SHEEO

STATE HIGHER EDUCATION EXECUTIVE OFFICERS ASSOCIATION

State Tuition, Fees, and Financial Assistance Policies 2022

Jessica Colorado, Sophia Laderman, and Casey McCoy-Simmons

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The State Tuition, Fees, and Financial Assistance Policies 2022 report was authored by Jessica Colorado, policy analyst, Sophia Laderman, associate vice president, and Casey McCoy-Simmons, state policy intern. The report would not have been possible without additional staff support, particularly from Gloria Auer and Jessica Duren, as well as Andy Sherman of Can of Creative (canofcreative.com), who provided the graphics.

The full 2022 Tuition and Fee Survey Instrument can be found on the SHEEO website at: sheeo.org/project/tuition-and-fee-survey/.

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The State Higher Education Executive Officers Association (SHEEO) serves the executives of statewide governing, policy, and coordinating boards of postsecondary education and their staffs. Founded in 1954, SHEEO promotes an environment that values higher education and its role in ensuring the equitable education of all Americans, regardless of race/ethnicity, gender, or socioeconomic factors. Together with its members, SHEEO aims to achieve this vision by equipping state higher education executive officers and their staffs with the tools to effectively advance the value of higher education, promoting public policies and academic practices that enable all Americans to achieve success in the 21st century, and serving as an advocate for state higher education leadership. For more information, visit sheeo.org.

INTRODUCTION

The State Higher Education Executive Officers Association (SHEEO) is pleased to release the 10th report on policies related to tuition and fee rate setting and financial aid at the state level for 2022. This year's report provides detailed information on policies and practices that differ between two-year and four-year public institutions. It also includes specific information about the tuition-setting process for graduate students, details on state policies for setting nonresident student tuition, and more information on state policies regarding student fees. We have enhanced our data to include more specific information on the years in which each state had tuition freezes and/or limitations, the institution types subjected to those limits, and the amount of those limits. While the report does not provide actual tuition costs (the College Board is a better source), it focuses on the policies that establish and regulate tuition, fees, and financial aid amounts. These policies are often complex, involving multiple actors, such as governing boards, institution presidents, governors, and state legislators.

In addition to the data presented in the report, we collected information on state tuition and financial aid policies for undocumented students and changes in tuition, fee, and financial assistance due to the COVID-19 pandemic and ensuing economic recession, including any program cuts or expansions, tuition limitations or caps, changes to financial aid programs, and tuition reductions. These findings are presented in separate reports, which can be found at the new SHEEO Tuition and Fee Project page, sheeo.org/project/tuition-and-fee-survey/.

We are grateful to the state agency staff who dedicated their time and effort to providing the data used in this report. Without their commitment, this report would not have been possible. This year, we collected data separately for two-year public and four-year public institutions in each state. While many data providers, particularly those at state-level coordinating and governing boards, provided responses pertaining to both sectors, in some states, we relied on system-level agencies to respond for each sector separately. We could not obtain data for either sector in Rhode Island or the District of Columbia, and in California, Illinois, and Maine, we could only obtain data for the four-year public sector. For the first time this year, Northern Mariana Islands provided data for both sectors and is included in all figures.

In addition to providing state tuition, fee, and financial assistance information for 2022, we are also pleased to present the first longitudinal dataset of state tuition, fee, and financial aid policies. This dataset, created by Casey McCoy-Simmons, state policy intern, and Jessica Colorado, policy analyst, combines agency responses to the questions we have most consistently asked across all 10 iterations of this report. The longitudinal dataset with survey data from 1979 to 2022 and a detailed technical report explaining how we created this dataset are available online at sheeo.org/project/tuition-and-fee-survey/.

TUITION-SETTING PHILOSOPHY

States with a tuition-setting philosophy often set guidelines and policies on how tuition should fluctuate from year to year. A state's philosophy could be influenced by its political climate, constituents' needs, or historical trends. Many states do not identify with one statewide philosophy for tuition setting, often noting that tuition-setting decisions and control are left to institutional governing boards and are determined based on institutional budgetary needs. *Figure 1* below shows that 32% of two-year (15) and four-year sector (16) respondents indicated there was no statewide tuition-setting philosophy. Of the remaining 68% of respondents, across both sectors, the most common responses were that tuition policy is guided by institution-level philosophy or budgetary needs, and that tuition should be as low as possible. However, there was more autonomy in the four-year sector than in the two-year sector, where the state tended to have more control over tuition-setting policies. This follows the trend seen in the 2017 administration of the survey where these were also the most common responses selected. Aligning tuition rates with peers and offsetting changes in state funding were other common philosophies.

> **The Relationship Between Tuition-Setting Philosophy and State Funding**
>
> Across both the public two-year and public four-year sectors, states indicated that they had a statewide tuition-setting philosophy wherein tuition rates should be set to offset reductions in state support. Eleven percent of two-year (5) respondents and 14% of four-year (7) respondents provided this response. These responses demonstrate an explicit relationship between tuition rates and state funding for higher education. Even in states without a statewide tuition philosophy, or those where tuition policy is guided by institution-level budgetary needs, public institutions commonly negotiate their tuition rate increases with the state, agreeing to a certain rate increase contingent on a particular change in state funding.

A few states included additional context in their responses:

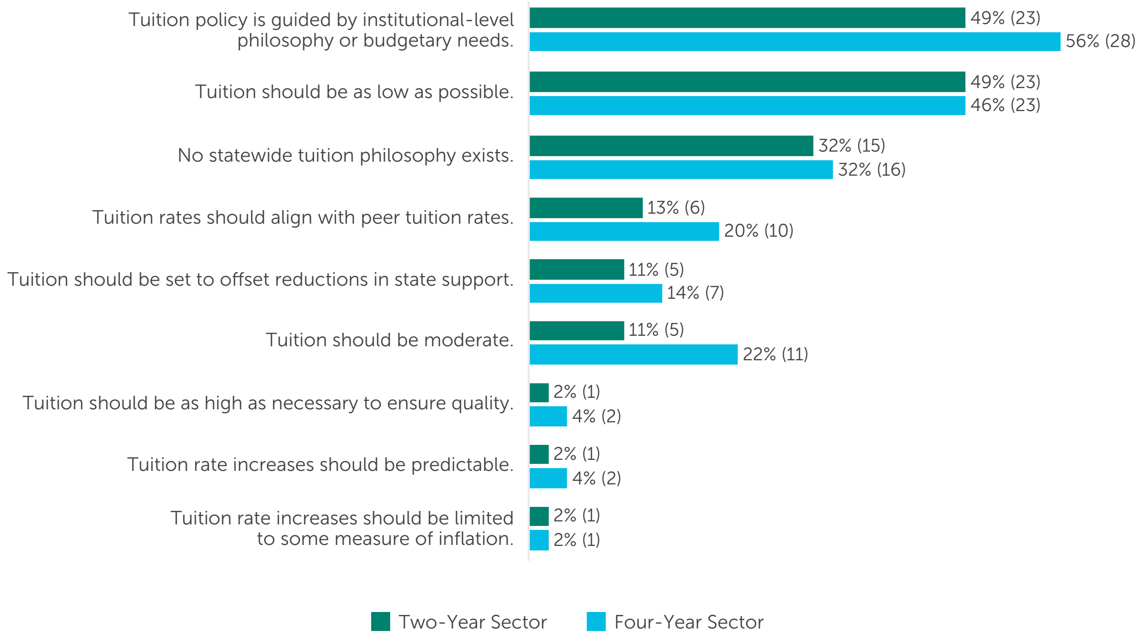
- In Nevada, tuition rate increases for both sectors should be predictable and managed in a way that does not compromise the quality of education.
- In Washington state, tuition rates for both sectors should be limited to some measure of inflation. Washington's philosophy, which has been in statute for about six years, specifically limits tuition increases to a long-term rolling average of median wage growth. This low inflationary growth was introduced along with tuition reductions in 2016 and 2017.[1]
- Pennsylvania's community colleges have a statutory limit on the tuition amount charged to students, wherein tuition cannot be more than one-third of annual institutional operating expenses.
- In Wyoming, tuition policy dictates that tuition increases are approved if tuition is within 23% and 28% of total community college revenue.[2]

1. See Washington state highlight in 2017 report (p. 19). Armstrong, J., Carlson, A., & Laderman, S. (2017). *The state imperative: Aligning tuition policies with strategies for affordability.* State Higher Education Executive Officers Association. sheeo.org/wp-content/uploads/2019/02/State_Tuition_Fees_Financial_Assistance_2017.pdf

2. communitycolleges.wy.edu/wp-content/uploads/2019/05/Tuition-Policy-after-Oct-2018-meeting.pdf

FIGURE 1

WHICH OF THE FOLLOWING STATEMENTS BEST DESCRIBES THE OVERALL TUITION-SETTING PHILOSOPHY IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Respondents selected all responses applicable to the situation in their state.
3. "Other" responses were recoded into existing or new choice options.

SOURCE: State Higher Education Executive Officers Association

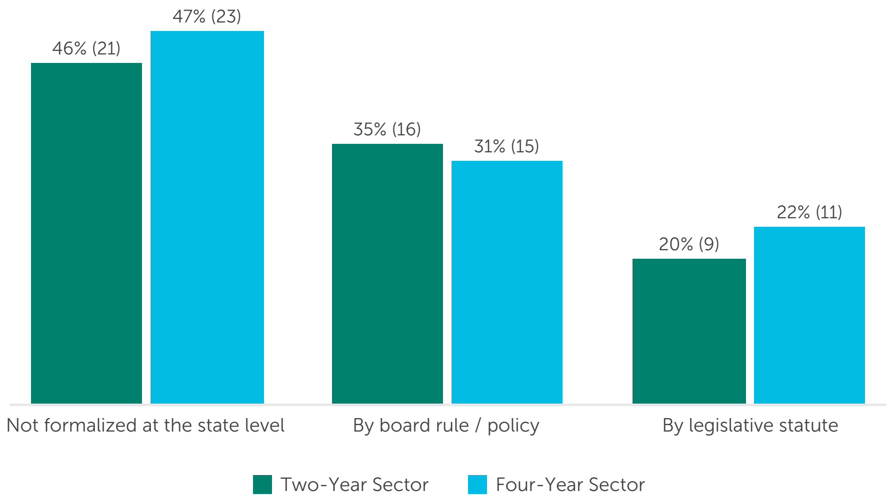
TUITION POLICY FORMALIZATION

Tuition-setting philosophy at public institutions is often governed by more than one actor and can be influenced by several factors. Across sectors, nearly half of respondents indicated that their tuition-setting philosophy was not formalized in statute or policy (*Figure 2*). The remaining states either formalize their tuition-setting process in legislative statute or through board rule or policy. The complicated nature of tuition setting is evident by the following examples.

In Minnesota, tuition is set by the two state systems' governing boards. However, these decisions are constrained by state appropriations and political considerations. In reality, the state has greater power to control tuition at the Minnesota State Colleges and Universities system than at the University of Minnesota System. The political constraints and interventions that occur in Minnesota were also reported in Virginia. Virginia's tuition philosophy is formalized in legislative statute.[3] While this tuition-setting process is set by the legislature, in the past 20 years, the governor and the Virginia General Assembly have intervened several times by either freezing, limiting, or taking away the board's authority to set tuition.

3. Section 4-2.01.b of the Virginia Appropriation Act

FIGURE 2
HOW IS TUITION PHILOSOPHY FORMALIZED IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. "By legislative statute" includes respondents that indicated their tuition philosophy is formalized "In state constitution."
3. "Other" responses were recoded into existing choice options.
4. This question included an additional response, "By state rule," which no state selected.

SOURCE: State Higher Education Executive Officers Association

For the first time, this year, respondents were asked if their state had a role in the tuition-setting process at Tribally Controlled Colleges and Universities (TCUs). No state reported any formal or informal role at TCUs.

FACTORS INFLUENCING THE TUITION RATE SETTING PROCESS

While tuition philosophy often guides a state's process and intention in setting tuition rates, other factors, such as state budget levels, cost of instruction, and inflation, may take a controlling lead in influencing the tuition-setting process. *Figure 3* ranks the level of influence of 17 factors over the tuition-setting process in the two-year sector, and *Figure 4* ranks the level of influence of those factors over the four-year sector. In both sectors, the topmost significant factors of influence were:

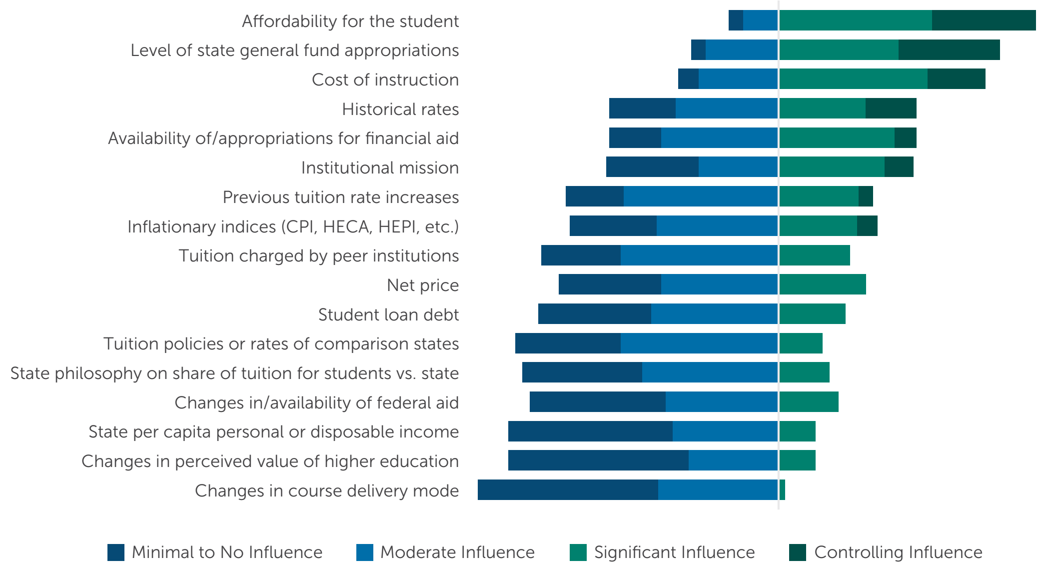
1. Ensuring affordability for students,
2. The level of state general fund appropriations, and
3. The cost of instruction.

