colorado, Idaho, Kansas, Missouri, Montana, New Mexico, and Oklahoma) of the nine states with both state community colleges and state-aided community colleges are rural states. In some instances, these states have mostly state community colleges, with a few local college districts.

Colorado: Colorado, for example, has 13 state system community colleges with multiple campuses and learning centers throughout the state. Some of the colleges are also residential two-year colleges. One of the state's public four-year colleges (Colorado Mesa University) also has a community college division (Western Colorado Community College).

In addition, Colorado has two local districts with multiple campuses and learning sites. Such local districts receive some state funds from direct appropriations from the state legislature, but government support comes primarily from local imposed property taxes from sponsoring taxing districts. Such districts chose not to

⁶ Constitution of Michigan of 1963, Art. VIII, Section 7.

affiliate with the state system, though state legislation provided opportunity for such affiliation based on criteria set forth in statute.

In Colorado, the state subsidizes student tuition at public colleges and universities by providing undergraduate students a per credit stipend up to a maximum number of credits per student (145 undergraduate credit hours). The amount of the credit stipend is the same at each public college and is the same for the public community and public four-year colleges (i.e., \$62 per credit for the 2011-12 academic year).

Oklahoma: Oklahoma, another rural state, has 14 state community and technical colleges at 32 locations throughout the state, which are part of the Oklahoma State System of Higher Education. It also has three state-assisted community colleges that rely on local county property tax funding. The three state-assisted community colleges (which serve multiple locations) include Tulsa Community College—the largest in the state. Tulsa is also home to a state university, but the state university does not offer freshman and sophomore classes. Such classes are taken at the community colleges and then transferred to the state university.

New Mexico: New Mexico, another rural state, provides statewide geographic access to community colleges through 10 state university branch campuses and seven independent colleges. Eastern New Mexico University operates two community colleges; New Mexico State University has four community colleges and nine satellite locations; and the University of New Mexico operates four community colleges and two satellite locations. In addition, the state has seven independent state-aided community colleges that are governed by local boards, and rely heavily on local property tax revenues. Such independent colleges serve more populous areas such as Albuquerque and Santa Fe.

Some of New Mexico's public community colleges receive some local property tax revenue while others do not. In 2006-07, New Mexico public community colleges received approximately 60 percent of their unrestricted operating revenues from the state, and about 8 percent from local tax levy, compared to just under 50 percent from the state and about 30 percent from local tax levy for the independent community colleges.

Neighboring Maryland and Ohio, while they are not rural states, also provide statewide community college access through a mix of state community colleges and state-aided colleges. Maryland has also identified additional strategies to help promote statewide access.

Maryland: Maryland, for example, has 16 public community colleges operating at 24 campuses. While most of the colleges are county-based (consistent with

the state's K-12 public education system), several are regional colleges, and one (Baltimore City Community College) is effectively a state institution.

Maryland also has several policies to provide for statewide access to community colleges. In Maryland, in counties that are without a community college and where the county per capita wealth is below the statewide average (excluding Baltimore City), the state pays one-half of the difference between in-district and out-of-district Maryland resident tuition for such students to attend community college in an adjacent county or the college's branch campus.⁷ The remainder of the difference must be paid by the student's county of residence. In 2011, Maryland anticipates paying \$0.373 million for students from Somerset County (on the Maryland Eastern Shore) to qualify for in-district student tuition and fees at an adjacent regional community college.

Maryland also has in place policies that provide for "in-district" student rates for any Maryland student (without regard to county residence) taking certain courses in health-related fields and agreeing to work in the state for a specified period. In FY 2011, the state allocated approximately \$6 million in support of this manpower priority program. Maryland, moreover, has entered into reciprocity agreements with community colleges in West Virginia to allow certain students to attend certain West Virginia community colleges at the West Virginia in-state rate.

Maryland's funding formula includes three components: a fixed cost component, a marginal component (which is based on an institution's full-time equivalent students relative to the rest of the state) and a "small size" component. Community colleges with FTEs less than 80 percent of the median for all community colleges receive certain additional state funding. In FY 2011, the state provided approximately \$4 million to "small community colleges."

Ohio: Neighboring Ohio has 15 distinct community, state, and technical college districts. Such districts operate at 31 sites throughout the state. The six "community" districts differ from the seven "state" districts in that they have been approved by local voters, and the voters have approved specific property tax levies in support of the college. The community college districts, moreover, require only a population of 75,000, rather than 150,000 for state districts. The Ohio Board of Regents must approve the formation of community and state community college districts and the plans under which the districts operate.

Ohio community college districts have voter approved levies that can provide support for local community colleges in different ways. One such way is through reduced in-district student tuition. As the levies differ across the community college districts, the amount of difference between in-district and out-of-district students

⁷ It should be noted that out-of-district students in such counties do not pay twice the tuition of the in-district student.

may vary greatly across the community college districts. According to staff from the University System of Ohio with whom we spoke, the tuition discount for in-district students is to be proportionate to the amount provided by the local operating levy. University System staff also advised that some community districts advertise how the proposed tax levy will be used when presenting such levies to local voters.

