The Postsecondary National Policy Institute (PNPI) provides current and prospective policymakers with a substantive and collegial foundation on which to build federal higher education policies that drive positive outcomes for students and their families.

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A Primer on College Cost

No start of an academic year goes by without renewed anxiety about the ever-increasing price of a college education. Although parents, students, and policymakers have voiced their concerns for years about colleges raising tuition and fees at rates far in excess of inflation, the global pandemic brought about by COVID-19 has exacerbated those concerns.

A survey of college students conducted early in 2021 found that 71% of respondents were worried about being able to cover the costs of college for the spring term and upcoming 2021–22 academic year. In response, students took on additional work, moved home, or took on more debt, while parents tapped into retirement and savings, took on additional work, or took out parent student loans.

For the 2022–23 school year, the average published tuition and fees for in-state undergraduates at public four-year colleges was $10,940, up 1.8% from the 2021–22 school year. For private non-profit four-year colleges, the average published tuition and fees was $39,400, up 3.5% from the previous year. And for public two-year colleges, the average published tuition and fees was $3,860, up 1.6% from the previous year. Over the last decade, published tuition and fees decreased 1% at four-year public colleges, increased 6% at private non-profit four-year colleges, and declined 4% at public two-year colleges.

As the price of college has changed, so has the number of students who need financial assistance. Between 2011–12 and 2021–22, the number of Pell Grant recipients has declined from 9.4 million to 6.1 million. Additionally, the federal government’s investment in student aid through federal grants, loans, work-study, and tax credits and deductions, adjusted for inflation, has decreased by 36% from $207.9 billion in 2011–12 to $130.5 billion in 2021–22.

The Price of College

When students and parents think about college, one of the first questions they ask is, “How much is it going to cost?” The answer to this seemingly simple question is, “It depends.” There is a sticker price (i.e., the published price) and then an actual price (i.e., the net price) that is often lower and not readily known to the public. This price is determined by taking into account individual student factors (e.g., family income) that may lead to a discounted price.

Three-quarters of all students enrolled in higher education in the U.S. attend two- or four-year public colleges and universities. Historically, the federal government, states, and local communities have provided significant support to public colleges; this continues to be true today. Still, at nearly all of these institutions, students and their families are expected to assume some of the costs of delivering their education by paying tuition and fees. The share that the students and their families paid to attend two-year public colleges was relatively flat for 15 years before declining between 2017 and 2020. The share paid to attend four-year public colleges and universities increased through 2015, but has been declining slightly since. Any increase in the “student share” can add to the burden families carry when paying for postsecondary education and can lead to additional borrowing to pay for tuition, fees, and/or living expenses.

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1 See Scatton (2022).
2 See Table CP-1 in College Board (2022).
3 See Figure CP-4 in College Board (2022).
4 See Table SA-1 and Figure SA-15A in College Board (2022). Student aid expenditures do not include any funding from the Higher Education Emergency Relief Funds.
### Tuition and Fees as Share of Operating Revenue

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Public</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All</td>
<td>17.6%</td>
<td>18.6%</td>
<td>20.3%</td>
<td>19.9%</td>
<td>19.9%</td>
<td>19.5%</td>
</tr>
<tr>
<td>4-year</td>
<td>17.9%</td>
<td>19.1%</td>
<td>20.9%</td>
<td>20.5%</td>
<td>20.6%</td>
<td>20.3%</td>
</tr>
<tr>
<td>2-year</td>
<td>16.1%</td>
<td>16.0%</td>
<td>16.5%</td>
<td>15.9%</td>
<td>15.6%</td>
<td>14.4%</td>
</tr>
<tr>
<td><strong>Non-Profit</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All</td>
<td>36.4%</td>
<td>29.0%</td>
<td>30.5%</td>
<td>30.5%</td>
<td>32.4%</td>
<td>33.7%</td>
</tr>
<tr>
<td>4-year</td>
<td>36.3%</td>
<td>28.9%</td>
<td>30.3%</td>
<td>30.4%</td>
<td>32.2%</td>
<td>33.5%</td>
</tr>
<tr>
<td>2-year</td>
<td>60.8%</td>
<td>70.7%</td>
<td>79.4%</td>
<td>79.5%</td>
<td>79.5%</td>
<td>74.4%</td>
</tr>
<tr>
<td><strong>For-profit</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>All</td>
<td>-</td>
<td>88.9%</td>
<td>91.4%</td>
<td>93.5%</td>
<td>91.0%</td>
<td>93.0%</td>
</tr>
<tr>
<td>4-year</td>
<td>-</td>
<td>89.8%</td>
<td>91.8%</td>
<td>94.5%</td>
<td>91.2%</td>
<td>94.0%</td>
</tr>
<tr>
<td>2-year</td>
<td>-</td>
<td>86.0%</td>
<td>89.8%</td>
<td>89.0%</td>
<td>90.1%</td>
<td>88.8%</td>
</tr>
</tbody>
</table>

