

Funding Issues in U.S. Community Colleges: Findings From a 2007 Survey of the National State Directors of Community Colleges

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Katsinas, S. G., Tollefson, T. A., & Reamey, B. A. (2008). *Funding issues in U.S. community colleges: Findings from a 2007 survey of the National State Directors of Community Colleges* [Report]. Washington, DC: American Association of Community Colleges. Available from the AACC Web site: <http://www.aacc.nche.edu/fundingissues>.

Acknowledgments

The authors wish to thank the members of National Council of State Directors of Community Colleges for their participation and encouragement, as well as the Education Policy Center, College of Education, the University of Alabama, and the Department of Educational Leadership and Policy Analysis, East Tennessee State University, for their support. The authors also wish to thank James C. Palmer for his assistance with developing the original survey and for his assistance with previous administrations of the survey. Currently, Palmer is a professor of higher education at Illinois State University, editor of the annual Grapevine survey of state appropriations to higher education (since 1999), and editor of *Community College Review*.

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Foreword

The National Council of State Directors of Community Colleges (NCSDDCC) is pleased to support the publication of *Funding Issues in U.S. Community Colleges: Findings From a 2007 Survey of the National State Directors of Community Colleges*.

The structures of state-level coordination and governance are highly varied across the 50 states. Some have only separate statewide boards for community colleges, some have a single statewide board coordinating both 2-year and 4-year institutions, and, in some states, the same statewide board that coordinates elementary and secondary education also coordinates community colleges. In several states, a statewide board both coordinates and serves as the sole governing board for all its community colleges.

Despite these differences in structure and governance, members of NCSDDCC are well-positioned to comment on issues of access and funding in their own sectors, other sectors of education, and in the state government. At the state level, community college funding issues are never considered in a vacuum. Alone among education sectors, community college funding flows from state appropriations and federally funded workforce training programs that are often matched by states and administered through non-education–related state cabinet agencies.

Readers should also be aware of a key difference that exists across the states: In 25 states, local appropriations (usually from ad valorem taxes) exceed 10%, and in 25 states they are lower than 10% and sometimes approach zero (see the appendix). This report also provides insights as to how the 9 largest states are delivering on the promise of access at a time when many states are seeing substantial growth in their high school graduation class sizes. The issues are important and many.

The 2007 survey also included two new sections: one on facilities and another on hot topics. By comparing similarities and differences across our diverse states, insights can be gleaned, and issues and concerns can be highlighted and analyzed.

I wish to thank the authors of this report, Stephen G. Katsinas and Terrence A. Tollefson, for their commitment to this important project. I would also like to thank members of the staff of the American Association of Community Colleges for their assistance: President and CEO George R. Boggs, Vice President for Government Relations David Baime, Senior Legislative Associate James Hermes, Legislative Associate Laurie Quarles, and Community College Press Editor Deanna D’Errico. Finally, I wish to thank the members of NCSDDCC for their participation and interest in this project.

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Survey Background

Changing state revenues have prompted heightened concern about the immediate short- and long-term future and stability of state investments in higher education. Just what is going on in the field in terms of access, funding, and overall support for community colleges? These are the questions that originally spurred the need for a formal survey of funding issues in U.S. community colleges.

The survey was originally developed in 2003 by Stephen G. Katsinas, with the assistance of James C. Palmer and Terrence A. Tollefson, and was approved by the Institutional Review Board of the University of North Texas. Its first administration occurred in 2003, the second in 2004 (Katsinas, Palmer, & Tollefson, 2004). Prior to both administrations of the survey, the instrument was reviewed by an expert panel of representatives of the National Council of State Directors of Community Colleges (NCSDDC). This report summarizes the perceptions gleaned from community college state directors (or their designees) during the third administration of this survey in 2007. It is offered as a barometer of the current situation and future prospects for community college funding and access.

Participants and Methodology

The 2007 survey was sent to 51 members of NCSDDC (see <http://www.statedirectors.org/directors/ncsdcc.htm> for a list of members). As with previous administrations of this survey, state directors were surveyed because of their knowledge, experience, and perspectives regarding issues of funding, organization, governance, and access related not only to community colleges but also to the larger context of state policy in a dynamic, rapidly changing policy environment. The 2007 survey is the first to include a section on facilities, a key issue in light of the 2.3 million new students at U.S. community colleges from 2000–2001 to 2005–2006 brought on by Tidal Wave II. (Beginning in 1994, experts including the late Clark Kerr predicted an inevitable enrollment surge in higher education, as the grandchildren of World War II veterans began to graduate from high school in increasing numbers; Hardy, Katsinas, & Bush, 2007.) The 2007 survey is also the first administration to include a section on hot topics.

Data were collected August–December 2007. Responses were received from 49 NCSDDC members (or their designees), representing all states except Delaware and South Dakota. Puerto Rico, also a NCSDDC member, was not surveyed. Responses from Arizona, New Jersey, and New Mexico were from representatives of their state community college associations. Responses from Georgia came from two sources: the University System of Georgia (UGA), which coordinates transfer-oriented community colleges, and the Georgia Department of Technical and Adult Education (DTAE), which coordinates technical colleges. The tables in this report denote UGA as GA/UGA and DTAE as GA/DTAE.

State directors or their designees from all nine megastates (i.e., California, Florida, Georgia, Illinois, New York, North Carolina, Ohio, Pennsylvania, and Texas) responded. (Note that Michigan, which for decades ranked as a megastate, has fallen behind Georgia in state tax appropriations for higher education). In FY 2008, these nine states accounted for 51.2% of state tax appropriations for higher education nationwide (Palmer, 2008a); in addition, they enroll 52% of all community college students.

Caveats to Interpreting Survey Results

Survey responses should be interpreted in light of the following:

- Many states responded to the survey before the collapse of the subprime mortgage market precipitated the national economic crisis that occurred in late 2007. It is probable, therefore, that some of the results presented understate the fiscal challenges faced by some states, particularly as they relate to key drivers of the state budget process.
- State directors or their designees could choose whether or not to respond to individual survey questions; thus, the number of responses received for different survey items varies, as the totals on the data tables show.
- Results presented are the respondents' perceptions, not actual measures. Although it can be assumed that state directors of community colleges are most knowledgeable about issues related to their own education sector, their responses can be interpreted only as estimates.

