ARCC
Network
Report

An Analysis of Federal Pandemic Relief Funding at Community Colleges

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ARCCNETWORK
ACCELERATING RECOVERY IN COMMUNITY COLLEGES

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Introduction

The COVID-19 pandemic brought tremendous challenges to institutions of higher education across the country. Community colleges and their students, in particular, were negatively impacted. Community colleges, which serve a largely low-income and minoritized population, are underfunded relative to four-year public colleges (Edgecombe, 2019), and their students are more likely to be older adults and part-time attendees with jobs (National Center for Education Statistics, 2022, 2023a). In the first year of the pandemic, community colleges experienced declining enrollments overall and especially among Black, Hispanic, and Indigenous students (Brock & Diwa, 2021). Furthermore, community college students commonly experienced job loss, housing insecurity, and difficulty in paying for household expenses throughout the pandemic (Belfield & Brock, 2021a, 2021b). Thus, many community college students, who were facing substantial disadvantages before the pandemic (Evans et al., 2019), were left without the resources to overcome the financial shocks that it caused (Baker, 2020).

To help the nation respond to the pandemic, Congress injected about $4.6 trillion into the U.S. economy through the Coronavirus Aid, Relief, and Economic Security (CARES) Act and subsequent legislation (U.S. Government Accountability Office, 2023). Of this amount, over $75 billion was directed to institutions of higher education through the Higher Education Emergency Relief (HEER) Fund (U.S. Department of Education, n.d.-a), including nearly $25 billion to community colleges. This infusion of federal funds to community colleges was unprecedented—these institutions derive most of their funding from state and local governments and student tuition and fees. The U.S. Department of Education worked on a rapid timeline to distribute HEER money quickly to institutions and students. In turn, institutions were under pressure to spend the money quickly, with limited guidance from Washington.

This report examines how HEER funds were distributed to community colleges and the extent to which the colleges spent those funds. It also explores how HEER funding and spending patterns differed by institutional and student characteristics, which may help inform efforts to address inequities in higher education and prepare for future emergencies. A **Tableau dashboard** released in October 2023 accompanies this report and allows users to analyze HEER funding and spending at community colleges across the country by various institutional and student characteristics.

Using data from the U.S. Department of Education's Education Stabilization Fund (ESF) Transparency Portal and the Integrated Postsecondary Education Data System (IPEDS), we answer the following questions:

1. How much funding did U.S. community colleges receive via HEER funds? How much of community colleges' HEER funding was designated for emergency aid for students and other institutional purposes?
2. What portion of HEER funds did institutions spend?
3. How do HEER funding and spending patterns vary by institutional and student characteristics?

Our findings show that community colleges spent nearly all the HEER funding they received. The majority of HEER funding was awarded to community colleges to aid in the transition to distance learning, support faculty and staff training, and maintain core instruction and services during a time when enrollments were falling and many campuses were fully or partly closed. A substantial portion of HEER funding also went to students in the form of emergency aid. Some colleges also received "other" HEER funding, in addition to institutional and student aid, to address additional unmet needs.

It was unusual for community colleges to leave HEER funds on the table; collectively, 976 community colleges spent 95% of the funds they received. And nearly half the colleges (484) spent virtually all of their HEER funds. In the sections that follow, we describe the background, purpose, and administration of HEER funds and then present findings about institutional funding and spending at the national and state levels and by groups of colleges.

Background on HEER Funds

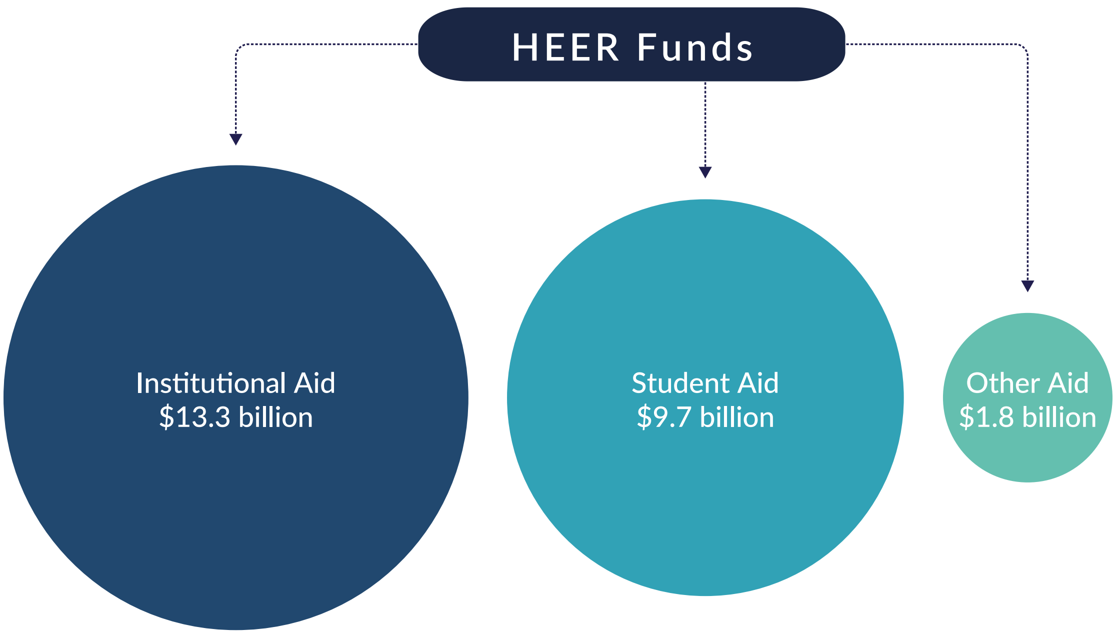
HEER funds were intended to serve two main purposes: to ensure that institutions of higher education could continue serving students in the midst of unprecedented disruptions and to provide emergency aid to students facing financial challenges during the COVID-19 pandemic. Funds were designated in three categories: (1) institutional aid, (2) student aid, and (3) other aid. Though colleges were given some guidance on how to spend these funds, they were strongly encouraged to use professional judgment and consider adjustments as needed case by case (U.S. Department of Education, 2021c).