Source: Digest of Education Statistics, Tables 333.10, 333.40, & 333.55

The student share for the smaller group of students attending private colleges and universities—both non-profit (often referred to as independent colleges) and for-profit (often referred to as proprietary colleges)—is significantly higher. At four-year private non-profit colleges and universities, tuition and fees accounted for 30.3% of operating revenue in 2017. At four-year private for-profit colleges and universities, tuition and fees accounted for 91.8% of operating revenue in that year.

The differences in needs for revenue translate directly into the tuition and fees charged to students and are paid through a variety of means. These means include parental and student earnings and savings, financial aid including federal, state, and institutional grants, and student loans.

The differences between institutional types are dramatic, with the average private non-profit tuition and fees totaling more than four times that charged by public colleges. Within each type of institution, the differences between the tuition and fees charged by race/ethnicity are more modest:

- Hispanic or Latino students pay 28% less and Asian students pay 31% more than the average at public colleges and universities.
- American Indian or Alaskan Native students pay 42% less and Asian students pay 35% more than the average at private non-profit colleges and universities.
- American Indian or Alaskan Native students pay 27% less and Native Hawaiian or Pacific Islander students pay 6% more than the average at private for-profit colleges and universities.

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For-profit institutions report total revenues in the Digest of Education Statistics, rather than operating revenues.
### Tuition and Fees Charged by Control of Institution and Race/Ethnicity of Student

<table>
<thead>
<tr>
<th></th>
<th>All Undergraduates</th>
<th>Public</th>
<th>Private Non-profit</th>
<th>Private For-profit</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Tuition and Fees</td>
<td>Student</td>
<td>Tuition and Fees</td>
<td>Student</td>
</tr>
<tr>
<td></td>
<td>Paid</td>
<td>Budget</td>
<td>Paid</td>
<td>Budget</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>$10,484</td>
<td>$20,882</td>
<td>$6,390</td>
<td>$16,527</td>
</tr>
<tr>
<td><strong>White</strong></td>
<td>$11,137</td>
<td>$21,491</td>
<td>$6,821</td>
<td>$16,759</td>
</tr>
<tr>
<td>**Black or African</td>
<td>$8,800</td>
<td>$18,588</td>
<td>$5,570</td>
<td>$15,362</td>
</tr>
<tr>
<td>American**</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Hispanic or Latino</strong></td>
<td>$7,535</td>
<td>$17,906</td>
<td>$4,594</td>
<td>$14,996</td>
</tr>
<tr>
<td><strong>Asian</strong></td>
<td>$14,609</td>
<td>$26,035</td>
<td>$8,349</td>
<td>$19,299</td>
</tr>
<tr>
<td>**American Indian or</td>
<td>$7,231</td>
<td>$16,314</td>
<td>$5,284</td>
<td>$14,848</td>
</tr>
<tr>
<td>Alaskan Native**</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>**Native Hawaiian or</td>
<td>$11,427</td>
<td>$22,297</td>
<td>$8,411</td>
<td>$19,373</td>
</tr>
<tr>
<td>Pacific Islander**</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>More than one race</strong></td>
<td>$12,484</td>
<td>$23,450</td>
<td>$7,733</td>
<td>$18,341</td>
</tr>
</tbody>
</table>


### Sticker Price

Sticker price is the published price. This is a non-discounted price and does not take into account what a student or family will actually be expected to pay out of pocket after accounting for grant and scholarship aid.

Over the last several decades, sticker price has risen sharply and has well outstripped increases in wage and the rate of inflation. In the 1980s and 1990s, the highest rate of increase in the sticker price for tuition and fees occurred among private non-profit four-year colleges and universities.\(^6\) In this most recent decade, private non-profit four-year institutions held the lead with their published tuition and fees rising 6%, compared to a decline of 1% at public four-year institutions and 4% for public two-year institutions.\(^7\)

The next table shows the average published charges (sticker price) by type of institution for the 2021–22 and 2022–23 school years, as well as the percent and dollar amount changes from the prior year.