In 2017, the most significant influence in tuition rate setting was the level of state general funds. Since 2017, continued increases in state support in most states,[4] alongside an increased focus on keeping public higher education affordable for all students, have made affordability a stronger influence than general fund appropriations. Student affordability is a key component of the tuition rate setting process as indicated across both state philosophy and influential factors.

4. See shef.sheeo.org/ to learn more about recent increases in state support for higher education.

FIGURE 3

WHAT LEVEL OF INFLUENCE IS EXERTED BY EACH OF THESE FACTORS IN MAKING DECISIONS ABOUT TUITION LEVELS IN YOUR STATE (TWO-YEAR SECTOR)?



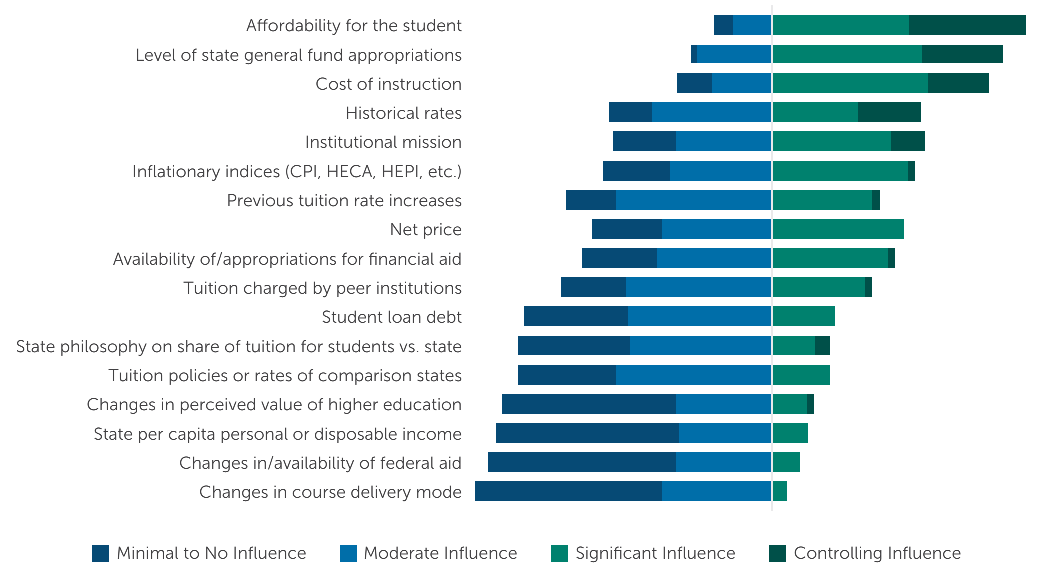
NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Florida, Minnesota, and Texas did not provide a response to this question.

SOURCE: State Higher Education Executive Officers Association

FIGURE 4

WHAT LEVEL OF INFLUENCE IS EXERTED BY EACH OF THESE FACTORS IN MAKING DECISIONS ABOUT TUITION LEVELS IN YOUR STATE (FOUR-YEAR SECTOR)?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Minnesota and Texas did not provide a response to this question.
3. Maine reported "Political Influences" as a controlling influence for their four-year tuition levels but is not displayed in the figure.

SOURCE: State Higher Education Executive Officers Association

TUITION-SETTING AUTHORITY AND PROCESS

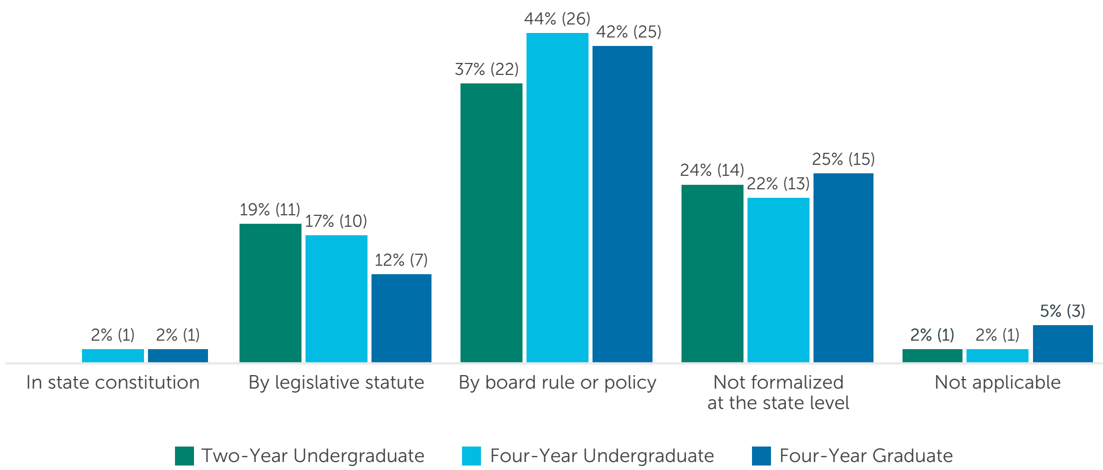
Unlike private institutions, public institutions often do not have complete authority to control their own tuition-setting process. Tuition setting for public institutions is often a complicated process involving multiple actors in a state, including governing boards, state executives of higher education, institutions, legislators, and governors. This section describes the actors in each sector and state with the authority to propose and set resident and nonresident tuition, as well as policies related to the cost of instruction covered by tuition, tuition policies for students in neighboring states, and restrictions on nonresident enrollment.

RESIDENT TUITION RATE SETTING

States have the greatest involvement in the resident tuition rate setting process. While there are some differences in the level of formalization for setting two-year, four-year undergraduate, and four-year graduate tuition rates, the overall patterns are the same for resident tuition: It is most common that resident tuition rate policy is formalized in board rule or policy (*Figure 5*). In roughly one-quarter of states, resident tuition rate policy is not formalized at the state level; this was slightly more common for graduate student tuition. Eleven states have codified two-year tuition rate setting in legislative statute, and 10 states have done so for four-year undergraduate tuition rate setting. However, only seven states had formalized graduate resident tuition rate setting in legislative statute. One state, North Carolina, has formalized resident tuition rate setting policy for four-year undergraduate and graduate students in their state constitution.

FIGURE 5

HOW IS THE RESIDENT TUITION RATE SETTING POLICY FORMALIZED IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. This question included an additional response, "By state rule," which no state selected.
3. Texas is represented in two different choice responses for the four-year sector; all other states selected one response per sector.

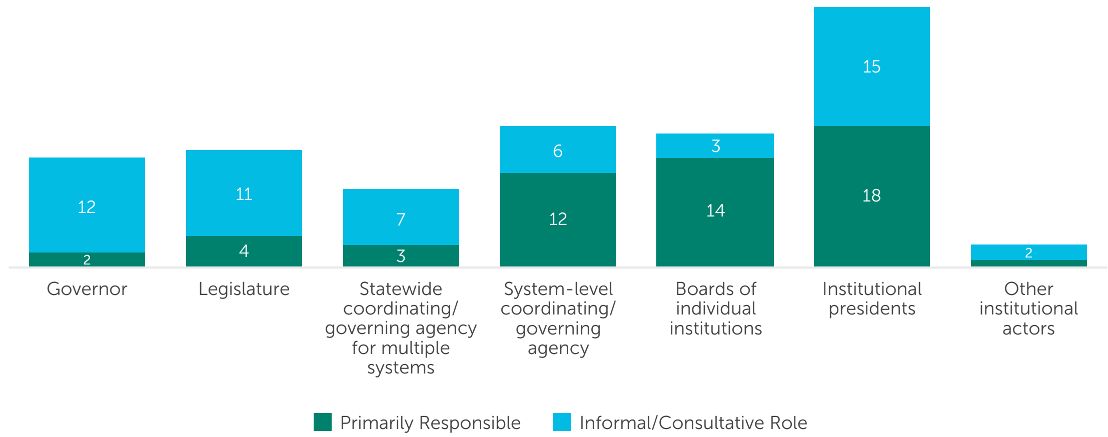
SOURCE: State Higher Education Executive Officers Association

The annual tuition rate setting process generally involves an entity or actor formally proposing a change to the tuition rate, often with significant involvement of other actors who have an informal or consultative role. After rates have been proposed, another actor typically has primary responsibility for setting tuition rates.

In both the two-year and four-year public sectors, institutional presidents are the most common actors to formally propose undergraduate tuition rates (*Figure 6*, *Figure 7*). Institutional presidents are also the most common actors to have any involvement in the tuition proposal process, with 33 states in the two-year sector (33% formal role; 27% informal role) and 34 states in the four-year sector (43% formal role; 17% informal role) reporting that institutional presidents had some role in the process. In both sectors, boards of individual institutions were the second most likely entity to formally propose tuition rates, and system-level agencies were third. Across both sectors, statewide entities were more likely to have an informal than a formal role. In the two-year sector, 23 states said the governor or legislature had an informal role in proposing tuition (21% governor; 20% legislature). In the four-year sector, 30 states said the governor or legislature had an informal role in proposing tuition (25% governor; 22% legislature).

FIGURE 6

WHO IS PRIMARILY RESPONSIBLE FOR PROPOSING UNDERGRADUATE TUITION RATES (TWO-YEAR SECTOR)?



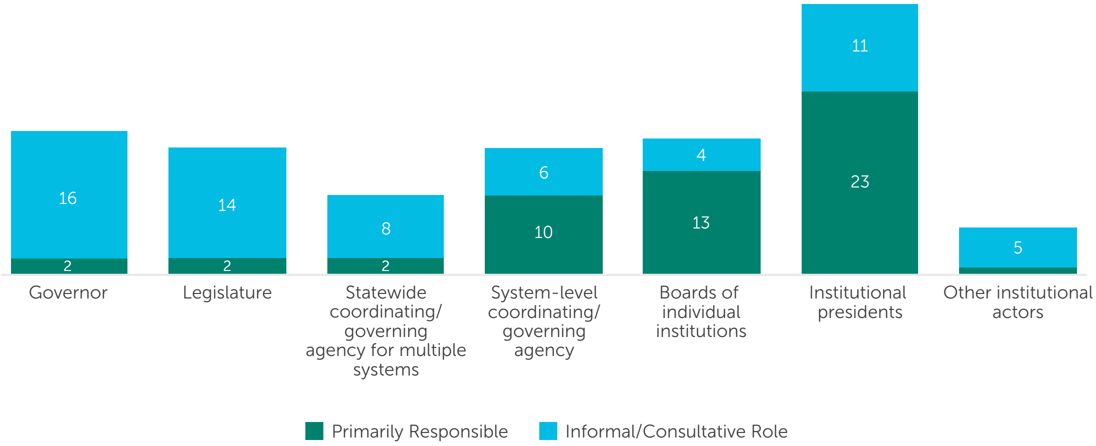
NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Respondents selected all responses applicable to the situation in their state.
3. "Institutional presidents" was a new choice option for the 2022 survey.
4. Some "Other actor, please specify" responses were recoded into "Other institutional actors."

SOURCE: State Higher Education Executive Officers Association

FIGURE 7

WHO IS PRIMARILY RESPONSIBLE FOR PROPOSING UNDERGRADUATE TUITION RATES (FOUR-YEAR SECTOR)?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Respondents selected all responses applicable to the situation in their state.
3. "Institutional presidents" was a new choice option for the 2022 survey.
4. Some "Other actor, please specify" responses were recoded into "Other institutional actors."

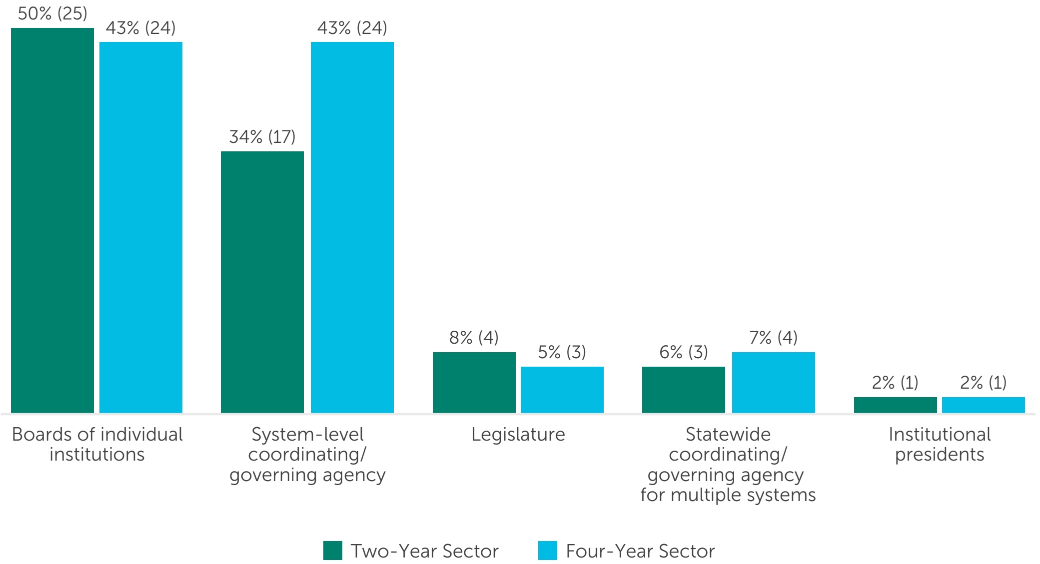
SOURCE: State Higher Education Executive Officers Association

When it comes to primary responsibility for setting undergraduate tuition rates, institutional presidents take a much smaller role. They have responsibility for setting tuition rates in just one state: Missouri (*Figure 8*). In the two-year sector, tuition rates are most commonly set by boards of individual institutions (50%), followed by a system-level agency (34%). In the four-year sector, tuition rates are equally likely to be set by institutional boards or a system-level agency (43% for each). In many cases, tuition rate decisions are made by these entities under pressure from a state-level actor. However, a state-level actor has primary responsibility for setting tuition rates in just a handful of states:

- In the two-year sector, the state legislature sets tuition in Florida, Louisiana, North Carolina, and Washington, and a state agency sets tuition in Kentucky, North Dakota, and Oklahoma.
- In the four-year sector, the state legislature sets tuition rates in Florida, Louisiana, and Washington; a state agency sets tuition rates in Kentucky, Maryland, North Dakota, and Oklahoma.