Tuition for students at state districts is the same for all Ohio residents. Typically, the tuition for an out-of-district student at a community college district is the same or lower than the tuition for students at colleges that are part of state districts.

Some of Ohio's state community colleges are part of its four-year public college and university system. For example, Cincinnati State's state district community college is actually part of the University of Cincinnati. Known as UC Blue Ash, it is located on a campus (University of Cincinnati Raymond Walters College Campus) separate from the college's main campus. The tuition at the community college is much lower than at the University and its main campus—\$1,657 per quarter at the community college versus \$2,935 per quarter at the University main campus, according to the University's Vice President for Administration and Finance. Community college students who take 50 percent of their classes at the main campus, however, are charged a fee differential.

There are several reasons the public university is able to keep tuition for community college students lower than that for students on its main campus. The Ohio Board of Regents, which allocates state funds to public colleges and universities, allocated \$60 million in "Access Challenge" funds to designated campuses, including all two-year public campuses, the two-year technical community colleges, and certain four-year programs to reduce their tuition and promote college access.

Community tuition costs are also lower than those of the university as the cost structure for the two institutions are inherently different, according to the University Vice President and the Dean of the Community College. The community college, for example, has less diverse program offerings than the main campus, which serves to help keep costs down.

The community college faculty members, moreover, have as their primary mission quality teaching rather than research. Full-time faculty members at the community college are scheduled to teach four classes a term. While the faculty at both the university and community college belong to the same union, there is "discipline equity" in the pay scales for the community college faculty, which does not occur at the university.⁸

⁸ Discipline equity refers to the use of a single pay scale that does not vary by academic discipline. In other words, a professor of English literature at the community college would receive the same pay as a professor of business or engineering. At the university, such professors might receive different pay.

The requirements for accreditation (and associated faculty credentials) are less costly at the community college than the university. The community college can, therefore, rely more on part-time adjunct faculty to accomplish its mission, and faculty with masters rather than doctoral degrees. The community college, moreover, has lower capital costs as it builds few new facilities and is not confronted with having to construct major laboratories to attract teaching staff with expert research credentials.

In addition to having a mix of community and state community college districts and allocation practices that promote access, Ohio deliberately set out several years ago to fill in the gap in community college access in western Ohio in the Mahoney Valley. It accomplished this by getting one of the small colleges with limited programming to partner with a larger community college (Lorain), a state community college (Terra State), and a state public four-year college (Youngstown) to provide a wider range of community college offerings through technical centers located throughout the Valley. Known as Eastern Gateway Community College, the state community college district operates through agreements and memorandum of understanding among the various partners. According to state staff, the partners entered into these arrangements to expand their FTEs, and did not receive state funds. The President of the community college district that participates viewed the college's involvement as part of a local levy ballot initiative to which local voters had agreed.

G. States Have Taken a Variety of Approaches to Make Public Community Colleges Accessible Statewide, Including Approaches the Commonwealth May Wish to Consider

States have taken a variety of approaches to provide for strategic access to public community colleges throughout the state, including rural areas with low population density. Such approaches include:

- relying on their varying state public colleges and university systems to provide statewide regional access to public community colleges;
- using satellite campuses, learning centers, and distance learning curricula to reach all areas of the state;
- using state public colleges and university systems to fill in regional gaps when local public community colleges do not serve all areas of the state;
- designating public community college regions or districts (somewhat similar to school districts) to be served by local community colleges;
- allocating state funds to local community college districts to include “equalization funding” (rather than basing state funding primarily on the number of full-time equivalent students) to account for differences in local property values and the ability of local districts to support a public community college;
- providing additional state grant funds to “small” community colleges or rural colleges;
- providing for students from outside of local community college districts to qualify for reduced tuition rates; and
- providing opportunity for state students to attend regional community colleges based in other states at in-state student tuition rates.

Several of these approaches have been highlighted in Findings C and F

As discussed in Finding F, one-half of the states (25 of 50), use their varying state public college and university systems to operate public community colleges. Such states include neighboring Delaware and West Virginia. In such states, it is not uncommon for the state system to make use of satellite campuses and learning centers to achieve strategic access statewide. In some cases (e.g., Maine), such public community colleges also have dormitories.

Several states (e.g., Colorado, Maryland, New Mexico, Ohio, and Oklahoma), have elected to provide statewide strategic access through combined local and state public community colleges. Ohio, for example, and as discussed in Finding F, has both “community” and “state” district community colleges. Some of Ohio’s state

district community colleges are affiliated with regional public colleges. When the Pennsylvania State Board of Education was planning for public community college development in the Commonwealth in the 1960s, its national consultant and staff recognized that in certain areas of Pennsylvania (Warren, Venango, Forest, Clarion, Armstrong, Fayette, McKean, Elk, Cameron, Jefferson, Clearfield, Bedford, Huntingdon, Mifflin, and Juniata Counties) existing state supported colleges might play a role with respect to community college development (see Finding C).