Types of Aid

Institutional aid was intended both to cover institutional costs related to COVID-19 and to bolster the funds allocated for student aid (described below). Allowable uses of these institutional funds included compensating colleges for lost revenue, reimbursing already incurred expenses, covering technology costs related to the shift to remote education, providing training for faculty and staff, and managing payroll. Colleges were strongly advised to allocate a significant amount of these funds to supplement student aid (U.S. Department of Education, 2021c).

Student aid was intended to provide emergency aid to students facing financial challenges during the COVID-19 pandemic. These funds were disbursed by colleges directly to students in the form of cash grants and could be used for any component of students' cost of attendance or for emergency costs that arose due to COVID-19, such as tuition, food, housing, health care (including mental health care), or childcare. Colleges were told that they must prioritize grants to students with exceptional need, such as students who receive federal Pell grants. Importantly, receipt of aid through these funds did not affect students' eligibility for federal financial aid.

Figure 1. Types of HEER Funding at Community Colleges

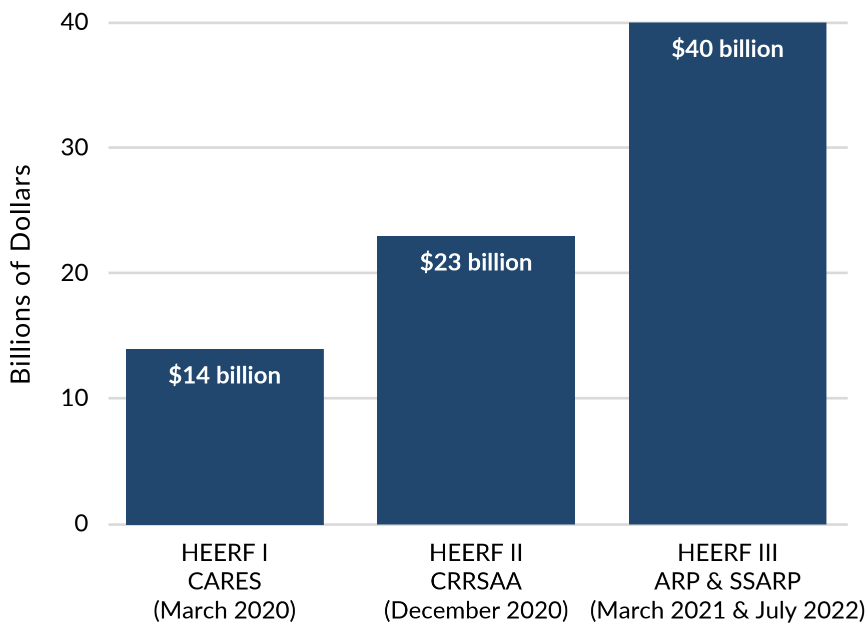


Other aid was awarded to a large subset of colleges. It was intended as supplemental funding to institutional aid and student aid and could address unmet expenses or needs, including discharging students' outstanding debt or unpaid balances. Other aid was often awarded to higher education institutions deemed to have substantial needs because they met certain criteria for enrolling underserved student populations by income or racial/ethnic categories, such as Historically Black Colleges and Universities (HBCUs), Minority Serving Institutions (MSIs), or Tribally Controlled Colleges and Universities (TCCUs). A White House fact sheet indicated that these other funds were part of its strategy to provide financial support for vital higher education institutions that serve communities of color (The White House, 2022).

Timeline of Aid and Allocation Formula

Institutional, student, and other aid were awarded to community colleges and other higher education institutions in three waves. The Coronavirus Aid, Relief, and Economic Security (CARES) Act was passed in March 2020. The $2.2 trillion CARES package included $14 billion for the Office of Postsecondary Education to put toward HEER funds (the first wave, HEERF I). At the end of December 2020, the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSAA) allocated an additional $23 billion to HEER (HEERF II). The American Rescue Plan (ARP) was awarded in March 2021 and included $40 billion for HEERF III. In total, higher education institutions were allotted $77 billion through these three emergency relief grants. As part of HEERF III, a final supplement of funds, known as the Supplemental Support under American Rescue Plan (SSARP) and totaling $198 million, was awarded in July 2022 to qualifying institutions under the other category of funds. Figure 2 shows the amount of HEER funding distributed in each wave.

Figure 2. HEER Funding Amounts to Higher Education Institutions by Wave



Source. National Association of Student Financial Aid Administrators (n.d.).

