



Pell Grants and the Lifting of Rural America's Future

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Pell's Impact Nationally is Huge

- Federal "maintenance of effort" provisions requiring states to maintain budgets for community colleges in the stimulus package held tuition increases to 5% in FY2009, FY2010, and FY2011, so that new federal Pell funding could open the door for thousands of students nationally and in Kansas.
- *Rural community colleges face the greatest fiscal strain.*
- *Rural community college students have the highest rates of Pell participation and incur by far the highest rates of debt (48% of the total), due to out-of-pocket expenses (child care, transportation).*

Pell's Impact in Kansas is Huge

- Pell dollars in Kansas grew by 98% from about \$20.5 to \$40.4 million; Pell awards grew by 75% in 2 years.
- *Nearly As Pell grows, the net marginal cost (Pell minus tuition & fees, books & supplies) declines, and community college enrollments grow*
- *With expanded Pell funding, more community college students take more hours.* More enrolled full-time at both rural and suburban colleges.
- Both Full-Time and Part-Time enrollments grew, *but Full-Time grew more, especially at Kansas' rural community colleges.*
- *By expanding their enrollments, Pell specifically grows the total capacity of Kansas' rural community colleges to reach workers displaced by recession.*

"We're living in a global economy. And we've got to stay competitive as we head into the 21st century, and the best way to stay competitive is to make sure people have access to good education. Pell grants send an important message to students in need: If you work hard and stay in school and you make the right choices, the Federal Government is going to stand with you. That's what a Pell grant says.

"I wish we could make the Pell grant process last year round... That recognizes the realities for Pell grant recipients."

President George W. Bush, Sept. 27, 2007

The Context Halftime in America

From 2006 to 2011, the Pell Grant program saw record funding increases, allowing millions of new students to move through community colleges toward the American dream. The timing of these Pell increases could not have been better for students and families, coming precisely when the nation entered a period of high unemployment.

The non-partisan National Bureau of Economic Research affixed June 2007 as the recession's start. Our December 22, 2011 report, *Jobs, Jobs, Jobs* reviewed challenges community colleges face in reaching displaced workers. The numbers grew as the recession deepened: In July of 2007, 12 states reported unemployment above 5%. By July 2009 48 did so, staying at 48 for July of

2010 and July of 2011 as well.¹ While the December 2011 figures are better, unemployment remains high.

These much higher unemployment rates coincided with steep declines in state tax receipts. While some opposed a federal role to backfill state revenue shortfalls,² American Recovery and Reinvestment Act (ARRA) stimulus funds in Fiscal Years 2010 and 2011 prevented a bad situation in the states for community colleges from becoming much worse, as our 2010 report notes.³ According to implementation guidelines issued by the U.S. Department of Education, "...a State must maintain State support for public institutions of higher education (not including support for capital projects or for research and development or for tuition and fees paid by students), in each of the Fiscal Years 2009, 2010, and 2011, at least at the level of such support in FY2006."⁴

Unemployment Rate	Number of States July of Each Year					Dec. 2011
	07	08	09	10	11	
under 3%	4					
>3 to 4%	15	8		1	1	1
>4% to 5%	19	15	3	2	2	2
>5% to 6%	10	11	1	1	5	6
>6% to 7%	2	14	7	7	4	10
>7% to 8%	1	2	9	8	11	10
>8% to 9%		1	9	9	8	10
>9% to 10%			8	10	10	7
>10%			14	13	10	5

Note: BLS counts DC as a state, making 51 states total.

States had a financial incentive to not use public higher education as “the great budget balancer,” the common practice to address recessionary state revenue shortfalls in 1973-4, 1979-82, 1990-91, and 2002-3. States would cut appropriations for operating budgets, and colleges and universities could either maintain level funding by raising tuition and fees, raise additional local tax contributions, or, alternatively, cut programs and services. By effectively removing the financial incentive to cut public higher education, the federal ARRA “maintenance of effort” provisions allowed the record Pell Grant increases to have greater effect, opening the door for millions, in the midst of the most severe recession since the 1930s.

“..to help open the doors of higher education to more students, we’ll also reinvest part of that \$68 billion in savings in Pell grants, one of the most popular forms of financial aid. But now, because the cost of college has skyrocketed, the amount Pell grants cover is about one-third.

“Today students hoping to attend college on a Pell grant are going to be able to feel more secure because not only are we going to offer over 800,000 additional Pell awards over the next 10 years, we’re also going to raise the amount they’re worth to almost \$6,000, so that inflation does not erode the value of your grant.

“And we’ll put the entire Pell grant program on firmer footing for years to come. Altogether, we are more than doubling the amount of Pell grants.

—President Barack Obama, March 30, 2010

In signing the Health Care and Education Affordability Reconciliation Act in April, 2010, President Barack Obama pledged to add 800,000 additional Pell recipients over the next ten years. *In our survey of the impact of the new Pell Grant funding at 205 community colleges in April 2011, we found just under 400,000 new recipients in just one year.*⁵ And this was at just 205 of our nation’s 860 community college districts and 1,552 campuses. With the federal government reasserting its traditional role to expand educational opportunity, new students came to college with funds in their pocket.

This is not the first time bipartisan federal action produced dramatic enrollment increases at U.S. colleges and universities. The higher education voucher created by the GI Bill gave 2.3 of the 14.6 million World War II veterans financial means to access higher education.

As the late Clyde L. Choate, a Congressional Medal of Honor recipient from WWII said, “We did not ask for it. The GI Bill was what a grateful nation gave to us for our service, and it inspired us to give back even more to our communities, state, and nation.”⁶

This Report

Since 2003, the Education Policy Center has documented access and finance issues in our various *Access and Funding in Public Higher Education* reports available at www.uaweebly.edpolicycenter. This report presents previously unpublished data from three major sources: A national perspective from members of the National Council of State Directors of Community Colleges is offered, followed by a review of research on Pell using the Carnegie Basic Classification to geographically identify the impact of Pell. This is followed by a state-wide case study to show how higher Pell funding impacts community college enrollments in Kansas.

Katsinas, D’Amico, and Friedel collected community college directors’ perceptions as part of the 2011 Survey of Access and Finance, conducted from July 5 to August 24, 2011.⁷ We thank our advisory panel for survey input⁸, American Public University System for survey support, and all 51 NCSDDC members for participating.⁹ Friedel, Hagedorn, Katsinas, and Mensel developed national data on rural community colleges presented in the first portion of the report. Mensel, in cooperation with Garden City Community College President Herbert J. Swender, Assistant to the President Deanna D. Mann, and Trustee Ron Schwartz, took the lead in obtaining data from Kansas. We thank David Hardy of the University of Alabama for help with data presented in the section, “What We Know About Financial Aid and Rural Community College Students.” Responsibility for errors is ours alone.¹⁰

The late Nobel Prize-winning “free market” economist Milton Friedman strongly supported Pell Grants, because they acted as a voucher for higher education, to be spent where students’ needs were best served. Did the substantial federal increases in Pell Grant program result increase enrollment even in a smaller, rural “red” state like Kansas? Since responsibility for affordable access to higher education is a joint responsibility of the federal and state governments, we begin with the national perspective.

PART I: A NATIONAL PERSPECTIVE

Introduction

There are two portions to this report. First, a national perspective is provided by drawing upon Pell Grant items from the 2011 National Survey of Access and Finance Issues, followed by a literature review on what we know about student financial aid and community college students generally, and rural community college students specifically. For this second part, we draw from quantitative studies using the geographically-based Carnegie Basic Classification, described below, to identify the rural differential, which the U.S. Department of Education's "urbanicity" definition does not allow.

State Community College Directors' Perspective

Since responsibility to maintain college affordability and student financial aid is a joint responsibility and partnership of the federal government and the states, we begin with Table 2, below, which summarizes NCSDDC members' perceptions regarding issues related to Pell. When asked if higher tuition and a flat maximum Pell Grant in 2011-2012 would limit community college access for low-income students in their states, 21 were in agreement and 13 in disagreement (12 were neutral or did not know). With ARRA's Maintenance of Effort requirements in place for Fiscal Years 2009, 2010, and 2011 about to end (which forced states to sustain their public higher education operating budgets, and not cut and supplant them with tuition revenue), there are concerns tuition will soon rise well above the inflation rate.

There was very strong agreement with the statement, "Reducing the maximum Pell Grant from \$5,550 to \$3,150 next year (FY2011-2012) will result in lower community college enrollments in my state." The \$3,150 Pell figure was proposed by Rep. Paul Ryan, Chairman of the U.S. House Budget Committee. Among 51 responses, 21 strongly agreed, 18 agreed, 11 were neutral, and just one disagreed, none strongly disagreed.

Summer Pell Funding

President Obama's FY2012 budget proposed in February 2011 asked Congress to close the \$5 billion gap in Pell Grant funding by, in part, eliminating the new Summer Pell Grant that had produced record community college summer enrollments in the Summer of 2010. In response to the item, "Eliminating last year's new Summer Pell Grant funding contributed to enrollment decrease in the Summer 2011 term at community colleges in my state," most respondents were neutral or did not know (28). Among the 23 respondents who offered an opinion, 15 were in agreement and 8 were in disagreement, about a 2:1 margin. With the new Summer Pell Grant funding gone, what can states expect?

As ARRA ends, we see tuition rates again rising above 5%. If federal Pell investments are reduced, many doubt financially strapped states can pick up the slack to keep financially needy students in college. The track record is not at all good: Since 2003, our surveys document consistent underinvestment in state-funded student financial aid at levels far below tuition increases.