\(^7\) See Figure CP-4 in [College Board (2022)](https://www.collegeboard.org/research-reports/the-trends-in-college-prices-2012).
### Average Published Charges for Full-Time Undergraduates by Sector

<table>
<thead>
<tr>
<th>Sector</th>
<th>Public Two-Year In-District</th>
<th>Public Four-Year In-State</th>
<th>Public Four-Year Out-of-State</th>
<th>Private Non-profit Four-Year</th>
<th>For-profit</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tuition and Fees</td>
<td>$3,860</td>
<td>$10,940</td>
<td>$28,240</td>
<td>$39,400</td>
<td>-</td>
</tr>
<tr>
<td>$ Change</td>
<td>$60</td>
<td>$190</td>
<td>$620</td>
<td>$1,330</td>
<td>-</td>
</tr>
<tr>
<td>% Change</td>
<td>1.6%</td>
<td>1.8%</td>
<td>2.2%</td>
<td>3.5%</td>
<td>-</td>
</tr>
<tr>
<td>Room and Board (RB)</td>
<td>$9,610</td>
<td>$12,310</td>
<td>$12,310</td>
<td>$14,030</td>
<td>-</td>
</tr>
<tr>
<td>Tuition and Fees and Room and Board</td>
<td>$13,470</td>
<td>$23,250</td>
<td>$40,550</td>
<td>$53,430</td>
<td>-</td>
</tr>
<tr>
<td>Percentage of Undergraduates Enrolled Full Time</td>
<td>Fall 2020</td>
<td>35%</td>
<td>80%</td>
<td>82%</td>
<td>68%</td>
</tr>
</tbody>
</table>

Source: College Board Trends in College Pricing (2022), Table CP-1

### Average Published Charges for Full-Time Undergraduates by Carnegie Classification

<table>
<thead>
<tr>
<th>Carnegie Classification</th>
<th>Public Four-Year</th>
<th>Private Non-profit Four-Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>Doctoral</td>
<td>Master’s</td>
<td>Bachelor’s</td>
</tr>
<tr>
<td>Tuition and Fees</td>
<td>$11,860</td>
<td>$9,150</td>
</tr>
<tr>
<td>$ Change</td>
<td>$230</td>
<td>$140</td>
</tr>
<tr>
<td>% Change</td>
<td>2.0%</td>
<td>1.6%</td>
</tr>
<tr>
<td>Room and Board (RB)</td>
<td>$12,880</td>
<td>$11,310</td>
</tr>
<tr>
<td>Tuition and Fees and Room and Board</td>
<td>$24,740</td>
<td>$20,460</td>
</tr>
<tr>
<td>Percentage of Undergraduates Enrolled Full Time</td>
<td>Fall 2020</td>
<td>83%</td>
</tr>
</tbody>
</table>

Source: College Board Trends in College Pricing (2022), Table CP-1

While the trend lines shown in the following chart demonstrate a rather smooth, upward increase in college tuition, it is also useful to look at patterns in year-to-year increases in college tuition and fees. By doing so, we see a far more erratic pattern of small annual percentage increases sometimes followed by sharp double-digit percentage increases.
In addition, over the last few decades, a small subset of institutions froze or decreased tuition for a year or more. Unfortunately, these freezes were often followed by large increases in tuition and fees to make up for previous dips in revenue. This rather erratic pattern of the rate of increase in published tuition and fee rates has made financial planning for students and their families exceedingly difficult, as there is no clear pattern for predicting how much or how little tuition will go up in any given year.

Although the media most often reports on the sticker price at the most expensive colleges and universities in the nation, typically those in the top 5% of tuition, as recorded by the College Affordability and Transparency Center, keep in mind that most undergraduates are not enrolled in the highest-priced institutions. For the 2019–20 academic year, 51% of undergraduates enrolled in four-year colleges (public and private non-profit) with a published price of less than $13,000 for tuition and fees.

It is also important to keep in mind that tuition and fees are only part of the total cost of attendance. Other expenses include books and supplies, room and board, health insurance, and transportation. At a public four-year institution, students can expect these kinds of expenses to add an additional $15,000 on top of tuition and fees. See the next graphic for the average estimated undergraduate budgets for the 2022–23 school year, broken down by sector.

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8 [https://collegecost.ed.gov/affordability](https://collegecost.ed.gov/affordability)
9 See Figure 2 in [College Board (2019)](https://www.collegeboard.org/high-schoolers-and-parents/paying-college-costs).
As discussed earlier, the published/sticker price is not the price many students and their families actually pay. Net price is the price a student or family pays after subtracting the amount of grant and scholarship aid they receive from the published price of attendance. In 2021–22, 6.1 million undergraduates received a federal Pell Grant, and 1.9 million undergraduates received a Federal Supplemental Educational Grant. Although student loans may be a significant part of a student’s financial aid package, because the loans must eventually be repaid out of pocket (unlike a grant or scholarship), student loans are not subtracted from the sticker price when calculating the net price.