FIGURE 8

WHO IS PRIMARILY RESPONSIBLE FOR SETTING UNDERGRADUATE TUITION RATES?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Respondents selected all responses applicable to the situation in their state.
3. This question included additional responses, "Governor" and "Other institutional actors," which no state selected.

SOURCE: State Higher Education Executive Officers Association

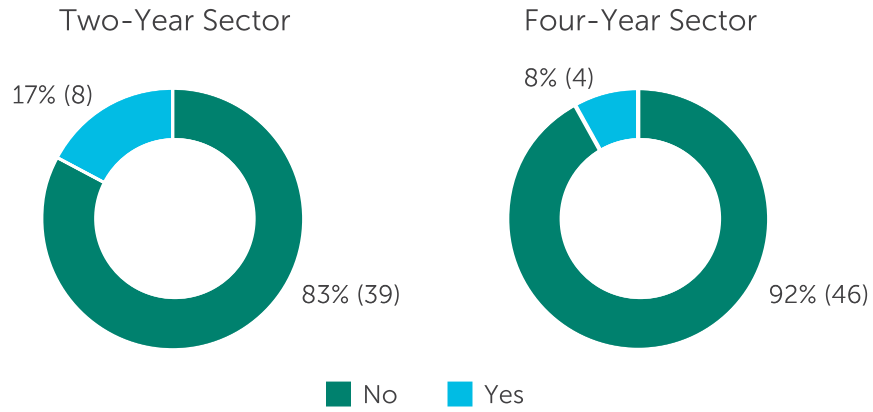
Although institutional and system-level actors have primary responsibility for setting tuition rates in most states, there are often cases in which multiple actors or entities can claim primary responsibility for proposing or setting undergraduate tuition rates. For example, in Louisiana, institutions propose tuition increases to their boards for approval, and the boards seek legislative approval to adopt tuition rates. The coordinating board has the final responsibility to ensure that any increases fit within the statewide tuition policy. In Utah, the president is primarily responsible for proposing tuition rates, but the Board of Trustees and student leadership are formally consulted.

In numerous states, while a system or individual institutions may have the ability to set tuition, state governors and legislatures commonly cap or limit tuition. For states in which individual institutions have primary authority to set tuition rates, we asked survey respondents to describe the nature of their authority:

- Of the states with institutional tuition-setting authority, most (15 two-year, 13 four-year) indicated that individual institutions set tuition rates with no external restrictions but may be influenced by expressed opinions of state policymakers.
- Eight two-year and seven four-year respondents indicated that individual institutions set tuition rates within moderate or limited guidelines established by local or state-level entities (e.g., guidance that tuition rate increases should not exceed inflation).
- Five two-year and seven four-year respondents indicated that individual institutions set tuition rates within very strict guidelines established by local or state-level entities (e.g., a footnote in the appropriations bill providing a percentage increase on tuition rates).

PERCENTAGE OF COST OF INSTRUCTION COVERED BY TUITION

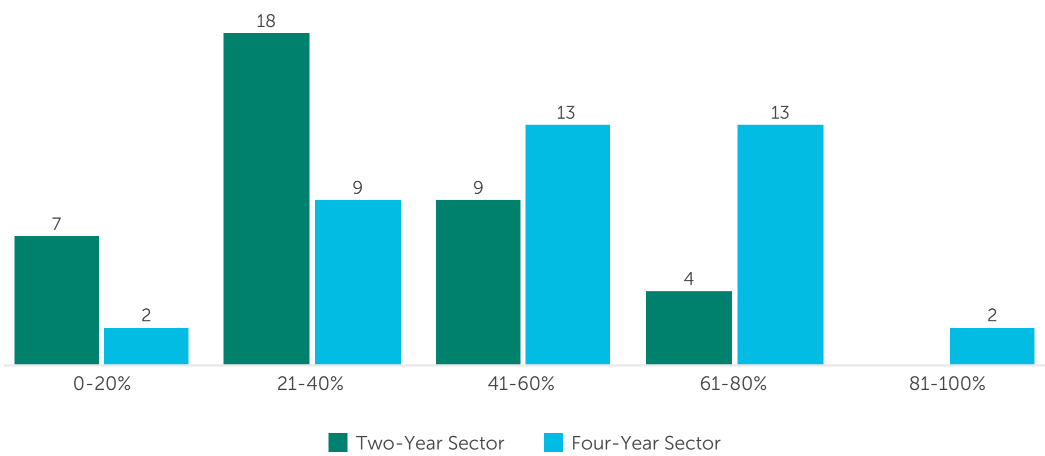
SHEEO asked respondents whether they had state guidance or a policy regarding what percentage of the total cost of instruction is supposed to be covered by resident tuition. Most respondents indicated that they did not have a state policy for this percentage, but eight respondents from the two-year sector and four respondents from the four-year sector did describe such a state policy.



SHEEO asked all respondents the approximate percentage of the cost of instruction that was covered by resident tuition in fiscal year 2021, regardless of the presence of a state policy. In the two-year sector, resident tuition most commonly covered 21-40% of the cost of instruction (18 states). In the four-year sector, it was equally common for resident tuition to cover either 41-60% or 61-80% of the cost of instruction (13 states each). In two states, resident tuition covered 81-100% of the cost of instruction. Several states with the highest resident tuition rates did not respond to this question.

FIGURE 9

WHAT PERCENTAGE OF THE COST OF INSTRUCTION FOR RESIDENT UNDERGRADUATE STUDENTS WAS COVERED BY TUITION IN FISCAL YEAR 2021?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Delaware, Minnesota, Missouri, New Jersey, North Dakota, Pennsylvania, Texas, and Vermont did not provide data for either sector. Florida did not provide data for the two-year sector, and Maryland and Wisconsin did not provide data for the four-year sector.

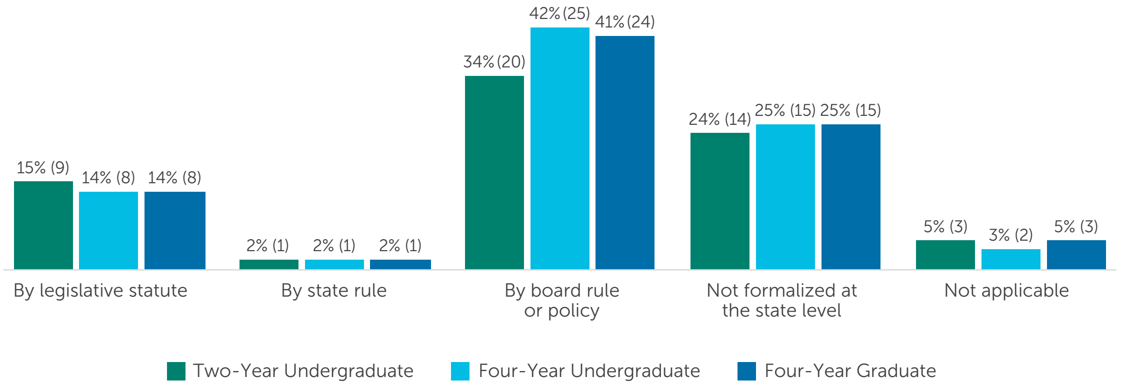
SOURCE: State Higher Education Executive Officers Association

NONRESIDENT TUITION RATE SETTING

Similar to resident tuition rates, it is most common for nonresident tuition rate policy to be formalized in board rule or policy across two-year, four-year undergraduate, and four-year graduate institutions (*Figure 10*). Approximately one-quarter of states have not formalized nonresident rates at the state level. Fewer states have codified nonresident tuition for both public undergraduate sectors compared to resident tuition. On the other hand, nine states (16%) have set graduate nonresident tuition rates by legislative statute or state rule, which is one more state than those with codified graduate resident tuition rates (14%). Several states have a mix of policies concerning nonresident students. Pennsylvania, for example, has formalized nonresident tuition rates for two-year undergraduates in legislative statute and four-year undergraduates in board rule or policy, but has not formalized four-year graduate nonresident tuition rates at the state level. Alabama is the only state to have set rates for undergraduate and graduate students in both sectors by state rule, and no state has formalized nonresident tuition rates in its constitution.

FIGURE 10

HOW IS THE NONRESIDENT TUITION RATE SETTING POLICY FORMALIZED IN YOUR STATE?



NOTES:

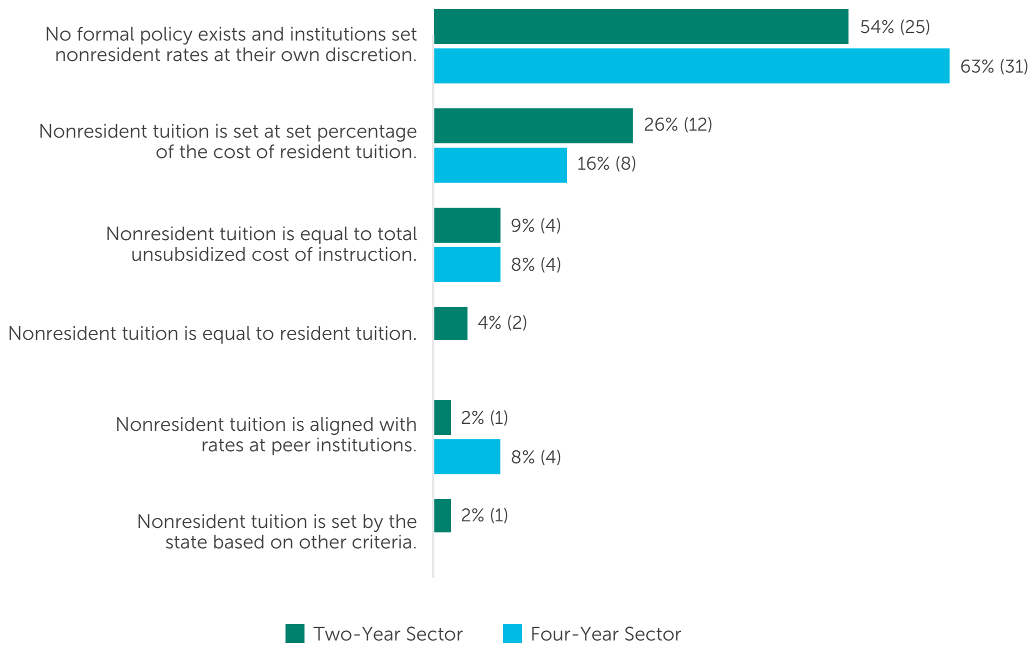
1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. This question included an additional response, "In state constitution," which no state selected.
3. Texas is represented in two different choice responses for the four-year sector; all other states selected one response per sector.

SOURCE: State Higher Education Executive Officers Association

It is rare for governors and legislators to exert authority over nonresident tuition rates. A majority of survey respondents indicated that nonresident tuition is set at institutional discretion for the two-year and four-year sectors (*Figure 11*). However, nonresident tuition can also be set as a percentage of resident tuition, determined by cost of instruction, or aligned with peer institutions. South Dakota and Louisiana were the only two states where nonresident tuition was equal to resident tuition, and this was only in the two-year sector.

FIGURE 11

WHICH OF THE FOLLOWING STATEMENTS BEST DESCRIBES HOW NONRESIDENT UNDERGRADUATE TUITION IS SET IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. "Other" responses were recoded into existing choice options or new response options (i.e., "Nonresident tuition is set by the state based on other criteria" or "Nonresident tuition is equal to resident tuition.")
3. Texas reported that the boards of trustees set tuition rates for nonresident students, and under state law, tuition for resident students cannot be less than $8/semester credit hour or $25/semester, while tuition for nonresident students (in Texas meaning out-of-district) may not be less than $200/semester. The state law allows that certain nonresidents in neighboring states or nations are not charged the nonresident tuition fee. Texas' response was categorized as "Other" and not included in the figure.
4. Mississippi reported that nonresident undergraduate tuition is approved by the board based on budget priority. Mississippi's response was categorized as "other" and not included in the figure.
5. The University of Wisconsin System reported that nonresident tuition is based on a number of factors and is reviewed and approved by the board. Wisconsin's four-year sector response was categorized as "Other" and not included in the figure.
6. Nevada's "Other" response was recoded to "Nonresident tuition is equal to total unsubsidized cost of instruction" and it included a note about tuition reflecting inflationary increases.

SOURCE: State Higher Education Executive Officers Association

Report: State Tuition and Fees for Undocumented Students

State policies regulating undocumented students' eligibility for in-state tuition at public two- and four-year institutions and access to state grant aid vary widely across the U.S. Each of these policies has substantial effects on college access and affordability for undocumented students. SHEEO's tuition, fee, and financial assistance survey asked specific questions regarding state policies for undocumented students. In many states, undocumented students are eligible to receive in-state tuition, particularly if they meet certain requirements. In other states, undocumented students pay out-of-state tuition; and in a third group, there is no statewide policy, and the tuition rate charged varies by institution. In addition, states vary in whether undocumented students are eligible for their state grant aid programs and/or tuition waivers. Read the full report at sheeo.org/project/tuition-and-fee-survey/.