Most states that have not established public community colleges as part of their states' higher education systems have provided for local public colleges and designated regions throughout the state. To provide for such local colleges statewide, several states (e.g., Arizona and Illinois) distribute state funds in ways that account for differences in local property values and ability to support such colleges. Some also provide additional state funding to districts categorized as small community college districts or rural districts (e.g., Arizona, New York, North Carolina, and Texas). Several states with such local public colleges (e.g., Arizona, Iowa, and North Carolina) have also established policies that permit state residents to attend any local public community college and pay the same tuition as residents from the region or district served by the community college.

Reduced student tuition is important for access to community college access. In the 1960s, the Pennsylvania State Board of Education's consultant offered several recommendations to promote such access for all Pennsylvania residents. According to the Pennsylvania State Board's consultant, the recommendations discussed below:

...Are all necessary if residents in areas with little or no chance for the establishment of community colleges in the foreseeable future are to have some opportunity to attend a community college. Practically all states that have developed a system of community colleges have found it necessary to enact legislation making some such provisions....

Eligibility to Attend Community Colleges With Reduced Student Tuition

Specifically, the State Board's consultant recommended:

The State Board seek the enactment of legislation establishing the right of all Pennsylvania residents to attend any community college within the State if they are academically admissible. It is further recommended that the State Board seek the enactment of legislation establishing the procedure whereby the community college attended will receive reimbursement for the local district's one-third of operating costs from the county or district of residence....It is further recommended that the State Board seek the enactment of legislation

establishing a charge of \$50.00 per student per semester of attendance (as reimbursement for capital outlay costs) to be paid by the county or district of residence to the community college attended.¹

Neighboring New Jersey and New York have somewhat similar practices.

New Jersey: New Jersey has 19 public community colleges with 60 campuses serving all 21 New Jersey counties (some community colleges serve more than one county). In New Jersey, policies are in place to permit students from areas with community colleges to attend colleges in other areas when their county college does not provide courses available at other colleges. Potential non-resident community students can apply to the chief fiscal officer of their county of residence to attend a community college from outside of their county of residence when:

- the county does not sponsor a county community college or contribute to support of a county assisted college, or
- the local county or county assisted college certifies that it does not offer the particular course of study desired by the student, or
- the local county or county assisted college certifies that it cannot admit the applicant into a particular course or desired program of study based on criteria established by the New Jersey Commission on Higher Education.

When such students are approved to attend community colleges outside of their county of residence, their county of residence then pays the receiving county community college an amount per credit based on the sponsoring county's actual local contribution for local full-time equivalent students (for credit courses only) on a per credit basis plus \$1.00 per credit to compensate for minor capital costs. In New Jersey, the State Treasurer is responsible for auditing college full-time equivalent student credits and establishing the "chargeback" rate for each community college and its programs.

In New Jersey, local sponsors no longer provide one-third of the share of county college operating costs—the stated goal for local participation—as the increase in the number of students has outpaced the availability of local public funding. In the past, when one county that did not sponsor a county community college sought to enter into an agreement with an existing sponsoring county to form a new regional college, the state authorized an agreement between the counties to create a new regional college. The state also permitted the agreement to allow the

¹ Fields and Associates, *Community Colleges in Pennsylvania, A Report to the State Board of Education*, June 30, 1965, p. 261.

joining county's local share to be an amount equivalent to its "chargeback" payments rather than a hypothetical one-third of proposed college operating costs.²

According to staff from the New Jersey Council of County Colleges, many New Jersey community colleges no longer collect "chargeback." Some simply enter into contracts with other colleges to offer courses or programs that they do not offer. Others are interested in increasing enrollment and, therefore, do not charge out-of-district students tuition that differs from in-district students. Others simply waive the tuition differential. In 2010, chargeback payments in New Jersey totaled \$2 million, compared to \$6 million in 1997, according to Council staff.

Consistent with such New Jersey practices, some New Jersey county colleges have entered into agreements with Southeastern Pennsylvania community colleges to waive in-state and out-of-state tuition differentials when specific programs are not offered at their local colleges. In 2009, for example, Bucks County Community College entered into a "program-sharing agreement" with Mercer County Community College that allows students to take advantage of academic programs not offered at their home institutions at reduced rates. Such "program-sharing agreements" have been in place between community colleges within Pennsylvania, allowing out-of-county residents to pay in-county tuition for programs not offered by their home institution, according to Bucks County Community College's announcement of its agreement with Mercer County.

New York: New York has 30 community colleges located in every region of the state. A number of these colleges have dormitories, and several operate in multiple locations. Such colleges are part of the State University of New York System of Higher Education (SUNY).³ According to SUNY, 99.8 percent of the population is within 30 miles of a SUNY campus. The SUNY community colleges are different from other state-operated colleges and campuses within the system in that community college governance and operations are shared between the state and local sponsor. Such sharing is reflected in the governing board of the local colleges, which by statute consist of members appointed by the local sponsor and the Governor. As in Pennsylvania, local community college trustees in New York do not have independent taxing authority and must rely on their local sponsors for local tax dollar support.