Net Price

Focusing on net price, rather than the sticker or published price, has become very popular among policymakers and college and financial aid administrators in recent years. Surveys indicate that many students and parents, especially lower-income, first-generation college students, overestimate the amount they will be required to pay out of pocket for college and underestimate the amount of financial aid for which they are eligible. This misperception deters some students from even applying for school out of a belief that there is no way they could ever afford to go to college.

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10 See Figure SA-7 in College Board (2022).
A different way to look at the question of the burden posed by the cost of college is to consider the percent of a family’s income that would be needed to meet the net price after all grants are subtracted. Across all institutional types, income levels, and races/ethnicities of students, 28% of a student’s and their family’s income would be needed to meet college costs. It is important to remember that, often, students borrow some or all of these costs under the federal student loan programs. For those from low-income backgrounds—i.e., those whose families have a total income below 150% of the federal poverty guideline—the expected share of income is 61%. Among students from families with income levels between 151% and 300% of the federal poverty guideline, the expected share of income to meet remaining net price is 27%, and for those from families with incomes over 301% of the poverty guideline, the share is 15%. Across the income categories presented, the differences by race/ethnicity are not statistically significant.
Federal Responses to Increases in the Price of College

Setting college tuition and fees is the responsibility of individual colleges and universities, but because the federal government provides substantial financial aid to assist students in paying for college, there has been discussion about the role the federal government should or could play in addressing college costs. During the last full reauthorization of the Higher Education Act, the Higher Education Opportunity Act of 2008 (HEOA), Congress included a number of provisions related to the price of college.

Net Price Calculators

In recent years, increasing attention has been given to helping families better understand the net price of college through tools such as a net price calculator. Every college and university receiving Title IV federal financial aid is now required to have a net price calculator on its website that students and families can use to estimate the net cost of attending their school. Schools have the option of using a net price calculator designed by the U.S. Department of Education or designing their own, provided they meet the minimum requirements of the statute.
Since these net price calculators are varied in design (from the very simple to the very detailed and complex), it can be difficult to know how useful they are to students and families while making decisions about college. A study from the University of Pittsburgh found that net price calculators’ estimates of federal and state aid do correlate highly with actual federal aid received, but that institutional aid estimates were much less accurate. According to this research, while these calculators can provide a ballpark estimate of expenses for low-income families, the variation in the actual cost is substantial.\textsuperscript{11} An analysis from the University of Pennsylvania found that, among 80 institutions with high Pell-eligible student enrollment, 12% did not meet minimum federal requirements for displaying net price calculators online. The researchers also found that a quarter of institutions provided more than one calculator and a third of institutions did not prominently display the federally defined net price.\textsuperscript{12}

**Average Net Price**

In addition to offering the net price calculator, the Department of Education reports on its College Navigator website the average net price for beginning full-time undergraduate students, disaggregated by income levels, for all institutions eligible for Title IV federal financial aid. This data can provide helpful insights into trends in the net price being paid by students and families in the period since 2008–09. These data points suggest that the median net price for students awarded Title IV federal aid at public four-year colleges has risen less dramatically than the sticker price. For students from families with incomes less than $30,000, for example, the median net price at public four-year colleges rose by $1,696 or a rate of 1.9% per year. Among students from families with incomes over $110,000, the median net price at these institutions rose by $3,802 or a rate of 2.4% per year.\textsuperscript{13}

Federal, state, and institutional grants have helped stabilize net price as the sticker price has continued to rise. In 2020–21, the share of full-time, first-time undergraduates enrolled at public four-year colleges and universities awarded federal, state, local, or institutional grant aid was 85.2%, with the median grant amount totaling $8,040. By contrast, just five years earlier—in 2015–16—the share of full-time, first-time undergraduates awarded federal, state, local, or institutional aid was 82.9%, with the median grant amount totaling $6,753. That represents a 2.3 percentage point increase in the rate of these students receiving such aid and an increase of 19% in the median amount of aid received. Notably, the share of full-time, first-time undergraduates at public four-year institutions receiving Pell Grants dropped slightly (from 34.5% to 31.3%), while the median amount of Pell Grants increased by 11% from $4,185 to $4,691 between 2015–16 and 2020–21.\textsuperscript{14}