The distribution of HEER funds to colleges was determined primarily by student enrollment (see Appendix Table A1). The first wave of HEER funds under CARES distributed 75% of funds based on full-time-equivalent (FTE) Pell recipient enrollment and 25%

Acronyms Related to the Higher Education Emergency Relief Fund

ARP: American Rescue Plan

CARES: Coronavirus Aid, Relief, and Economic Security

CRRSAA: Coronavirus Response and Relief Supplemental Appropriations Act

FIPSE: Fund for the Improvement of Postsecondary Education

HBCU: Historically Black College or University

MSI: Minority Serving Institution

SAIHE: Supplemental Assistance to Institutions of Higher Education

SIP: Strengthening Institutions Program

SSARP: Supplemental Support under American Rescue Plan

TCCU: Tribally Controlled College or University

For more information, visit covid-relief-data.ed.gov/glossary of funds based on FTE non-Pell recipient enrollment. Congress subsequently adjusted the formula to better account for fully online students and part-time students. Specifically, CRRSAA and ARP incorporated distance enrollment and total headcount enrollment regardless of enrollment intensity into the allocation formula. This change was helpful to community colleges, which are more likely than most other higher education institutions to enroll students who are part-time and/or exclusively online (National Center for Education Statistics, 2023b; National Student Clearinghouse, 2020).

Spending Guidance and Community College Decision-Making

In addition to receiving an unprecedented amount of funds, colleges also had significant autonomy in distributing and spending their HEER funds. Colleges chose what types of expenditures (for institutional, student, and in some cases other aid) best suited applicable needs. (The decisions made by community colleges regarding both institutional and student aid will be examined in a forthcoming ARCC Network report using institutional survey data from six states.)

Community colleges reported using institutional aid to give extra money to students (U.S. Department of Education, 2023a). In the ESF Transparency Portal, community colleges also reported spending institutional aid on needs such as pandemic-related campus safety, distance-learning supplies, faculty and staff training and payroll, and outstanding student expenses.

Funds for student aid were intended to be disbursed by colleges directly to students to help them with pandemic-related emergency costs and any other costs of attendance. Colleges controlled many aspects of this disbursement. For example, they decided how to inform students of these funds, how to determine student eligibility to receive these funds, how the funds were distributed to students, and whether funds should target certain student groups.

Using considerable discretion, community colleges had to decide quickly how best to spend HEER funds. Congress set a spending deadline of June 30, 2023, after which unspent funds awarded to higher education institutions were to be returned to the government. Some community colleges requested and received an extension from the U.S. Department of Education to spend HEER funds after this date.[1] As we will describe in more detail, most community colleges spent all or most of their funds prior to the spending deadline.

Data and Sample

The data presented in this report were sourced from the U.S. Department of Education's ESF Transparency Portal, which provides the public with accounts of how ESF funds were awarded and spent. Colleges were responsible for periodically reporting data on HEER spending directly to the U.S. Department of Education. We also sourced variables from IPEDS on institutional and student characteristics at community colleges in 2020–21, as the pandemic began. Variables from IPEDS include enrollment size, enrollment intensity (full-time or part-time), Pell status, student race/ethnicity, and student gender.

We identify community colleges as they were listed in the ESF Transparency Portal, some of which were reported at the district level.[2] Our total sample includes 976 community colleges or districts.[3] We define community colleges as public institutions primarily granting sub-baccalaureate credentials such as associate degrees and certificates. While some colleges in our sample offer bachelor's degrees, they are primarily associate-degree-granting institutions and identify as community colleges. In some instances, community college branch campuses of universities were not reported individually in the Transparency Portal, in which case we were unable to separate community college data from university data. These colleges are not reflected in our dataset.

Community colleges have two primary missions: training students for immediate entry or advancement in the workforce and preparing students for transfer to four-year colleges and universities. Some community colleges balance these two missions, while others favor one or the other. As shown in Appendix Table A2, based on the Carnegie classifications of community colleges, 31% of colleges in our sample (302 institutions) are high vocational and technical colleges, 29% (282 colleges) are high transfer, and 22% (219 colleges) are mixed transfer and vocational/technical colleges. Many of the community colleges are located in cities (317 colleges, or 32%), while similar proportions are located in towns (229 colleges, or 23%), rural areas (218 colleges, or 22%), and suburban areas (211 colleges, or 22%). In terms of region, the largest portions of the sample colleges are located in the Southeast (305 colleges, or 31%) and Far West (175 colleges, or 18%).

The colleges in our study enrolled just over six million students in the 2020–21 academic year, with 34% enrolling full-time and 66% enrolling part-time. The majority of students were between the ages of 18 and 24 (52%), though close to a third (31%) were age 25 and older. The colleges enrolled more women than men (59% vs. 41%), and the largest portion of students by race/ethnicity were White (44%), followed by Hispanic (27%), Black (12%), and Asian (6%) students. Over 35% of students were eligible for federal Pell Grants.

HEER Funding and Spending Summary

The amount of HEER funds awarded to the 976 community colleges in our sample totaled nearly $25 billion. On average, colleges spent about 95% of their total funds, with 400 colleges having spent all of their funds by the spending deadline of June 30, 2023. The average total of HEER funding awarded to an institution was $25.3 million, but there was a wide range: The smallest award was just over $306,000 at J. F. Ingram State Technical College in Alabama (enrolling fewer than 400 students in fall 2021), while the largest was over

$357 million at Miami Dade College in Florida (enrolling more than 46,500 students in fall 2021). Table 1 breaks down total HEER funding and spending amounts by type of award: institutional, student, and other.[4]

Table 1. Community College HEER Funding and Spending by Type of Award

	Total	Institutional Award (54% of total)	Student Award (39% of total)	Other Award (7% of total)
Awarded	$24.7 billion	$13.3 billion	$9.7 billion	$1.8 billion
Spent	$23.4 billion (95% spent)	$12.4 billion (94% spent)	$9.6 billion (99% spent)	$1.4 billion (79% spent)
Average awarded per institution	$25.3 million	$13.6 million	$9.9 million	$2.2 million
Minimum awarded	$306,209	$30,341	$124,240	$20,231
Maximum awarded	$357.6 million	$187.2 million	$137.8 million	$96.4 million

Note. Amounts shown represent all 976 community colleges.