TABLE 2
Summary of State Community College Director's Perceptions of Changes in Federal Pell Grants

	Changes in tuition and a flat maximum Pell Grant next year of \$5,550, the same as last year, will limit community college access for low-income students in my state.	Reducing the maximum Pell Grant from \$5,550 to \$3,150 next year (FY2011-2012) will result in lower community college enrollments in my state.	Eliminating last year's new Summer Pell Grant funding contributed to an enrollment decrease in the Summer 2011 term at community colleges in my state.	Eliminating last year's new Summer Pell Grant funding will lower the rate of college degree completion/success at community colleges in my state.	Declining and/or flat funding of my state's student aid program, combined with flat funding or cuts of Pell may result in more community college students taking loans.
<i>Strongly Agree</i>	5	21	4	3	14
<i>Agree</i>	21	18	11	18	30
<i>Neutral/Don't Know</i>	12	11	28	28	5
<i>Disagree</i>	12	1	6	2	
<i>Strongly Disagree</i>	1		2		2

Source: 2011 Survey of Access and Finance Issues, Education Policy Center, The University of Alabama

The Federal Pell Grant Program: A Quick Primer

The Federal Pell Grant Program is the bipartisan result of the landmark Education Amendments of 1972, signed by President Richard Nixon. Pell is the foundation of federal student aid, providing access to higher education for low-income undergraduate students seeking for-credit degrees and certificates. In 1976, the maximum Pell Grant paid for about 72% of college costs, while today it only covers about a third.

Academically qualified students with demonstrated ability to benefit from attending an eligible college or university may apply for a Federal Pell Grant to help defray costs, based upon a formula established by Congress. Award amounts depend upon financial need, attendance costs, status as a full- or part-time student, and plans to attend college for a full academic year or less. Two consecutive two-term presidents of both political parties promised a \$5,000 Pell Grant in their campaigns, yet as of the 2008-2009 award year (July 1-June 30), the maximum Pell Grant was \$4,731. Congressional investments starting in FY2008 raised the maximum Pell Grant to \$5,350 in 2009-2010, and \$5,550 in 2010-2011. Students must demonstrate satisfactory academic progress toward a for-credit degree or certificate each term to maintain eligibility. Pell is limited to undergraduates without earned BA degrees.

Before the summer of 2010, students could only apply Pell tuition funding to summer course-taking if they did not deplete funding for which they qualified in the previous academic year. The Higher Education Opportunity Act of 2008 made it possible for some students to qualify for a second summer Pell Grant, with the policy goal of encouraging more students to accelerate and complete their programs more quickly. If a student had a maximum Federal Pell Grant of \$5,350 in the Fall 2009 and Spring 2010 terms, that student could qualify for an additional \$2,675 of maximum Pell Grant funding in Summer 2010.

To fund a maximum Pell Grant of \$5,550 in 2011-2012 cost nearly \$40 billion. If the maximum Pell is to increase to \$5,635 next year, additional funds will have to be appropriated. Since the Pell Grant program is not an entitlement, if the number of students exceeds the amount budgeted, a supplemental appropriation is typically passed by Congress. In part due to the widespread popularity of the new summer Pell Grant, a \$5 billion shortfall caused the Obama Administration to propose elimination of the additional new summer Pell Grant funding in their budget request for FY2012.

More Loans?

When asked to respond to the item, “Declining and/or flat funding of my state’s student aid program, combined with flat funding or cuts of Pell may result in more community college students taking loans,” 44 were in agreement and just 2 were in disagreement, while 5 were neutral or did not know. This response is probably understandable, given the increased predicted median tuition in FY2012 of 5.6% at community colleges, which is higher than the median predicted community college increases for FY2011 and FY2010, at 5% and 4.7%, respectively. ¹¹

Large States and Small States

Table 3, on the page following, presents perceptions of state community college directors for each state. Of special note are the nine large “mega-states” identified by Grapevine at Illinois State University accounting for over 50% of all state tax appropriations for public community and technical college operating budgets, enrolling about 58% of all U.S. community college students: California, Florida, Georgia, Illinois, New York, North Carolina, Ohio, Pennsylvania, and Texas.¹² Because Georgia has a dual system of post-secondary education beyond high school, responses were obtained from both the Georgia Technical College System (GA-TCS) and the University of Georgia System (GA-UGS). Thus, there are 10 “mega-state” responses.

Table 3 shows that, in general, responses among mega-states and non-mega-states were similar. Most were neutral on the summer Pell Grant survey items. Most agreed that that reducing the maximum Pell Grant from \$5,550 to \$3,150 would result in lower community college enrollments in their states. And finally, most were in agreement that declining and/or flat funding of their state’s student aid program, combined with flat funding or cuts of Pell Grants, may result in more community college students taking loans. Responses to this final item—9 strongly agreed/agreed with 1 neutral—were not surprising, given the severe budget pressures and structural deficits in large states, which may soon be forced to raise tuition to offset cuts in public higher education operating budgets. The inescapable conclusion is that in recessions, states do not increase their need-based student aid programs as required if a “high tuition/high aid” model is to work.

TABLE 3
Summary of State Community College Director's Perceptions of Changes in Federal Pell Grants

State	Changes in tuition and a flat maximum Pell Grant next of \$5,550, the same as last year, will limit community college access for low-income students in my state.	Reducing the maximum Pell Grant from \$5,550 to \$3,150 next year (FY2011-2012) will result in lower community college enrollments in my state.	Eliminating last year's new Summer Pell Grant funding contributed to an enrollment decrease in the Summer 2011 term at community colleges in my state.	Eliminating last year's new Summer Pell Grant funding will lower the rate of college degree completion/success at community colleges in my state.	Declining and/or flat funding of my state's student aid program, combined with flat funding or cuts of Pell may result in more community college students taking loans.
Alabama	Agree	Agree	Agree	Agree	Agree
Alaska	Neutral/Don't know	Neutral/Don't know	Strongly Disagree	Neutral/Don't know	Strongly Disagree
Arizona	Strongly Agree	Strongly Agree	Agree	Agree	Strongly Agree
Arkansas	Neutral/Don't know	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Agree
California	Agree	Agree	Neutral/Don't know	Neutral/Don't know	Agree
Colorado	Neutral/Don't know	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Agree
Connecticut	Neutral/Don't know	Strongly Agree	Neutral/Don't know	Agree	Agree
Delaware	Disagree	Neutral/Don't know	Neutral/Don't know	Neutral/Don't know	Agree
Florida	Disagree	Disagree	Neutral/Don't know	Neutral/Don't know	Agree
Georgia-TCS	Neutral/Don't know	Strongly Agree	Agree	Agree	Strongly Agree
Georgia-UGS	Strongly Agree	Strongly Agree	Strongly Agree	Strongly Agree	Strongly Agree
Hawaii	Agree	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Agree
Idaho	Strongly Disagree	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Agree
Illinois	Strongly Agree	Agree	Neutral/Don't know	Neutral/Don't know	Agree
Indiana	Disagree	Neutral/Don't know	Agree	Agree	Strongly Disagree
Iowa	Agree	Agree	Agree	Agree	Agree
Kansas	Agree	Agree	Agree	Agree	Agree
Kentucky	Agree	Agree	Disagree	Neutral/Don't know	Agree
Louisiana	Disagree	Agree	Disagree	Disagree	Agree
Maine	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Strongly Agree	Neutral/Don't know
Maryland	Disagree	Agree	Neutral/Don't know	Neutral/Don't know	Agree
Massachusetts	Disagree	Agree	Neutral/Don't know	Neutral/Don't know	Strongly Agree
Michigan	Neutral/Don't know	Strongly Agree	Strongly Agree	Agree	Strongly Agree
Minnesota	Agree	Neutral/Don't know	Disagree	Disagree	Agree
Mississippi	Agree	Strongly Agree	Strongly Agree	Agree	Agree
Missouri	Disagree	Agree	Agree	Agree	Agree
Montana	Disagree	Agree	Neutral/Don't know	Neutral/Don't know	Agree
Nebraska	Agree	Neutral/Don't know	Disagree	Neutral/Don't know	Agree
Nevada	Agree	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Strongly Agree
New Hampshire	Agree	Strongly Agree	Strongly Agree	Strongly Agree	Strongly Agree
New Jersey	Agree	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Agree
New Mexico	Agree	Agree	Neutral/Don't know	Neutral/Don't know	Agree
New York	Neutral/Don't know	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Agree
North Carolina	Neutral/Don't know	Agree	Neutral/Don't know	Neutral/Don't know	Agree
North Dakota	Disagree	Agree	Neutral/Don't know	Neutral/Don't know	Neutral/Don't know
Ohio	Neutral/Don't know	Neutral/Don't know	Neutral/Don't know	Neutral/Don't know	Agree
Oklahoma	Neutral/Don't know	Neutral/Don't know	Disagree	Agree	Neutral/Don't know
Oregon	Agree	Agree	Neutral/Don't know	Neutral/Don't know	Strongly Agree
Pennsylvania	Disagree	Strongly Agree	Disagree	Neutral/Don't know	Agree
Rhode Island	Disagree	Strongly Agree	Neutral/Don't know	Agree	Agree
South Carolina	Strongly Agree	Strongly Agree	Agree	Agree	Neutral/Don't know
South Dakota	Agree	Agree	Agree	Agree	Agree
Tennessee	Agree	Agree	Agree	Agree	Agree
Texas	Neutral/Don't know	Neutral/Don't know	Disagree	Neutral/Don't know	Neutral/Don't know
Utah	Agree	Neutral/Don't know	Neutral/Don't know	Neutral/Don't know	Strongly Agree
Vermont	Agree	Strongly Agree	Agree	Agree	Strongly Agree
Virginia	Agree	Strongly Agree	Strongly Disagree	Agree	Strongly Agree
Washington	Neutral/Don't know	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Strongly Agree
West Virginia	Disagree	Strongly Agree	Neutral/Don't know	Neutral/Don't know	Strongly Agree
Wisconsin	Agree	Neutral/Don't know	Neutral/Don't know	Neutral/Don't know	Strongly Agree
Wyoming	Agree	Agree	Neutral/Don't know	Agree	Agree
Strongly Agree	5	21	4	3	14
Agree	21	18	11	18	30
Neutral/Don't Know	12	11	28	28	5
Disagree	12	1	6	2	
Strongly Disagree	1		2		2