PERCENTAGE OF COST OF INSTRUCTION COVERED BY TUITION

Most states do not have state guidance or policy governing the percentage of cost of instruction for nonresident undergraduate students. Virginia and West Virginia were the only two states that had such a policy for both two-year and four-year sectors, while Florida and Mississippi only reported a policy for the two-year sector and Iowa and North Carolina reported one for the four-year sector. Regardless of state-level policies, cost of instruction is often covered at least partially by tuition. In the four-year sector, 19 states reported that 81-100% of the cost of instruction for nonresident undergraduate students was covered by tuition. In 16 of those states, the state provided no subsidy and tuition comprised 100% of the cost of instruction (*Figure 12*).

NEIGHBORING STATE TUITION AGREEMENTS

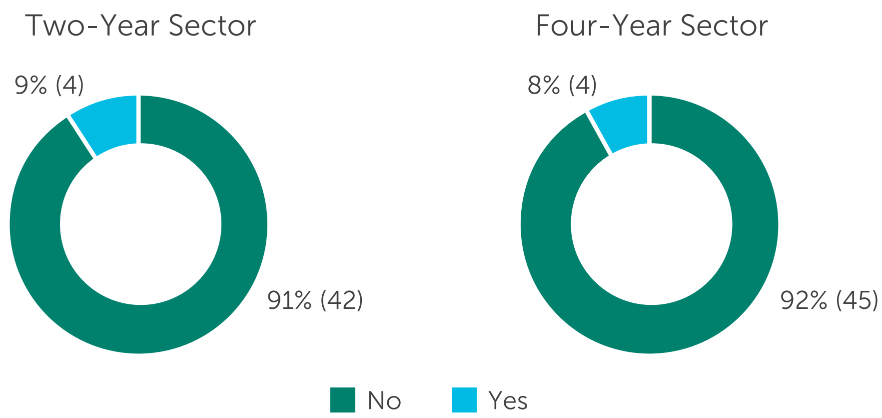
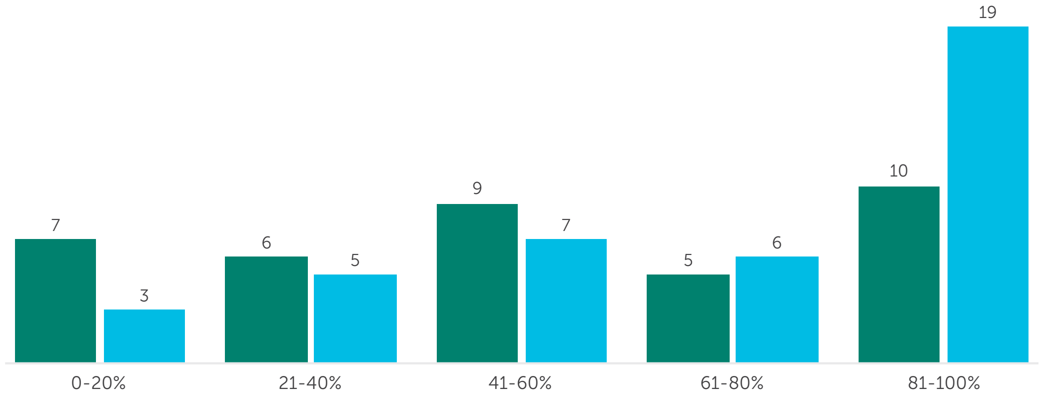


FIGURE 12

WHAT PERCENTAGE OF THE COST OF INSTRUCTION FOR NONRESIDENT UNDERGRADUATE STUDENTS WAS COVERED BY TUITION IN FISCAL YEAR 2021?



NOTES:

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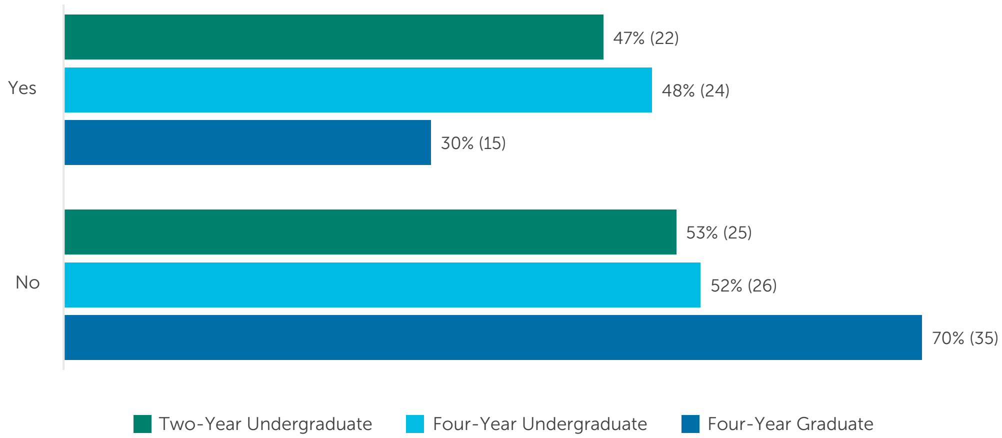
2. Delaware, Minnesota, Missouri, New Jersey, North Dakota, Pennsylvania, Texas, and Vermont did not provide data for either sector. Florida did not provide data for the two-year sector, and Maryland and Wisconsin did not provide data for the four-year sector.

SOURCE: State Higher Education Executive Officers Association

In addition to general undergraduate tuition reciprocity agreements within the regional higher education compacts, states can set their own policies for students from neighboring states or individual counties. These policies, such as a "good neighbor" policy, provide waivers or discounted tuition rates for eligible nonresident students. While almost half of states (47% two-year, 48% four-year) have some sort of policy for undergraduate students in neighboring states and counties, fewer than a third (30%) do so for graduate students (*Figure 13*). An example of such a policy is Oregon's community college system counting enrolled out-of-state students residing in neighboring states in the state funding formula, which allows the college to charge those students a reduced tuition and fee rate comparable to that of state residents.

FIGURE 13

DOES YOUR STATE HAVE A POLICY SPECIFICALLY FOR UNDERGRADUATE AND GRADUATE STUDENTS FROM NEIGHBORING STATES OR INDIVIDUAL COUNTIES?



NOTE:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.

SOURCE: State Higher Education Executive Officers Association

NONRESIDENT ENROLLMENT RESTRICTIONS

Over 90% of states do not restrict nonresident enrollment for undergraduate or graduate students (*Table 1*). No states formally restrict nonresident enrollment for two-year students, and only three states formally restrict nonresident enrollment for all four-year undergraduates: Florida (with a 10% cap), North Carolina, and Texas. New Hampshire and Virginia also formally restrict nonresident enrollment for some institutions or programs, and California informally restricts nonresident enrollment for some four-year institutions or programs. In the two-year sector, Tennessee is the only state with an informal restriction for all two-year nonresident students. The Tennessee Board of Regents requires that institutions attempt to ensure that no more than 15-20% of the students enrolled are nonresidents. Mississippi noted that while the state does not have a formal restriction, they do have an informal plan in place if capacity becomes an issue. In that case, Mississippi residents would receive priority enrollment over nonresident students.

TABLE 1

DO YOU RESTRICT NONRESIDENT ENROLLMENT EITHER FORMALLY OR INFORMALLY FOR UNDERGRADUATE AND/OR GRADUATE STUDENTS?

	TWO-YEAR UNDERGRADUATE		FOUR-YEAR UNDERGRADUATE		FOUR-YEAR GRADUATE	
	STATES	PERCENTAGE	STATES	PERCENTAGE	STATES	PERCENTAGE
No.	44	96%	43	88%	46	94%
Yes, formally for all institutions.	0	-	3	6%	0	-
Yes, formally for some institutions or programs.	0	-	2	4%	1	2%
Yes, informally for all institutions.	1	2%	0	-	0	-
Yes, informally for some institutions or programs.	1	2%	1	2%	2	4%
TOTAL	**46**	**100%**	**49**	**100%**	**49**	**100%**

NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all tables.
2. Florida (four-year) and Tennessee noted a specific percentage cap or limitation to the number of nonresident students enrolled in any of their institutions.

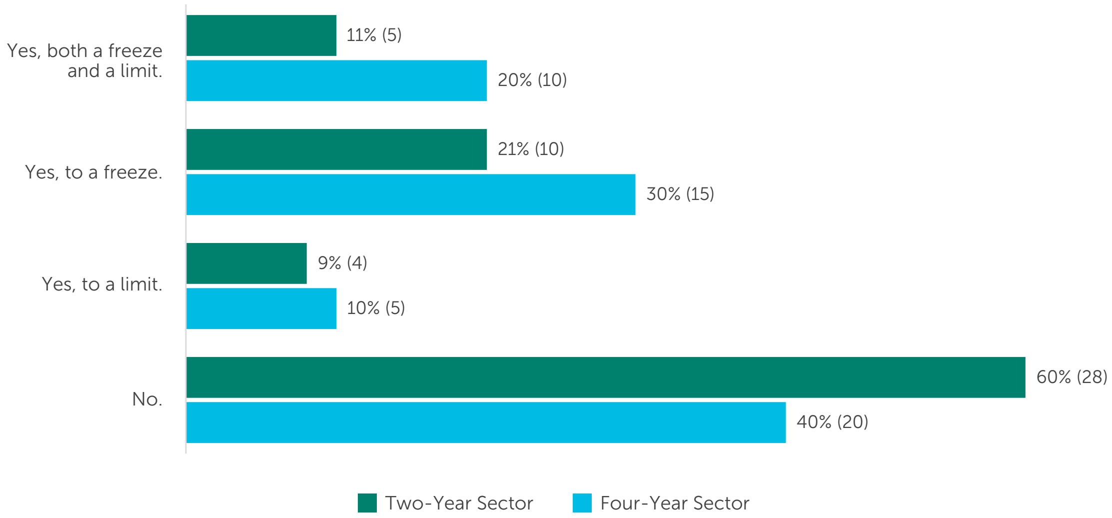
SOURCE: State Higher Education Executive Officers Association

TUITION LIMITS AND FREEZES

A tuition freeze is when an institution or system of institutions is required to keep tuition rates at the prior year's level, while a tuition limit is a cap on the percentage increase in its rates for the next year. Freezes and limits are relatively common across the country: *Figure 14* shows that 15 states placed a freeze on tuition in the two-year sector, and 25 states placed a freeze on four-year sector tuition in the past five fiscal years (2017-2022). In addition, nine states placed a limit on tuition rate increases at two-year institutions, and 15 placed a limit on tuition rate increases at four-year institutions over the last five years.[5] In total, 40% of states placed restrictions on tuition rate increases in the two-year sector, and almost two-thirds of states (60%) placed a limit or a freeze on four-year tuition rate increases. This is up from 43% of states between 2010-2014 and 54% of states between 2014-2017. The majority of tuition limits capped tuition rate increases between 2-4% (*Table 2*).

FIGURE 14

HAS THERE BEEN A STATE- OR SYSTEM-LEVEL FREEZE OR OTHER LIMIT PLACED ON RESIDENT UNDERGRADUATE TUITION AT ANY TIME IN YOUR STATE IN THE PAST FIVE FISCAL YEARS (2017-2022)?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. "Other" responses were recoded into existing choice options.

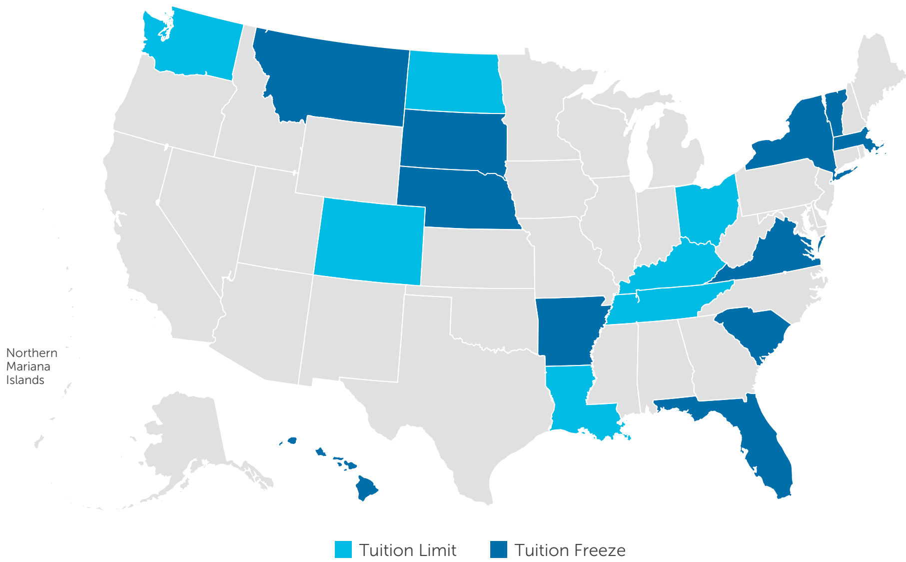
SOURCE: State Higher Education Executive Officers Association

Tuition rate increase restrictions can be applied by several different actors. Restrictions for two-year institutions were most commonly applied by state legislatures (47%), followed by system-level coordinating or governing agencies (32%) and governors or statewide agencies (16%). Restrictions for four-year institutions were most commonly applied by system-level agencies (52%), followed by state legislatures (35%), governors (23%), and statewide agencies (10%). Notably, governors were more likely to apply tuition rate restrictions to four-year institutions than two-year institutions, while legislatures were more even in applying restrictions across the two sectors. *Figures 15* and *16* show the states with freezes or limitations from 2017 through 2022.

5. In the last five years, five states placed both a freeze and a limit on two-year tuition at different times, and 10 states placed both a freeze and a limit on four-year tuition. These states are included in both the freeze and limit counts.