Summary of Findings

Current Community College Funding

1. State funding for community colleges is stable, but concerns over recession and reductions in support exist.

For FY 2006–2007, 47 states reported no mid-year cuts in community college operating budgets; few reported mid-year budget cuts in other sectors of public education. However, 26 respondents indicated that structural deficits existed in their respective states or systems, while 18 indicated no structural deficits. The impact of increasing state investments in health care was underscored by the fact that respondents from 8 of the 9 megastates strongly agreed or agreed that increases in Medicaid were a key driver in the budgeting process in their states, and 5 of the 7 reporting megastates (Georgia's responses were split) indicated a structural deficit. States with fast-growing Tidal Wave II enrollments were more likely to also report structural deficits in their state budgeting processes, as well as recession as a reason for decline in revenue. (See Tables 1, 2, and 9.)

2. Strong competition for scarce state tax dollars continues.

In nearly every state, higher education is the largest discretionary item in the state budget. Competition is fierce for scarce state tax dollars, and higher education is typically the last item decided in the state budgeting process. The majority of respondents strongly agreed or agreed that increases in support for K–12 education (45 of 48) and Medicaid (44 of 48) were key drivers of budgetary decisions in their states. Corrections, higher education, transportation, and tax reductions also rated high as perceived budget drivers. A significant minority of respondents, including 6 of the 9 megastates, indicated recession (producing a decline in state revenue) as a driver of budgetary decisions. As was noted earlier, because the survey was administered before the January 2008 meltdown of the mortgage lending industry, the responses related to key budget drivers may understate declines in revenue due to recession. (See Table 2.)

3. The majority of states that have community college funding formulas did not receive full funding for FY 2007–2008.

Respondents from 14 states indicated that they did not have a funding formula. Among the 34 respondents

indicating that they have a funding formula, only 14 indicated that their formulas were fully funded, while a clear majority (20) indicated that their formulas were not fully funded. Five of the 9 megastates reported that the funding formulas for community colleges were not fully funded. (See Table 3.)

Future Funding Prospects

4. Tuition increases remain a predominant method by which states deal with scarce resources for community colleges specifically and public higher education generally.

Respondents predicted tuition increases from FY 2006–2007 to FY 2007–2008 in each postsecondary sector: community colleges, Historically Black Colleges and Universities (HBCUs), regional universities, and flagship universities. Among the four sectors, only community college tuition was predicted to increase at a rate (4.0%) close to that of the federal Consumer Price Index (CPI); respondents perceived that average tuition increases in each of the other three sectors would increase at rates above the CPI. A substantial majority of respondents (42 of 48) indicated that tuition would increase at community colleges from FY 2006–2007 to FY 2007–2008; 5 respondents predicted flat tuition (Alabama, Florida, Louisiana, Montana, and Ohio); and one state, California, predicted that tuition would decrease by 13%. Tuition was predicted to rise by an average of 6.1% at regional universities and by a rate of 6.0% at flagship universities. (See Table 4.)

5. Tuition is rising at similar rates across all postsecondary institutions.

Most respondents (31 of 36) predicted tuition increases at regional universities for FY 2007–2008. In addition, 31 of 36 respondents predicted tuition increases at flagship universities; 18 of 36 predicted similar or near similar tuition increases for regional and flagship universities; and only 5 predicted that increases across all sectors, including community colleges, would be similar. Five of 8 megastates responding reported increased tuition. (See Table 4.)

6. Enrollment caps and dramatically increased tuition at public universities are pushing students to community colleges.

Sixty-six percent of respondents strongly agreed or agreed that public university enrollment caps are pushing students to community colleges. Respondents from 31 states strongly agreed or agreed that tuition

increases are driving students to community colleges, while only 7 disagreed or strongly disagreed. (These issues are ranked as hot topics #3 and #6 on Table 14.)

7. Total state operating budget support for FY 2007–2008 will likely increase, but not enough to address the needs of community colleges.

Forty-eight respondents predicted increases in state operating budget support for community colleges for FY 2007–2008. The average predicted increase across all responding states was 8.2%. A significant range was reported, however, with 7 states predicting increases of less than 3%, 14 predicting increases of between 3% and 5.9%, 14 predicting increases of between 6.0% and 9.9%, and 13 predicting increases of 10% or above. Thus, the predicted operating budget increases in a number of states were below the 4.2% annual inflation rate calculated for the first 11 months of 2007 by the Bureau of Labor Statistics (2008). Combined with the large growth in high school graduates, the reported failure of 20 of 34 states to fully fund their community college funding formulas, and the perception that rural, suburban, and urban community colleges in many states face fiscal strain, it can be concluded that the funding picture has improved over last year, but that it is still problematic at best: 67% of respondents strongly agreed or agreed that budgetary pressures adversely affect the quality of community college services. (See Tables 3, 5, and 8; see also hot topic #5 on Table 14.)

8. Given tuition increases, a mixed picture of state direct grant aid to students emerges.

Twenty-six respondents reported increases in direct grant student aid across all sectors of postsecondary education. When asked whether tuition increases had far outstripped increases in state support for need-based student financial aid since 2000, 28 respondents strongly agreed or agreed, compared with 11 who disagreed or strongly disagreed. Twenty-two strongly agreed or agreed that “In the most recently approved budget, state investment in need-based student aid did not keep pace with tuition increases,” whereas 17 disagreed or strongly disagreed with this statement. (See Table 6; see also hot topics #8 and #9 on Table 14.)

9. While community college access is not directly threatened in most states, challenges remain.

Twenty-four respondents disagreed or strongly disagreed with the statement, “Community colleges

do not now have the capacity to meet current and projected needs of high school graduates in my state,” and 25 respondents disagreed or strongly disagreed that their community colleges lacked the capacity to serve older returning adult students. Yet a substantial minority agreed with both statements. Sixteen states (Connecticut, Hawaii, Indiana, Kansas, Louisiana, Maryland, Maine, Michigan, North Carolina, Nevada, New York, Ohio, Oregon, Virginia, Washington, and West Virginia) indicated a lack of capacity to serve the current and projected needs of high school graduates, and 14 of these same states (Maryland and Nevada were the exceptions) indicated a lack of capacity to serve older, returning adult students. (These issues are ranked as hot topics #12 and #14 on Table 14.)

