

Arizona Community Colleges

	FY 2012 ACTUAL	FY 2013 ESTIMATE	FY 2014 APPROVED
SPECIAL LINE ITEMS			
Operating State Aid			
Cochise	5,572,000	5,784,600	5,710,100
Coconino	1,836,000	1,847,900	1,840,400
Gila	428,100	410,000	370,700
Graham	2,260,000	2,373,200	2,345,700
Maricopa	6,891,200	8,315,700	7,913,300
Mohave	1,792,200	1,785,600	1,659,400
Navajo	1,730,100	1,689,700	1,646,600
Pima	7,146,400	7,353,500	7,136,600
Pinal	2,086,200	2,107,800	2,135,000
Santa Cruz	0	63,500	58,700
Yavapai	899,200	957,600	893,900
Yuma/La Paz	2,683,000	2,802,600	2,754,400
<i>Subtotal - Operating State Aid</i>	33,324,400	35,491,700	34,464,800
Capital Outlay State Aid			
Cochise	0	0	450,400
Coconino	0	0	147,500
Gila	0	0	50,000
Graham	0	0	218,100
Mohave	0	0	211,700
Navajo	0	0	122,600
Pinal	0	0	257,700
Santa Cruz	0	0	16,700
Yavapai	0	0	248,600
Yuma/La Paz	0	0	276,700
<i>Subtotal - Capital Outlay State Aid</i>	0	0	2,000,000
Equalization Aid			
Cochise	8,048,900	5,614,700	4,712,400
Graham	19,345,700	16,867,300	16,075,100
Navajo	6,451,700	5,370,100	5,514,200
Yuma/La Paz	1,406,600	0	0
<i>Subtotal - Equalization Aid</i>	35,252,900	27,852,100	26,301,700
Rural County Allocation	3,051,700	2,990,200	3,273,100
Rural County Reimbursement Subsidy	848,800	848,800	848,800 ^{1/}
Tribal Community Colleges	1,750,000	1,750,000	2,625,000 ^{2/}
AGENCY TOTAL	74,227,800	68,932,800	69,513,400^{3/}
FUND SOURCES			
General Fund	74,227,800	68,932,800	69,513,400
SUBTOTAL - Appropriated Funds	74,227,800	68,932,800	69,513,400
Other Non-Appropriated Funds	14,943,500	15,713,200	15,713,200
TOTAL - ALL SOURCES	89,171,300	84,646,000	851,226,600

^{1/} Of the \$848,800 appropriated to the Rural County Reimbursement Subsidy line item, Apache County will receive \$466,000 and Greenlee County \$382,800. (General Appropriation Act footnote)

^{2/} A.R.S. § 42-5031.01 directs the State Treasurer to annually transmit to the tribal colleges 10% of Transaction Privilege Tax (TPT) revenues collected from sources located on the reservation, or \$1,750,000, whichever is less, as well as 5% of TPT revenues collected on the reservation, or \$875,000, whichever is less, to a technical college on the same reservation.

^{3/} General Appropriation Act funds are appropriated as District-by-District Special Line Items.

AGENCY DESCRIPTION — The Arizona community college system is comprised of 10 college districts and 2 provisional districts. Arizona’s community colleges provide programs and training in the arts, sciences and humanities, and vocational education leading to an Associates degree, Certificate of Completion, or transfer to a Baccalaureate degree-granting college or university.

Operating State Aid

The budget includes \$34,464,800 from the General Fund in FY 2014 for Operating State Aid. This amount funds the following adjustments:

Formula Decreases

The budget includes a decrease of \$(1,026,900) from the General Fund in FY 2014 to fund the statutory formula for Operating State Aid.

This amount funds statutory formula costs for a (3,996), or (2.7%), decrease in Full Time Student Equivalent (FTSE) students in community colleges statewide (*see Table 1*). The (3,996) net FTSE decrease consists of a (4,190) FTSE decrease in non-dual enrollment students and a 194 FTSE increase in dual enrollment students. A.R.S. § 15-1466.01 requires dual enrollment students be funded at 50% for state aid purposes. Dual enrollment refers to high school students who are enrolled in community college courses for both high school and community college credit.