Institutional awards totaled almost $13.3 billion, 94% of which was spent by the June 2023 deadline. The average college received over $13.6 million in institutional funds; 94% of those funds were spent. Over 515 colleges spent all of their institutional funds; only 19 colleges spent less than half. Student awards—which totaled $9.6 billion—were again almost entirely spent by the colleges. On average, each community college received $9.9 million for student aid; over 800 colleges spent all of their student aid funds.

Other awards (shown by sub-type in Table 2) were much smaller than institutional or student awards. Awarded to colleges based on institutional characteristics to support greater educational equity, other aid totaled almost $1.8 billion across 781 community colleges. Colleges spent proportionately less other award funding than institutional or student award funding. Average other awards were about $2.2 million per institution that received them; colleges spent about 87% of these other funds.

Table 2. Sub-Types of Other Funds Awarded to Community Colleges Under CARES, CRRSA, and ARP/SSARP

	FIPSE	HBCUs	MSIs	SAIHE	SIP	SSARP	TCCUs
Awarded	$11.7 million	$376.2 million	$617.2 million	$82.7 million	$347.8 million	$195.0 million	$121.0 million
Spent	$11.2 million (95% spent)	$230.3 million (61% spent)	$516.7 million (83% spent)	$72.3 million (87% spent)	$321.1 million (92% spent)	$156.0 million (80% spent)	$81.8 million (68% spent)
Number of colleges[a]	63	11	296	63	414	135	18
Average awarded per institution	$186,851	$376.2 million	$2.1 million	$1.3 million	$840,207	$1.4 million	$6.7 million
Minimum awarded	$6,268	$12.0 million	$58,937	$116,943	$36,990	$47,703	$3.8 million
Maximum awarded	$774,788	$93.2 million	$17.8 million	$10.1 million	$11.9 million	$41.8 million	$19.6 million

Note. More information on other funds can be found at https://covid-relief-data.ed.gov/glossary.
[a]Other funding sources are not mutually exclusive; some colleges received more than one sub-type of other funds.

MSIs received the largest amount of other funds, totaling over $617 million. Most of these funds (83%) were spent by the June 2023 deadline. HBCUs received the second largest allotment; however, these funds were proportionately the least spent: Only 61% of HBCU funds were spent by the deadline. The case is similar for other funding for TCCUs. They received $121 million; only 68% of those funds were spent. SIP funds also comprised a large portion of other funds, totaling over $347 million, with 92% of those funds spent. Over $195 million of SSARP dollars went out to colleges during the final round of HEER fund awards; 80% of those funds were spent.

As noted above, some institutions with unspent funds requested and received an extension to the June 2023 spending deadline. Institutions that did not request an extension or whose requests were denied were required to return unspent funds; it is unclear how many and which institutions requested extensions. In the sections that follow, we discuss how funds were awarded, detail variations in funding, and describe spending patterns.

HEER Fund Allocations

In 2020, numerous states reduced higher education funding by amounts that surpassed what public colleges and universities anticipated receiving from the CARES Act (Miller, 2020). What is more, colleges incurred additional expenses related to refunding student housing and meal plans as well as transitioning programs and courses to an online format. HEER funds were intended to help mitigate this unexpected reduction in funding and these additional expenses so institutions could continue operating and serving students throughout the pandemic.

HEER funding for institutional aid and student aid was allocated by a formula that was revised after the first wave of funding (other aid was awarded separately). The original HEER funding formula under the CARES Act (HEERF I) allocated 75% of funds by FTE Pell student enrollment and 25% of funds by FTE non-Pell student enrollment (see Appendix Table A1). It was observed that this formula put community colleges at a disadvantage (Miller, 2020) due to their relatively high concentrations of part-time students and distance learners, so Congress revised the formula for the subsequent waves of HEER funding. The CRRSAA (HEERF II) and ARP (HEERF III) formula weighted FTE and total headcount enrollment equally, and it allocated a small percentage of funds for students enrolled exclusively as distance learners (Miller, 2020; U.S. Department of Education, n.d.-b).

Total HEER funding was thus based mostly on particular kinds of enrollments. Figure 3 shows community college HEER funding by state; states with higher community college enrollments—such as California, Florida, and Texas—received more funds. It is not necessarily the case, however, that colleges with larger enrollments always received more funds than colleges with smaller enrollments or that similarly sized colleges received very similar amounts of funds. Because of the intricacies of the allocation formula and the awarding of other aid, some colleges with smaller enrollments received larger amounts of funds than colleges with larger enrollments. For example, colleges with more Pell students tended to receive larger awards. The box at the right provides an example of two colleges, both MSIs, with similar enrollments but different amounts of HEER funding. It shows that College B received over $130 million more than College A because College B had a higher percentage of Pell students and a higher percentage of full-time students.