New York differs from Pennsylvania, however, in that New York has highly detailed regulations that govern community colleges, including college finance and business operations.⁴ Such regulations provide that:

² Establishment of public community colleges involving multiple sponsors can be challenging. In New Jersey, the formation of the last county regional college took over 15 years, according to officials from the college.

³ The City of New York System of Higher Education (CUNY) also operates multiple community colleges in New York City. In addition, the state of New York operates six colleges of technology, which offer associate and baccalaureate programs.

⁴ 8 NYCRR Part 602.

All instructional programs, including off-site campus locations (high schools, malls, etc.) supported by State aid shall be entitled to chargeback payment by the county of residence of nonresident students.⁵

New York regulations define allowable costs and identify the method used to calculate the “operating chargeback rate per full-time equivalent student” based on the community college’s actual contribution in support of full-time equivalent students from the sponsor’s area.

Albany County in New York, for example, does not itself operate a community college. In 2011, however, Albany County will expend about \$10 million in “community college tuition,” i.e., chargeback payments to public community colleges for certified Albany County residents.

One of the community colleges in the Albany County region is Hudson Valley Community College, which serves the Capital Region and 13,500 students. Sponsored by Rensselaer County New York, the College has a center in Albany. In 2009-10, the Hudson Valley Community College had revenues totaling over \$99 million, including \$25 million in state aid, \$3 million in local sponsor contribution, and \$15.6 million in chargeback revenue. In 2010-11, all SUNY community colleges anticipated receiving a total of \$446.2 million in state aid, \$332.6 million in local sponsor contribution, and \$96.5 million in chargeback revenues.

In both New Jersey and New York, local governments are responsible for chargeback payments, which are based on the actual value of a local sponsor’s contribution for allowable costs for its local full-time equivalent students. Such an amount will equal one-third of such costs only when the local sponsor’s contribution is actually one-third of the cost.⁶ As noted in Finding F, however, Texas has policies in place that permit students from areas without community colleges to attend such colleges with such student’s tuition set based on the actual value of the local contribution relative to in-district student credit hours.

Students Served by Out-of-State Colleges: Some Pennsylvania students are served by out-of-state public community colleges. Concerning such students, the national consultant to the State Board of Education recommended the State Board:

...Seek the enactment of legislation that would provide that the district of residence which does not provide community college facilities and which lies within commuting distance of a community college in one of the adjoining states should pay an amount equivalent to the local district’s share of operating costs to the community college in such state,

⁵ 8 NYCRR Part 602.12(b).

⁶ According to an official New York report, local community college sponsors in New York are not contributing one-third of the college operating costs, though such an amount is referenced in statute.

for those students who attend the community college....It is further recommended that the Board seek legislation which would provide that in such cases the State of Pennsylvania would provide to such students a state scholarship equivalent to the State's one-third of tuition in a Pennsylvania community college.⁷

Currently, a Maryland and New York community college provide services at sites in Pennsylvania to Pennsylvania students, and such students pay the out-of-state tuition rates established by the Maryland and New York community colleges.

Jamestown Community College: Jamestown's tuition for New York state residents is \$156 per credit hour. At the Warren Pennsylvania campus, Pennsylvania students enrolled at Jamestown Community College pay the college's out-of-state tuition rate of \$281 per credit. In 2010-11, Jamestown out-of-state tuition revenues will total over \$975,000, according to SUNY.⁸

Jamestown, with the approval of the Pennsylvania Department of Education, provides courses through a memorandum of agreement with the Warren/Forest Higher Education Council.⁹ Pennsylvania students attending Jamestown Community College's Warren campus and paying the out-of-state tuition rate receive no state or local subsidy to help defray such tuition. Jamestown's courses, however, are offered at Pennsylvania's Warren State Hospital grounds.

Pennsylvania has not entered into an agreement with New York, or Jamestown, to obtain reduced tuition for Pennsylvania students taking courses at Jamestown's campus on Pennsylvania's Warren State Hospital grounds. Some colleges that seek to serve regions without regard to state boundaries (e.g., West Virginia public community colleges serving residents in isolated Maryland counties, see Finding F) offer reduced rates for students from nearby areas in adjacent states.

Allegany College of Maryland: Allegany College of Maryland is a regional community college, providing community college services in Bedford and Somerset Counties in Pennsylvania. In the late 1990s, the Pennsylvania Department of Education approved Allegany Maryland's provision of certain postsecondary education in Bedford and Somerset Counties. Subsequently, the Department also approved its provision of Early College Program courses in those counties and at certain high schools in Blair, Cambria, and Franklin Counties. The programs offered by Allegany Maryland are primarily offered at sites financed by Pennsylvania local governments and foundations.

⁷ Fields and Associates, p. 262.

⁸ Jamestown also anticipates \$12.7 million resident tuition and fees, \$6.5 million in sponsor's contribution, \$608,000 in chargeback revenue, and \$8.6 million in state operating aid.

⁹ Under the agreement, Jamestown pays the Warren/Forest Higher Education Council \$225 per course held at the Council and \$20-\$30 per hour technology fees for classes offered to industry. In addition, the Council pays Jamestown just over \$50 per hour for academic counseling for "non-JCC" students.