Table 1

Community College Enrollment

<u>District</u>	<u>FY 2011 FTSE</u>	<u>FY 2012 FTSE</u>	<u>Percentage Change</u>
Cochise	9,511	9,210	(3.2)%
Coconino	2,399	2,355	(1.8)%
Gila	964	790	(18.0)%
Graham	3,512	3,433	(2.2)%
Maricopa	84,544	83,024	(1.8)%
Mohave	3,975	3,450	(13.2)%
Navajo	2,219	2,070	(6.7)%
Pima	22,907	22,028	(3.8)%
Pinal	5,129	5,246	2.3%
Santa Cruz	277	258	(6.9)%
Yavapai	4,205	3,974	(5.5)%
Yuma/La Paz	5,828	5,636	(3.3)%
Total	145,470	141,474	(2.7)%

Background – The Operating State Aid Special Line Items provide each community college district with funds for continuing operating and maintenance expenses pursuant to A.R.S. § 15-1466. The Operating State Aid formula adjusts state aid in an amount that reflects changes in the FTSE enrollment count. This enrollment adjustment is calculated by multiplying the change in the most recent year’s actual FTSE for each district by the average state aid per FTSE appropriated in the current fiscal year. (*For FY 2014, the last actual FTSE data was from FY 2012.*)

Capital Outlay State Aid

The budget includes \$2,000,000 from the General Fund in FY 2014 for Capital Outlay State Aid. This amount funds the following adjustments:

Rural District Capital Outlay Aid

The budget includes an increase of \$2,000,000 from the General Fund in FY 2014 for rural district Capital Outlay State Aid. The \$2,000,000 will be distributed proportionally to all community college districts, excluding Maricopa and Pima, in a manner that provides each rural district with approximately 31% of the full formula amount that it otherwise would receive pursuant to A.R.S. § 15-1464. The Higher Education Budget Reconciliation Bill (BRB) (Laws 2013, 1st Special Session, Chapter 7) suspends the capital outlay state aid formula in A.R.S. § 15-1464 for FY 2014 and instead funds the amounts specified in the General Appropriations Act.

The Capital Outlay State Aid formula previously had been completely suspended since FY 2009. The FY 2014 suspension forgoes \$20,991,600 in formula costs for Capital Outlay State Aid for FY 2014.

Background – The Capital Outlay Special Line Items provide the community college districts with funds for capital land, building, and equipment needs pursuant to A.R.S. § 15-1464.

The Capital Outlay State Aid formula provides per capita funding to districts based on the district’s size and the most recent year’s actual audited FTSE. The statutory formula provides \$210 per FTSE for districts with 5,000 or less FTSE or \$160 per FTSE for districts with greater than 5,000 FTSE.

(*See Additional Legislation for more information.*)

Equalization Aid

The budget includes \$26,301,700 from the General Fund in FY 2014 for Equalization Aid. This amount funds the following adjustments:

Formula Decreases

The budget includes a decrease of \$(1,550,400) from the General Fund in FY 2014 to reflect reduced formula costs for funding Equalization Aid due to assessed valuation changes. Detail of specific district changes is shown in *Table 2*.

Table 2

FY 2014 Equalization Funding Changes

<u>District</u>	<u>FY 2013</u>	<u>Year-over- Year Change</u>	<u>FY 2014</u>
Cochise	\$ 5,614,700	\$(902,300)	\$ 4,712,400
Graham	16,867,300	(792,200)	16,075,100
Navajo	<u>5,370,100</u>	<u>144,100</u>	<u>5,514,200</u>
Total	\$27,852,100	\$(1,550,400)	\$26,301,700

Background – The Equalization Special Line Items provide additional state aid to community college districts with property tax bases that are less than the minimum assessed value specified in A.R.S. § 15-1402. Under the Equalization Aid formula, the minimum assessed valuation is revised by the average change in actual assessed valuation for the most recent year for all rural districts with populations of less than 500,000 persons. For the FY 2014 Equalization Aid formula calculation, the minimum assessed valuation decreased (5.3)% to \$1.38 billion. (See Table 3 for the calculation of the growth rate.)