10. Access at public flagship and regional universities is more directly threatened, especially in megastates and in states with fast-growing high school graduation class sizes.

Most respondents (33) disagreed or strongly disagreed that their state’s flagship universities had capped enrollments, and 36 disagreed or strongly disagreed that their regional universities had done so. In contrast, 11 strongly agreed or agreed that enrollments at their flagship universities had been capped (California, Connecticut, Florida, Georgia [2 responses], Indiana, Louisiana, Michigan, New York, Ohio, and Texas). Six states reported enrollment caps at their regional universities (California, Connecticut, Florida, Louisiana, Michigan, and New York). Six of 9 states reported enrollment caps at flagship universities; 3 of those 6 were megastates. (These issues are ranked as hot topics #16 and #21 on Table 14.)

11. Rural community colleges face the greatest budgetary strain.

Respondents were asked to predict which types of community colleges (rural, suburban, or urban) would face the greatest fiscal strain in FY 2007–2008. Thirty respondents strongly agreed or agreed that rural community colleges would face the greatest financial strain. Twelve respondents strongly agreed or agreed that urban community colleges would face the greatest fiscal strain, and 14 states indicated that suburban community colleges would do so. A number of respondents indicated that rural community colleges lacked access to a good stream of local support, a problem likely made worse in the 20 states that have failed to fully fund their community college funding formulas. (See Tables 3 and 8.)

12. Most community college functions remain relatively stable; general education, transfer, vocational, technical, and occupational education are strengthened.

Respondents were asked whether six functions of community colleges would be strengthened, stay the same, or weakened in FY 2007–2008. The picture that emerges is one of general stability with some positive change. Most respondents estimated that four of the six functions would stay the same in FY 2007–2008: noncredit courses and community services, noncredit federally supported workforce training, developmental education, and fine arts and cultural arts. A majority (24) predicted that the general education and transfer function would be strengthened, compared with 21 predicting that it would stay the same and 1 (Wisconsin) predicting that it would be weakened. A majority (31) predicted that vocational, occupational, and technical functions would be strengthened; 16 predicted that they would stay the same; and 1 predicted that they would be weakened. (See Table 7.)

Special Facilities Section

Because of the direct relationship between adequate facilities and access, and because a first-rate, quality education over time cannot be delivered in third-rate educational facilities, a special section assessing perceptions of state support for facilities was included in the 2007 survey. The results reflect a highly varied process by which facilities are supported across the states. It is also very clear that the fierce competition for scarce state tax dollars is challenging states to provide quality facilities for community college students, many of whom are returning, older adults or the first in their families to attend college.

13. Financing techniques available to fund capital needs are highly varied.

Thirty-seven respondents indicated that state bonds or other debt are issued through a statewide agency, 34 indicated that bonds are issued directly by the institution or campus, 27 indicated that the legislature appropriates money for facilities every year or every other year, and 20 indicated that their states use current general state revenue for facilities. In addition, 15 respondents indicated that local governments issue bonds, 12 noted that earmarked state revenue is used for facilities, and 6 indicated that their states use interest income generated from a special endowment. (See Table 10.)

14. Deferred maintenance at community colleges has worsened in recent years.

When asked whether the total amount of deferred maintenance had increased or decreased since FY 2002–2003, 10 respondents (22%) reported significant increases, 23 reported increases (51%), and 12 (27%) reported that the amount of deferred maintenance was approximately the same. Seven of 8 respondents from megastates indicated significant increases or increases. No state reported a decrease. The most pressing facilities needs at community colleges were science lab space (44) and general classroom space (34). Next in order of need were computer lab space and office space. (See Tables 11 and 12.)

15. Statewide bond issues for facilities are being considered in many states.

Eighteen respondents (38%) indicated that a statewide bond issue, which usually includes a statewide vote of the people, for public higher education facilities including community colleges, was being considered; 27 (57%) said “no.” Four of the reporting megastates indicated that a bond issue was being considered. (Respondents were not asked whether a statewide bond issue for public higher education facilities had been approved in the past five years, and a number of states indicated in their written responses that a bond issue had recently been approved. Thus, a “no” response to this question likely understates the activity across the 50 states related to statewide bond issues for higher education facilities.) (See Table 13.)

Hot Topics

At the request of NCSDDC, 24 hot topics were included in the 2007 survey, for which respondents were asked to indicate their level of agreement on a 5-point scale (strongly agree, agree, neutral, disagree, or strongly disagree). Table 14 presents a summary of the responses received, rank ordered by highest to lowest number of strongly agree and agree responses combined, relative to disagree and strongly disagree responses combined. This method of presentation was chosen solely in an effort to provide an approximation of the saliency of these particular issues. It should be noted that participants were not asked to rank order the issues in the original survey. For individual states’ responses to hot topics, contact Steve Katsinas at skatsina@bamaed.ua.edu.

Conclusion

As the nation appears headed toward recession in 2008, the funding picture faced by community colleges is problematic at best. The findings of the 2007 survey of state directors on funding and access issues reveals slight improvement, but that improvement comes in the midst of surging enrollments, enrollments that have increased by 2.2 million students in 5 years alone from 2000–2001 to 2005–2006. The 2007 findings show that the very colleges that state directors report predict will face the greatest fiscal strain in the coming year—rural community colleges—have seen the largest increases in enrollment: over 1 million students during this 5-year period (Hardy et al., 2007). Thus, current signs of recession are troubling, especially in light of the severity of the FY 2003 recession when, in the first year of the administration of these state directors' surveys, 34 states took mid-year budget cuts (Katsinas, Palmer, & Tollefson, 2004).