To some extent, the Commonwealth has implemented the recommendation of the State Board's consultant based on its funding arrangement for Pennsylvania students at the Bedford and Somerset Campuses. The Commonwealth annually appropriates state revenues to the Southern Tier Education Council, which the Council then uses to provide a subsidy to Pennsylvania residents who attend Allegany College of Maryland in Bedford and Somerset.

In FY 2011-12, the Pennsylvania General Assembly appropriated \$700,000 for the Southern Tier Community Education Council. The Somerset County Commissioners also provided \$64,000 to help defray Somerset County student tuition costs, and the Bedford County Commissioners paid the annual debt service for the Bedford campus. In addition, several local foundations have organized to provide various scholarships and stipends for Somerset and Bedford students.

In 2010, Bedford and Somerset had just over 310 full-time equivalent students (based on college reported credit hours) at the Allegany Maryland Pennsylvania campuses. With 310 full-time equivalent students, the state funding for such students in 2010 equates to a subsidy per full-time equivalent student of just over \$1,775 (i.e., \$59 per credit)—or about 85 percent of Pennsylvania's average subsidy for students in Pennsylvania public community colleges in 2008. Unlike other Pennsylvania residents at state-supported community colleges, Bedford and Somerset students do not have the assurance that state support will continue to be available from year to year. Currently, funding for Bedford and Somerset students is from a legislatively-initiated appropriation, and not a Pennsylvania Department of Education continuing appropriation item.

While Pennsylvania counties, school districts, and other state-sponsored programs make substantial contributions to Allegany Maryland's Pennsylvania-based programs, the college requires Bedford and Somerset students to pay its out-of-state tuition rates. In 2010, tuition and fees for out-of-state students at Allegany were \$227 per credit hour. (This compares with Allegany county resident tuition of \$105 per credit, and other Maryland resident tuition of \$190 per credit.)

As a result, Bedford and Somerset students pay substantially more in tuition (about \$50 to \$90 more per credit) than in-district students at Pennsylvania community colleges. But, the difference is not substantial when compared with out-of-district students at Pennsylvania community colleges. In fact, Pennsylvania students at Allegany Maryland Pennsylvania campuses pay less than the tuition paid by out-of-district Pennsylvania students at 9 of the 14 Pennsylvania community colleges.

With less than 500 full-time equivalent students this program would not meet the original criteria of the Pennsylvania State Board of Education for a community college. Nonetheless, it has been operating successfully with substantial

community support, and the college offers programs not available at the closest Pennsylvania community college.¹⁰ Moreover, it has had demonstrated results. When, for example, the program started, Bedford County ranked 64th out of 67 counties in the percent of high school graduates participating in postsecondary education. More recently it ranked 34th—a substantial improvement.

Other Suggestions: In the 1960s, the State Board’s consultants also recommended the state consider formation of districts and equalized funding to address issues of wealth differential similar to the system in place in Illinois. The consultant recognized (and we agree) that such a recommendation would be challenging to implement in Pennsylvania. It would, moreover, require substantial study and development as “sections of Pennsylvania law other than those dealing with the community college act will have to be considered in developing such an alternative.”¹¹

In the 1960s, before the advent of various forms of distance learning, the State Board’s consultant also recommended that the State Board “propose and exert efforts to secure the passage of legislation which would provide that a few especially approved community colleges could provide a limited number of dormitory facilities.”¹² Such a recommendation was made as the consultant recognized that areas such as North Central and West Central regions of the state would be areas where Pennsylvania residents might not have an opportunity to attend community colleges without residences.

Most states in addition to strategic placement of state and state-aided community colleges also provide online curriculum available to students throughout the state. In particular, such systems exist in states with state community colleges.

Currently, Pennsylvania community colleges independently offer online courses. They do not, however, have a single program of course offerings across the 14 public community colleges. In the past, some Pennsylvania community college presidents attempted to organize such online curricula across all colleges. Consensus, however, could not be reached, in part due to differences in individual college fee structures. While such a single state community college online curriculum offering will not resolve the problem of access to public community college services in rural counties, it clearly has a role in making such services available statewide and increasing the program offerings available to students throughout the state.

¹⁰ Allegany Maryland, for example, offers a nursing program at its Pennsylvania campuses. The Pennsylvania Highland Community College does not offer such a program at its campus.

¹¹ Fields and Associates, p. 264.

¹² Fields and Associates, p. 269.

III. Appendices

APPENDIX A

PRIOR PRINTER'S NO. 1371

PRINTER'S NO. 1446

THE GENERAL ASSEMBLY OF PENNSYLVANIA

SENATE RESOLUTION

No. 147

Session of
2011

INTRODUCED BY SCARNATI, PICCOLA, M. WHITE AND D. WHITE,
JUNE 17, 2011

SENATOR PICCOLA, EDUCATION, AS AMENDED, JUNE 27, 2011

A RESOLUTION

Directing the Legislative Budget and Finance Committee to examine the Commonwealth's programs for postsecondary education in Commonwealth rural communities and to make recommendations for improving the delivery of open admissions and affordable, high-quality community and technical education in such areas.