Table 3

**Equalization Growth Factor
for Tax Years (TY) 2011-2012**

<u>District</u>	<u>TY 2011 Primary AV</u>	<u>TY 2012 Primary AV</u>	<u>TY 2011- 2012 % Growth</u>
Cochise*	\$ 1,049,827,400	\$ 1,038,327,100	(1.1)%
Graham*	228,474,100	208,931,300	(8.6)%
Navajo*	1,026,137,100	974,292,400	(5.1)%
Coconino	1,808,850,500	1,747,818,100	(3.4)%
Mohave	1,932,681,700	1,791,765,200	(7.3)%
Pinal	2,160,151,200	2,153,783,700	(0.3)%
Yavapai	2,712,177,900	2,405,473,700	(11.3)%
Yuma/LaPaz	<u>1,473,877,600</u>	<u>1,414,572,400</u>	<u>(4.0)%</u>
Total	\$12,392,177,500	\$11,734,963,900	(5.3)%

* These districts qualify to receive Equalization Aid under the state funding formula.

Equalization Aid is paid based on the difference between the minimum assessed valuation and the most recent actual assessed valuation for the district. Equalization Aid is calculated at the lesser of \$1.37 per \$100 of the district's assessed valuation or the district's levy rate.

As noted in Table 3, the average rural district assessed value declined by (5.3)% in TY 2012. In comparison, Cochise declined by (1.1)%, Graham declined by (8.6)% and Navajo declined by (5.1)%. By not declining as much as the average districts or by having an assessed valuation that comes closer to the minimum assessed value than in the previous year, Cochise and Graham qualify for less aid in FY 2014 than in FY 2013. Due in part to raising its levy rate, Navajo qualifies for additional aid.

In any one year a district's equalization assistance will depend on 1) whether the district falls below the minimum threshold (\$1.38 billion in FY 2014) and 2) whether the district's change in assessed value was less than the rural districts' average and 3) the applicable tax rate.

Rural County Allocation

The budget includes \$3,273,100 from the General Fund in FY 2014 for Rural County Allocation. This amount funds the following adjustments:

Formula Increases

The budget includes an increase of \$282,900 from the General Fund in FY 2014 to reflect increased formula costs for funding Rural County Allocation.

Background - The Rural County Allocation Special Line Item facilitates payment to community college districts for students enrolled from counties that are not a part of an established community college district. If a county is not part of a community college district, it is responsible for the cost of their students attending community college in another county. A.R.S. § 15-1469.01 provides that the General Fund will pay the initial cost for these counties and then the state will withhold these counties' sales tax revenues to offset that cost; therefore there is no net General Fund impact. The FY 2012 expenditure of \$3,051,700 and the FY 2013 expenditure of \$2,990,200 were offset by corresponding reductions in the counties' sales tax apportionment. The payments made on behalf of the counties are not included in county expenditure limits established in the Arizona Constitution. The county payments are partially offset by a state subsidy (see next Special Line Item).

Monies for the Rural County Allocation are authorized by A.R.S. § 15-1469.01, and therefore do not appear in the General Appropriation Act.

Rural County Reimbursement Subsidy

The budget includes \$848,800 from the General Fund in FY 2014 for Rural County Reimbursement Subsidy. This amount is unchanged from FY 2013.

This funding partially offsets the cost to counties that are not part of an established community college district. The funding is appropriated to Apache and Greenlee Counties. The FY 2014 budget allocates \$466,000 to Apache and \$382,800 to Greenlee.

Tribal Community Colleges

The budget includes \$2,625,000 from the General Fund in FY 2014 for Tribal Community Colleges. This amount funds the following adjustments:

Tribal Technical Colleges

The budget includes an increase of \$875,000 from the General Fund in FY 2014 to begin funding the Navajo Technical College. The increase is required by A.R.S. § 42-5031.01, as amended by the Revenue BRB for FY 2014 (Laws 2013, 1st Special Session, Chapter 9).

Background – A.R.S. § 42-5031.01 allows any qualifying tribal community college to receive \$1,750,000, or 10% of the Transaction Privilege Tax (TPT) revenues collected from all sources located on the reservation, whichever is less. These monies provide tribal community colleges with funding for maintenance, renewal, and capital expenses. As amended by the Revenue BRB, A.R.S. § 42-5031.01 also allows any additional technical college located on the same reservation to receive \$875,000, or 5% of the TPT revenues collected from sources located on the reservation, whichever is less, starting in FY 2014. While actual amounts for FY 2014 will depend on FY 2014 collections, the projected distribution amount to tribal community and technical colleges is \$2,625,000. Given the language of A.R.S. § 42-5031.01, these monies do not appear in the General Appropriation Act. The most recent actual distribution in FY 2012 was \$1,750,000.