Since 1996, community colleges have been specifically mentioned by name in nearly every State of the Union presidential address, usually in friendly, if not glowing terms. As was noted in the conclusion of a 2005 review of the long-term funding of community colleges since the Vietnam War,

Sadly...attention does not translate into hard dollars to finance preservation—much less expansion—of the open door college. For those who see community colleges as critical portals to the baccalaureate, and who are concerned with access to an education that can prepare and retain workers for jobs in the knowledge economy, the current situation is troubling. Structural state budget deficits caused by skyrocketing increases in health care, corrections, and K–12 expenditures threaten community college operating budgets, as do the antitax and private benefits movements. (Katsinas, 2005, p. 29)

Now, as the nation lurches toward possible, if not probable, recession, a review of state directors' responses regarding the impact of the 2003 recession does not bode well for the immediate future. That so many states use higher education tuition increases to ameliorate short-term budget revenue shortfalls may mean that a round of dramatic tuition increases at rates three to five times above the inflation rate may soon occur. Sadly,

our earlier surveys also revealed that during the FY 2003 recession and immediately thereafter, states did not increase their investments in their state-funded direct grant aid programs to offset tuition increases. In Minnesota, for example, annual community college tuition now averages more than \$4,500; in Texas, tuition has more than doubled since 2000 to about \$3,000 a year for full-time students (Katsinas, 2007). It may well be that linkages between state appropriations, state tuition policies, and state student aid funding policies are being overwhelmed by the dire need for revenue to avoid shortfalls in state budgets. As the high tuition and high aid model shows cracks, if not giant crevasses, the situation will require continued monitoring.

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Table 1

Mid-Year Budget Cuts, by Public Education Sector and State: FY 2006–2007

State	Public Education Sector									
	K-12		Community colleges		HBCUs		Regional univs		Flagship univs	
	Cuts	No cuts	Cuts	No cuts	Cuts	No cuts	Cuts	No cuts	Cuts	No cuts
AK		X		X	—	—		X		X
AL	—	—		X	—	—	—	—	—	—
AR		X		X		X		X		X
AZ		X		X	—	—		X		X
CA		X		X	—	—		X		X
CO		X		X	—	—		X		X
CT		X		X	—	—		X		X
DE	—	—	—	—	—	—	—	—	—	—
FL		X		X		X		X		X
GA/UGA		X		X		X		X		X
GA/DTAE		X		X		X		X		X
HI		X		X	—	—		X		X
IA		X		X	—	—		X		X
ID		X		X	—	—		X		X
IL		X		X	—	—		X		X
IN		X		X	—	—		X		X
KS		X		X		X		X		X
KY		X		X		X		X		X
LA		X		X		X		X		X
MA		X		X	—	—		X		X
MD		X		X		X		X		X
ME		X		X	—	—		X		X
MI		X		X	—	—	1.9%		1.7%	
MN		X		X	—	—		X		X
MO		X		X		X		X		X
MS		X		X		X		X		X
MT		X		X	—	—		X		X
NC		X		X		X		X		X
ND		X		X	—	—		X		X
NE		X		X	—	—		X		X
NH		X		X	—	—		X		X
NJ		X		X	—	—		X		X
NM		X		X	—	—		X		X
NV		X		X	—	—		X		X
NY		X		X	—	—		X		X
OH	—	—		X		X		X		X
OK		X	.6%		.6%		.6%		.6%	
OR		X		X	—	—		X		X
PA		X		X		X		X		—
RI	—	—	1.3%		—	—	1.3%		1.3%	
SC		X		X		X		X		X
SD	—	—	—	—	—	—	—	—	—	—
TN		X		X		X		X		X
TX	—	—		X		X		X		X
UT	—	—		X		X		X		X
VA		X		X	—	—		X	—	—
VT		X		X		X		X		X
WA		X		X	—	—		X		X
WI		X		X	—	—		X		X
WV		X		X	—	—		X		X
WY		X		X	—	—	—	—		X
Total n	0	45	2	47	1	18	3	44	3	44
Total %	0	100%	4%	96%	5%	95%	7%	94%	7%	94%

Note. Percentages may not equal 100% due to rounding. A blank cell (—) indicates either no response or a “don’t know” response.

Table 2

Key Drivers of State Budget Decisions

State	Key Drivers of State Budget Decisions							
	K-12 ed	Medicaid	Higher ed	Corrections	Transportation	Tax cuts	Recession	Unemployment insurance
AK	A	A	N	A	D	D	D	D
AL	SA	A	A	SA	N	D	D	D
AR	SA	SA	A	A	A	SA	A	N
AZ	SA	A	A	SA	SA	SA	SA	A
CA	SA	A	A	SA	D	D	A	SD
CO	SA	SA	D	A	A	N	SA	N
CT	SA	A	A	A	N	A	SD	N
DE	—	—	—	—	—	—	—	—
FL	SA	A	A	A	A	SA	SA	N
GA/UGA	A	A	A	N	D	N	SA	SD
GA/DTAE	N	A	N	D	D	SA	A	D
HI	A	A	A	A	D	SD	SD	SD
IA	SA	SA	A	SA	A	A	A	N
ID	SA	SA	A	A	A	D	D	SD
IL	SA	SA	A	D	D	A	SD	SD
IN	SA	SA	A	N	A	SA	SA	D
KS	SA	SA	N	D	N	A	N	N
KY	SA	A	N	A	D	D	D	D
LA	SA	SA	SA	A	SA	SA	N	N
MA	A	A	A	D	A	A	N	N
MD	A	D	SA	SA	N	N	D	D
ME	A	A	A	N	A	SA	SA	A
MI	A	SA	A	SA	A	SA	A	A
MN	A	A	A	A	A	A	D	A
MO	A	A	N	A	A	N	D	N
MS	SA	A	N	A	N	D	SA	N
MT	A	A	SA	A	A	A	A	N
NC	SA	SA	A	N	N	SA	SD	SD
ND	SA	SA	A	A	A	A	SA	SD
NE	SA	SA	D	SA	A	A	A	N
NH	SA	A	A	A	D	D	D	D
NJ	A	A	D	N	D	SA	SD	SD
NM	A	SA	A	A	A	N	D	D
NV	A	A	—	SA	—	—	—	—
NY	SA	SA	D	SD	SD	A	A	SD
OH	SA	A	SA	A	A	SA	A	SA
OK	SA	A	N	A	A	SA	D	D
OR	A	A	A	A	D	D	N	D
PA	A	A	N	A	N	N	A	N
RI	—	—	—	—	—	—	—	—
SC	SA	SA	A	A	SA	A	N	A
SD	—	—	—	—	—	—	—	—
TN	SA	SA	A	A	N	N	N	D
TX	N	N	N	N	A	A	D	D
UT	SA	N	A	N	SA	SA	D	D
VA	A	A	A	D	SA	N	N	N
VT	A	A	D	SA	A	SA	N	N
WA	SA	SA	D	A	A	N	A	D
WI	A	A	SA	N	A	SA	A	N
WV	D	SA	A	A	SA	D	SA	D
WY	SA	N	A	D	A	D	SD	SD
Total SA/A	45	44	33	33	29	27	21	6

Note. SA = strongly agree; A = agree; N = neutral; D = disagree; SD = strongly disagree. A blank cell (—) indicates no response.