\textsuperscript{11} See Anthony, Page, & Seldin (2015).
\textsuperscript{12} See Perna, Wright-Kim, & Jiang (2019).
\textsuperscript{13} Author’s analysis of data from the Integrated Postsecondary Education Data System (IPEDS). Stata code available upon request.
\textsuperscript{14} Author’s analysis of data from IPEDS. Stata code available upon request.
Median Net Price of Attendance by Income Level

![Graph showing median net price of attendance by income level from 2008-2020](image)

Source: Author’s calculations of IPEDS
Note: Only includes first-time, full-time students receiving Title IV funds at public four-year institutions

### Tuition Lists

The Higher Education Opportunity Act of 2008 includes an annual requirement for the U.S. Secretary of Education to make public a list for each of the various sectors of higher education (four-year, two-year, less than two-year, public, private non-profit, and private for-profit) of the top 5% of schools in each of the following categories: highest tuition and fees, highest net price, highest increase in tuition and fees, and highest increase in net price. These lists also include the 10% of schools with the lowest tuition and fees and those with the lowest net price.

The first annual reporting of these lists was released July 1, 2011, and subsequent reports may be found at the Department’s [College Affordability and Transparency Center](#) website. Schools with the highest increases are required to file reports with the Secretary of Education detailing reasons for the increase in costs and their plans to contain them.

### College Cost Drivers

In recent decades, a number of drivers of college costs have been postulated. Some are related to the cost of delivering an education while others have to do with who is paying those costs and the price being paid.

These drivers include:

- Decreased state appropriations in an increasingly competitive and crowded state budget, e.g., K-12 education, Medicaid, infrastructure (increased price paid by students and families).
- Labor costs and structures, e.g., salaries and benefits, tenure (cost of delivery).
- Low levels of institutional efficiency, e.g., high maintenance cost facilities that are used for a small number of hours each day (cost of delivery).
The types of programs offered (cost of delivery).
▪ Development and addition of new programs (cost of delivery).
▪ Resistance to eliminating existing programs (cost of delivery).
▪ Athletic programs (cost of ancillary services).
▪ Student demand for expensive services and amenities, e.g., new dorms, computer services, gyms, student centers, parking (cost of ancillary services).

Other factors impact what students and families ultimately pay to complete a degree program. These student-centered cost factors include increased time to graduation, the need for remediation, and the difficulty or inability to transfer credits from one institution to another.

Although there is much speculation as to what is driving up the cost of college and what to do about it, little research has been conducted demonstrating what would or would not be effective in reducing the cost of providing a college education. Research on this topic is complicated by the complex and varied cost structures of individual colleges and universities across the United States (e.g., public versus private non-profit versus private for-profit, or Tier I research institutions versus local community colleges). It is further complicated by a lack of transparency, frequent changes to accounting standards, and lack of common reporting of college expenditures and revenues across institutional categories over time.

Historically, state and institutional initiatives to reduce the cost of college are generally focused on improved cost efficiencies (e.g., consolidation of administrative functions, reduction in energy costs, and reduction in salary growth and benefit costs) and improved student learning productivity (e.g., increase in student retention and on-time graduation rates, reduction in excess degree credits, increase in number of credits accepted for transfer, and increase in acceptance of prior learning and credit-by-exam).

Initiatives focused on efficiency include moves to state performance-based funding, which links state-allocated higher education funding to outcomes (i.e., retention and graduation rates). As of FY 2020, 41 states had adopted performance-based funding policies at some point, with 32 states having one currently enacted.\(^1\) These policies are highly varied, with some states allocating only a small share of their funding based on performance outcomes while others link 90% or more of their funding to student success measures.\(^2\) To date, there is little evidence that performance-based funding leads to improved student outcomes. Apart from this lack of evidence, researchers are concerned that it can drive unintended consequences such as weakened academic standards and tightened admissions policies.

It is important to note that when efforts to reduce the cost of college are successful, such cost reductions may or may not result in reducing the student share of cost: Colleges may shift cost savings in one area to increased spending elsewhere in the institution. Finally, even if strategies prove to be effective for reducing the cost of college, colleges and universities have much to do to turn the tide of public sentiment on the issues of college cost and price.

Of note is a recent study that suggests public attitudes on one aspect of college costs and price are shifting. In 2010, over 60% of those surveyed expressed the view that parents and students should bear most of the responsibility for funding college costs. By 2019, however, that view had changed substantially, with the government being expected to absorb more of the cost. Indeed, less than 40% of those surveyed held the view that parents and students should bear the responsibility for funding college costs. The researchers followed up with those surveyed and learned that the public is now more supportive of government responsibility than ever before.

\(^{1}\) See Ortagus et al. (2022).
\(^{2}\) See Whitford (2020).
Sources


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