Student Aid Policy Analysis

Proposal for Free College Tuition & Required Fees and Free Textbooks

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Proposal for Free College Tuition & Required Fees and Free Textbooks

Free tuition and required fees at public colleges and universities is a popular idea, with several 2016 presidential candidates offering variations on this theme. But, all of the proposals for free or nearly free college tuition suffer from a fatal flaw: They all propose paying for the cost using a method that is a non-starter for members of the other political party.

This student aid policy analysis paper introduces a proposal for free tuition & required fees and free textbooks that does not require an increase in taxes. Instead, it demonstrates how to shift current spending on student financial aid to cover the cost of this initiative.

Executive Summary

This proposal for free college tuition & required fees and free textbooks involves the following key components:

- Colleges that agree to provide free tuition & required fees and free textbooks to all eligible undergraduate students, including public and private colleges, will receive a flat federal subsidy of $6,500 per full-time equivalent eligible student per year, adjusted annually by the consumer inflation rate plus 1%.

- Eligible students must satisfy minimum enrollment standards (at least ½ time), minimum academic performance standards (at least a 2.0 GPA on a 4.0 scale), satisfactory academic progress (150% timeframe restriction) and citizenship requirements.

- Participating colleges may continue charging tuition and fees to ineligible students, including international students, graduate/professional students and students who do not satisfy the enrollment, academic performance or satisfactory academic progress standards.

- Students will remain responsible for paying for room and board, transportation to and from college and miscellaneous/personal expenses.

- Private scholarships will return to a tax-free status even if used for room and board, to enable scholarship providers to help low-income students pay for living expenses.

- Unsubsidized federal student loans will remain available to students at all colleges, regardless of institutional participation in this new program, but with aggregate loan limits based on projected ability to repay the debt and annual limits based on progress toward graduation. Colleges could adopt lower limits on a case-by-case or categorical basis, provided that the lower limits were not discriminatory in effect. Other aspects of the loan program would be simplified and streamlined, such as a reduction in the number of repayment plans.

- Employers will be able to provide each employee with up to $5,250 in tax-free loan repayment assistance or employer-paid tuition assistance per year.

- Colleges will share in the risk of student loan default by being required to reimburse the federal government for the difference between the net cost of defaults (i.e., net of projected recoveries) and the interest and fee revenue for each new cohort of the college's borrowers.

- Participating colleges can earn a bonus by helping low-income students (family income below 100% of the poverty line) earn Bachelor's degrees. The bonus will be shared among the participating 2-year and 4-year colleges that contributed to the student's Bachelor's degree attainment.

The free tuition & required fees and free textbooks will replace most current federal spending on student financial aid and tuition-dependent education tax benefits. In particular, the following programs will be eliminated to pay for this proposal:

- Federal Pell Grant
- Federal Supplemental Educational Opportunity Grant (FSEOG)
- The subsidized interest benefit on new subsidized Federal student loans
- American Opportunity Tax Credit
- Lifetime Learning Tax Credit
- Tuition and Fees Deduction

Education tax benefits for college savings and student loan interest will continue, as will military student aid.

Thus, this proposal provides free tuition & required fees and free textbooks without increasing taxes or deficit spending. It also yields a more predictable impact on federal and state budgets for postsecondary education.

The need for the Free Application for Federal Student Aid (FAFSA) will be eliminated, as will verification, as there will no longer be any need-based federal student aid.[1]

By eliminating tuition, required fees and textbook costs, this proposal will prevent government support for postsecondary education from causing increases in college costs.

If adopted by Congress, the United States will become the 25th country to provide free or nearly free college tuition.