FIGURE 15

TUITION RATE FREEZES AND LIMITATIONS IN THE TWO-YEAR SECTOR, 2017-2022



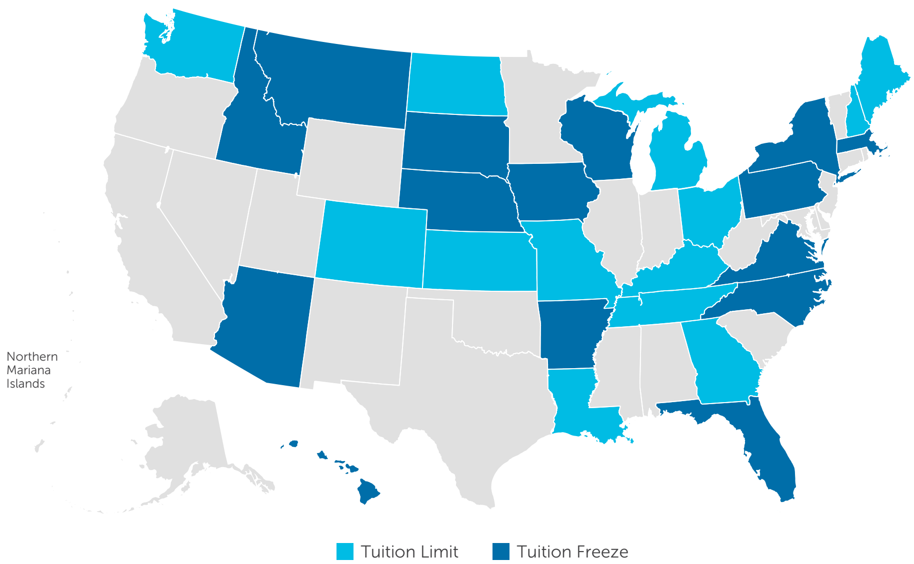
NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. For this question, respondents were instructed to enter 0% to indicate a tuition freeze.
3. This question was only answered by respondents who indicated that there was a system- or state-level tuition freeze or limit in the last five fiscal years (n=19 for two-year sector; n=30 for four-year sector).
4. "Tuition limit" includes several states that had both tuition freezes and limits in different years.

SOURCE: State Higher Education Executive Officers Association

FIGURE 16

TUITION RATE FREEZES AND LIMITATIONS IN THE FOUR-YEAR SECTOR, 2017-2022



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. For this question, respondents were instructed to enter 0% to indicate a tuition freeze.
3. This question was only answered by respondents who indicated that there was a system- or state-level tuition freeze or limit in the last five fiscal years (n=19 for two-year sector; n=30 for four-year sector).
4. "Tuition limit" includes several states that had both tuition freezes and limits in different years.

SOURCE: State Higher Education Executive Officers Association

Some states have consistent tuition rate limitations, such as those that index tuition rate increases to some measure of inflation. In other states, while a system may have enacted a tuition restriction, it was done so with significant pressure from the governor or legislature. Over the last five years, states implementing a tuition rate increase restriction have become increasingly likely to set a tuition freeze, rather than a limit. In 2018, 40% of tuition restrictions at two-year institutions were freezes and 38% of tuition restrictions at four-year institutions were freezes. This percentage increased over time, and by 2022, 62% of two-year and 65% of four-year tuition rate increase restrictions were in the form of a complete tuition freeze (*Table 2*).

TABLE 2

HOW MANY STATES HAD TUITION RATE FREEZES OR LIMITS FROM 2017-2022, AND WHAT PERCENTAGE WERE THEY SET FOR?

TWO-YEAR SECTOR								
	0%	1-2%	2-4%	4-6%	6-8%	8-10%	TOTAL	PERCENTAGE FREEZES
2017-2018	4	1	3	-	1	1	10	40%
2018-2019	5	1	4	1	-	-	11	45%
2019-2020	6	1	4	-	-	-	11	55%
2020-2021	8	1	3	-	-	-	12	67%
2021-2022	8	3	2	-	-	-	13	62%

FOUR-YEAR SECTOR								
	0%	0-2%	2-4%	4-6%	6-8%	8-10%	TOTAL	PERCENTAGE FREEZES
2017-2018	6	2	6	-	1	1	16	38%
2018-2019	9	1	8	-	-	-	18	50%
2019-2020	9	3	6	1	-	-	19	47%
2020-2021	14	2	5	1	-	-	22	64%
2021-2022	13	4	2	1	-	-	20	65%

NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all tables.
2. For this question, respondents were instructed to enter 0% to indicate a tuition freeze.
3. This question was only answered by respondents who indicated a tuition freeze or limit in the last five fiscal years (n=19 for two-year sector; n=30 for four-year sector).

SOURCE: State Higher Education Executive Officers Association

OTHER TUITION-SETTING POLICIES

State involvement in tuition is not limited to the tuition rate setting processes or tuition limitation actions described above. States are also involved in tuition rates and revenues at public institutions through their tuition revenue appropriation policies and by using differential tuition pricing strategies for institution types and particular student groups. The following section outlines these policies.

TUITION REVENUE APPROPRIATION POLICIES

In both public sectors, over three-quarters of states allowed individual institutions and campuses to control and retain tuition revenues (*Table 3*). In the two-year sector, 14% of states held some sort of control or appropriation authority over tuition, compared to 22% of states in the four-year sector.

In the four-year sector, the next most frequently occurring tuition revenue appropriation policy was considering tuition revenues to be state revenue but depositing tuition revenues into designated state tuition accounts. These funds must be appropriated prior to expenditure. Only three states adopted the same policy for the two-year sector (5% of respondents), compared to eight states (14%) in the four-year sector. In each sector, three states appropriated tuition as a direct offset of the state general revenue appropriation. One state per sector retained revenue at the state level under direct control of a state governing or coordinating board. Massachusetts was the only state that deposited tuition revenues into state general funds for both two-year and four-year sectors, with their return to higher education only inferred.

TABLE 3

WHICH OF THE FOLLOWING TUITION REVENUE APPROPRIATION POLICIES ARE IN PLACE IN YOUR STATE?

	TWO-YEAR SECTOR		FOUR-YEAR SECTOR	
	STATES	PERCENTAGE	STATES	PERCENTAGE
Tuition revenues are controlled and retained by individual institutions or campuses.	40	68%	43	73%
Tuition revenues are deposited into separate, institutionally designated state tuition accounts from which all funds must be appropriated prior to expenditure.	3	5%	8	14%
Tuition is appropriated and is a direct offset of the state general revenue appropriation.	3	5%	3	5%
Tuition revenues are retained at the state level but under the direct control of a state governing or coordinating board.	1	2%	1	2%
Tuition revenues are deposited into state general funds, with their return to higher education only inferred.	1	2%	1	2%
TOTAL RESPONDENTS	59		59	

NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all tables.
2. Respondents selected all responses applicable to the situation in their state.
3. "Other" responses were recoded into existing choice options.

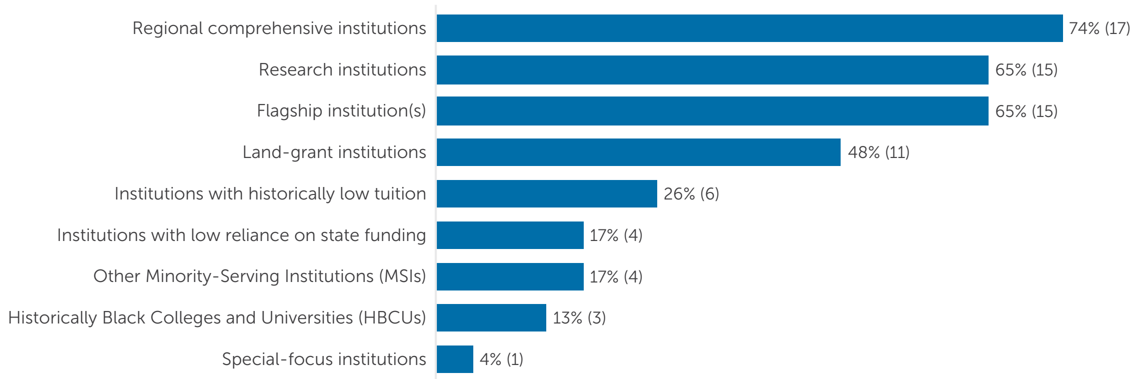
SOURCE: State Higher Education Executive Officers Association

TUITION PRICING STRATEGIES

When setting tuition rates, governing boards and institutions can adopt various pricing strategies to encourage desired student behavior, address revenue needs, or align with other state policy priorities. One such pricing strategy is to allow for differential tuition rate increases for various public institution types. Nearly half of states (46%) allowed different rate increases for specific institutions or institution types within the four-year sector. Of these, 17 states (74%) reported differential rates for regional comprehensive institutions. Research and flagship institutions both closely followed (65% of respondents for each). Six states allowed differential tuition rate increases for public four-year institutions with historically low tuition (26%) (*Figure 17*). Less than a quarter of states identified institutions with low reliance on state funding, (Minority Serving Institutions (MSIs), or Historically Black Colleges and Universities (HBCUs)), as having different rate increases. Massachusetts was the only state to apply differing rates for special-focus institutions, which included specialized campuses, e.g., College of Art and Maritime Academy. Several states that did not allow rate increases by institution type noted that tuition-setting decisions were left up to the discretion of individual institutions and/or could vary but did not vary by type of institution.

FIGURE 17

FOR WHICH TYPES OF FOUR-YEAR INSTITUTIONS DOES YOUR STATE ALLOW DIFFERENT TUITION RATE INCREASES?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Respondents selected all responses applicable to the situation in their state.
3. "Other" responses were recoded into existing choice options. One response was recoded to "Special-focus institutions."

SOURCE: State Higher Education Executive Officers Association

In addition to allowing different tuition rate increases for particular types of institutions, states and systems sometimes set policies for differential tuition rates within an institution. Differential tuition refers to when groups or individuals pay different tuition rates based on certain criteria, such as program of study, degree type, or residency status. Adopting different rates of tuition for in-state resident students and out-of-state nonresident students is done to encourage potential students to attend a public institution in their home state. Over 80% of states indicated they have a state- or system-level policy regarding differential tuition for in-state vs. out-of-state undergraduate students (*Figure 18*). Other common forms of differential tuition in both two-year and four-year sectors included credit vs. non-credit, on-site vs. off-site, and programmatic differences. The two sectors varied greatly in states' responses to offering differential tuition for in-district vs. out-of-district students (32% of two-years vs. 9% of four-years). Additionally, states were more likely to differentiate between lower and upper division as well as cohort-based tuition in four-year institutions vs. two-years.[6]

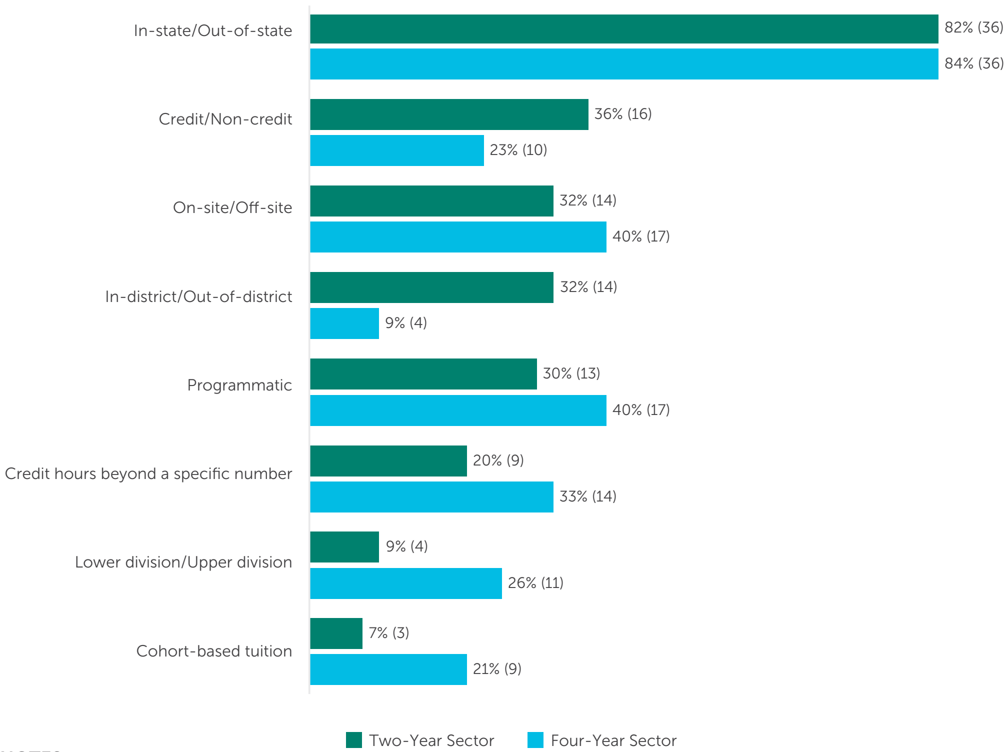
6. Although most two-year institutions do not offer upper division courses, this practice is increasingly common as more and more institutions and states allow two-year institutions to offer bachelor's degrees (and above).

States also vary in whether their public institutions offer differential tuition policies for undergraduate students who participate in online or distance education. In the two-year sector, 29 states have no institutions with differential tuition based on whether the student attends online or in person. The same is true in the four-year sector in 24 states. On the other hand, eight states have differential tuition for online or distance education students in the two-year sector and 12 states in the four-year sector. In all remaining states, there is institutional variation in whether or not there are differential tuition rates for these student groups.