Table 3

Formula Funding Status of Community Colleges, by State: FY 2007–2008

State	Formula Funding			State	Formula Funding					
	Fully funded	Not fully funded	No formula		Fully Funded	Not fully funded	No formula			
AK			X	MT	X					
AL			X	NC	X					
AR		X		ND		X				
AZ	X			NE	X					
CA	X			NH			X			
CO			X	NJ		X				
CT			X	NM	X					
DE	—	—	—	NV		X				
FL	X			NY		X				
GA/UGA	X			OH		X				
GA/DTAE		X		OK		X				
HI			X	OR		X				
IA				PA	X					
ID			X	RI			X			
IL		X		SC		X				
IN		X		SD	—	—	—			
KS			X	TN		X				
KY		X		TX		X				
LA	X			UT	X					
MA		X		VA		X				
MD	X			VT		X				
ME			X	WA			X			
MI			X	WI			X			
MN			X	WV		X				
MO			X	WY	X					
MS		X		Total n / %	14	41%	20	59%	14	NA

Table 4

**Public Postsecondary Tuition Increases, by Education Sector and State:
FY 2006–2007 to FY 2007–2008**

State	Public Education Sector and % Tuition Increase				
	Community colleges	HBCUs	Regional univs	Flagship univs	Avg %
AK	7.5	—	7.5	7.5	7.5
AL	0	—	—	—	0
AR	2.0	1.0	4.8	4.0	3.0
AZ	3.0	—	—	5.0	4.0
CA	(13.0)	—	10	9.7	2.2
CO	3.5	—	5.0	7.0	5.2
CT	4.7	—	5.0	5.7	5.1
DE	—	—	—	—	—
FL	0	0	0	0	0
GA/UGA	9.0	—	—	—	9.0
GA/DTAE	16.0	—	—	—	16.0
HI	12.5	—	15.0	15.0	14.2
IA	4.8	—	—	—	4.8
ID	6.0	—	5.0	5.0	5.3
IL	5.6	—	12.4	—	9.0
IN	3.9	—	5.0	4.8	4.6
KS	5.0	—	6.0	8.0	6.3
KY	5.5	7.5	9.0	9.0	7.8
LA	0	0	0	0	0
MA	4.0	—	5.0	3.0	4.0
MD	1.5	0	0	0	0.4
ME	2.5	—	10	10	7.5
MI	9.0	—	11.0	9.0	9.7
MN	3.4	—	3.9	4.8	4.0
MO	5.0	—	—	—	5.0
MS	0.5	4.7	5.2	7.5	4.5
MT	0	—	—	—	0
NC	6.3	—	—	—	6.3
ND	5.0	—	5.0	5.0	5.0
NE	5.0	—	7.0	6.0	6.0
NH	3.4	—	6.0	6.0	5.1
NJ	5.0	—	8.0	8.0	7.0
NM	1.0	—	—	—	1.0
NV	6.3 ^a	—	8.5	10.9	8.6
NY	5.0	—	0	0	1.7
OH	0	0	0	0	0
OK	8.0	10	10	10	12.7
OR	2.0	—	3.0	3.0	2.7
PA	3.2	—	2.8	—	3.0
RI	6.0	—	6.0	6.0	6.0
SC	3.0	11.0	10	11.0	8.8
SD	—	—	—	—	—
TN	6.0	6.0	6.0	6.0	6.0
TX	—	—	—	—	—
UT	5.2	—	7.0	7.5	6.6
VA	7.0	7.0	9.0	9.0	8.0
VT	5.5	—	6.0	6.0	5.8
WA	2.0	—	—	—	2.0
WI	5.8	—	—	—	5.8
WV	1.2	9.3	6.5	5.3	5.6
WY	5.0	—	—	0	2.5
Total n	48	12	36	37	
Avg % increase	4.0%	4.7%	6.1%	6.0%	

Note. Responses have been rounded to tenths for consistency. A blank cell (—) indicates either no response or a “don’t know” response.

^a Nevada’s community college tuition increases ranged from 4.2% to 8.5%; 6.3% is the average increase.

Table 5

**Increases in State Operating Budget Support, by Education Sector and State:
FY 2006–2007 to FY 2007–2008**

State	Education Sector and % Increase in State Budget Support				
	K–12	Community colleges	HBCUs	Regional univs	Flagship univs
AK	—	3.6	—	3.6	3.6
AL	—	7.0	—	—	—
AR	8.0	8.9	3.9	9.6	8.6
AZ	—	1.0	—	—	—
CA	3.7	5.5	—	6.2	6.2
CO	6.6	8.5	—	8.5	8.5
CT	13.4	3.7	—	3.0	1.5
DE	—	—	—	—	—
FL	—	4.9	—	—	—
GA/UGA	—	10.0	10.0	10.0	10.0
GA/DIAE	—	10.0	—	—	—
HI	—	9.7	—	—	—
IA	4.7	7.8	—	4.3	4.3
ID	6.0	6.9	—	7.5	4.1
IL	8.5	1.3	—	1.9	1.6
IN	—	6.4	—	3.0	3.0
KS	7.0	4.0	—	4.0	4.0
KY	9.0	5.0	3.0	5.0	5.0
LA	—	12.0	—	—	—
MA	—	6.5	—	4.3	5.8
MD	—	18.0	7.0	7.0	7.0
ME	—	6.5	—	—	—
MI	2.5	1.0	—	1.0	1.0
MN	5.5	10.7	—	10.7	15.0
MO	—	4.4	4.7	4.7	4.7
MS	9.0	20.4	13.0	13.0	13.0
MT	—	26.0	—	—	—
NC	10.0	6.5	15.0	15.0	15.0
ND	12.0	21.0	—	21.0	21.0
NE	10.0	20.0	—	5.0	4.0
NH	—	16.0	—	—	—
NJ	3.0	7.0	—	2.0	2.0
NM	9.0	6.0	—	6.0	10.0
NV ^a	—	8.2	—	53.7	4.5
NY	10.0	5.0	—	7.0	7.0
OH	—	2.0	2.0	2.0	2.0
OK	7.0	7.0	13.0	8.0	7.0
OR	18.0	17.0	—	18.0	—
PA	6.3	3.8	—	3.4	—
RI	—	2.9	—	1.6	(6.5)
SC	—	3.2	—	—	—
SD	—	—	—	—	—
TN	—	6.0	6.0	6.0	6.0
TX	—	3.0	—	4.0	4.0
UT	20.6	18.1	—	10.4	9.5
VA	—	1.0	1.0	1.0	1.0
VT	—	4.0	—	4.0	4.0
WA	—	21.0	—	—	—
WI	—	0.7	—	—	0.7
WV	—	5.8	15.6	3.4	4.5
WY	—	5.0	—	—	—
Total n	22	48	12	36	35
Avg % increase	8.6%	8.2%	7.9%	7.7%	5.8%