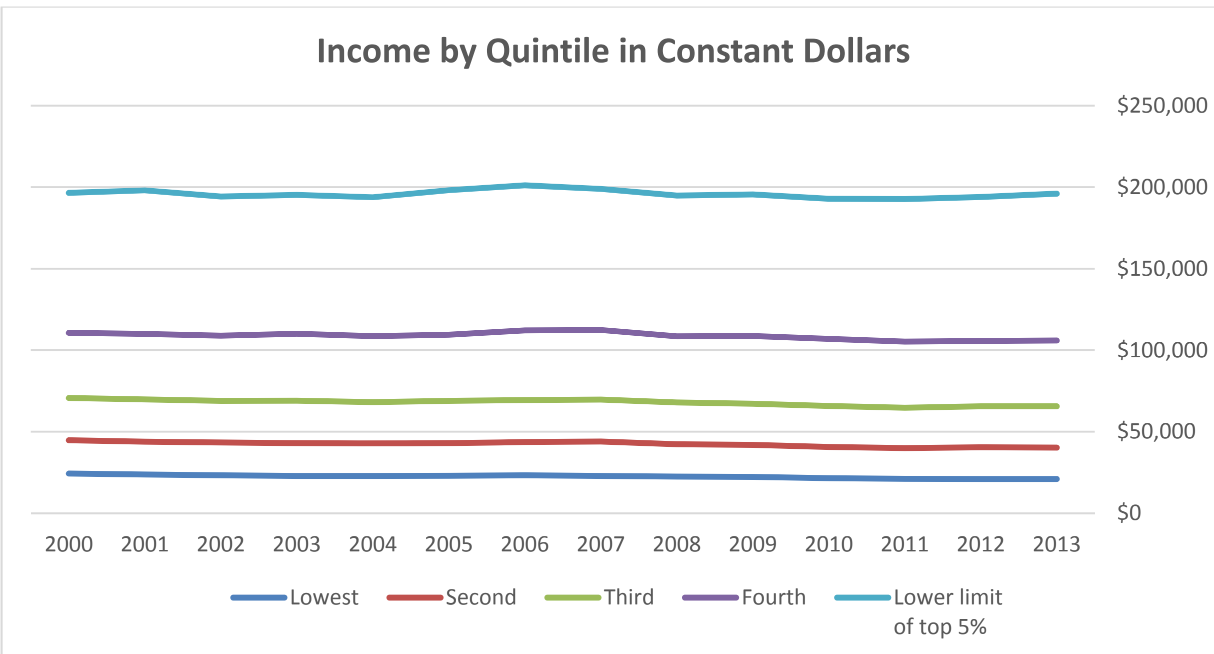
[1] Note that the author of this proposal is the author of the bestselling book, *Filing the FAFSA*, which will be no longer needed if this proposal is adopted by Congress.

The Problem

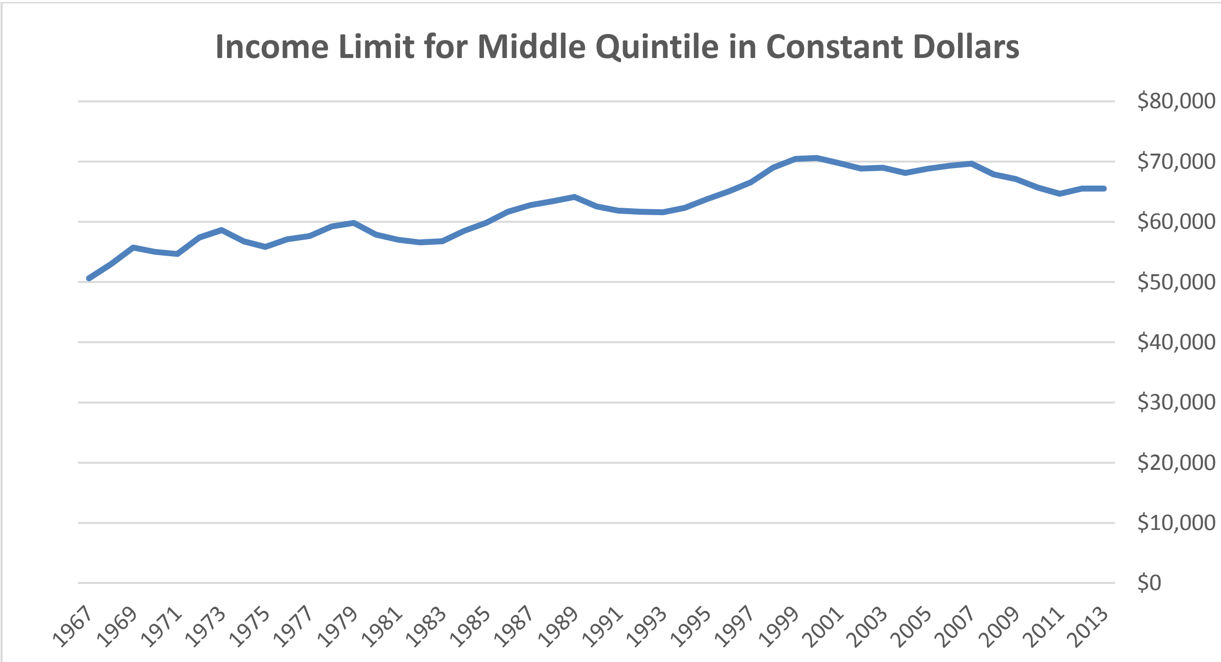
College affordability remains a key challenge to college access, choice and completion.