Source: 2011 Survey of Access and Finance Issues, Education Policy Center, The University of Alabama

Research on Financial Aid and Rural Community College Students

The 2005 Basic Classification of the Carnegie Foundation for the Advancement of Teaching for the first time classified Associate's Colleges. Since then, studies using this new tool have revealed:

- Rural community colleges comprise nearly 6 in 10 of all U.S. community colleges, and they are growing fast. Surging enrollments added 594,394 new credit students to U.S. community colleges from 2001-2 to 2007-8.
- Among the nearly 600,000 new students, 255,038 attend rural community colleges, comprising 43% of the enrollment growth, a rate higher than the increase at urban and suburban colleges.
- Total enrollments at U.S. community colleges are very roughly third/third/third among Rural (33%), Suburban (30%), and Urban (31%) colleges, with 7% enrolled at “other” colleges (e.g., 2 under 4 yr).
- In 2007-2008, \$7.4 billion of federal, state, local, and institutional aid was awarded to community college students, the lion's share—\$4.7 billion or 64%—came in Pell Grants. Despite enrolling 33% of all community college students, 39% of all Pell Grants awarded go to students at Rural community colleges.
- In 2007-2008, 66% of all federal, state, local, and institutional student aid at Rural-Small Associate's Colleges was Pell. ***The smaller the college, the higher the percentage of student aid in Pell.***
- Rural community colleges are the portal of entry into US higher education, and in many places, *“the only game in town.”* When analyzing the U.S. Department of Education's IPEDS Student Financial Aid Cohort Study for 2007-8 by Carnegie type, ***39% of all first-time/full-time students are enrolled at Rural community colleges***, a higher percentage than their percentage of total students (33%).
- ***The higher out-of-pocket expenses borne by Rural community college students often are not recognized.*** Rural students live in areas without public mass transit, and need access to reliable cars to attend college and work. Sadly, 72,361 of all 151,380 community college students incurring debt in the 2007-2008 IPEDS Student Financial Aid Cohort Survey—48%—enrolled at rural community colleges, far more than percentage of total enrollment (39%) in the survey. This shows rural community college students value higher education to the point that they are willing to borrow to finance it.

Since the U.S. Department of Education collects data by units of accreditation, it cannot accurately count how many community colleges exist. The Department collects 7 sets of institutional data for each of Dallas County Community College District's 7 separately accredited campuses, but just one set of data for Tarrant County College District's 5 campuses in neighboring Fort Worth. Miami-Dade College sends just one set of data to Washington for its 6 campuses, while the City of Chicago Colleges sends 7 and Maricopa Community Colleges sends 11. The Carnegie Foundation's Basic Classification began classifying higher education institutions in 1973, and is widely used within the research and public policy communities. Updated editions have been released in 1976, 1987, 1994, and 2000. In 2005, Carnegie for the first time classified two-year colleges, updating their Basic Classification in 2010. Under the Carnegie Basic Classification, there are 860 community college districts and 1,552 campuses in the United States.

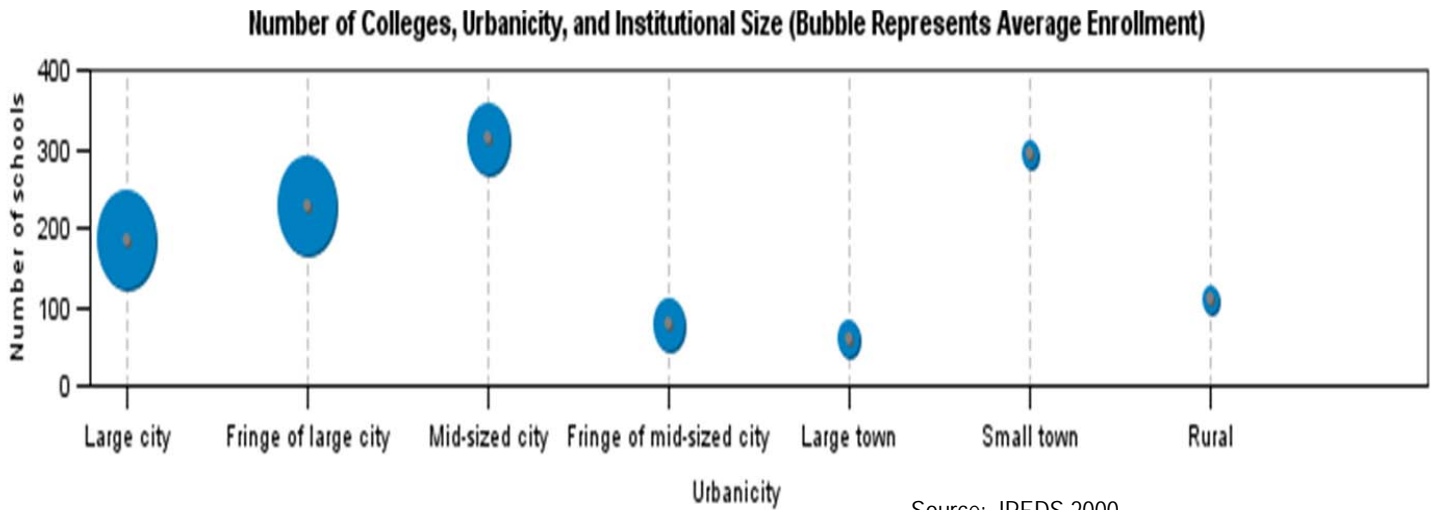
The upper part of the next page shows the U.S. Department of Education's definition. The Department counts community colleges by units of accreditation and then classifies them on the basis of “urbanicity”—“how urban” cities and towns are. Department data cannot show, as Carnegie's geographically-based classification can, that about 6 in 10 of all community college are rural.

The lower portion presents Carnegie's Basic Classification based upon its geographically-based definition. ***Geography is a far better and more accurate measure than “urbanicity,” because community colleges are place-based institutions. States assign the rural, suburban, and urban service delivery areas (cities, townships, school districts, counties) through statute or regulation.*** Students, faculty, administrators, and trustees at Garden City Community College do not define themselves on the basis of how “urban” their service delivery area is. They know their service region is not New York or Chicago, and has a rural, widely disbursed population. Likewise, the faculty and staff of Butler County Community College in suburban Wichita know their institution serves a suburban region, and not an urban or rural one. “Urbanicity” almost by definition marginalizes rural community colleges (see Katsinas & Hardy, 2012, forthcoming).¹³

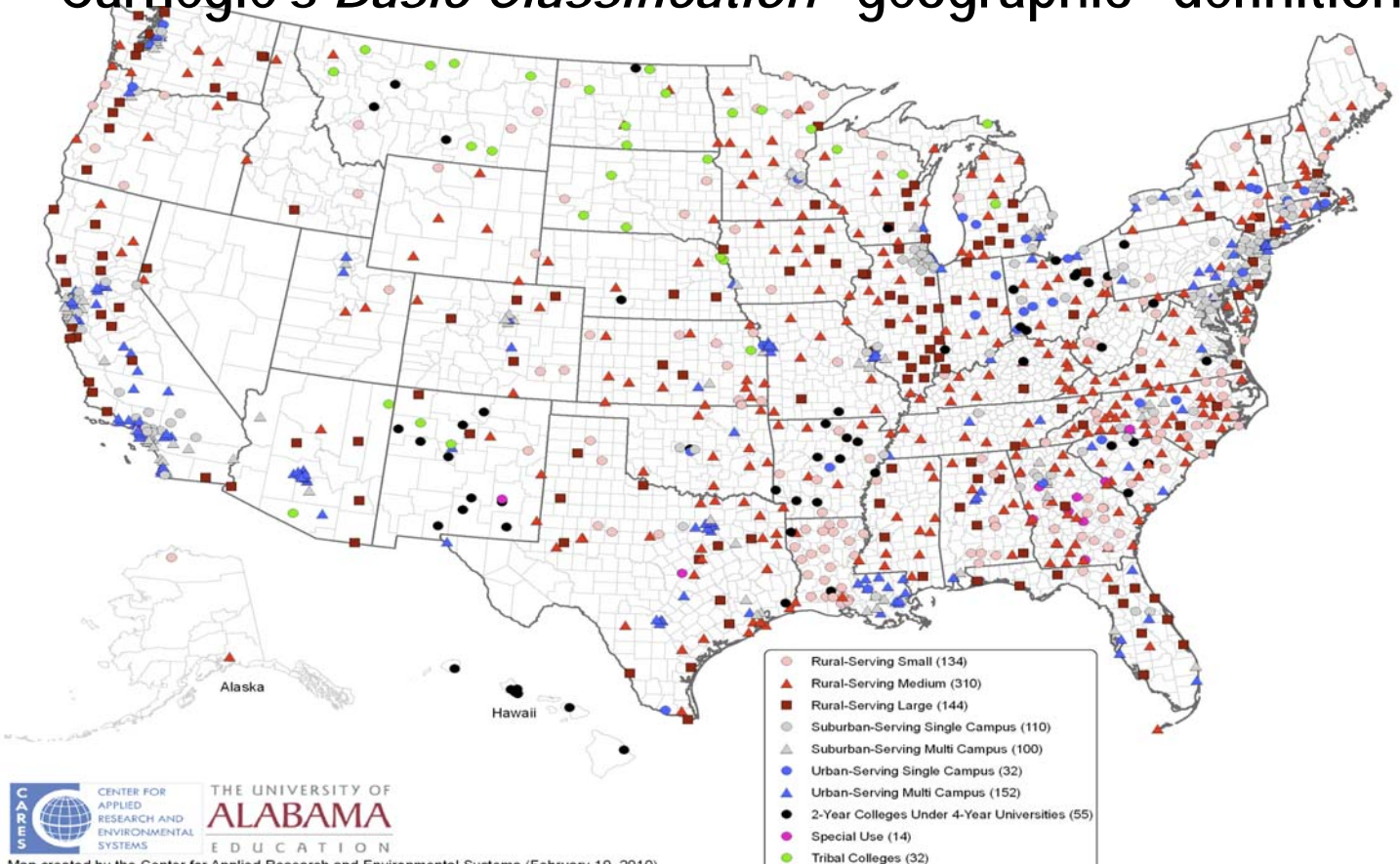
Definitions Matter: “Urbanicity” vs. Geography