HEER Funding Allocation at Two Community Colleges

College A

Fall 2020 enrollment: 48,329

Percent Pell: 35%

Percent full-time: 29%

HEER funds awarded: $221.6 million

College B

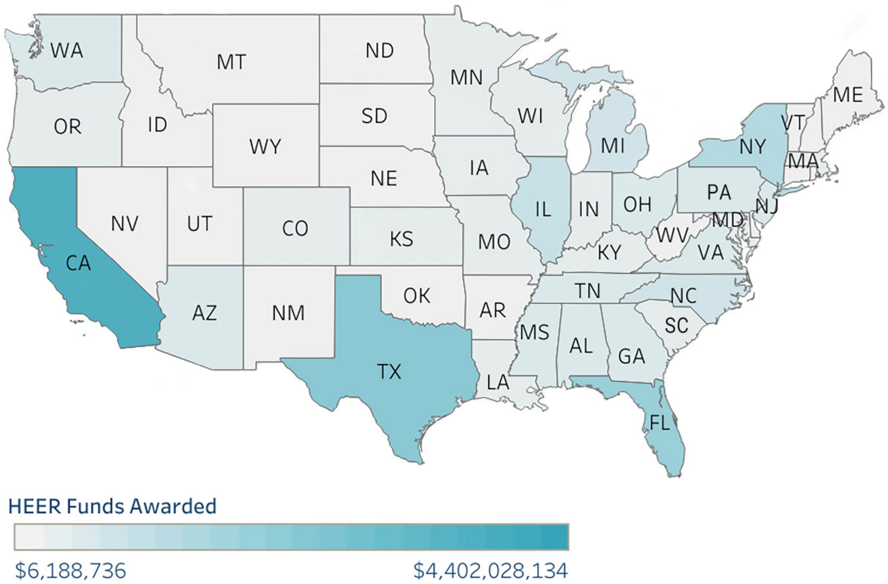
Fall 2020 enrollment: 46,523

Percent Pell: 64%

Percent full-time: 43%

HEER funds awarded: $357.6 million

Figure 3. Community College HEER Funding by State

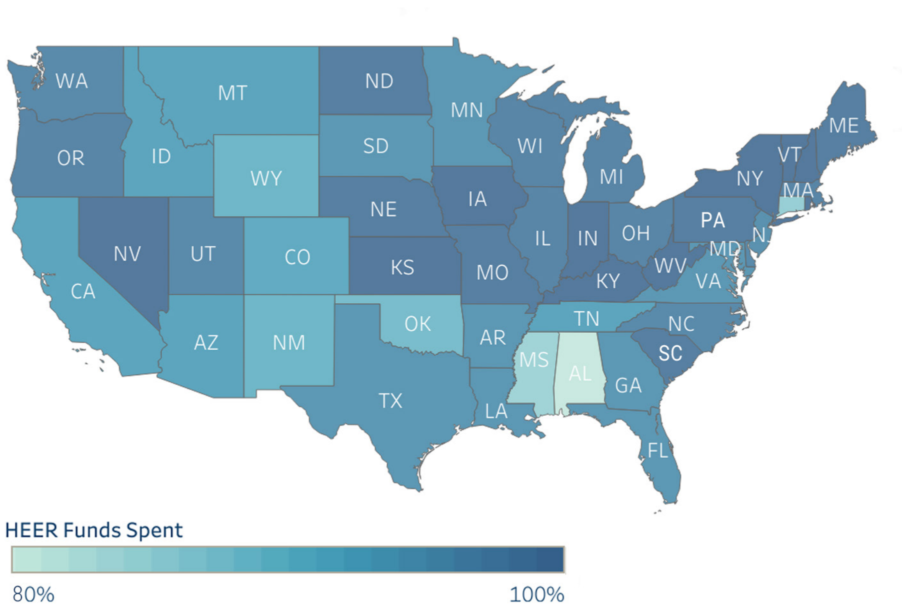


To further explore HEER funding, we also carried out regression analysis on the relationship between HEER funding awards at community colleges and the three main factors in the funding allocations: their enrollment size, full-time student share, and Pell student share. The analysis (Appendix Table A11) confirms that the allocation formulas worked as intended: Larger colleges with higher percentages of Pell students and higher percentages of full-time students tended to receive more funds.

HEER Spending Patterns

Figure 4 below shows community college HEER spending by state, with higher spending indicated by a darker shade. Community colleges in all states, even those at the lower end of the spending spectrum, have spent the majority of their HEER funds. Community colleges in the states that have spent the least of their HEER funds have still spent well over half of them: Alabama, Mississippi, and Connecticut have spent 80%, 84%, and 85% of their funds, respectively.

Figure 4. Percent of Community College HEER Funds Spent by State



To better distinguish community colleges that spent all or most of their funds and those that spent less, we assigned all colleges in the sample to one of three groups: total spenders, higher spenders, and lower spenders (see Appendix Table A12). Based on these categories, we examine differences in the amount of their HEER funding as well as in their student and institutional characteristics to see if any patterns emerge.

Total spenders spent at least 99.5% of their funds, which, importantly, is also the median amount of funds spent across all 976 community colleges. Higher spenders spent below this 99.5% threshold but at least 84.3% of their funds, more than the lowest 10% of spenders. Finally, lower spenders are colleges in the bottom decile of the spending distribution (i.e., those that spent less than 84.3% of their HEER funds). There were not large differences in the funding and characteristics of total spenders and higher spenders. For simplicity, we focus our analysis on differences between total spenders and lower spenders.