Government grants have not been keeping pace with increases in college costs, shifting the burden of paying for college onto undergraduate students and their families. Federal and state support of postsecondary education has been decreasing on a per-student, inflation-adjusted basis for decades. For example, the Health Care and Education Reconciliation Act of 2010 [P.L. 111-152] set the maximum Federal Pell Grant through the year 2020, with five years of increases at CPI-U and five years of no increases, yielding a net decline in the buying power of the grant in constant dollars.

But, families do not have the resources to cover the increased college costs. Family income has been flat or decreasing on an inflation-adjusted basis for over a decade, as illustrated by this chart of historical income data from the U.S. Census Bureau.

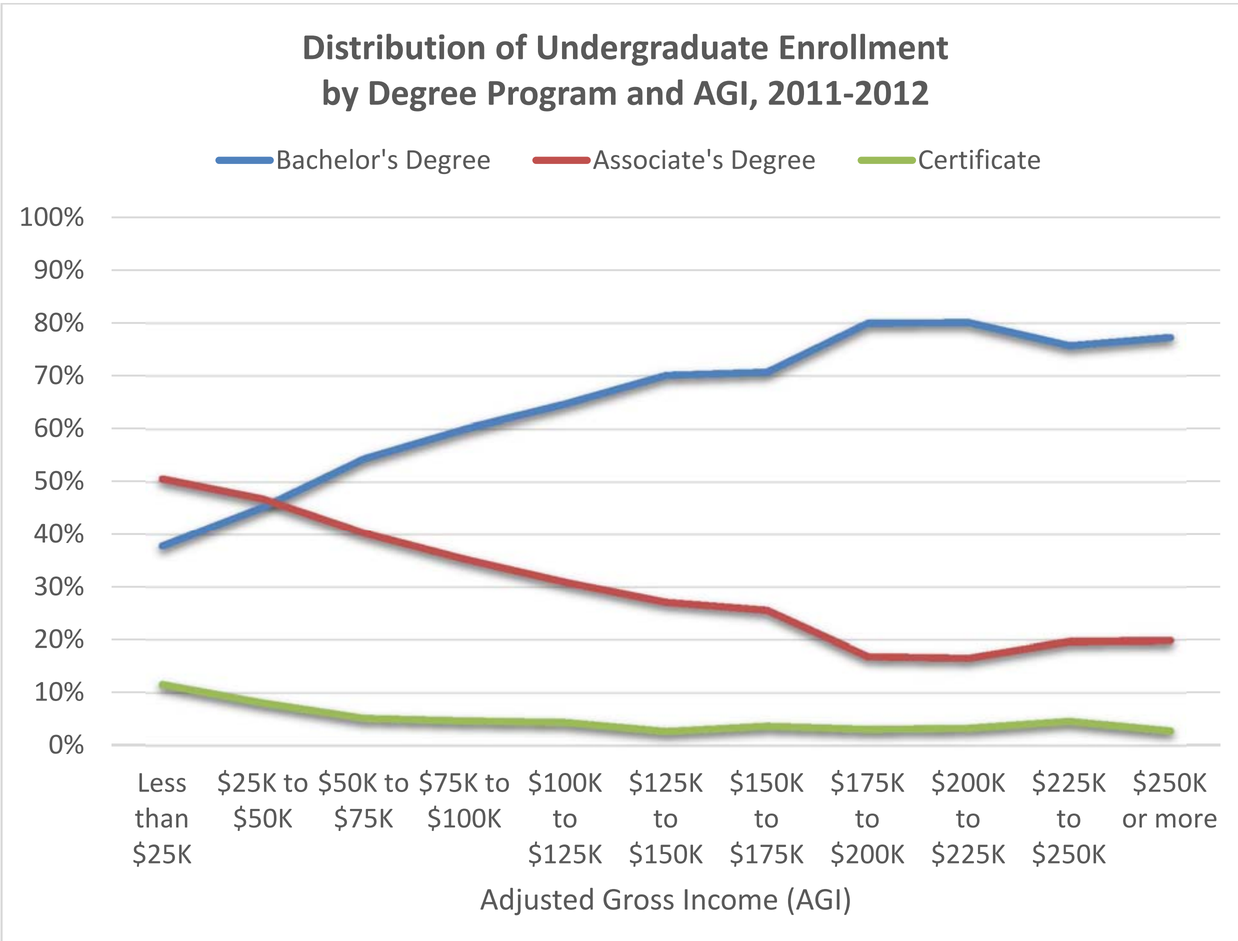


The next chart shows additional detail back to 1967 for the upper limit of the middle quintile (60th percentile) in constant dollars. It demonstrates real increases in income through 2000, albeit with short, 2-4 year lulls starting in 1973, 1979 and 1989. Income remained flat to slightly declining from 2000 to 2007 and then decreased by 6% in constant dollars through 2013.



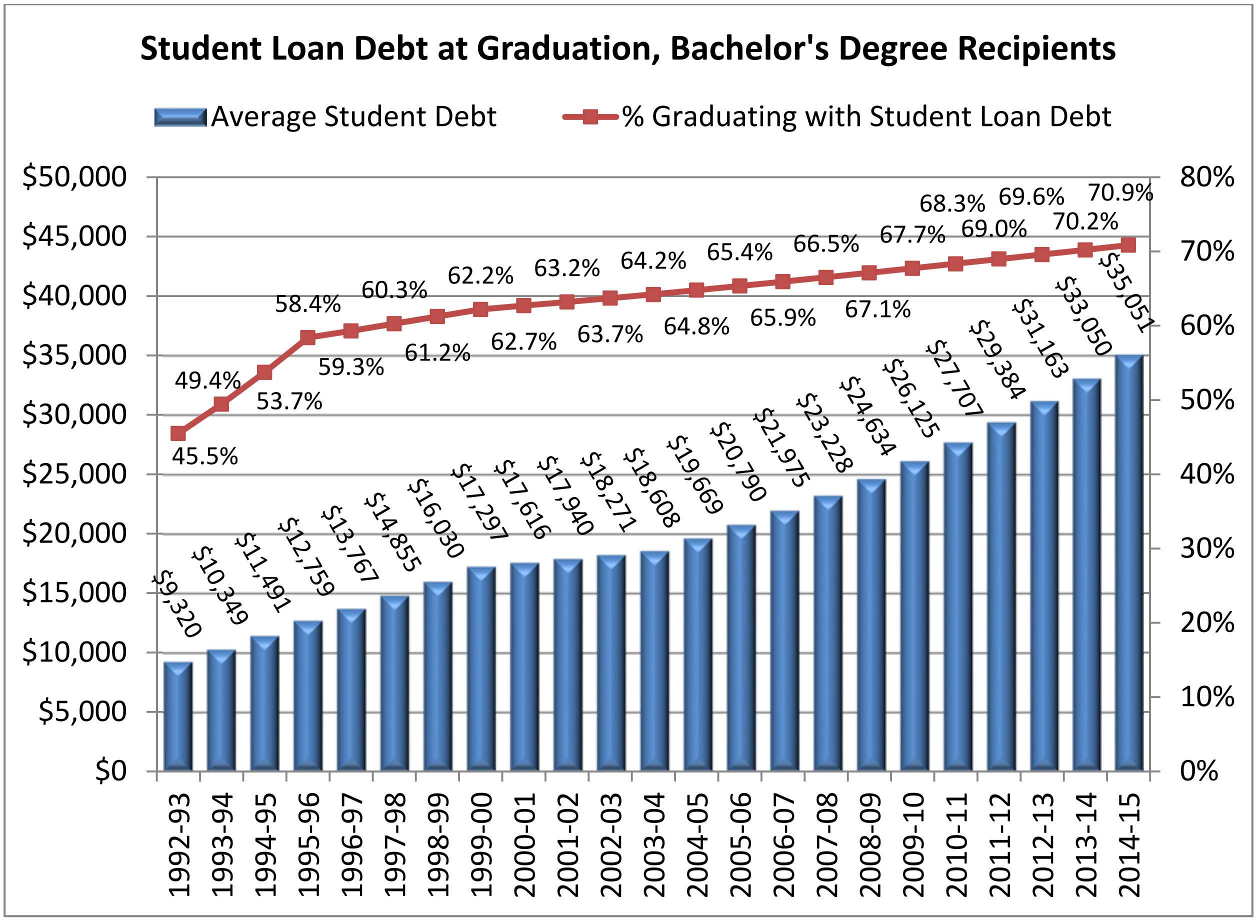
The combination of an increasing net price and flat financial resources forces families to either shift enrollment to lower-cost colleges, such as from 4-year colleges to 2-year colleges, or to borrow thousands of additional dollars in student and/or parent loans each year.