Table 4

U.S. Department of Education’s “Urbanicity” definition



Carnegie’s *Basic Classification* “geographic” definition



Source: Carnegie Foundation for the Advancement of Teaching



THE UNIVERSITY OF
ALABAMA
EDUCATION

Map created by the Center for Applied Research and Environmental Systems (February 10, 2010)
based upon analysis of the Education Policy Center at The University of Alabama
<http://education.ua.edu/centers/education-policy-center/>

The Growing Impact of the New Pell Funding

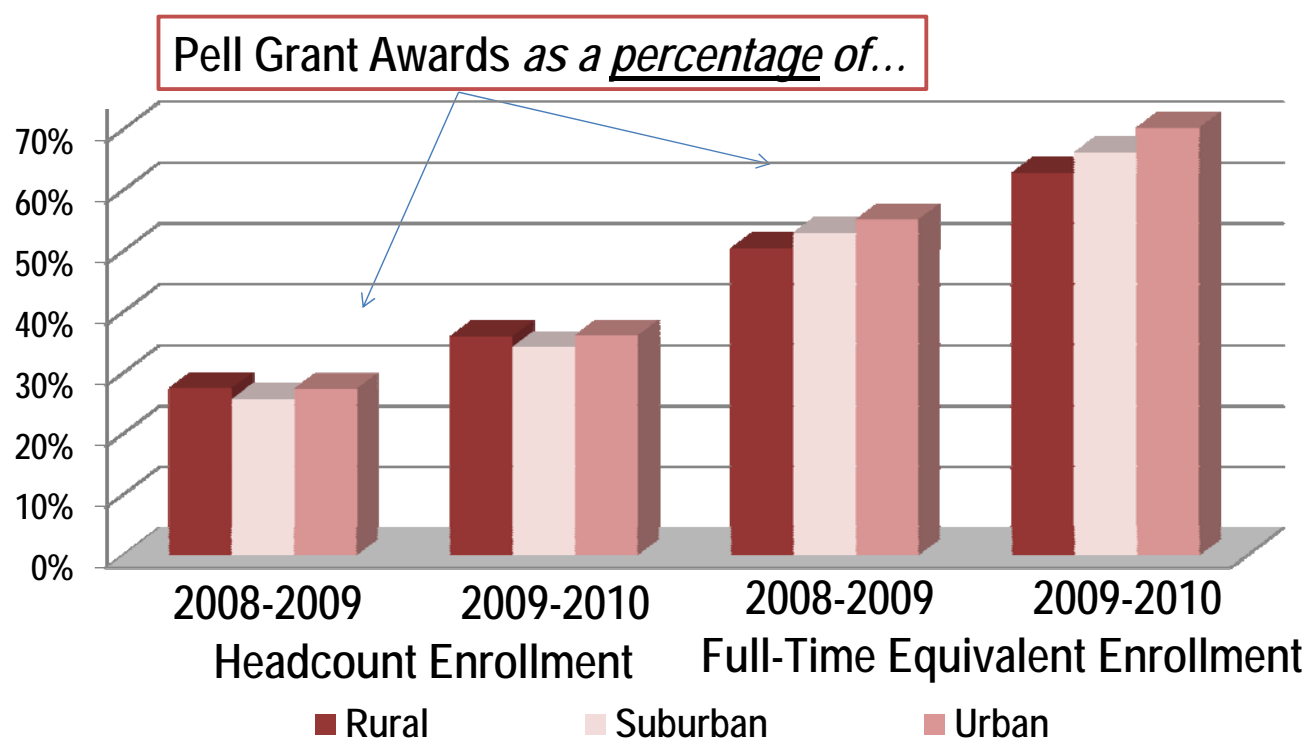
In April 2011, The University of Alabama's Education Policy Center, in partnership with Iowa State University, California State University-Northridge, and the Rural Community College Alliance released the report, [*The Growing Impact of the New Federal Pell Grant Funding: A Profile of 205 Community Colleges in 25 States*](#). The Carnegie Basic Classification identified the geographic impact of the new federal investments in Pell Grants. A total of 184 colleges from the 25 states from which we obtained institutional identifying codes, 137 were rural, 23 suburban, and 24 urban.

From the 2008-9 to the 2009-10 12-month calendar year, the number of Pell Grants awarded to the 205 community colleges in our sample increased from 689,326 to 1,077,914, or 56%. By dollar volume, funding rose from \$1.4 to \$2.5 billion. Unduplicated headcount enrollments grew from 2,832,533 to 3,087,301, an increase of 254,777 or 9% in just one

year, while full-time equivalent (FTE) enrollments (which the federal standard defines as 12 credit hours, the minimum a full-time student takes), increased from 1,362,290 to 1,548,986, a gain of 186,696 or 14%.

The new Pell Grant funding clearly drove much of this enrollment increase. Pell as a percentage of both headcount student enrollments and FTE enrollments increased from 2008-9 to 2009-10—but the increase in Pell as a percentage of FTE enrollment was higher, which by definition means that more students are taking more credit hours. We cannot conclude with certainty students will complete their Associate's Degrees faster, but it is likely this would occur. To actually prove this requires analyzing student transcript data for representative samples of rural, suburban, and urban community colleges. The report concludes that if the federal policy goal is to increase the number of Americans with college degrees and certificates, getting more students to take more hours is clearly a step in the right direction.

Table 5: Analysis by Carnegie Basic Classification Shows New Pell Funding Results in More Community College Students Taking More Hours
If Full-Time Enrollments (FTE) of students *rise faster* than Unduplicated Headcount (all students enrolled), **by definition** more students must be taking more credits



Source: Pell Grant awards by 2005 Carnegie Basic Classification type for the 2008-2009 and 2009-2010 calendar years, from unpublished data based upon a survey of 221 community colleges by the Education Policy Center, The University of Alabama, Iowa State University, and California State University-Northridge, under the auspices of the Rural Community College Alliance's National Rural Scholars' Committee, April 2011.

PART II: IMPACT OF PELL IN KANSAS

About the Sample

In January 2012, a federal student financial aid profile survey was distributed to financial aid directors at Kansas higher education institutions. The survey was approved by The University of Alabama's Institutional Review Board. The authors again thank Herbert Swender, Deanna Mann and Ron Schwartz of Garden City Community College for help in obtaining responses from Kansas colleges.

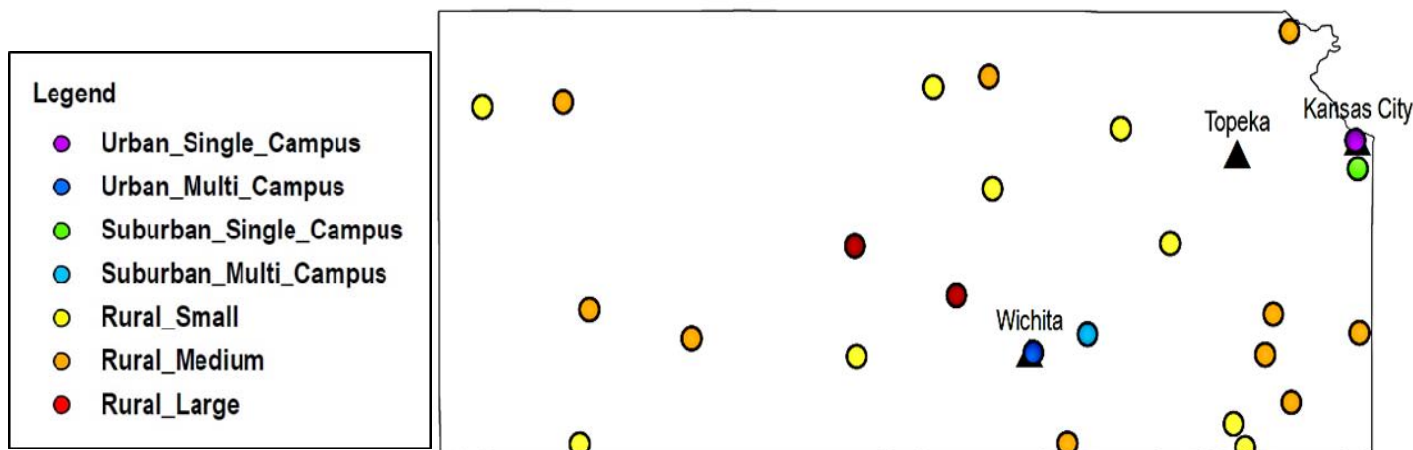
Uneven Development of Kansas' Two-Year Colleges