Total spenders, our largest group, make up 484 of the 976 colleges, with 400 of them actually having spent 100% of their funds (though we still call the remaining 84 colleges that spent at least 99.5% of their funds "total spenders"). Lower spenders, on the other hand, comprise just 98 community colleges, but they account for almost 50% of all the unspent HEER funds across community colleges. Almost all of these 98 colleges, however, have spent the majority of their funds. The average proportion of funds spent among lower spenders is over 70%; only seven lower spenders have spent less than 50% of their funds.

Lower spenders did not tend to receive much larger total HEER awards, institutional awards, or student awards than total spenders. They also do not tend to have larger enrollments than total spenders or notably different percentages of full-time students. What distinguishes the lower spenders is that their ratios of total HEER awards to students were, on average, nearly double that of their total-spender counterparts: Per-student HEER awards averaged $9,179 for lower spenders and $5,044 for total spenders.

Lower spenders serve higher percentages of Pell students than do total spenders (43% vs. 35%), which likely contributed to the former's larger per-student awards. Additionally, lower spenders tend to have much smaller percentages of White students than do total spenders and much larger percentages of Black, Hawaiian/Pacific Islander, and American Indian/Alaska Native students. Many of these colleges received much larger other fund awards (most of the lower spenders have institutional traits that qualified them for large amounts of other funds).[5] For example, while not a single HBCU is a total spender, eight out of the 10 HBCUs in total are lower spenders. TCCUs follow a similar pattern: Only three of them are total spenders, but 10 of the 18 are lower spenders. The differences in characteristics between total and lower spenders are notable, yet understanding how and why different colleges spent HEER funding to varying degrees requires further investigation.

Conclusion

The COVID-19 pandemic prompted Congress to act with urgency to support the U.S. economy, which led to an unprecedented amount of HEER funds flowing to higher education institutions and community colleges in particular, with only modest initial guidance on how these funds should be spent. While additional federal guidance was released in late 2020, community colleges generally used a great deal of discretion in using their awarded funds.

While it was clear that the student portion had to go directly to students, community colleges were tasked with deciding how much went to each student, who was eligible for funding, and how funds got into the hands of students. The institutional portion of funds carried even fewer stipulations; colleges were responsible for determining where this money could be used most effectively, which may have been challenging for many colleges given the uncharted circumstances they found themselves in. Yet the money was mostly spent. In general, institutions quickly and adeptly distributed funds to students and spent their remaining institutional and other funds to continue meeting the needs of both the students and the institution. Community colleges distributed the over $9 billion of HEER funds designated for students and used the over $13 billion of institutional funding to support the colleges' various needs.

Over time, community colleges undoubtedly came to rely on HEER funds amid decreasing funding at the state level and declining enrollments during the pandemic. While enrollments have begun to recover modestly, gains are uneven. For example, enrollments among men are on the rise, but women are not enrolling at the same rates (National Student Clearinghouse, 2023). Generally, many students who stopped enrolling during the pandemic have not re-enrolled, leaving a portion of the population with some college but no credential (Pitcher & Parsons, 2023). Further, racial/ethnic and economic disparities exacerbated by the pandemic have long-term implications for colleges.

While HEER funds helped colleges address some disparities among students by providing student emergency aid, colleges still have work to do to address the economic hardships that students are facing. In an effort to recover lost enrollments and address disparities that worsened during the pandemic, institutional, system, and state policies and efforts should align to target student populations who were disproportionately affected by the pandemic and improve colleges' capacity to continue to serve those and all students. This may include continued financial support for colleges serving student populations with the most need, such as low-income and underrepresented students.

In future instances of federal emergency aid funding—or, for that matter, any college funding—equity in both the allocation and distribution processes should be considered, as should guidance in spending, particularly for lower spenders. HEER funding that occurred throughout 2020 and 2021 appears to have succeeded in these respects, as the allocation formula was adjusted over time to better account for part-time and fully online students and as the overwhelming majority of colleges spent most of their funds.

Many questions remain about the use of pandemic recovery funds that our descriptive analysis of funding and spending patterns cannot answer. A forthcoming institutional survey report by ARCC Network researchers seeks to address such questions. Distributed to community colleges in six states, the survey asked colleges about decisions related to administering emergency aid to students, institutional aid expenditures, the perceived efficacy of HEER dollars, and concerns about the end of HEER funding. Results from the analysis will be released in spring 2024.

As we emerge from the disruptions caused by the pandemic, community colleges must continue to support their students in ways that new circumstances may require. By advocating for sustained financial support, implementing targeted policies to help underserved students, and leveraging gains from their HEER funding, community colleges can play a pivotal role in rebuilding educational pathways for students that promote success in post-pandemic society.

Endnotes

1. Institutions could request a six-month extension for the distribution of student aid and a 12-month extension for the spending of institutional aid (U.S. Department of Education, 2023b).
2. In one instance, we sourced data directly from the City University of New York's (CUNY) Office of Budget and Finance website so that we could break down awards and expenditures for CUNY's seven community colleges, as the ESF Transparency Portal contains aggregated data only for two-year and four-year CUNY institutions.
3. We include colleges in the outlying areas of American Samoa, Guam, the Northern Mariana Islands, and Puerto Rico, as well as technical colleges (i.e., colleges that primarily offer sub-baccalaureate workforce credentials).
4. The Tableau dashboard at **https://ccrc.tc.columbia.edu/arccnetwork/projects/spending-of-federal-recovery-funds/dashboard/** allows users to explore HEER funding and spending in greater detail.
5. Yet 16 of the 178 community colleges that received no other funds were in the lower spender category, while 110 were total spenders.