WHEREAS, The mission of Pennsylvania's community and technical colleges is to increase the work force readiness skills and educational attainment of Pennsylvanians; and

WHEREAS, This Commonwealth's community and technical colleges provide an exceptional educational value for more than 220,000 Pennsylvanians annually; and

WHEREAS, There are large areas of rural Pennsylvania, including an 11-county area in northwestern/central Pennsylvania that is geographically larger than Massachusetts, that have no community colleges; and

WHEREAS, The Commonwealth's funding formula for community colleges requires a de facto one-third local share contribution; and

WHEREAS, Many rural counties and communities cannot afford the required local share for community college funding; and

Appendix A (Continued)

WHEREAS, The Educational Consortium of the Upper Allegheny (ECUA), a tax-exempt organization under section 501(c)(3) of the Internal Revenue Code of 1986 (Public Law 99-514, 26 U.S.C. § 501(c)(3)), has established agreements and signed resolutions with 30 school districts and four career and technical centers in 10 of the 11 counties to cooperate in the implementation of regional community college programs and services utilizing existing facilities; and

WHEREAS, The ECUA currently works collaboratively with the ~~Community Education Councils~~ COMMUNITY EDUCATION COUNCILS; and

WHEREAS, The ECUA has established agreements with Butler County Community College and Harrisburg Area Community College; and

WHEREAS, For persons living in rural Pennsylvania, the requirement to drive an hour or more one way, coupled with the cost of gasoline, books and tuition, often can make pursuit of a postsecondary education an out-of-reach goal; and

WHEREAS, The medium family income of the 11 counties is \$8,000, or 20%, below the State average and low levels of educational attainment are linked to poverty; and

WHEREAS, In the 1960s, when Pennsylvania's community college system was created, it was envisioned as a system of 28 community and technical colleges; and

WHEREAS, Today, that goal is only at the halfway mark, with 14 community colleges founded under the act of August 24, 1963 (P.L.1132, No.484), known as the Community College Act of 1963; and

WHEREAS, Among the 50 states, this Commonwealth ranks 46th in the number of community colleges per capita; and

WHEREAS, States vary widely in their commitment and approach to funding community colleges; and

WHEREAS, Many rural areas, both in Pennsylvania and other states, have created innovative and collaborative approaches to providing community college opportunities that do not require the construction of new buildings and facilities; and

WHEREAS, While not thoroughly tested in time, the ECUA model is an innovative approach with merit which could service the 11 counties and could be a model for other rural regions of this Commonwealth; therefore be it

Appendix A (Continued)

RESOLVED, That the Senate direct the Legislative Budget and Finance Committee to conduct a study of the need for additional community college educational opportunities in this Commonwealth's rural communities; and be it further

RESOLVED, That the study include at a minimum an analysis of the following:

(1) the current system for funding community and technical colleges in Pennsylvania and the impact of that system on this Commonwealth's rural counties and communities;

(2) the location of postsecondary educational institutions in Pennsylvania's rural counties;

(3) the role of the ECUA in collaboration with ~~Community Education Councils~~ COMMUNITY EDUCATION COUNCILS in supporting additional community college educational opportunities for Pennsylvania's rural citizens; and

(4) funding approaches used in other states to support community college educational opportunities in rural areas; and be it further

RESOLVED, That the Legislative Budget and Finance Committee consult with the Center for Rural Pennsylvania, the Pennsylvania Commission for Community Colleges, the Educational Consortium of the Upper Allegheny, COMMUNITY EDUCATION COUNCILS and other individuals and organizations as the committee deems appropriate; and be it further

RESOLVED, That the Legislative Budget and Finance Committee provide recommendations necessary or desirable to improve the postsecondary educational opportunities, particularly through community and technical colleges, available to citizens living in this Commonwealth's rural counties; and be it further

RESOLVED, That the Legislative Budget and Finance Committee provide recommendations for the best approach to funding community college programming in rural areas; and be it further

RESOLVED, That the Legislative Budget and Finance Committee analyze the relationship of postsecondary costs to the participation rates of low-income families; and be it further

RESOLVED, That the Legislative Budget and Finance Committee report to the Senate the results of its findings and recommendations by October 31, 2011.