The development of two-year public colleges in Kansas is typical of many of the upper mid-western states. Municipally-funded junior colleges emerged prior to and immediately after World War I, typically funded by localities through extraction taxes on oil and gas. Most of the junior colleges founded in southeastern Kansas started on this basis. In the late 1950s, when federal vocational education funding grew, plans states submitted to Washington had to specify if funds would be administered via community colleges or secondary area vocational schools. Kansas chose to follow the latter model. This decision, made in the late 1950s and early 1960s, resulted in a somewhat bifurcated system of postsecondary two-year college services that exists today in the Sunflower State.¹⁴

Comprehensive Community Colleges	2010 Carnegie Basic Classification of Associate's Colleges	Fall 2009 Headcount Enrollment, All Colleges		Participating Colleges in the Survey
		Number	%	
Allen County Community College	Rural-Medium	3,124	4	X
Barton Community College	Rural-Large	4,947	6	X
Butler Community College	Suburban Multi-Campus	9,229	12	X
Cloud County Community College	Rural-Medium	2,772	4	X
Coffeyville Community College	Rural-Small	2,051	3	X
Colby Community College	Rural-Medium	1,487	2	X
Cowley County Community College	Rural-Medium	4,002	5	X
Dodge City Community College	Rural-Medium	1,706	2	X
Ft. Scott Community College	Rural-Medium	2,017	3	X
Garden City Community College	Rural-Medium	2,054	3	X
Highland Community College	Rural-Medium	2,878	4	X
Hutchison Community College	Rural-Large	5,453	7	X
Independence Community College	Rural-Small	1,177	2	X
Johnson County Community College	Suburban Single Campus	20,401	26	X
Kansas City Community College	Urban Single Campus	7,137	9	X
Labette Community College	Rural-Medium	2,098	3	X
Neosho Community College	Rural-Medium	2,230	3	X
Pratt Community College	Rural-Small	1,587	2	X
Seward Community College	Rural-Small	1,867	2	X
		78,217	100%	17 of 19 colleges 89% of total students
Technical Colleges				
Flint Hills Technical College	Rural-Small	497	13	
Manhattan Area Technical College	Rural-Small	533	14	
North Central Kansas Technical College	Rural-Small	726	19	
Northwest Kansas Technical College	Rural-Small	291	8	
Salina Area Technical College	Rural-Small	341	9	X
Wichita Area Technical College	Urban Multi-Campus	1418	37	X
		3,806	100%	2 of 6
Notes: 1. Headcount Enrollment is the unduplicated total of all students enrolled in for-credit courses in Fall 2009.				
2. Kansas Association of Community Colleges members are "Comprehensive Community Colleges."				
3. The Kansas Board of Regents coordinates the state's 19 comprehensive community colleges.				
4. Kansas' federal vocational education funds are administered by the Kansas State Department of Education.				

Beginning in July 2001, all 19 community colleges, 6 technical colleges, and 4 technical schools that offered postsecondary credit were coordinated by the Kansas Board of Regents (KBOR). The community colleges were, and remain, "comprehensive" in that they award Associate of Arts (AA), Associate of Science (AS) and Associate of Applied Science (AAS) degrees. The key distinction between technical colleges and technical schools was that technical colleges were approved to offer AAS degrees, while the technical schools were not.

Table 7: Kansas Two-Year Colleges by Carnegie Basic Classification



In 2007, a bill was passed requiring all Kansas Postsecondary Institutions to receive accreditation through the Higher Learning Commission of the North Central Association of Colleges and Schools or to merge with another institution. By July 1, 2009, the merging of the technical schools with other institutions was complete, leaving Kansas with 25 2-year institutions including 19 Community Colleges, 6 Technical Colleges and 1 Affiliated College of Technology with a University. This structure remains today.

Together, the 19 Kansas comprehensive community colleges enrolled 78,217 credit students in Fall 2009, or 95% of the 82,023 total. One might thus assume the "universe" of two-year postsecondary institutions in Kansas is 25, based upon the KBOR website; however, this misses a key distinction that only comprehensive community colleges offer the traditional AA and AS transfer degrees. Had the analysis we present below used the 25 figure, our sample would consist of 19 or 76% of institutions, and 85% of total students enrolled.

Yet the 19 KACCT members enroll the lions' share--95%--of Kansas' public two-year students. Given our interest in community colleges as levers to increase numbers completing baccalaureate degrees, and since KACCT does not include technical colleges (or area vo-tech schools), we omitted the more narrowly focused programs of Kansas' 6 technical colleges from our analysis. Our sample (Table 4) thus includes 17 of the 19 comprehensive community colleges, and 69,493 or 89% of the 78,217 all students (data are not available for Kansas City [Kansas] and Pratt Community Colleges).

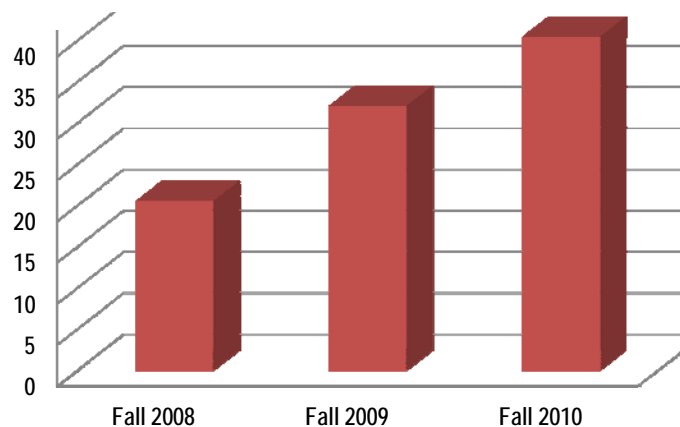
"For millions of Americans, the choice is not between a community college and another institution, it's between a community college and nothing."

—Arthur M. Cohen and Florence B. Brawer, The American Community College, 5th Edition

Millions of New Federal Pell Grants for Kansans

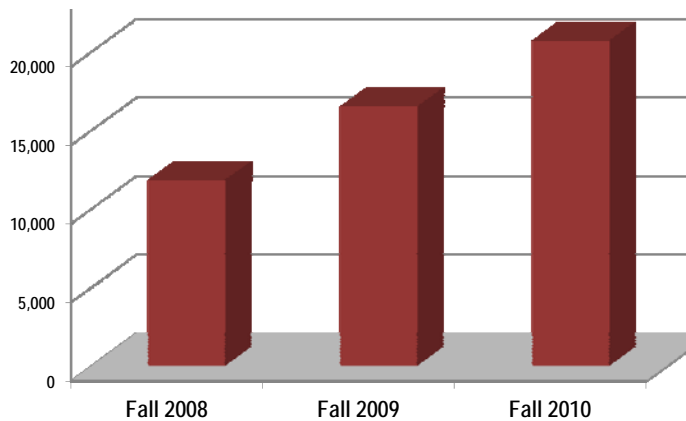
Table 8 shows that from Fall 2008 to Fall 2010, the dollar volume of Pell Grants awarded in Kansas grew from \$20.5 to \$40.4 million, an increase of just under \$20 million or 98%. Table 9 shows the number of

Table 8: Millions in New Federal Pell Grants for Kansans



Source: Pell Grant Impact Survey at Kansas Community Colleges, February 2012. Education Policy Center, The University of Alabama.

Table 9: Number of Pell Awards to Kansans Nearly Doubles

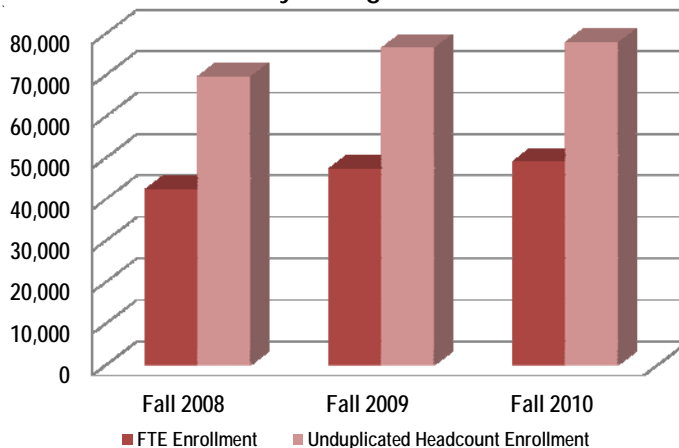


Kansans awarded Pell Grants grew from 11,857 to 20,719, an increase of 8,862 or 75% in just two years.

As Pell Grows, So Do Kansas Community Colleges

Table 10 shows that both Headcount Enrollment and FTE Enrollment increased, with Headcount rising from 69,573 to 77,820, and FTE from 42,290 to 49,066. In numbers, Headcount grew by 8,246 and FTE by 6,776. In two years, new Pell Grant awards thus grew by 8,862 or 75% (Table 9) as funding nearly doubled from about \$20.5 to \$40.4 million (Table 8), Headcount and FTE Enrollment at Kansas community colleges grew significantly. New Pell awards (8,862) exceeded increases in both Headcount (8,246) and FTE enrollment (6,776).