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Appendix: Supplementary Tables

Table A1. HEERF I, II, and III Allocation Formula Criteria for Institutional and Student Awards for All Institutions

<table>
<tr><th>CARES
(HEERF I)
$14 billion
March 2020</th><th>CRRSAA
(HEERF II)
$23 billion
December 2020</th><th>ARP
(HEERF III)
$40 billion
March 2021</th></tr>
<tr><td>(1) 75% of the funds awarded to IHEs based on each IHE’s share of FTE enrollment of Pell Grant recipients who were not enrolled exclusively in distance education prior to the coronavirus emergency, relative to the total FTE enrollment of such individuals in all IHEs

(2) 25% of the funds awarded to IHEs based on each IHE’s share of FTE enrollment of students who were not Pell Grant recipients and who were not enrolled exclusively in distance education prior to the coronavirus emergency, relative to the total FTE enrollment of such individuals in all IHEs</td><td colspan="2">(1) 75% of the funds awarded to IHEs based on each IHE’s relative share of enrollment of Pell Grant recipients who were not enrolled exclusively in distance education courses prior to the coronavirus emergency, split evenly between total (i.e., headcount) enrollment and FTE enrollment

(2) 23% of the funds awarded to IHEs based on each IHE’s relative share of enrollment of students who were not Pell Grant recipients and who were not enrolled exclusively in distance education courses prior to the coronavirus emergency, split evenly between total enrollment and FTE enrollment

(3) 2% of the funds awarded to IHEs based on each IHE’s relative share of enrollment of Pell Grant recipients who were enrolled exclusively in distance education courses prior to the coronavirus emergency, split evenly between total enrollment and FTE enrollment</td></tr>
</table>

Source. U.S. Department of Education (n.d.-b, 2021b). See also National Association of Student Financial Aid Administrators (n.d.).

Table A2. Carnegie Classifications of Community Colleges

Carnegie Classification	Frequency	Percent
Associate's Colleges: High Transfer	282	29%
Associate's Colleges: Mixed Transfer/Vocational & Technical	219	22%
Associate's Colleges: High Vocational & Technical	302	31%
Baccalaureate/Associate's Colleges (also referred to as Primarily Associate Degree Granting Baccalaureate (PAB) Institutions)	102	11%
Other[a]	22	2%
Missing	49	5%
Total	976	100%

Source. IPEDS (2021-22).
Note. Carnegie classifications are used to categorize higher education institutions in the U.S. to allow users to group and study similar institutions. For this report, smaller subcategories of Carnegie classifications (as of 2021-22) were collapsed into larger categories. To see a complete list of Carnegie classifications, visit **https://carnegieclassifications.acenet.edu.**
[a]Includes one institution categorized as a master's college or university, three institutions categorized as special-focus two-year colleges, and 18 institutions categorized as Tribal colleges.

Table A3. Locales of Community Colleges

Locale	Frequency	Percent
City	317	32%
Rural	218	22%
Suburban	211	22%
Town	229	23%
Missing	1	< 1%
Total	976	100%

Source. IPEDS (2021-22) and National Center for Education Statistics (NCES). For more information, visit **https://nces.ed.gov/programs/edge/docs/LOCALE_CLASSIFICATIONS.pdf**.

Table A4. Regions of U.S. Community Colleges

Region	Frequency	Percent
Far West (Alaska, California, Hawaii, Nevada, Oregon, Washington)	175	18%
Great Lakes (Illinois, Indiana, Michigan, Ohio, Wisconsin)	116	12%
Mideast (Delaware, District of Columbia, Maryland, New Jersey, New York, Pennsylvania)	86	9%
New England (Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, Vermont)	44	5%
Plains (Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, South Dakota)	106	11%
Rocky Mountain (Colorado, Idaho, Montana, Utah, Wyoming)	38	4%
Southeast (Alabama, Arkansas, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Virginia, West Virginia)	305	31%
Southwest (Arizona, New Mexico, Oklahoma, Texas)	100	10%
Total	976	100%

Source. U.S. Department of Commerce's Bureau of Economic Analysis. For more information, visit **https://apps.bea.gov/regional/docs/msalist.cfm?mlist=2**.

Table A5. Age of Community College Students

Age	Frequency	Percent
Under 18	863,066	17%
18 to 24	2,633,223	52%
25 and over	1,585,885	31%
Total	5,082,174	100%

Source. IPEDS (fall 2020).
Note. Student ages not available for all colleges.

Table A6. Enrollment Intensity of Community College Students

Enrollment Intensity	Frequency	Percent
Full-time	2,063,280	34%
Part-time	3,940,615	66%
Total	6,003,895	100%

Source. IPEDS (fall 2020).

Table A7. Gender of Community College Students

Gender	Frequency	Percent
Male	2,433,890	41%
Female	3,570,005	59%
Total	6,003,895	100%

Source. IPEDS (fall 2020).

Table A8. Pell Eligibility of Community College Students

Pell Eligibility	Frequency	Percent
Eligible for federal Pell Grants	2,161,402	36%
Not eligible for federal Pell Grants	3,842,493	64%
Total	6,003,895	100%

Source. IPEDS (2019-20).