Note. Responses have been rounded to tenths for consistency. Percentages may not equal 100% due to rounding. A blank cell (—) indicates either no response or a “don’t know” response.

^a Nevada’s increase in support for community colleges ranged from 3.3% to 13.1%; 8.2% is the average increase. Nevada’s increase in support for flagship universities ranged from 3.9% to 5.1%; 4.5% is the average increase.

Table 6

Increases in Postsecondary State-Funded Direct Student Grant Aid, by State: FY 2007– 2008

State	% Increase in State-Funded Student Grant Aid				
	≤ 2.9%	3.0–5.9%	6.0–9.9%	10.0–19.9%	≥ 20%
AK	—	—	—	—	—
AL	—	—	—	—	—
AR				16.0	
AZ	—	—	—	—	—
CA			8.7		
CO			8.5		
CT					66.0
DE	—	—	—	—	—
FL	—	—	—	—	—
GA/UGA	—	—	—	—	—
GA/DTAE	—	—	—	—	—
HI	—	—	—	—	—
IA		4.3			
ID					26.0
IL	0				
IN				10.0	
KS				12.0	
KY			6.0		
LA	—	—	—	—	—
MA		4.5			
MD	—	—	—	—	—
ME	—	—	—	—	—
MI	1.0				
MN	1.9				
MO	—	—	—	—	—
MS	—	—	—	—	—
MT			7.0		
NC		5.0			
ND					40.0
NE		5.0			
NH			8.0		
NJ			6.0		
NM	1.0				
NV	0				
NY		5.0			
OH					29.3
OK	—	—	—	—	—
OR					100.0
PA			7.0		
RI	—	—	—	—	—
SC	0				
SD	—	—	—	—	—
TN	—	—	—	—	—
TX	—	—	—	—	—
UT					43.0
VA		5.0			
VT		4.0			
WA	—	—	—	—	—
WI	—	—	—	—	—
WV				11.0	
WY	—	—	—	—	—
Total n	3	7	7	4	5

Note. A blank cell (—) indicates either no response or a “don’t know” response.

Table 7

Predicted Changes in Community College Functions: FY 2006–2007 to 2007–2008

State	Changes in Community College Functions																		
	General ed/transfer			Voc/occ/tech ed			Noncredit courses/ comm. services			Noncredit federal training			Developmental ed			Fine/cultural arts			
	+	=	-	+	=	-	+	=	-	+	=	-	+	=	-	+	=	-	
AK		X		X				X			X			X				X	
AL		X		X			X			X			X						
AR	X				X			X			X			X				X	
AZ		X			X			X			X			X				X	
CA		X		X				X			X			X				X	
CO	X			X				X			X			X				X	
CT		X			X			X		X				X				X	
DE	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
FL		X			X			X			X			X				X	
GA/UGA		X			X			X			X			X				X	
GA/DIAE		X		X				X			X			X				X	
HI		X			X			X			X			X				X	
IA	X			X			X			X			X					X	
ID	X			X				X			X			X				X	
IL		X			X			X			X			X				X	
IN	X			X			X			X			X					X	
KS		X		X				X		X				X				X	
KY		X			X			X			X			X				X	
LA				X			X												
MA		X		X				X			X			X				X	
MD	X				X			X			X			X				X	
ME	X			X			X				X			X		X			
MI	X																		
MN		X			X			X			X			X				X	
MO	X			X				X		X				X				X	
MS	X			X				X			X			X				X	
MT	X			X				X						X					X
NC	X			X				X			X			X				X	
ND		X		X				X		X				X				X	
NE		X		X				X						X				X	
NH	X			X				X						X				X	
NJ		X			X		X			X				X				X	
NM		X			X			X						X				X	
NV	X				X			X						X				X	
NY	X			X				X		X				X				X	
OH	X			X				X		X				X				X	
OK	X			X				X						X				X	
OR	X			X				X					X					X	
PA																			
RI		X			X			X							X				
SC	X			X			X			X				X				X	
SD	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
TN	X			X				X						X				X	
TX				X					X					X				X	
UT	X			X			X			X				X				X	
VA	X				X			X						X				X	
VT	X			X					X					X				X	
WA	X			X				X						X					
WI			X			X			X						X				X
WV		X		X			X							X				X	
WY		X		X			X							X				X	
Total n	24	21	1	31	16	1	10	35	3	13	27	5	13	31	2	1	41	2	
Total %	52%	48%	2%	65%	33%	2%	21%	73%	6%	29%	60%	11%	28%	67%	4%	2%	93%	5%	

Note. +, =, and – denote that functions will strengthen, remain the same, or weaken, respectively. Percentages may not equal 100% due to rounding. A blank cell (—) indicates either no response or a “don’t know” response.