Table 10: Enrollment Increases at Kansas Community Colleges, Fall 2008 to Fall 2010



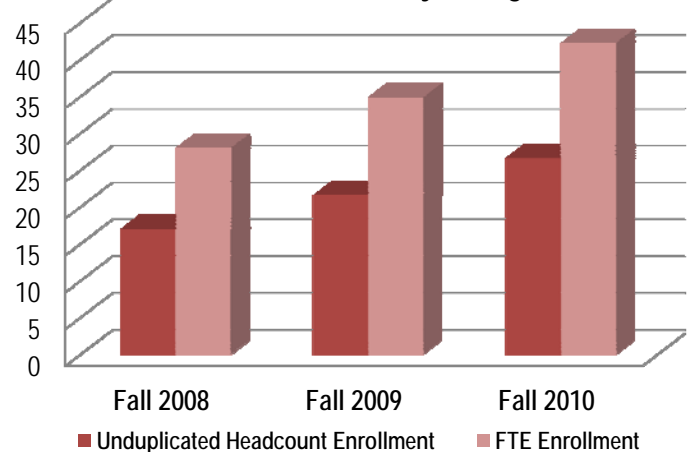
Thus, Pell funding grew by 98% (Table 9) and Pell awards by 75% (Table 10). Table 11 shows that students receiving Pell as a percentage of Headcount Enrollment increased by 12%, while Pell as a percentage of FTE enrollment increased by 16%. This is highly significant. It reconfirms our April 2011 study finding that a decline

What's the Difference Between Headcount and FTE Enrollment, and Why Does It Matter?

Headcount enrollment includes all students in a given time period (quarter, semester, 9-month academic year, 12-month calendar year). It includes all full- and part-time credit students. For community colleges, with 6 in 10 enrolling part-time and services such as parking and computing planned for peak usage periods, it's vital.

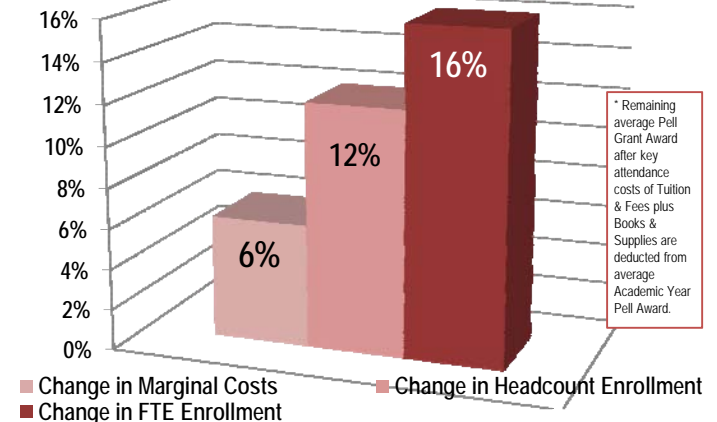
Full-Time Equivalent (FTE) Enrollment takes the total number of credits earned from all students for a given period of time, and divides that figure by 12. Some say this favors flagship universities, which enroll more full-time students than do community colleges.

Table 11: Percentage of Enrolled Students Using Pell Grants in Kansas Community Colleges Grows



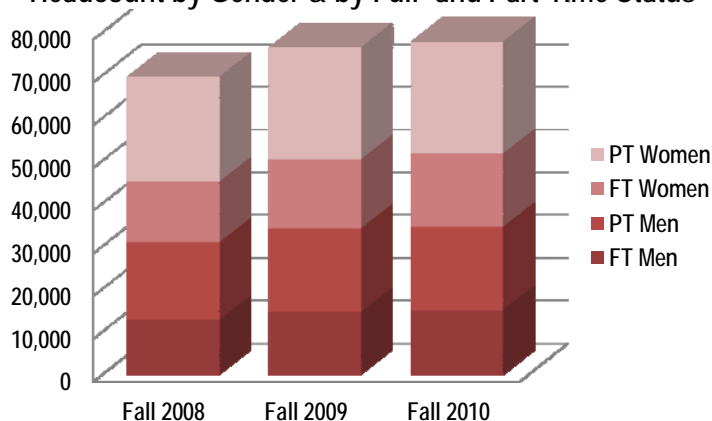
in net marginal costs (increased Pell aid plus moderate increases in key costs of attendance [tuition & fees, and books & supplies]). This is precisely what occurred in Kansas between Fall 2008 and 2010, as Table 12 shows *With expanded Pell funding and awards, more community college students are taking more hours.*

Table 12: Changes in Net Marginal Costs, Headcount, and FTE Enrollment at Kansas Community Colleges, Fall 2008 to Fall 2010



The Impact of New Pell Funding by Gender in Kansas

Table 13: Kansas Community College Unduplicated Headcount by Gender & by Full- and Part-Time Status



Source: A Survey of the Impact of Pell Grants at Kansas Community Colleges, February 2012, Education Policy Center, The University of Alabama.

Overview: Part-Time Enrollments Grow

Since the late 1970s, perhaps the two most important long-term enrollment trends at U.S. community colleges have been the increasing numbers of students enrolling part-time, and the increase of female students. There are two reasons for this: First, higher education is no longer a luxury for the idle classes to learn how to spend their leisure time, it is now a necessity for initial employment for most jobs. Second, access to lifelong higher education programs and services is critical for adult workers up-skilled and retrained. Table 13 shows male and female Headcount Enrollment increased, for both those enrolled full- and part-time.

Male Headcount Increases: From Fall 2008 to Fall 2010, total male Headcount Enrollment rose from 30,882 to 34,427, or 11% (3,545 students). Full-time male student enrollments rose from 12,706 to 14,998; part-time males enrollments rose from 18,176 to 19,429. This was a numerical increase of 2,292 and 1,253, and a percentage increase of 8.5 and 9.4 percent, respectively.

Female Headcount Increases

From Fall 2008 to Fall 2010, total female enrollment grew from 38,691 to 43,393, an increase of 4,702 or 12%. By enrollment status, full-time female Headcount enrollment grew from 14,230 to 17,131, and part-time females enrolled rose from 24,461 to 26,262. Numerically, 2,901 more full-time and 1,801 more part-time female students were enrolled, and by percentage, 17% more full-time and 7% more part-time female students enrolled in Fall 2010 than in Fall 2008.

Male FTE Enrollment Increases: Table 14 shows male FTE students enrolled full-time jumped from 12,876 to 15,073, and part-time male FTE students rose from 6,241 to 6,819. Numerically, enrolled FTE full-time males rose by 2,197 and part-time increased by 578. By percentage, full-time FTE enrollment grew by 15%, and part-time male FTE enrollment grew by 8%.

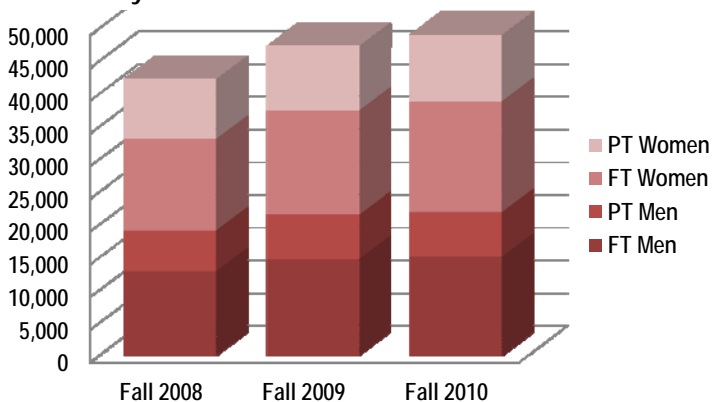
Female FTE Enrollment Increases: Table 13 shows female FTE students enrolled full-time rose from 13,990 to 16,952, and part-time female FTE students enrolled grew from 9,183 to 10,223. Numerically, full-time FTE enrolled females increased by 2,962, and part-timers increased by 1,040. By percentage, full-time FTE female enrollment grew by 18%, and part-time female FTE enrollment grew by 10%.

Thus, full-time enrollment for both genders, measured by both Headcount and FTE Enrollment, increased by more than those enrolled on a part-time basis. This includes both male and females. That the ratio of female to male students was already 60-40, for the numbers and percentages of all students—but particularly for female students—to increase at the levels found here is very significant. What drove this increase?

Pell Grant Increases Drive Kansas' Community College Enrollment Increases

There is no doubt that the near-doubling of Pell Grants funded to Kansas community college students drove the enrollment increases. As Table 14 shows, females receiving Pell Grants at Kansas community colleges grew from 7,791 in Fall 2008 to 13,206 in Fall

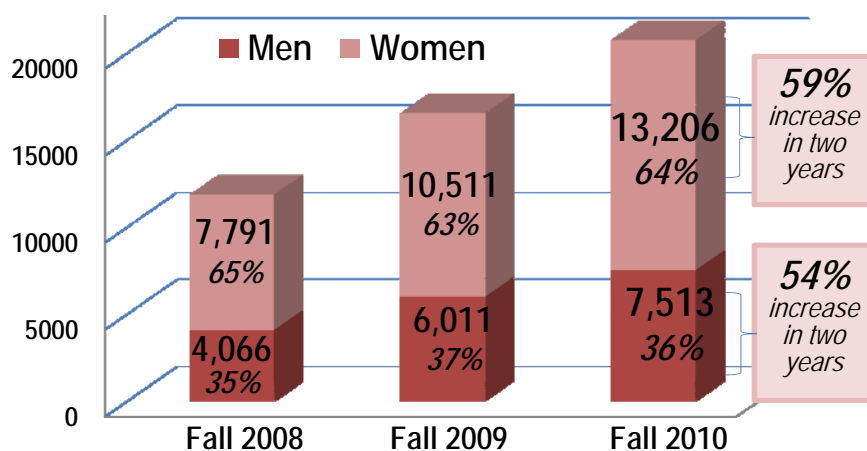
Table 14: Kansas Community College FTE Enrollment by Gender & Full- and Part-Time Status



Source: A Survey of the Impact of Pell Grants at Kansas Community Colleges, February 2012, Education Policy Center, The University of Alabama.