The shift in enrollment patterns has caused a decline in Bachelor's degree attainment by low-income students.[2] Low-income students are increasingly being priced out of a college education. The next chart shows the distribution of undergraduate enrollment in Certificate, Associate's degree and Bachelor's degree programs by adjusted gross income (AGI) in 2011-2012. Low income students are more likely to be enrolled in an Associate's degree program than a Bachelor's degree program, while high-income students are twice as likely to be enrolled in a Bachelor's degree program.



[2] The Rising Price of Inequality: How Inadequate Grant Aid Limits College Access and Persistence, June 2010. https://www2.ed.gov/about/bdscomm/list/acsfa/rpijunea.pdf

Students who remain in Bachelor's degree programs must borrow more to cover the cost. Student loans are the only form of financial aid with any degree of elasticity. The next chart shows the steady increase in student loan debt at graduation for Bachelor's degree recipients.



The increase in student loan debt has forced some college graduates to delay spending on other life-cycle priorities, such as buying a car, getting married, having children, buying a home and saving for retirement. Others respond to excessive debt by increasing the repayment term on their student loans. These students will still be repaying their own student loans when their children enroll in college, making them less likely to have saved for their children's college education. They will also be less willing to borrow to help their children pay for school.

A Solution

There are many possible solutions, but most solutions involve spending more money, artificial price controls or letting loans masquerade as grants (e.g., through income-share agreements and the Federal TEACH Grant). The question of how to pay for the increased cost of proposals to provide free or nearly free college tuition prevents many policymakers from moving forward on the proposals, even though other details of the proposals may be potentially attractive. This transforms free college tuition from a *policy* question to a *political* question, potentially interfering with progress in passing a solution. Some policymakers may even have deliberately created political barriers to adoption in order to establish artificial distinctions between the political parties.

This student aid policy analysis paper demonstrates that it is possible to **provide a free public 2-year and 4-year college education, with free tuition, required fees and textbooks**, by reallocating existing government spending on postsecondary education. No new money would be required.

The U.S. would then become the 25th country to provide free or nearly free college tuition to its citizens.

Details of the Proposal

In exchange for a college agreeing to provide free tuition, required fees and textbooks to all eligible undergraduate students, the federal government will provide a flat annual $6,500 federal subsidy per full-time equivalent (FTE) eligible enrollment.[3] The federal subsidy will be indexed annually to the Consumer Price Index (CPI-U) plus 1%.

Eligible students must be enrolled on at least a half-time basis and maintain at least a 2.0 overall Grade Point Average (GPA) on a 4.0 scale. The latter is the same as current federal academic performance requirements for Satisfactory Academic Progress (SAP). Eligible students must satisfy the same citizenship requirements as current federal student aid programs (e.g., U.S. citizen or permanent resident), so international students will not be eligible for the federal subsidy. No distinction will be drawn between in-state and out-of-state students.