Table 8

**Type of Community Colleges Predicted to Experience Greatest Fiscal Strain,
by Service Area: FY 2007–2008**

State	Type of College by Service Area														
	Rural					Suburban					Urban				
	SA	A	N	D	SD	SA	A	N	D	SD	SA	A	N	D	SD
AK				X					X					X	
AL		X							X				X		
AR				X				X				X			
AZ			X					X					X		
CA		X						X					X		
CO	X						X					X			
CT		X					X				X				
DE	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
FL			X					X					X		
GA/UGA				X			X						X		
GA/DIAE	X								X				X		
HI			X					X					X		
IA				X					X					X	
ID		X						X					X		
IL	X							X			X				
IN			X					X					X		
KS		X							X					X	
KY			X					X					X		
LA		X					X					X			
MA			X				X					X			
MD			X					X					X		
ME	X					X					X				
MI	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
MN	X							X					X		
MO			X				X					X			
MS	X					—	—	—	—	—	—	—	—	—	—
MT	X							X						X	
NC	X							X							X
ND	X						X				—	—	—	—	—
NE		X							X					X	
NH	X							X						X	
NJ			X					X					X		
NM			X					X					X		
NV			X					X					X		
NY		X							X					X	
OH	X					X					X				
OK		X					X						X		
OR		X							X					X	
PA	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
RI	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
SC	X						X						X		
SD															
TN			X					X					X		
TX		X						X					X		
UT	X					X					X				
VA		X					X					X			
VT		X													
WA	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
WI	X					X					X				
WV			X					X					X		
WY					X										
Total n	17	13	13	4	1	4	10	20	8	0	6	6	20	8	1
Total %	38%	28%	26%	9%	2%	10%	24%	48%	19%	0%	15%	15%	49%	20%	2%

Note. SA = strongly agree; A = agree; N = neutral; D = disagree; SD = strongly disagree. A blank cell (—) indicates either no response or a “don’t know” response.

Table 9

Budgetary and Legislature Factors With Potential Effects on Community Colleges: FY 2007–2008

State	Factors Potentially Affecting Community Colleges				
	Long-term structural deficit in state budget			State has term limits for legislators	
	Yes	No	Unsure	Yes	No
AK		X			X
AL		X			X
AR			X	X	
AZ	X			X	
CA	X			X	
CO	X			X	
CT	X				X
DE	—	—	—	—	—
FL	X			X	
GA/UGA		X			X
GA/DTAE	X				X
HI			X		X
IA		X			X
ID		X			X
IL	X				X
IN		X			X
KS	X				X
KY	X				X
LA	X			X	
MA	X				X
MD	X			X	
ME	X			X	
MI	X			X	
MN		X			X
MO		X		X	
MS		X			X
MT			X	X	
NC	X				X
ND		X			X
NE		X		X	
NH		X			X
NJ	X				X
NM		X			X
NV	X			X	
NY			X		X
OH	X			X	
OK	X			X	
OR	X			X	
PA		X			X
RI	X				X
SC	X				X
SD	—	—	—	—	—
TN		X			X
TX		X			X
UT		X		X	
VA	X				X
VT			X		X
WA	X			X	
WI	X				X
WV	X				X
WY		X			X
Total n	26	18	5	18	31
Total %	53%	37%	10%	37%	63%

Note. A blank cell (—) indicates either no response or a “don’t know” response.

Table 10

Financing Techniques Available to Fund Public Higher Education Capital Needs: FY 2007–2008

State	Financing Technique Available						
	State-issued bonds	College-issued bonds	Annual/ biannual legislature approps	Current general state revenue	Local govt bonds	Earmarked state revenue	Special endowment interest
AK	X	X		X			
AL	X	X		X	X		
AR	X	X			X		
AZ		X			X	X	
CA	X	X			X		
CO		X	X	X			
CT	X						
DE	—	—	—	—	—	—	—
FL	X		X	X			
GA/UGA	X			X			
GA/DTAE	X						
HI	X		X	X			
IA	X	X	X	X	X	X	X
ID	X	X	X				
IL	X				X		
IN		X	X	X			
KS	X	X		X		X	
KY			X				
LA	X	X	X	X			
MA	X					X	
MD	X	X					
ME	X	X	X				
MI		X		X		X	
MN	X	X	X				
MO		X	X				
MS	X	X		X	X	X	X
MT			X				X
NC	X		X		X		
ND	X	X	X	X			
NE		X	X				
NH	X			X			
NJ					X		
NM	X	X	X	X			
NV	X	X	X			X	
NY	X		X		X		
OH	X	X	X		X	X	
OK	X	X			X		X
OR	X	X					X
PA	X	X		X			
RI	X	X	X	X	X	X	
SC	X	X	X		X		
SD	—	—	—	—	—	—	—
TN	X		X				
TX		X	X		X	X	
UT	X	X	X	X	X	X	
VA	X	X	X	X			
VT		X					
WA	X		X			X	X
WI	X	X					
WV	X	X					
WY		X	X	X			
Total	37	34	27	20	15	12	6

Note. A blank cell (—) indicates either no response or a response of “other.”

Table 11

Change in Deferred Maintenance for Community Colleges Since FY 2002–2003

State	Level of Change			State	Level of Change					
	Significant increase	Increase	No change		Significant increase	Increase	No change			
AK			X	MT		X				
AL		X		NC		X				
AR			X	ND	X					
AZ			X	NE	X					
CA	X			NH		X				
CO	X			NJ			X			
CT		X		NM			X			
DE	—	—	—	NV			X			
FL		X		NY			X			
GA/UGA		X		OH	X					
GA/DTAE		X		OK		X				
HI				OR		X				
IA			X	PA						
ID		X		RI						
IL	X			SC	X					
IN			X	SD	—	—	—			
KS	X			TN			X			
KY		X		TX		X				
LA	X			UT		X				
MA		X		VA		X				
MD		X		VT			X			
ME				WA		X				
MI	X			WI		X				
MN		X		WV		X				
MO			X	WY		X				
MS		X		Total n / %	10	22%	23	51%	12	27%

Note. No decreases were reported. A blank cell (—) indicates no response.