2010. Males receiving Pell Grants grew from 4,066 to 7,513 in Fall 2010. At Kansas community colleges, female Pell Grant recipients grew by 5,414 and male Pell recipients by 3,447. ***Pell Grants awarded to men and women increased by 59 and 54 percent, respectively, in just two years.***

Table 15: Pell Awards at Kansas Community Colleges by Gender, Fall 2008 to Fall 2010



Source: Impact of Pell Grants at Kansas Community Colleges, February 2012, Education Policy Center, The University of Alabama.

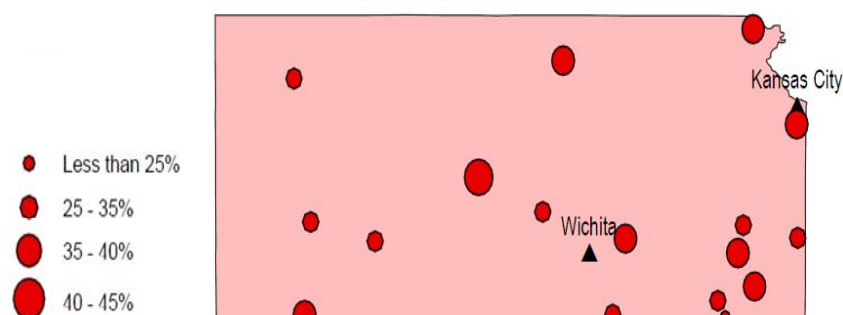
Pell's Impact at Kansas' Rural and Suburban Community Colleges

Rural Colleges Have Lower Percentages of Part-Time Students

Table 16 shows the pictorially the percentages of Headcount Kansas community college students enrolled on a part-time basis. Clearly, the rural community colleges located in more sparsely populated areas of the state enroll smaller percentages of part-time students in their student bodies. This finding for Kansas' community colleges is consistent with a large body of published research that shows that rural community colleges have higher per-unit student costs, because they have fewer part-time students taking high enrollment lower-cost courses to spread their costs over.¹⁵ Community college experts in the 1950s knew that to deliver universal geographic access to the 13th and 14th grades as envisioned by the 1947 Truman Commission would cost more to deliver in rural areas.

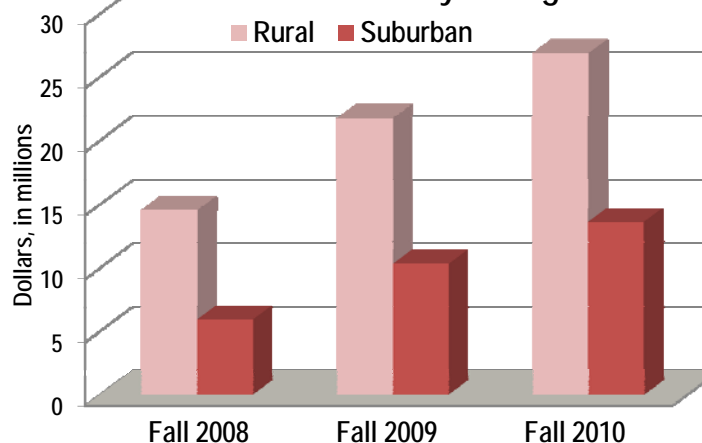
Table 17 shows that Pell Grant funding for Kansans increased significantly at both rural and suburban community colleges. Pell funding at rural community colleges increased from \$14.5 to \$26.9 million in two years, an increase of \$12.3 million or 85%. Pell funding at suburban community colleges grew from \$5.9 to \$13.6 million, an increase of \$7.6 million or 129%. In two years, Pell increased by \$12.3 million at rural and \$7.6 million at suburban Kansas community colleges.

Table 16: Percentage of Kansas Community College Headcount Students Enrolled Part-Time



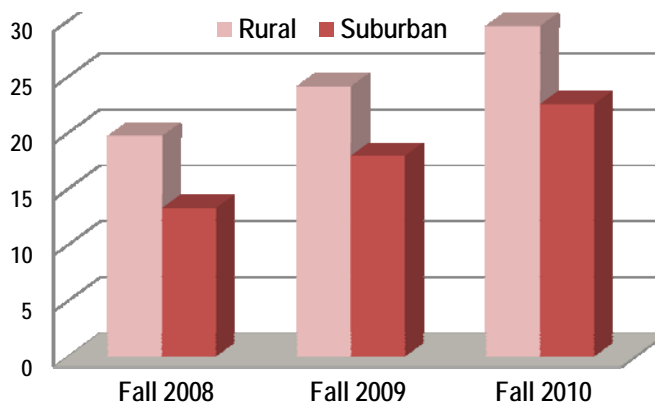
The large increases in Pell funding resulted in large enrollment increases at both rural and suburban community colleges, in both Headcount (Table 18) and FTE (Table 19), as more students are taking more hours.

Table 17: Pell Dollars Distributed by Type of Kansas Community Colleges



Source: Impact of Pell Grants at Kansas Community Colleges, February 2012, Education Policy Center, The University of Alabama.

Table 18: Percentage of Kansas Headcount Community College Enrollment Using Pell Grants by College Type



Source: A Survey of the Impact of Pell Grants at Kansas Community Colleges, February 2012. Education Policy Center, The University of Alabama.

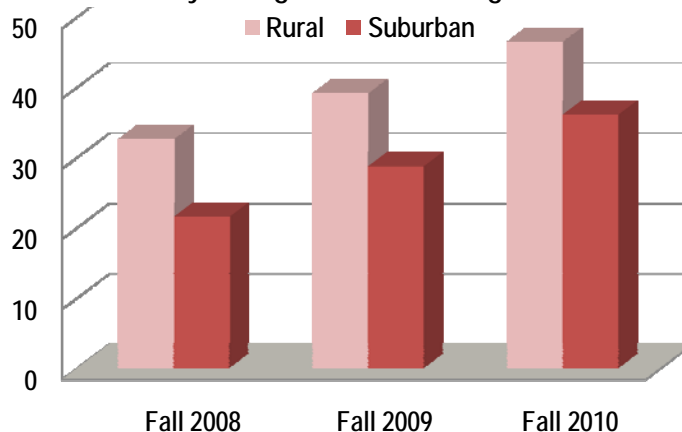
The Significance of Pell's Growth on Rural Kansas

The growing Pell Grant funding has great significance for Kansas, and in particular western Kansas. For several decades, many Kansas counties have had flat or declining populations, as have many Great Plains counties from west Texas to the Canadian border. With flat or declining high school graduation class sizes, higher per unit education costs can result. By growing community college enrollments, increased Pell funding clearly helps western, rural Kansas educate larger percentages of its present workforce—a workforce that is already in place, committed to staying and building the region.

Thus, new Pell funding expands Kansas rural community colleges' capacity to serve workers displaced by the recession. We note workforce funding largely comes via performance-based contracts from federally-funded, state-administered Workforce Investment Act funds.

No dedicated operating budgets exist to enable community colleges to provide workforce training beyond appropriations for credit enrollments.

Table 19: Percentage of Kansas Full-Time Equivalent Community College Students Using Pell Grants

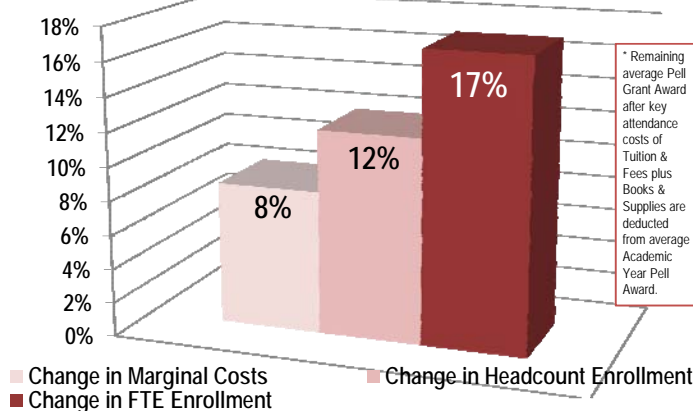


Source: Pell Grant Impact Survey at Kansas Community Colleges, February 2012. Education Policy Center, The University of Alabama.

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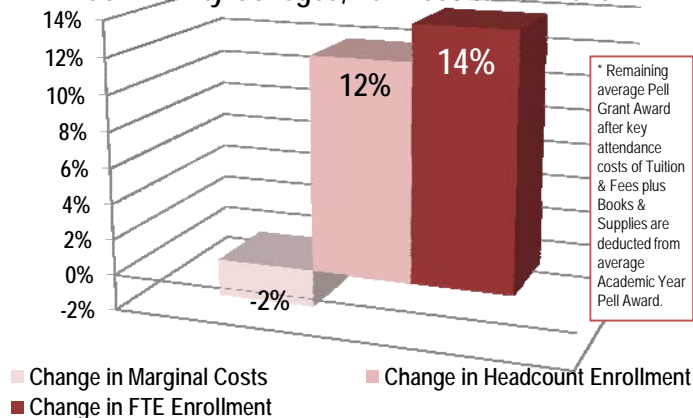
And in rural America, there is no training alternative to the rural community college. Their health is tied to the long-term skills of the rural workforce. By expanding the base of full- and part-time credit students with growing Pell funding, Kansas' rural community colleges can better serve displaced workers. *Thus, in a very practical way, federal funding through Pell—when combined with the federal “maintenance of effort” provisions that maintained state support and moderated tuition increases—builds the capacity of western and rural Kansas community colleges to better serve both for-credit transfer students and non-credit adults in need of retraining, to build Kansas' businesses.*

Table 20: Changes in Net Marginal Costs and Enrollment for Full-Time Students at Kansas Rural Community Colleges, Fall 2008 to Fall 2010



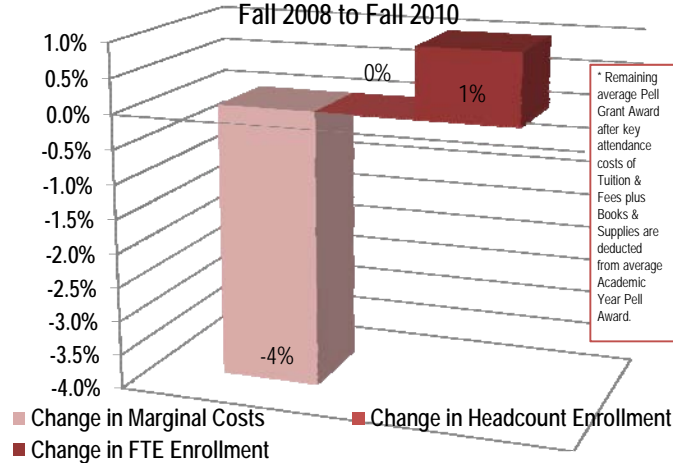
Tables 20 and 21 show changes net marginal costs (growing Pell and moderate net increases in the key cost components of tuition & fees and books & supplies) resulted in large enrollment increases. Federal Pell funding builds Kansas' suburban and rural community colleges' capacity, as higher Pell funding put college in the realm of reasonable possibilities for more Kansans.