This funding is limited to tribes that entered into a contract with the Executive prior to September 1, 2012. Diné College and Navajo Technical College on the Navajo Nation are the only schools that currently qualify to receive TPT revenues.

Additional Legislation

Provisional College Rural County Reimbursement

Laws 2013, Chapter 155 requires a provisional community college district to continue to provide reimbursement payments to other community college districts that serve its students until the fiscal year in which a “qualifying levy” is adopted and budgeted by the provisional district. A “qualifying levy” must be at least equal to the sum of the reimbursement payments in the fiscal year immediately before the year that a levy was first adopted to support the operations of the provisional district.

Under Chapter 155, a provisional district that was formed before the effective date of the act that has not adopted a qualifying levy is not required to provide reimbursement payments to other community college districts if a qualifying levy is adopted within 2 years after the effective date of the act.

Voters in Santa Cruz County approved a levy to support a provisional community college district in FY 2011. The \$0.07 primary tax rate generated \$287,600, which was less than the \$1,355,600 in total reimbursement payments owed in the year prior. In order to avoid having to make reimbursement payments, the Santa Cruz County Provisional Community College Board approved increasing the primary tax rate to \$0.42 in FY 2014, which will generate more than the \$1,355,600 required for a “qualifying levy”.

STEM and Workforce Programs State Aid

Laws 2013, Chapter 223 replaces state aid for community college capital outlay with aid for Science, Technology,

Engineering and Mathematics (STEM) and Workforce Programs. The funding formula remains the same as only the funding name and allowed uses are changed. Appropriations for community college STEM and Workforce Programs Aid shall be made to an account designated as the Science, Technology, Engineering and Mathematics and Workforce Programs Fund. Districts may use the monies for STEM and workforce programs purposes, including:

- 1) partnerships with businesses and educational institutions
- 2) additional faculty for improved and expanded classroom instruction and course offerings
- 3) technology, equipment and technology infrastructure for advanced teaching and learning in classrooms or laboratories
- 4) student services such as assessment, advisement and counseling for new and expanded job opportunities
- 5) the purchase, lease or lease-purchase of real property, for new construction, remodeling or repair of buildings or facilities on real property

The General Appropriation Act provided \$2,000,000 in capital outlay funding. The preliminary Legislative Council interpretation of this language is that these monies in FY 2014 are limited to capital outlay and not the broader STEM purposes.

Tuition Waiver for Former Foster Care Children

Laws 2013, Chapter 237 establishes a 5-year pilot program requiring public universities and community colleges to provide tuition waivers to qualifying former foster children. Qualifying persons are currently in foster care and are at least 16 years old, or were in foster care when they were at least 16 years old. Recipients must have less than \$10,000 in personal assets and be under 21 when the first waiver is awarded. They may continue to receive the waiver until they are 23. Recipients are also required to submit a completed federal financial application each year, be accepted into a degree or certificate program, annually complete 30 hours of volunteer service, and remain in good standing with the policies of the school they attend. The tuition waiver covers the remaining tuition balance after the application of other grants and scholarships.

If the pilot program is terminated before a recipient is 23 and obtains a degree or certificate, that person must continue to be awarded a tuition waiver until the person obtains a degree or certificate or reaches 23 years of age.

Other Issues

Community College Revenue Sources

In addition to state General Fund monies, Arizona’s community colleges receive revenues from a number of other sources, including student tuition and fees, local property taxes, grants, and other monies generated by the