> **Report: Effects of the COVID-19 Pandemic on State Tuition, Fees, and Financial Assistance Policies**
>
> The COVID-19 pandemic caused disruptions to many aspects of higher education and impacted state tuition, fees, and financial aid policies in novel ways. Additional federal funding allowed states to prioritize student affordability. States used federal and state dollars during the pandemic to adjust financial aid policies and programs and to implement innovative new financial aid programs. States also froze or reduced tuition, and some states waived or reduced student fees, particularly those associated with online courses. Read the full report at sheeo.org/project/tuition-and-fee-survey/.

FIGURE 18

ARE THERE STATE- OR SYSTEM-LEVEL POLICIES REGARDING DIFFERENTIAL TUITION (BASED ON CERTAIN CRITERIA) USED FOR UNDERGRADUATE STUDENTS AT TWO-YEAR AND FOUR-YEAR PUBLIC COLLEGES AND UNIVERSITIES IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Respondents selected all responses applicable to the situation in their state.
3. The Kansas Board of Regents, the Maryland Higher Education Commission, the Michigan Association of State Universities, the Minnesota Office of Higher Education, the Missouri Department of Higher Education & Workforce Development, the University of Maine System, and the University of Wyoming did not provide a response to this question.

SOURCE: State Higher Education Executive Officers Association

STUDENT FEES

For this survey, student fees refers to mandatory education and general fees. This includes all fees required of a large portion of all students such that a student who does not pay the fee is the exception (e.g., instructional fees, technology fees, security fees, etc.). Course-level fees, auxiliary fees, and one-time fees such as those assessed for graduation and transcripts were not considered fees for this survey. Student fees are often operationally different from tuition at institutions with greater autonomy in how they manage fees from year to year. Respondents were asked to differentiate their state's philosophy for student fees from their state's philosophy for tuition. In some states (17% of two-year and 12% of four-year respondents), there is no difference in philosophy between student tuition and student fees. In the remaining states, there are differences in the philosophies for mandatory fees and tuition.

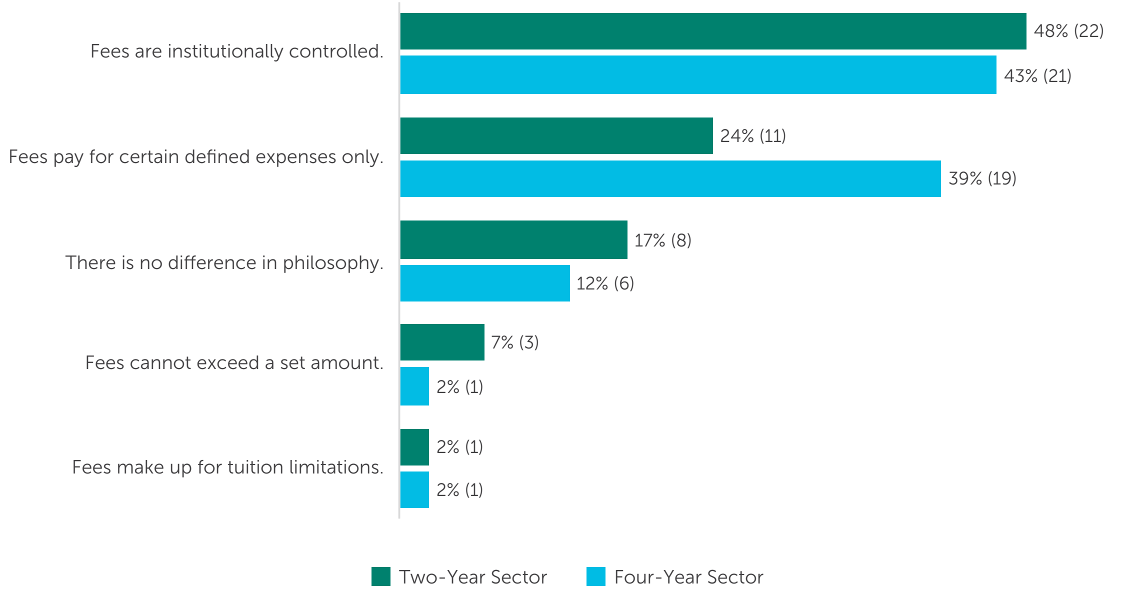
In *Figure 19*, the majority of respondents in both sectors reported that student fees are institutionally controlled. Some states shared specific distinctions of how their state handles student fees:

- In Washington, certain fees are handled differently than tuition, such as the building fee, which is limited to CPI inflation and budgeted by the state, and the operating fee, which is controlled by and budgeted by the institution. Washington state also reported that the service and activity fees are set by students at individual institutions. Washington noted that, by and large, fee setting is not something the legislature has been involved in until recent years.
- In Virginia, the state sets a limit in which student fee increases cannot exceed 3% annually, with some exceptions. This is true for mandatory student fees at both two-year and four-year public institutions.
- In New Hampshire, student fees in the two-year sector are largely controlled by the institutions, with the exception of system-established fees such as the comprehensive fee, which is set by the system's governing board and is calculated by the levels of staff and facilities required at each institution.
- In Kentucky, student fees at the community colleges pay debt service for specific capital projects. The community colleges have no other mandatory fees. The coordinating board's tuition-setting powers extend to mandatory fees for both sectors. For four-year public institutions, the governing board includes mandatory fees in their definition of tuition, meaning there are no separate policies for student fees.[7]

7. KRS 164.020; apps.legislature.ky.gov/law/statutes/statute.aspx?id=49112

FIGURE 19

HOW DOES THE PHILOSOPHY BEHIND MANDATORY FEES DIFFER FROM TUITION POLICY?



NOTES:

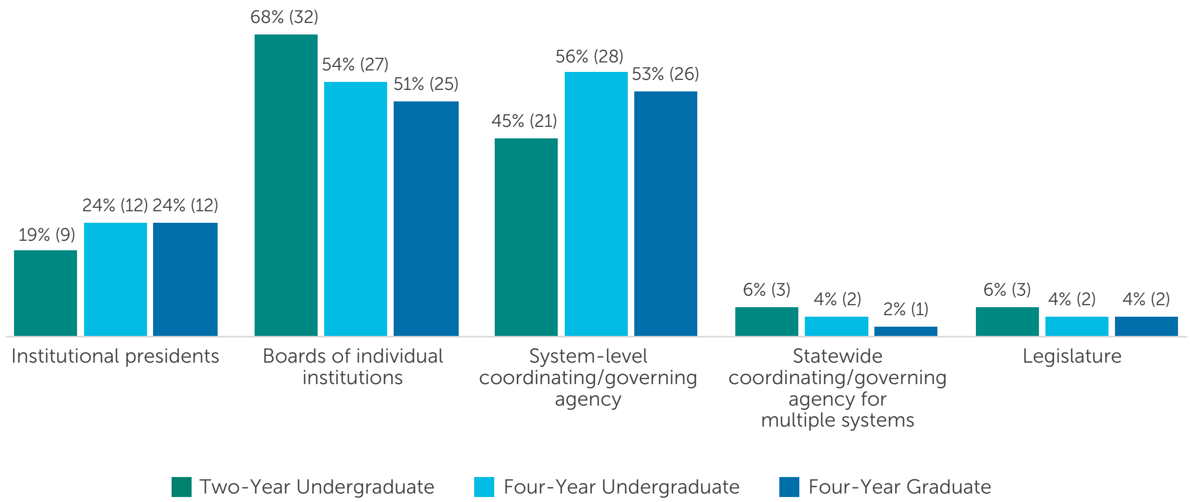
1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Minnesota did not provide a response to this question.
3. Washington has a unique situation and is not represented in this figure. In Washington, certain fees are handled differently than tuition. The building fee, which is statutorily defined as a component of tuition, is limited to CPI inflation. The building fee is budgeted by the state, and is completely different than the operating fee, which is controlled by and budgeted by the institution. Service and activity fees are set by students at individual institutions; the four-year students have more flexibility in setting these rates. These are specific, enumerated fees and do not include course fees. By and large, fee setting is not something the legislature is engaged in, but changes to these mandatory fees and the processes around them have occurred in the past five years. Graduate students pay these fees, and they can often (but not always) differ by graduate program.

SOURCE: State Higher Education Executive Officers Association

When asked to identify the actor primarily responsible for setting student fees in each state, respondents revealed that the response depends on the sector. As illustrated in *Figure 20*, two-year undergraduate student fees are primarily set by the boards of individual institutions (66%), while four-year undergraduate and graduate student fees are most likely to be set by system-level coordinating or governing agencies (56% and 53%, respectively). While these institutional- and system-level actors were identified by the majority of the respondents, there are a few instances where there is a coordinated effort by both entities to set student fees. In North Carolina, the state board of community colleges approves set limits on the amount institutions can charge for student fees, and the boards of individual institutions approve fees that are within the limits set by the state board. In Washington, the state system helps set the mandatory fees, such as the services and activities fee, and the building fees are capped at CPI inflation. Very few states had any statewide actors primarily responsible for setting student fees.

FIGURE 20

WHICH ACTORS ARE PRIMARILY RESPONSIBLE FOR SETTING STUDENT FEES IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. This question included an additional response, "Governor," which no state selected.
3. Texas did not provide a response for graduate student fees.

SOURCE: State Higher Education Executive Officers Association

STUDENT AFFORDABILITY AND FINANCIAL ASSISTANCE

Student affordability has been a topic included in this survey since 1999. While affordability continues to be an important issue for state lawmakers, the rising cost of tuition, fees, and other expenses associated with attending college or university can make it difficult for students to pursue higher education, ultimately affecting state attainment goals.

There are several factors that contribute to the cost of higher education, including state funding and state financial aid policies. States that increase financial investments to state general operating budgets and state financial assistance programs see direct impacts to their student success and attainment goals.[8] This section describes state policies, philosophy, and specific strategies to address student affordability.

STUDENT AFFORDABILITY POLICIES AND PHILOSOPHY

When states were asked to clarify the relationship between tuition and financial aid policies in their state, the most common response was that there was no relationship between the two (*Figure 21*). For those states where there was a clear relationship between tuition and financial aid policies, respondents were asked to indicate whether that relationship had low, medium, or high tuition coupled with low, medium, or high state aid.

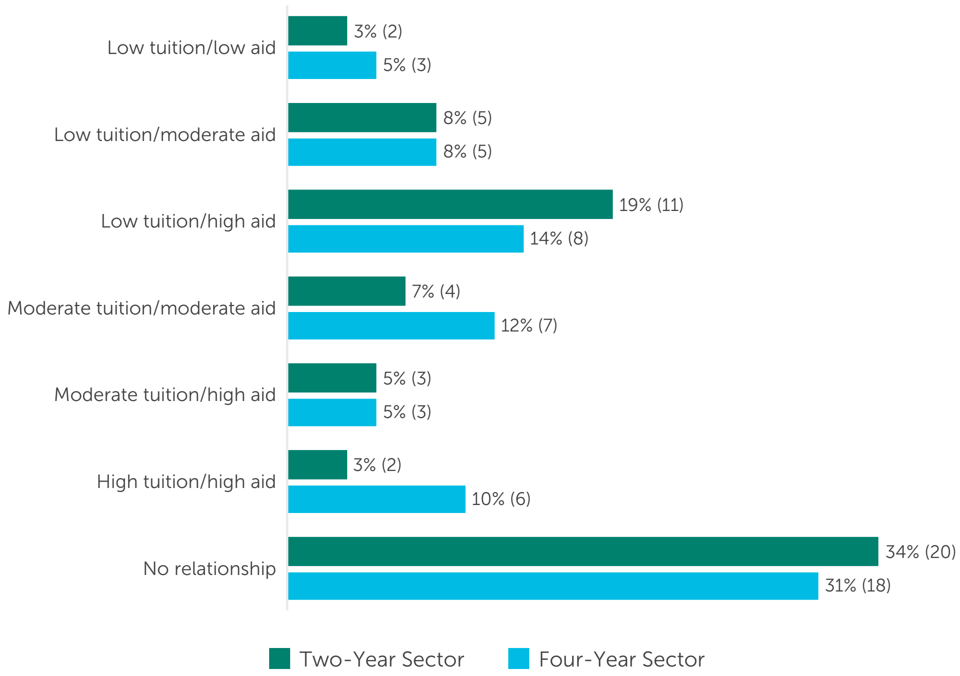
For states with a relationship between tuition and financial aid, the most common relationship was to have low tuition and high aid (19% of two-year, and 14% of four-year). No states selected high tuition and low or moderate aid, but three states in the two-year sector and six states in the four-year sector indicated that they had a high tuition, high aid model in their states.

When comparing how many states indicated low tuition versus moderate to high tuition and any amount of aid, responses for the two-year sector were more likely to choose low tuition (30%) than the four-year sector (27%). More four-year sector respondents chose moderate to high tuition (27%) than two-year sector respondents (15%). This shows that the two-year sector chooses to focus on making policy decisions that align with low-tuition philosophies more often than the four-year sector, to ensure that access to higher education is affordable at community and technical colleges.

8. Cummings, K., et. al. (2021). *Investigating the impacts of state higher education appropriations and financial aid*. State Higher Education Executive Officers Association. sheeo.org/wp-content/uploads/2021/05/SHEEO_ImpactAppropationsFinancialAid.pdf

FIGURE 21

WHAT IS THE RELATIONSHIP BETWEEN TUITION AND FINANCIAL AID POLICIES IN YOUR STATE?



NOTE:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.