Table 21: Changes in Net Marginal Costs and Enrollment of Full-Time Students at Kansas' Suburban Community Colleges, Fall 2008 to Fall 2010



A Tale of Two Kansas Community Colleges

Table 22: Changes in Net Marginal Costs and Enrollment of Full-Time Students at Garden City Community College, Fall 2008 to Fall 2010



Garden City Community College: Rural Impact

Like many colleges serving counties across the Great Plains states, GCCC faces challenging demographic trends. The population of Finney County fell from 40,523 to 36,776, a decrease of 9.1%, between 2000 and 2010. This demographic is reflected in flat rates of high school graduation class size in recent years.

Keeping talented young people is a major challenge, and Pell Grants are an important partner for rural Kansas. In Fall 2008, 538 GCCC students received \$928,610 in Pell Grant awards; this figure jumped to 748 students and \$1,619,004 in Fall 2010. The dollar value of Pell grew by 57%, as total awards grew 39%.

The impact was to lower the net marginal cost by 4%, which in turn opened wider the doors to postsecondary opportunities for price sensitive rural students to take more credit hours. In Fall 2008, 903 students attended full-time and 1,232 attended part-time; by Fall 2010, 1,046 attended full-time and 1,084 attended part-time. The percentage of students attending full-time rose sharply, from 42% to 49% in just two years, as more students take more credit hours.

Given the higher costs of transportation and child care in a rural areas, rural community college students are very price sensitive. The new Pell funding provided a welcome “shot in the arm” to GCCC students. “By strengthening the base of full-time students, Pell has improved our economies of scale, enabling us to better serve our non-credit workforce training function to reach workers displaced by the recession,” President Herbert J. Swender said.

Butler Community College: Suburban Impact

Butler Community College serves suburban Wichita, an aerospace industry hub dating to World War II. The total number of Pell Grants awarded jumped from 1,695 in Fall 2008 to 3,167, an increase of 1,472 or 87%, as dollars increased from \$2.7 to \$6.1 million, an increase of \$3,413,168 or 128%. The new Pell investments effectively lowered by 3% the net marginal cost of key student expenses (tuition & fees, books & supplies), to make education at Butler more accessible to thousands.

Table 23: Changes in Net Marginal Costs and Enrollment of Full-Time Students at Butler Community College, Fall 2008 to Fall 2010

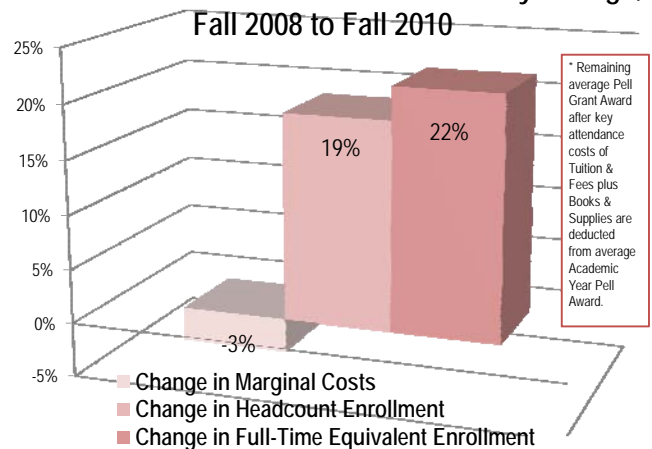
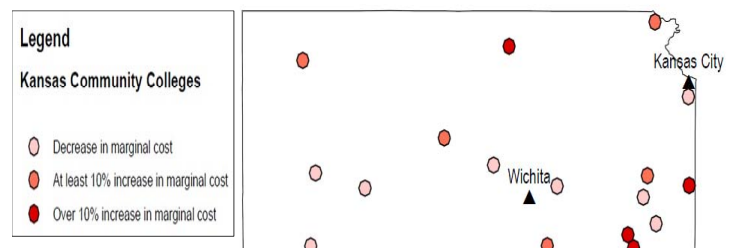


Table 24: More Students Take More Credit Hours--Changes in Net Marginal Costs for Full-Time Students at Kansas Community Colleges, Fall 2008 to Fall 2010



Pell’s impact at Butler is different than at Garden City. At Butler, the percentage of part-time students dropped only slightly, from 58% to 57%, even as total enrollment grew sharply. And as Table 23 shows, the increase in the percentage of FTE students on Pell—22%—was more than the increase of Headcount students on Pell—19%.

This is the story Table 24 tells statewide: The growing impact of Pell Grants means more students took more credit hours at all types of Kansas community colleges. Over time, this can only have a positive effect on the college completion success rates statewide.

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8. The Advisory Panel for the 2011 National Survey of Finance and Access in Public Higher Education include Marilyn J. Amey, Michigan State University; Anthony P. Carnevale, Georgetown University; Brent D. Cejda, University of Nebraska-Lincoln; Marc Cutright, University of North Texas; Pamela Eddy, College of William & Mary; Linda Serra Hagedorn, Iowa State University; Arthur M. Hauptman, Cary A. Israel, President, Collin College District (TX); Daniel J. Hurley, American Association of State Colleges and Universities; R. Frank Mensel, Education Policy Center, The University of Alabama; Michael T. Miller, University of Arkansas at Fayetteville; James C. Palmer, Illinois State University; Hilary Pennington and Sidney Hacker, Bill & Melinda Gates Foundation; James O. Rose, Wyoming Community College Commission; Terrance A. Tollefson, East Tennessee State University; Holly Zanville, Lumina Foundation for Education; Eboni Zamani-Gallaher, Eastern Michigan University.
9. The National Council of State Directors of Community Colleges is one of more than 30 affiliated councils of the American Association of Community Colleges. Our report was written independently of both organizations; neither the NCSDCC nor the AACC formally endorsed this report. Responses were received from all 51 NCSDCC members or their designees, representing every state. Puerto Rico, also an NCSDCC member, was not surveyed. Responses from Arizona, Maryland, Nebraska, New Jersey, New Mexico, and Pennsylvania came from their state community college associations. Georgia's responses come from both the University System of Georgia (GA-USG) which coordinates community colleges, and the Technical College System of Georgia (GA-TCS) which coordinates technical colleges across the Peach State. New York's response was from the State University of New York system, and not the City University of New York system.
10. The authors thank Education Policy Center Fellow Delphine Harris and EPC Research Associate J. Lucas Adair for their assistance with the survey. We also thank Research Associate Rebecca C. Midkiff for her assistance with the preparation of the tables and charts on Kansas.
11. Ibid, Katsinas and Friedel, 2010 Report. See also Katsinas, S.G., and Tollefson, T.E. (2009). Funding and access issues in public higher education: A community college perspective. Tuscaloosa, Alabama: The University of Alabama, Education Policy Center. Accessed February 2, 2012 at http://uaedpolicy.weebly.com/funding_and_access_issues.pdf
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THE EDUCATION POLICY CENTER AT THE UNIVERSITY OF ALABAMA

The College of Education's Education Policy Center seeks to inform and improve education policy-making and practice, and our understanding of the roles education plays in a free and equitable society, through a coordinated program of research, topical and historical analyses of education-related issues, and services for education practitioners and policy-makers in Alabama and the nation.

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Annual Surveys of Access and Finance Issues can be found at <http://uaedpolicy.weebly.com/cc-directors-surveys.html>

The Alabama College Transfer Advising Corps (2007-2011) is one of 10 \$1 million national demonstration programs funded by the Jack Kent Cooke Foundation. In partnership with the UA Office of Academic Affairs, the Alabama Community College System, and 13 partner colleges, over 24,000 students attending community colleges in high poverty areas received transfer counseling services.

The University of Alabama Superintendent's Academy is a partnership with Alabama State Department of Education to create a more diverse, competent, and prepared applicant pool ready to assume district-/system-wide leadership positions.

The Carnegie Basic Classification of Associate's Colleges was published in 2006 and updated in 2011. The federal government cannot tell how many community colleges exist, because data are collected by units of accreditation and not districts. The Carnegie Basic codes are embedded in all US Department of Education data bases. EPC Director Steve Katsinas, Senior Fellow Vincent Lacey, and David Hardy of the College of Education are Consulting Scholars to the Carnegie Foundation with this project.

Wayne J. Urban's book, **More Than Science or Sputnik, the National Defense Education Act** (2010), provides a comprehensive re-examination of the NDEA. Urban is now working on a biography of former Harvard University President James Bryant Conant.

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