Table 4

Total Estimated Community College Revenues – FY 2013

<u>District</u>	<u>State Aid</u>	<u>Tuition/Fees</u>	<u>Property Taxes</u>	<u>Grants</u>	<u>Other^{1/}</u>	<u>FY 2013 Total^{2/}</u>	<u>FY 2012 Total^{3/}</u>	<u>% Change from FY 2012</u>
Cochise	\$11,399,300	\$ 8,487,200	\$ 17,993,200	\$ 16,500,000	\$ 4,047,700	\$ 58,427,400	\$ 54,573,000	7.1%
Coconino	1,847,900	7,542,400	8,623,300	7,806,800	912,000	26,732,400	26,532,600	0.8%
Gila ^{4/}	410,000	-	3,654,800	116,000	475,000	4,655,800	4,298,100	8.3%
Graham	19,240,500	7,364,100	5,040,100	12,000,000	8,471,900	52,116,600	46,105,700	13.0%
Maricopa	8,315,700	287,898,300	472,393,400	247,768,900	82,506,300	1,098,882,600	993,944,700	10.6%
Mohave	1,785,600	12,101,400	19,621,600	14,903,000	361,100	48,772,700	48,274,200	1.0%
Navajo	7,059,800	5,300,000	13,167,600	5,400,000	2,275,000	33,202,400	34,457,500	(3.6)%
Pima	7,353,500	55,763,000	94,819,000	89,643,000	5,958,000	253,536,500	223,288,300	13.5%
Pinal	2,107,800	13,168,000	38,411,900	24,000,000	12,743,800	90,431,500	78,855,300	14.7%
Santa Cruz ^{4/}	63,500	-	258,300	75,600	500	397,900	369,400	7.7%
Yavapai	957,600	10,636,000	45,424,000	13,230,000	3,354,000	73,601,600	71,810,200	2.5%
Yuma/La Paz	<u>2,802,600</u>	<u>13,754,100</u>	<u>28,943,900</u>	<u>20,000,000</u>	<u>3,203,500</u>	<u>68,704,100</u>	<u>79,965,400</u>	<u>(10.7)%</u>
Total	\$63,343,800	\$422,014,500	\$748,351,100	\$451,443,300	\$124,308,800	\$1,809,461,500	\$1,659,474,400	9.0%

1/ Includes auxiliary programs, interest incomes, workforce development funds, and transfers.
 2/ Total revenues do not include bond proceeds or district fund balances. Including these amounts total revenues are estimated to be \$2,443,040,100 for FY 2013.
 3/ Total revenues do not include bond proceeds or district fund balances. Including these amounts total revenues are \$1,856,415,800 for FY 2012.
 4/ Gila Provisional Community College contracts with Graham County's Eastern Arizona College in order to provide degree programs. Therefore, Gila's tuition and fee revenues are collected by Graham according to their contract agreement. Santa Cruz Provisional Community College contracts with Cochise County's Community College in order to provide degree programs. Therefore, Santa Cruz's tuition and fee revenues are collected by Cochise according to their contract agreement.

colleges. Of the total, the community colleges receive 4% of their revenues from state aid.

For FY 2013, base operating revenues from all sources are estimated to be \$1,809,461,500, an increase of 9% from FY 2012. (See Table 4 for a summary of FY 2013 total revenue estimates.)

Property taxes are the single largest revenue source for the community colleges, accounting for 41% of their revenues. There are 2 types of property taxes: primary and secondary. For the community colleges, primary property taxes are levied for operating purposes and secondary property taxes are levied to pay for capital outlay expenses. Each community college district determines its primary and secondary property tax rates. (See Table 5 for a summary of FY 2013 property tax rates.)

Table 5
Community College Tax Rates – FY 2013

<u>District</u>	<u>Primary Rate</u>	<u>Secondary Rate</u>	<u>Combined Rate</u>	<u>% Change in Combined Rate from FY 2012</u>
Cochise	\$1.73	\$0.00	\$1.73	3.6%
Coconino	0.39	0.11	0.50	6.4%
Gila	0.75	0.00	0.75	10.3%
Graham	2.41	0.00	2.41	12.6%
Maricopa	1.16	0.22	1.38	14.0%
Mohave	1.10	0.00	1.10	12.2%
Navajo	1.35	0.00	1.35	8.9%
Pima	1.15	0.03	1.18	7.3%
Pinal	1.61	0.27	1.88	18.6%
Santa Cruz	0.07	0.00	0.07	0.0%
Yavapai	1.67	0.22	1.89	16.7%
Yuma/La Paz	1.69	0.35	2.04	4.6%

In November 2012, Arizona voters approved Proposition 117, which will consolidate the primary and secondary tax bases into a single tax base (for purposes of levying taxes) and will cap annual property value increases on any single parcel of real property to 5% starting in FY 2016. The proposition will not limit the community college districts' current ability to generate 2% more in property tax revenues annually, not including revenue from new construction. Any increase over 2% requires voter approval, unless the district has forgone increases in prior years and consolidates those increases into a single year.