Table 12

Most Pressing Facilities Needs at Community Colleges: FY 2007–2008

State	Facilities Needs						
	Science labs	Classroom space	Computer labs	Office space	Student housing	Library space	Arts space
AK	X				X		X
AL	X	X					
AR	X						
AZ	X	X	X	X		X	X
CA	X	X	X	X		X	X
CO	X	X	X	X			
CT	X	X		X			
DE	—	—	—	—	—	—	—
FL	X	X	X				
GA/UGA	X	X		X	X	X	
GA/DTAE	X	X		X			
HI	X	X	X	X	X	X	
IA	—	—	—	—	—	—	—
ID	X		X				X
IL	X	X	X				
IN	X	X	X	X			
KS	X	X					
KY	X	X					
LA	X	X	X	X		X	
MA	X	X					
MD	X	X					
ME	X	X	X				X
MI	—	—	—	—	—	—	—
MN	X	X			X	X	
MO	X	X	X				
MS	X	X	X		X		
MT	X		X				
NC	X	X					
ND	X				X		
NE	X	X					
NH	X	X					
NJ	X	X					
NM		X					
NV	X	X				X	
NY	X		X	X	X		
OH	X	X	X				
OK	X	X	X				
OR	X	X					
PA		X					
RI		X	X	X			
SC	X	X	X				
SD	—	—	—	—	—	—	—
TN	X	X					
TX	X						
UT	X	X					
VA	X	X					
VT	X	X					X
WA	X	X		X			
WI	X	X	X				
WV	X	X					
WY	X		X		X		
Total n	44	34	20	12	8	7	6

Note. A blank cell (—) indicates no response.

Table 13

States Considering Issuing Statewide Bonds for Higher Education Facilities

State	Facilities Bonds Considered			State	Facilities Bonds Considered					
	Yes	No	Unsure		Yes	No	Unsure			
AK	X			MT	X					
AL		X		NC	X					
AR		X		ND		X				
AZ		X		NE		X				
CA	X			NH		X				
CO	X			NJ	X					
CT	X			NM	X					
DE	—	—	—	NV		X				
FL	X			NY		X				
GA/UGA		X		OH		X				
GA/DTAE		X		OK		X				
HI		X		OR		X				
IA		X		PA		X				
ID		X		RI	X					
IL	X			SC			X			
IN		X		SD	—	—	—			
KS		X		TN		X				
KY	X			TX		X				
LA		X		UT		X				
MA	X			VA	X					
MD		X		VT		X				
ME	X			WA		X				
MI				WI		X				
MN	X			WV	X					
MO			X	WY		X				
MS	X			Total n / %	18	38%	27	57%	2	4%

Note. A blank cell (—) indicates no response. Percentages may not equal 100% due to rounding.

Table 14**Hot Topics for State Directors of Community Colleges**

Rank	Topic	SA/A	N	D/SD	% SA/A
1	Shortage of nursing and allied health faculty	45	2	1	94%
2	Increase in online programs	36	9	2	77%
3	Public university enrollment caps push students to community colleges	32	10	4	72%
4	Shortage of STEM faculty	34	10	4	71%
5	Budget pressures adversely affect community college services	33	7	9	67%
6	Dramatically increased tuition pushes students to community colleges	31	9	7	66%
7	Lack of comprehensive data to assess community college workforce training and development role	30	6	12	63%
8	Tuition increases since 2000 far outstripped increase in state support for need-based student financial aid	28	7	11	61%
9	In recent budget, state investment in need-based student aid not apace with tuition increases	22	7	17	48%
10	Retirements producing rapid turnover of college presidencies	22	7	17	48%
11	The impact of community college transfer students on providing new PK–12 teachers is well understood	16	15	16	34%
12	Lack of community college capacity to meet current and projected needs of high school graduates	16	8	24	33%
13	Proprietary institutions encroaching on state financial aid	15	14	18	32%
14	Lack of community capacity to meet current and projected needs of older returning adult students	14	8	25	30%
15	Restructuring of coordination/governance of community colleges and higher education	11	9	26	24%
16	Public flagship universities capping enrollment	11	5	33	22%
17	Priority funding for homeland security programs	9	14	25	19%
18	Proprietary institutions encroach on vocational education grants	4	2	21	15%
19	Possible merging or closing of campuses or colleges	7	7	34	15%
20	Considering vouchers and charter colleges	6	9	32	13%
21	Public regional universities capping enrollment	6	4	36	13%
22	Student services likely to be cut FY 2007–2008	2	8	37	4%
23	Legislation passed to shift workforce training funding from restricted to unrestricted accounts	1	11	34	2%
24	Cuts in international programs likely next year	0	15	31	0%

Note. Participants were presented with only these 24 issues to respond to and were asked to indicate their level of agreement on a 5-point scale: strongly agree, agree, neutral, disagree, or strongly disagree. Participants were not asked to rank order the issues. As presented on this table, the issues are ranked in order of highest to lowest percentage of participants responding “strongly agree” and “agree” combined, without any attempt to weight-rank the responses in Likert style. The intent of this table is only to provide an approximation of the saliency of these particular issues.

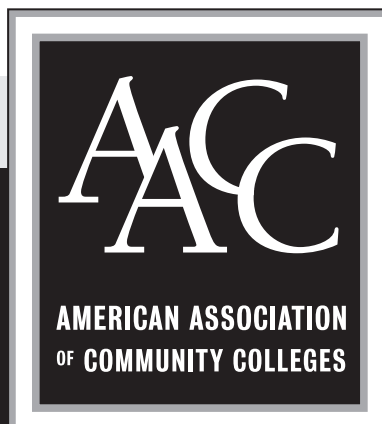
Appendix

Local Tax Appropriation Funding Status of Community Colleges

State-Aided Community Colleges (receive at least 10% of government funding)	State Community Colleges (receive under 10% of government funding)
Arizona	Alabama
California	Alaska
Colorado ^a	Arkansas
Idaho	Connecticut
Illinois	Delaware
Iowa	Florida
Kansas	Georgia
Maryland ^a	Hawaii
Michigan	Indiana
Mississippi	Kentucky
Missouri	Louisiana
Montana	Massachusetts
Nebraska	Maine
New Jersey	Minnesota
New Mexico	Nevada
New York	New Hampshire
North Carolina	North Dakota
Ohio ^a	Rhode Island
Oklahoma ^a	South Dakota
Oregon	Tennessee
Pennsylvania	Utah
South Carolina	Vermont
Texas	Virginia
Wisconsin	Washington
Wyoming	West Virginia

Note. Adapted from Palmer (2008b).

^a Some colleges receive no local tax support.



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