Table A9. Race/Ethnicity of Community College Students

Race/Ethnicity	Frequency	Percent
American Indian or Alaska Native	43,914	1%
Asian	370,233	6%
Black or African American	724,843	12%
Hispanic or Latino	1,636,649	27%
Native Hawaiian or Other Pacific Islander	21,201	< 1%
White	2,650,829	44%
Two or more races	236,963	4%
Unknown	236,533	4%
U.S. nonresident	82,730	1%
Total	6,003,895	100%

Source. IPEDS (fall 2020).

Table A10. Per-Student HEER Funding at Community Colleges by Type of Award

	Total	Institutional	Student	Other
Average awarded	$5,457	$2,625	$1,929	$1,111
Minimum awarded	$311	$76	$108	$7
Maximum awarded	$118,763	$64,948	$48,866	$48,501

Table A11. Multivariate Regressions Between Allocation Considerations and Total HEER Award

	Total HEER Award		
	(1)	(2)	(3)
Enrollment size	$3,738***	$3,697***	$3,770***
Part-time student share		–$275,481***	–$144,115***
Pell student share	$309,860***		$256,913***

Note. When considering both enrollment size and Pell student share (column 1), a statistically significant, positive relationship with total HEER award emerges. When including both enrollment size and part-time student share in the regression model (column 2), the statistically significant, positive relationship between enrollment size and total HEER award remains, and part-time student share proves to have a statistically significant, negative relationship with total HEER award. Finally, column 3 shows the fully specified regression model that includes all three allocation considerations. The statistically significant, positive relationships between enrollment size and total HEER award and between Pell student share and total HEER award remain, as does the statistically significant, negative relationship between part-time student share and total HEER award.

***$p < 0.01$, **$p < 0.05$, *$p < 0.1$.

Table A12. Characteristics of HEER Fund Spending Groups

	Total Spenders	Higher Spenders	Lower Spenders
Number of colleges	484	394	98
Funding Characteristics			
Percent spent cutoffs	At least 99.5%	Less than 99.5% but at least 84.3%	Less than 84.3%
Percent of total funds awarded	44.0%	46.5%	9.5%
Percent of total funds spent	46.5%	46.2%	7.3%
Percent of total unspent funds	0.2%	51.6%	48.2%
Award Characteristics			
Average percent of funds spent	100%	94.4%	70.3%
Average HEER award	$22,497,935	$29,178,822	$24,022,729
Average HEER institutional award	$12,329,608	$15,923,627	$10,653,548
Average HEER student award	$9,019,432	$11,574,230	$7,804,618
Average HEER other award	$1,519,773	$1,970,393	$6,650,333
Average per-student HEER award	$5,044	$5,040	$9,179
Average per-student HEER institutional award	$2,653	$2,532	$2,856
Average per-student HEER student award	$1,959	$1,849	$2,104
Average per-student HEER other award	$565	$765	$5,042
Other award types	FIPSE: 34 HBCU: 0 MSI: 95 SAIHE: 28 SIP: 253 SSARP: 68 TCCU: 3	FIPSE: 21 HBCU: 2 MSI: 168 SAIHE: 31 SIP: 140 SSARP: 59 TCCU: 5	FIPSE: 8 HBCU: 8 MSI: 33 SAIHE: 4 SIP: 21 SSARP: 8 TCCU: 10

(continued)

Table A12. Characteristics of HEER Fund Spending Groups (continued)

	Total Spenders	Higher Spenders	Lower Spenders
Institutional Characteristics			
Average enrollment size	5,290	7,421	5,304
Carnegie classification	High Transfer: 122 High Vocational: 117 Mixed: 172 PAB: 47 Other: 26	High Transfer: 139 High Vocational: 81 Mixed: 107 PAB: 39 Other: 28	High Transfer: 21 High Vocational: 21 Mixed: 23 PAB: 16 Other: 17
Region	Far West: 50 Great Lakes: 73 Mideast: 56 New England: 26 Other: 1 Plains: 74 Rocky Mountain: 16 Southeast: 146 Southwest: 42	Far West: 109 Great Lakes: 38 Mideast: 27 New England: 16 Other: 0 Plains: 23 Rocky Mountain: 13 Southeast: 123 Southwest: 45	Far West: 16 Great Lakes: 5 Mideast: 3 New England: 2 Other: 5 Plains: 9 Rocky Mountain: 9 Southeast: 36 Southwest: 13
Locale	City: 145 Rural: 120 Suburb: 89 Town: 130	City: 139 Rural: 78 Suburb: 106 Town: 71	City: 33 Rural: 20 Suburb: 16 Town: 28
Student Characteristics			
Average Pell percentage	35.4%	34.8%	42.9%
Average part-time percentage	60.2%	63.7%	57.8%
Average men percentage	39.7%	41.0%	39.9%
Average racial/ethnic shares	American Indian/ Alaska Native: 1.3% Asian: 2.9% Black: 11.7% Hawaiian/Pacific Islander: 0.2% Hispanic: 13.9% White: 59.8% Two or more races: 3.6% Unknown race: 4.3% Nonresident: 0.9%	American Indian/ Alaska Native: 2.3% Asian: 4.9% Black: 11.9% Hawaiian/Pacific Islander: 0.3% Hispanic: 23.3% White: 48.5% Two or more races: 4.0% Unknown race: 3.8% Nonresident: 0.9%	American Indian/ Alaska Native: 7.9% Asian: 4.0% Black: 16.0% Hawaiian/Pacific Islander: 3.1% Hispanic: 19.0% White: 42.0% Two or more races: 3.8% Unknown race: 3.1% Nonresident: 1.0%