SOURCE: State Higher Education Executive Officers Association

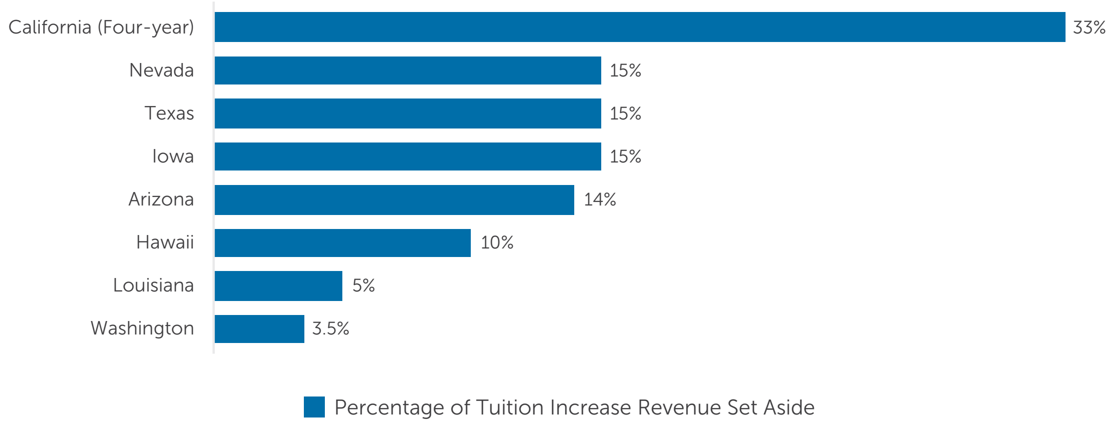
Respondents were also asked about the formality of this relationship. Of the states who selected a relationship above, 63% of two-year and 72% of four-year respondents reported that the relationship between tuition and financial aid was more of an informal policy or goal. Interestingly, some states actually do formalize their policies or goals in statute but this was more so the case for four states in the two-year sector (15%) than one state in the four-year sector (3%), reinforcing overall greater focus on affordability for two-year public institutions.[9]

Another way that states seek to align their finance policies is by requiring institutions to set aside a portion of revenue from tuition increases for student financial aid. Tuition increases can adversely affect students who rely on financial grants and programs. To counter this concern, eight states set aside a portion of revenue from tuition increases for student financial aid. However, these policies are not always formal: The California State University system noted that the percentage of tuition revenue set aside for financial aid is more of a policy goal and is not stated in any written policy.

9. Minnesota formalized the relationship between tuition and financial aid (low tuition/high aid) in statute for the two-year and four-year sectors.

FIGURE 22

DO YOUR STATE BOARD OR INSTITUTIONAL BOARDS HAVE A POLICY THAT REQUIRES A PORTION OF REVENUE FROM TUITION INCREASES TO BE SET ASIDE FOR STUDENT FINANCIAL AID?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. Only eight states (14%) indicated they had a set portion of revenue from tuition increases designated for financial aid.
3. California noted that their percentage is more of a policy goal with fragmented pieces in state law and is not explicitly stated in the CSU or UC standing policies.
4. Please see Appendix B for links to state policies.

SOURCE: State Higher Education Executive Officers Association

STUDENT AFFORDABILITY STRATEGIES

States have used several strategies to address college affordability. SHEEO asked respondents to indicate whether any of the following affordability strategies had been considered, proposed, or adopted by the governor or state legislature in the past five years:

- Debt-free college, similar to a free college or promise program, reduces the need for students to incur debt, usually at four-year public institutions, by closing the gap in tuition expenses after applying financial aid.

- Free college/promise programs, often more common in the two-year sector, refers to need-based, statewide programs for resident undergraduate students that cover up to the actual cost of in-state tuition, mandatory fees, and program fees after other financial aid is applied.

- Income-share agreement programs or partnerships are financial assistance programs that offer loans to students to pay for and attend postsecondary education and career training programs, with repayment options based on future earnings. Indiana was the only state to indicate a statewide adoption of this kind of program (*Appendix A*). [10]

10. To learn more about *Accelerate Indiana* visit, acceleratedindiana.org/how-it-works/

• Open educational resources are libraries of digital material for teaching, learning, and research with open-access and usually available at no cost to students through their institution.

• Statewide financial literacy programs refers to programs, policies, or initiatives that drive FAFSA completion rates or promote financial assistance to students.

• Tuition guarantee programs allow students and their families to pay the same tuition rate for the duration of their selected degree program (usually with a restriction that requires on-time graduation).

• Tuition rollbacks refer to when a state increases appropriations to its public institutions in exchange for institutions lowering their tuition rates.

The most common program for a state to have adopted was a free college/promise program, with 20 states adopting those programs in the two-year sector and eight states adopting them in the four-year sector within the last five years (*Figure 23*). Additionally, when compared to the last iteration of this survey, more states have recently implemented or adopted free college or promise programs for the two-year sector (20) than what was reported in the 2017 survey (3). Free college refers to a broad-based strategy to provide enough aid to students to attend a public institution in their state without owing the institution any money for tuition. Often referred to as "last dollar" programs or scholarships, states provide additional aid for tuition costs to cover unmet need after Pell and other state aid dollars are applied to a student's tuition balance.[11]

Following free college programs, the next most common programs states adopted were statewide financial literacy programs (15), which include FAFSA completion programs, and open educational resource programs (15). Fifteen states adopted each of these initiatives. Two states adopted debt-free college, a twist on the traditional free college program.

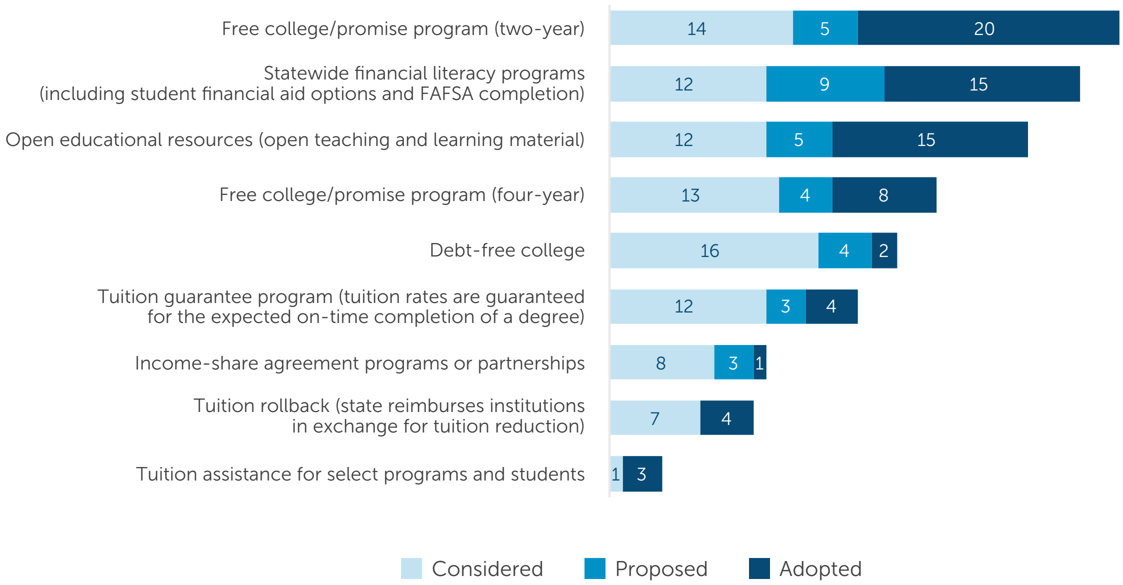
Other less common financial aid programs included tuition guarantee programs (four states), income share agreements (one state), tuition rollbacks (four states), and tuition assistance for select student groups or programs. *Appendix A* illustrates the list of states where governors or legislatures have taken these affordability strategies into consideration and which have gone as far as adoption or implementation.[12]

11. The Association of Community College Trustees. *First-Dollar vs. Last-Dollar promise models*. acct.org/page/first-dollar-vs-last-dollar-promise-models

12. Please see *Appendix A* which shows each state and whether the state considered, proposed, or adopted each policy.

FIGURE 23

HAVE ANY OF THE FOLLOWING POLICIES BEEN FORMALLY PROPOSED BY A GOVERNOR OR STATE LEGISLATURE IN THE PAST FIVE YEARS (2017 – 2022) FOR CONSIDERATION IN YOUR STATE?



NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.
2. South Dakota Board of Regents and Wisconsin Technical College System did not provide a response to this question.
3. "Other" responses were recoded into existing choice options or new response options (i.e., "Tuition assistance for select programs and students.")

SOURCE: State Higher Education Executive Officers Association

While affordability has become an increasingly influential factor in tuition-setting policies for state policymakers, codified strategies on affordability that consider tuition rates and availability of financial aid together are absent in a majority of states. Only six (10%) of respondents reported a statewide, unified strategy for addressing affordability, down from 32% in the 2017 survey. *Table 4* shows the six states with unified strategies for student affordability, a brief description of their strategy, and a link to their strategy (if applicable).

TABLE 4

DOES YOUR STATE HAVE A UNIFIED STRATEGY FOR STUDENT AFFORDABILITY THAT CONSIDERS INSTITUTIONS' TUITION AND FINANCIAL AID?

STATE	DESCRIPTION	LINK
Indiana	The Indiana Commission for Higher Education's 2020 College Costs and Financial Aid report includes the following key takeaway: "Indiana is committed to keeping tuition rate increases flat or at the lowest levels possible and to providing generous financial aid."	https://www.in.gov/che/files/2022_College_Costs_Report_03_23_22b.pdf
Louisiana	TOPS (Taylor Opportunity Program for Students) provides state scholarships for Louisiana residents who attend either a public postsecondary institution or a Louisiana-approved Proprietary and Cosmetology School or institution that is part of the Louisiana Association of Independent Colleges and Universities (RS 17:5001). The GO Grants program provides grants to non-traditional and low- to moderate-income students who need additional aid to afford the cost of attending college (RS 17:3046). Our newly implemented Foster Scholars program provides financial support to students 21+ to earn credentials that align to high-demand, high-wage jobs in growing industry sectors like construction, healthcare, IT, manufacturing, transportation and logistics (RS 17:3047).	https://mylosfa.la.gov/students-parents/scholarships-grants/mjfoster/
Minnesota	Design for shared responsibility.	N/A
North Carolina (Four-year)	The Board of Governors has adopted a policy that requires it to consider the availability of financial aid and the amount of unmet need when setting tuition rates.	https://www.northcarolina.edu/apps/policy/doc.php?type=pdf&id=2702
Oklahoma	Student affordability and access are key drivers of many programs administered throughout the state system of higher education. Several new financial aid and student scholarship programs were established and funded with new dollars received this last legislative session. There is also an underlying expectation that when institutions increase their tuition rate structures, they are also to make additional scholarship opportunities available to students.	N/A
Tennessee	Make Tennessee the most affordable state in the south for higher education.	https://www.tn.gov/content/dam/tn/thec/bureau/fiscal_admin/fiscal_pol/strategic-financial-plan/Stratgic%20Financial%20Plan_January%202020.pdf

NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all tables.
2. Only 6 (10%) states stated they had a unified strategy for student affordability that considers institutions' tuition and financial aid.
3. The University of Wisconsin System did not provide a response to this question.

SOURCE: State Higher Education Executive Officers Association

EFFECT OF FUNDING SHORTFALLS ON FINANCIAL ASSISTANCE

States handle reductions or shortfalls in state funding for financial aid in a variety of ways. Generally, states reported that they have not experienced any shortfalls during the time period covered in this survey (2017-2022), while others said that funds for financial aid programs are protected from state budget cuts. However, 13 states reported that student aid award amounts would be reduced if there was a reduction or shortfall in state financial aid funding. Other states offered greater insight into their state's process of handling state financial aid reductions or shortfalls:

- In Illinois' four-year public sector, the state provided additional funding to address a funding shortfall in the state's largest financial aid program and established a task force and working group to proactively address potential funding shortfalls and determine best practices in advising low-income and first-generation students.
- In Texas, the appropriated financial aid programs operate as block grants to institutions. As such, reductions or shortfalls in available state funding are reflected as adjustments to the allocations to each institution. Institutions then select which students will receive funding, applying eligibility and priority criteria from statute and rule.

When respondents were asked if there were established statewide policies or plans on how to alter major state financial aid programs in case of future reductions or shortfalls, 88% (50 respondents) said there were no plans in place. Six respondents and the Northern Mariana Islands said there are established plans in case of future reductions or shortfalls. For example:

- Louisiana would grant institutions the opportunity to determine the number of students who will receive an award and the amount of the award if the statewide grant programs are not fully funded to support all eligible students.
- Massachusetts would implement a limitation on the maximum amount of aid per student across various programs. The state would also impose strict deadlines for FAFSA completion.
- Northern Mariana Islands would reduce scholarship amounts to fit allocated budgets.
- Ohio would reduce future award amounts if funding is inadequate to meet demand since award amounts are set each year based on available appropriations and estimated number of eligible students. In addition, the state has significant reserves for financial aid that can be accessed if necessary.