Long term property value growth has been approximately 5%. From that perspective, Proposition 117 would tend to reduce the year-to-year volatility in property tax values rather than reduce the dollar amount of long term revenues. However, the property tax base might grow more slowly under Proposition 117 because the property tax values would not be able to increase by more than 5% to offset the years that experience growth that is less than 5%.

To the extent that the property value grows more slowly because of Proposition 117, the community colleges could still generate the same level of revenue by increasing their tax rates.

The community colleges also collect tuition and fees from enrolled students. These collections account for approximately 23% of total revenues. Tuition and fees are assessed on a per credit hour basis. FY 2013 weighted average tuition was \$2,207, an increase of 3% from FY 2012. Full-time annual tuition costs range from \$1,600

at Graham, to \$2,550 at Coconino. (See Table 6 for FY 2013 resident tuition and fee rates.)

Community colleges also receive grants and “other” revenue from a variety of sources. Combined, they account for approximately 32% of community college revenues. Grants traditionally come from the federal government, including: the U.S. Department of Education, Small Business Administration, National Science Foundation, and Health and Human Services. Revenue listed in the “other” category includes auxiliary programs, interest incomes, workforce development funds, and transfers.

Table 6
Community College Resident Tuition and Fees – FY 2013

<u>District</u>	<u>Cost Per Credit Hour</u>	<u>Annual Cost</u> ^{1/}	<u>% Change from FY 2012</u>
Cochise	\$70	\$2,100	6.6%
Coconino	85	2,550	(3.4)%
Gila	82	2,470	17.0%
Graham	53	1,600	0.0%
Maricopa	76	2,280	0.0%
Mohave	84	2,520	2.4%
Navajo	64	1,930	3.2%
Pima	69	2,060	7.9%
Pinal	70	2,100	0.0%
Santa Cruz ^{2/}	70	2,100	-
Yavapai	70	2,100	4.5%
Yuma/La Paz	<u>72</u>	<u>2,160</u>	<u>2.9%</u>
Weighted Average	\$74	\$2,207	3.3%

^{1/} Annual cost is for 30 hours a year, or 15 hours per semester.
^{2/} Santa Cruz did not submit tuition and fees data for FY 2012.

Total Community College Expenditures

Table 7 shows total budgeted FY 2013 community college expenditures. In FY 2013, total budgeted expenditures are \$2,430,228,500. As mentioned previously, base operating revenues for FY 2013 are \$1,809,461,500; however, this figure does not include allocated fund balances or bond proceeds. Including these amounts, total available revenues are \$2,443,040,100. Of the total \$2,430,228,500 in expenditures, \$1,601,600,000, or 66%, of these expenditures are from the community colleges’ general and restricted funds. This includes about \$521,461,400, or 21%, for instruction and \$229,474,600, or 9%, for administrative support.

Table 7
Community Colleges - FY 2013 Budgeted Expenditures

<u>General/Restricted Funds</u>	<u>Total</u>	<u>% of Total</u>
Instruction	\$ 521,461,400	21%
Public Service	25,383,900	1%
Academic Support	134,542,400	6%
Student Services	145,912,600	6%
Administrative Support	229,474,600	9%
Operation & Maintenance	103,652,500	4%
Scholarships/Grants	381,774,800	16%
Contingency	<u>59,397,800</u>	<u>2%</u>
Subtotal	\$1,601,600,000	66%
Auxiliary Enterprises Fund	\$ 139,844,900	6%
Plant Fund	580,922,800	24%
Debt Service	<u>107,860,800</u>	<u>4%</u>
Total	\$2,430,228,500	100%

Expenditures for auxiliary enterprises, including revenue generating retail and business services such as parking lots, book stores, and food service, are \$139,844,900, or 6% of the total. Plant Fund expenditures, which generally include capital costs, are \$580,922,800, or 24% of the total. The remaining \$107,860,800 is for debt service.