APPENDIX B

Community Colleges With School District Sponsors

Community College	County	SD Sponsors	Municipalities ^a
Delaware County	Delaware County	<div> <div>12 of 15</div> <div> Garnet Valley^b Haverford Interboro Radnor Ridley Rose Tree Media Southeast Delco Springfield Upper Darby Wallingford-Swarthmore^c Chester-Upland William Penn </div> </div>	The 12 SDs include 34 of the 49 municipalities in Delaware County.
Harrisburg Area	Dauphin County	<div> <div>10 of 10</div> <div> Central Dauphin Derry Township Halifax Harrisburg City Lower Dauphin Middletown Area Millersburg Area Steelton-Highspire Susquehanna Twp Upper Dauphin Area </div> </div>	The 10 SDs include 35 of the 40 municipalities in Dauphin County.
	Cumberland County	<div> <div>6 of 8</div> <div> Camp Hill Carlisle Area Cumberland Valley East Pennsboro Area Mechanicsburg Area South Middleton </div> </div>	The 6 SDs include 14 of the 33 municipalities in Cumberland County. (See also York County.)
	Perry County	<div> <div>4 of 4</div> <div> Greenwood Newport Susquenita West Perry </div> </div>	The 4 SDs include 30 of the 30 municipalities in Perry County. 1 municipality located in Juniata County and 1 municipality located in Dauphin County are included in a Perry County sponsoring SD. 1 municipality located in both Franklin County and Perry County is included in a Perry County sponsoring SD.
	Schuylkill County	<div> <div>1 of 12</div> <div> Williams Valley </div> </div>	The 1 SD includes 2 of the 67 municipalities in Schuylkill County. 4 of the 6 municipalities in the SD are located in Dauphin County.
	York County	<div> <div>1 of 16</div> <div> West Shore </div> </div>	The 1 SD includes 4 of the 72 municipalities in York County. 4 of the 8 municipalities in the SD are located in Cumberland County.

Appendix B (Continued)

Community College	County	SD Sponsors		Municipalities ^a
Lehigh Carbon	Lehigh County	9 of 9	Allentown City Catasauqua Area East Penn Northwestern Lehigh Parkland Salisbury Township Southern Lehigh Whitehall-Coplay	The 9 SDs include 23 of the 24 municipalities in Lehigh County. Two municipalities located in Northampton County are included in a sponsoring SD. (See also Northampton County.)
			Jim Thorpe Area Leighton Area Palmerton Area Panther Valley	The 4 SDs include 16 of the 23 municipalities in Carbon County. One municipality is split between a sponsoring and a non-sponsoring SD. One municipality located in Schuylkill County is included in a sponsoring SD.
Northampton	Northampton County	8 of 8	Bangor Bethlehem Easton Nazareth Northampton Penn Argyl Saucon Valley Wilson	The 8 SDs include 36 of the 38 municipalities in Northampton County. 1 municipality located in Lehigh County is included in a sponsoring SD. 1 municipality located in both Bucks County and Northampton County is included in a sponsoring SD in Northampton County. 1 municipality located in both Lehigh County and Northampton County is included in a sponsoring SD in Northampton County.

^a Some school districts in Pennsylvania overlap county boundaries which can result in municipalities that are part of such school districts being located in counties that differ from the sponsoring school district's designated county.

^b Garnet Valley SD - one of four municipalities only.

^c Wallingford Swarthmore SD - two of four municipalities only.

Source: Developed by LBFC Staff using data from the community colleges, Pennsylvania Department of Education, and the State Tax Equalization Board.

APPENDIX C

Ratio of County* Resident Participation in Pennsylvania Community College Credit Programs and Pennsylvania Public College and University Associate Degree Programs for Rural and Non-rural Counties

Rural Counties

<u>County</u>	<u>Total Graduates 2009-10</u>	<u>Total Enrollments</u>	<u>Enrollment to High School Graduate Ratio</u>
Bedford.....	564	103	0.18
Bradford.....	782	189	0.24
Cameron.....	64	28	0.44
Clarion	550	227	0.41
Clearfield	966	388	0.40
Clinton	337	146	0.43
Crawford.....	823	405	0.49
Elk	301	207	0.69
Forest	47	27	0.57
Fulton	156	31	0.20
Greene	384	301	0.78
Huntingdon	439	122	0.28
Jefferson.....	382	179	0.47
Juniata.....	233	231	0.99
Lycoming.....	1250	991	0.79
McKean	542	99	0.18
Perry	506	439	0.87
Potter.....	185	45	0.24
Somerset.....	852	214	0.25
Sullivan.....	48	24	0.50
Susquehanna	534	117	0.22
Tioga	495	177	0.36
Venango	701	319	0.46
Warren.....	441	96	0.22
Wayne	397	106	0.27
Wyoming	<u>334</u>	<u>68</u>	0.20
Rural County Total .	12,313	5,279	0.43

Appendix C (Continued)