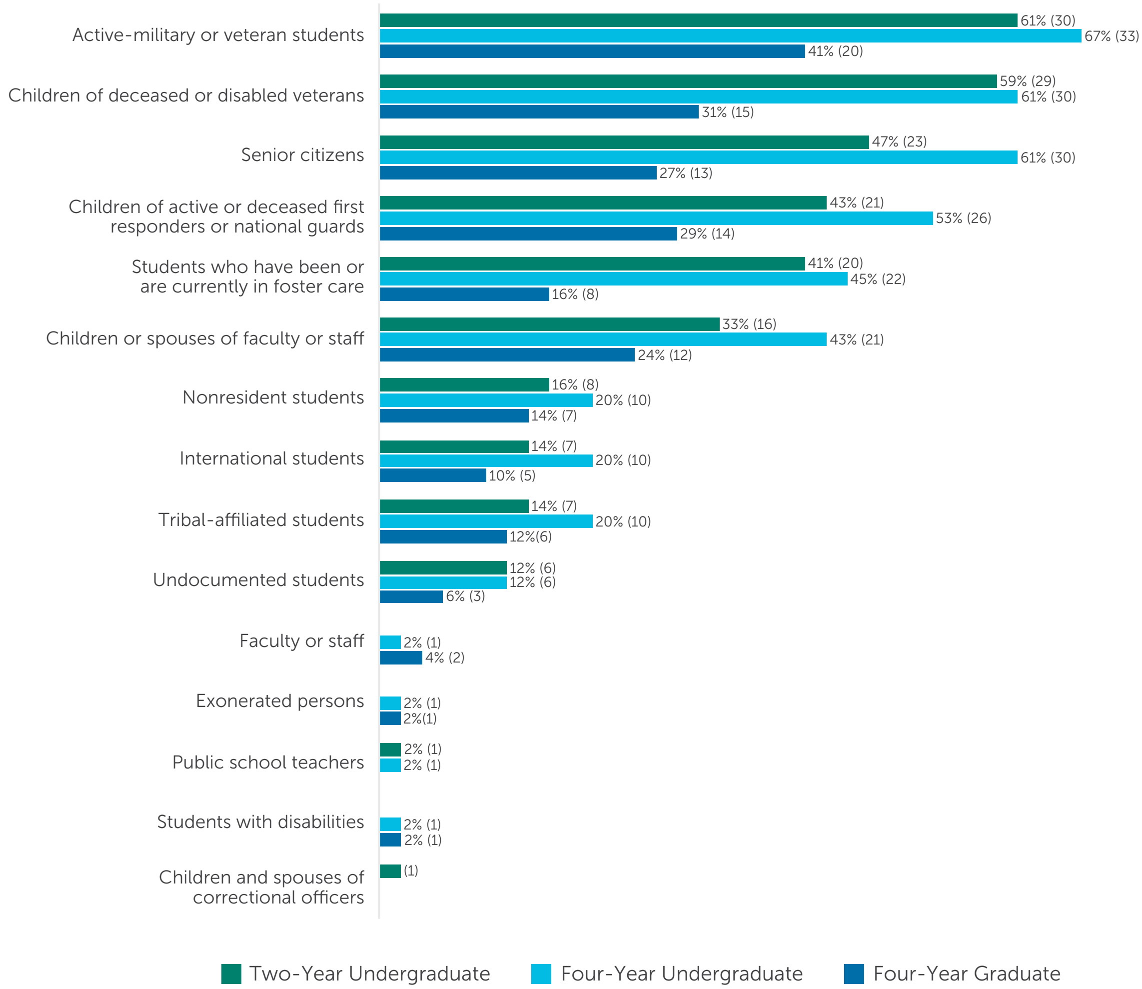
STUDENT TYPES

States have varying student affordability strategies for different types of students. For instance, tuition waivers are another form of financial assistance that generally are reserved for students in certain demographics or categories. A majority of states surveyed, 84% (49), reported having statewide or system-wide tuition waiver programs or discounts while nine states reported they do not have statewide tuition waiver programs.[13] For additional survey data on undocumented students, please refer to the SHEEO report, *State Tuition and Fees for Undocumented Students*.[14]

13. Alabama, Colorado, Delaware, Hawaii, Iowa, Maryland, Michigan (four-year sector), and Wyoming (two- and four-year sectors)
14. Burns, R. (2023). *State tuition and fees for undocumented students*. State Higher Education Executive Officers Association. sheeo.org/project/tuition-and-fee-survey/

FIGURE 24

DOES YOUR STATE OR A SYSTEM WITHIN YOUR STATE PROVIDE TUITION WAIVERS OR DISCOUNTING FOR PARTICULAR CATEGORIES OF STUDENTS?



NOTE:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all figures.

SOURCE: State Higher Education Executive Officers Association

The top student categories across all respondents for all sector categories (two-year, four-year undergraduate, four-year graduate) were active military or veteran students, children of deceased or disabled veterans, senior citizens, and children of active or deceased first responders or national guards. Respondents provided additional categories of students who received tuition waivers, including student trustees and state board members (California State University and North Dakota), Purple Heart recipients (Arizona and Nevada), public safety students (North Carolina Community College System), legally blind students (South Dakota Board of Regents), and current state employees, dependents of retired or deceased state employees as well as dependents of current or retired teachers (Tennessee).

IMPLICATIONS AND RECOMMENDATIONS

The *State Tuition, Fees, and Financial Assistance Policies 2022* report covered the breadth of state policies and actions related to student tuition and fees. This year's report separated policies for tuition versus mandatory fees, undergraduate and graduate students, nonresident and resident students, and the two-year and four-year public sectors. While many policies are similar across institutions and student type, there are some important differences, particularly in the reduced level of attention states pay to student fees and the tuition rate setting process for nonresident and graduate students. In most states, there is a strong focus on ensuring student affordability for undergraduate resident students and policies are less formalized or controlled for other student groups.

As is evident in our survey results, student affordability has become a leading subject of discussion among states and institutions. If students do not perceive that higher education is affordable, they are more likely to defer plans to enroll or find alternative forms of credentials after high school.[15] The rapidly growing number of states adopting free college programs is a clear sign that states recognize the effect tuition rates have on student enrollment behavior.

Another sign of the increasing state focus on student affordability can be seen through tuition limitations. The practice of setting state- or system-level limits and freezes on tuition increases has increased in recent years, as has the likelihood of states enacting a complete freeze on tuition rate increases rather than a limitation. While this is positive news for student affordability and keeps tuition rates from increasing further, it is critical that states pair tuition rate limits or freezes with additional state support to offset the inflationary pressures and increased costs institutions face. When states enact tuition rate freezes and limits but do not increase state funding, most institutions become more efficient and cut costs. Such revenue declines negatively impact student retention and graduation rates and ultimately affect state attainment rates.[16]

The importance of pairing tuition limitations with equivalent increases in state funding for public institutions is one example of a key recommendation from this report: States should take an integrated approach to higher education finance policies, coordinating state policies for tuition, fees, and student financial aid with the state's funding approach and ensuring that each policy is aligned with the state's postsecondary goals. States should consider conducting an inventory of existing finance, tuition, and financial aid policies, and reviewing the extent to which each policy is in alignment with and works in support of their overall strategic plan, mission, and postsecondary goals.

Another key recommendation is for states to take a multiyear, transparent approach to tuition policy. States should allow for longer-term, multiyear strategies around tuition rate setting. In many states, limitations on how much tuition can increase vary year to year. One year, the legislature may limit tuition increases to an inflationary adjustment, followed the next year by a freeze on the allowable rate increase. In this environment, there is little incentive for institutions and systems to raise tuition to an amount below the allowed limit in a single year as there is no way to anticipate what the future will allow. A more rational approach would provide allowable increases for three to five years and be based on state revenue projections and policy direction from the state with respect to expected higher education funding for institutions and state financial aid. This would allow for better planning by institutions and create a more transparent environment for the students and families who ultimately must pay the tuition costs.

15. Edge Research and HCM Strategists. (2022, September 30). *Exploring the exodus from higher education.* edgeresearch.com/exploring-the-exodus-from-higher-education/

16. See sheeo.org/project/public-investment-in-higher-education-research-strategies-and-policy-implications/ for more information.

The above recommendations are based on presumed best practices, in lieu of clear empirical answers about what works best for each state in context. While much research has examined the effects of state funding on higher education and the impacts of student affordability and student loan debt on student outcomes, there is comparatively little empirical information about the effect state policies for tuition and fees have on institutional finances, as well as student college and post-college outcomes. This report, and the publication of the first longitudinal dataset on state tuition, fee, and financial assistance policies across the states,[17] are intended to provide ample data to researchers and analysts interested in examining the efficacy of such state policies for student affordability and student success.

Find the full longitudinal dataset and additional tuition and fee survey reports online at sheeo.org/project/tuition-and-fee-survey/.

17. Visit the Tuition, Fees, and Financial Assistance project page at sheeo.org/project/tuition-and-fee-survey/ to access the longitudinal dataset and related documentation.

SHEEO

APPENDIX A: TABLE 1

HAVE ANY OF THE FOLLOWING POLICIES BEEN FORMALLY PROPOSED BY A GOVERNOR OR STATE LEGISLATURE IN THE PAST FIVE YEARS (2017 – 2022) FOR CONSIDERATION IN YOUR STATE?

	CONSIDERED		PROPOSED	ADOPTED	
Debt-free college	Delaware Florida (2-yr) Florida (4-yr) Illinois (4-yr) Louisiana Maryland Massachusetts Michigan (2-yr)	New Mexico North Carolina (2-yr) Northern Mariana Islands Oklahoma Oregon Pennsylvania Utah Vermont (2-yr)	California (4-yr) Maine (4-yr) Texas West Virginia	New York (CUNY) New Jersey	
Free college/promise program (four-year)	Florida (2-yr) Florida (4-yr) Hawaii Illinois (4-yr) Kentucky Louisiana Maine (4-yr) Maryland	Michigan (2-yr) New York Northern Mariana Islands Oklahoma Oregon	California (4-yr) Minnesota Pennsylvania Texas	Arizona Delaware New Jersey New Mexico North Carolina (4-yr) Utah Washington West Virginia	
Free college/promise program (two-year)	Alabama Connecticut Florida (2-yr) Florida (4-yr) Georgia (2-yr) Illinois (4-yr) Montana New Hampshire (2-yr)	New York Northern Mariana Islands Oklahoma Pennsylvania South Carolina Vermont (2-yr)	Kentucky Minnesota Mississippi North Carolina (2-yr) Texas	Arkansas California (4-yr) Delaware Hawaii Kansas Louisiana Maine (4-yr) Maryland Michigan (2-yr) Michigan (4-yr)	Nevada New Jersey New Mexico Oregon South Dakota (2-yr) Tennessee Utah Virginia Washington West Virginia
Income-share agreement programs or partnerships	Delaware Florida (2-yr) Illinois (4-yr) Louisiana Michigan (2-yr) Oklahoma Oregon Utah		California (4-yr) Georgia (4-yr) Pennsylvania	Indiana	
Open educational resources (open teaching and learning material)	Alaska Arkansas Delaware Hawaii Illinois (4-yr) Iowa Michigan (2-yr) Ohio	Oklahoma South Dakota (2-yr) Tennessee Utah	Florida (4-yr) Maine (4-yr) Minnesota Washington Wisconsin (4-yr)	California (4-yr) Colorado Florida (2-yr) Idaho Louisiana Maryland New Hampshire (2-yr) New Jersey	New York North Dakota Oregon Pennsylvania South Carolina Texas West Virginia
Statewide financial literacy programs (including student financial aid options and FAFSA completion)	Alaska Arkansas Georgia (4-yr) Iowa Maine (4-yr) Massachusetts New Hampshire (4-yr)	New Jersey Oklahoma Oregon Vermont (4-yr) Wyoming (4-yr)	California (4-yr) Indiana Michigan (4-yr) Mississippi Missouri Nebraska New Mexico Pennsylvania Washington	Alabama Connecticut Delaware Florida (2-yr) Illinois (4-yr) Louisiana Maryland Michigan (2-yr)	Nevada North Carolina (2-yr) Ohio South Carolina Tennessee Texas Utah
Tuition guarantee program (tuition rates are guaranteed for on-time completion of a degree)	Arizona Delaware Florida (2-yr) Idaho Louisiana Maine (4-yr)	Michigan (2-yr) New Mexico North Carolina (2-yr) Oregon Utah West Virginia	California (4-yr) Georgia (4-yr) Massachusetts	Illinois (4-yr) Ohio Texas Washington	
Tuition rollback (state reimburses institutions in exchange for tuition reduction)	California (4-yr) Delaware Illinois (4-yr)	Louisiana Michigan (2-yr) New Mexico Utah		Florida (2-yr) Georgia (4-yr) Oregon South Dakota (2-yr)	
Tuition assistance for select programs and students	Wyoming (2-yr)			Florida (4-yr) Missouri Vermont (2-yr)	

NOTES:

1. We were unable to obtain data for Rhode Island and the District of Columbia. We were unable to obtain data for the two-year sector in California, Illinois, and Maine. Northern Mariana Islands provided data for both sectors and is included in all tables.
2. The free college/promise program in Kansas provides tuition for high school students pursuing technical education at two-year colleges.
3. The South Dakota Technical College System's free college/promise program is supported by the Build Dakota Scholarship Endowment, which covers all tuition and fees at 100% and provides a stipend to scholarship recipients. Scholarship recipients commit to living and working in South Dakota for three years after degree completion.
4. The South Dakota Board of Regents and the Wisconsin Technical College System did not provide a response to this question.

SOURCE: State Higher Education Executive Officers Association

APPENDIX B: LINKS TO STATE POLICIES THAT REQUIRE PORTION OF REVENUE FROM TUITION INCREASES BE SET ASIDE FOR FINANCIAL

ARIZONA BOARD OF REGENTS

https://www.azregents.edu/policy-manual

UNIVERSITY OF HAWAI'I SYSTEM

https://www.hawaii.edu/policy/index php?action=viewPolicy&policySection=ep&policyChapter=6&policyNumber=204&menuView=closed

BOARD OF REGENTS, STATE OF IOWA

https://www.iowaregents.edu/plans-and-policies/board-policy-manual/16-fees-and-charges

LOUISIANA BOARD OF REGENTS

https://legis.la.gov/Legis/Law.aspx?d=963445

NEVADA SYSTEM OF HIGHER EDUCATION

https://nshe.nevada.edu/wp-content/uploads/file/BoardOfRegents/Handbook/title4//T4-CH18%20 Financial%20Aid.pdf

TEXAS HIGHER EDUCATION COORDINATING BOARD

Texas Education Code Section 56.001:

https://statutes.capitol.texas.gov/Docs/ED/htm/ED.56.htm#B

Texas Education Code Section 56.033:

https://statutes.capitol.texas.gov/Docs/ED/htm/ED.56.htm#C

WASHINGTON STUDENT ACHIEVEMENT COUNCIL

https://app.leg.wa.gov/RCW/default.aspx?cite=28B.15.820

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