Non-rural Counties

<u>County</u>	<u>Total Graduates 2009-10</u>	<u>Total Enrollments</u>	<u>Enrollment to High School Graduate Ratio</u>
Adams	1,102	2,182	1.98
Allegheny	11,627	20,421	1.76
Armstrong	570	949	1.66
Beaver	1,807	2,775	1.54
Berks.....	4,963	6,124	1.23
Blair.....	1,366	307	0.22
Bucks	6,728	13,675	2.03
Butler	1,993	2,446	1.23
Cambria	1,446	1,195	0.83
Carbon	625	1,391	2.23
Centre	1,182	286	0.24
Chester	5,256	4,668	0.89
Columbia	706	974	1.38
Cumberland	2,207	3,637	1.65
Dauphin	2,484	5,394	2.17
Delaware	5,354	8,808	1.65
Erie	2,883	754	0.26
Fayette.....	1,149	2,074	1.81
Franklin	1,331	593	0.45
Indiana	883	610	0.69
Lackawanna	1,972	776	0.39
Lancaster	5,026	5,261	1.05
Lawrence	901	739	0.82
Lebanon.....	1,299	1,188	0.91
Lehigh.....	3,587	8,014	2.23
Luzerne.....	3,116	4,864	1.56
Mercer	1,324	589	0.44
Mifflin	403	194	0.48
Monroe	2,407	2,824	1.17
Montgomery.....	7,620	10,270	1.35
Montour	177	139	0.79
Northampton	3,464	4,527	1.31
Northumberland.....	860	705	0.82
Philadelphia	9,226	20,001	2.17
Pike.....	763	302	0.40
Schuylkill.....	1,392	1,267	0.91
Snyder	364	198	0.54
Union	354	167	0.47
Washington.....	2,230	1,410	0.63
Westmoreland	4,121	4,799	1.16
York	<u>4,609</u>	<u>4,473</u>	0.97
Non-rural Total.....	110,877	151,970	1.37

*Includes certificate, diploma, and degree programs.

Source: Developed by LB&FC staff based on Pennsylvania Department of Education high school graduate data by county and student enrollment by county of origin provided by the Pennsylvania Commission for Community Colleges, the Pennsylvania State University, the University of Pittsburgh, and the Pennsylvania State System of Higher Education.

APPENDIX D

Analytic Basis for Converting Student Head Count to Student Full-time Equivalent Data

The State Board's 1965 *Guidelines* for Community Colleges required a minimum of 500 full-time equivalent students (FTEs) after two years for approval to establish a community college in Pennsylvania. A target of 1,500 full-time equivalent students was considered necessary for efficient operation. Unfortunately, full-time equivalent data are not reported by the Pennsylvania Commission for Community Colleges. As our analysis required full-time equivalent data, we had to make certain assumptions based on reported student head counts to estimate potential FTEs by county.

To arrive at such analysis, we had to first convert the student head count data to FTEs. Pennsylvania Commission for Community Colleges data indicate that about 50 percent of all community college students are part-time and 50 percent are full-time. Our estimate therefore assumes that two part-time students are equivalent to one full-time equivalent student. To achieve a goal of 500 FTEs a community college would need 250 full-time students and 500 part-time students, or a total of 750 students of all ages.

Pennsylvania Commission for Community Colleges data also indicates that 60 percent of community college students are under the age of 24, and so are recent high school graduates. Therefore, we assumed that 60 percent of the 750 students needed to achieve 500 FTEs, or 450 students, would be recent high school graduates with the remainder of students (i.e., 300) being older adults.

Assuming that the relationships between recent high school graduates, student head count, and full-time equivalent students will remain constant, we derived a factor of 1.667 which when applied to the number of recent high school graduates allowed us to estimate the number of potential community college students by county.

To calculate the potential number of community college students from rural counties, LB&FC staff relied on Pennsylvania Department of Education (PDE) data by county for 2009-10, which reports actual high school graduates. An earlier 2007-08 PDE report showed that the statewide percent of high school graduates who plan to attend community college is 15 percent. We used 15 percent of high school graduates statewide expressing interest in community colleges rather than the 4 percent from rural counties as it is reasonable to assume that the presence of a community college would likely increase the number of high school graduates planning to attend.^a

Appendix D (Continued)

Estimates of potential community college students and the required local sponsor support by county for the ECUA counties are shown in Table 14 on page 60 of this report. These estimates were calculated using the method below.

We first estimated the number of high school graduates planning to attend a community college using the 15 percent statewide average.

Formula	Example County
$\text{HS Grads} * 15\% = \text{CC Students}$	$200 \text{ Grads} * 0.15 = 30$

Since we are estimating potential students over a two-year period, we multiplied the students planning on attending community college by 2 to get the number of students attending a community college who would be recent high school graduates.

Formula	Example County
$\text{CC Students} * 2 = \text{RHSG}$	$30 * 2 = 60$

We then estimated the total number of potential students based on the relationship between recent high school graduates and total students. For each recent high school graduate there would be 1.667 students of all ages.

Formula	Example County
$\text{RHSG} * 1.667 = \text{Total Students}$	$60 * 1.667 = 100$

We calculated the FTEs by dividing the total student count by 1.5 based on our assumption that half of the students are full-time and half are part-time.

Formula	Example County
$\text{Total Students} / 1.5 = \text{FTEs}$	$100 / 1.5 = 67$

We estimated the local sponsor share required by multiplying the FTEs by the average local sponsor cost of \$2,130 per FTE in existing community colleges.

Formula	Example County
$\text{FTE} * \text{Average Local Sponsor Cost} = \text{Required Local Sponsor Share}$	$67 * \$2,130 = \$142,710$

^a Some rural counties that had submitted an application to the State Board for a community college, moreover, had substantially more high school graduates planning to attend a community college (i.e., 21 percent) than other rural counties.

Source: Developed by LBFC staff.