Participating colleges may charge tuition and fees to ineligible students, such as to international students, students who are enrolled less than half-time and students who do not maintain at least a 2.0 GPA. Also, colleges could still charge tuition and fees to graduate and professional school students.

The federal subsidy will be subject to the same 150% time-frame limitation as most current federal student aid funding. However, the time-frame limitation will be reset for recently dislocated workers who are retraining in a new field for a different career. The 150% time-frame limitation will prevent "perpetual students" from failing to make satisfactory academic progress toward a degree or certificate. Otherwise, perpetual students would have no incentive to graduate on time since they are not paying

[3] There will be controls to prevent participating colleges from adding new fees or charging above-market rates for room and board to replace tuition and fee revenue. For example, increases in room and board and other costs will be capped at CPI-U to prevent manipulation of college costs. But, colleges may react in other ways that affect the quality of education, such as by increasing class size, using online classes and reducing student-faculty interaction.

for tuition.[4] Since the federal subsidy will be limited to tuition, required fees and textbooks, and not available to pay for living expenses, it will also eliminate Pell Runners[5] and other forms of financial aid fraud.

Private scholarships will once again be entirely tax-free, even if used for room and board[6] and other components of the college's cost of attendance, such as transportation and miscellaneous/personal expenses. This will allow private scholarship providers to help low-income students pay for their living expenses, which can be a challenge for some low-income students. Private scholarships could also be used to cover costs at non-participating colleges.

Unsubsidized federal education loans will remain available in a single, new, streamlined loan program with annual and aggregate loan limits based on projected ability to repay, such as degree level and academic major. Aggregate loan limits will be based on projected starting salaries for college graduates, with annual loan limits prorated based on enrollment status and the student's progress toward graduation,[7] in addition to being capped at the cost of attendance minus other student aid. Colleges will be able to reduce loan limits on a case-by-case or categorical basis, as long as there was no policy or practice that was discriminatory in effect. Student loan repayment plan options will be limited to a standard 10-year level amortization plan and a single income-dependent repayment plan that caps monthly payments at 15% of discretionary income[8] and 10% of adjusted gross income (AGI), whichever is lower. Employers will be able to provide each employee with up to $5,250 in tax-free loan repayment assistance or employer-paid tuition assistance per year.

Institutional eligibility for federal student loans will require the projected institutional subsidy cost for the federal student loans to remain zero or negative on a going-forward basis. In other words, if the cost of loan defaults net of recoveries exceeds the interest and fee revenue for a cohort of the college's borrowers, the college will need to reimburse the federal government for the difference. Otherwise, the college will lose institutional eligibility for federal student loans. There is a presumption, when students borrow to pay for their education, that they will earn enough income after graduation to be able to afford to repay their student loan debt. This form of institutional risk-sharing will ensure that federal student loans remain a financially worthwhile investment for the federal government on a college-by-college basis.[9]

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[4] This eliminates the potential moral hazards associated with free tuition & required fees and free textbooks. A moral hazard enables or even encourages people to engage in risky or irresponsible behavior by sheltering them from the consequences of their actions.

[5] A Pell Runner applies for financial aid as a form of welfare, not because of an interest in obtaining a college education. Pell Runners typically enroll in low-cost colleges to maximize the amount of the "refund" the student receives to pay for living expenses.

[6] Private scholarships are the only form of generosity taxed by the government. If someone donates money to a homeless shelter or soup kitchen, the contribution does not represent taxable income to the beneficiary. But if the same money sponsors a college scholarship used to pay for room and board, the beneficiary is required to treat the scholarship as ordinary income.

[7] The annual limit will equal the remaining aggregate loan eligibility divided by the remaining length of the educational program (e.g., the number of credits remaining to be completed before graduation) and multiplied by the number of credits to be attempted during the academic year. Similar loan limits will apply to the academic term.

[8] Discretionary income is the amount by which AGI exceeds 150% of the poverty line.

[9] This proposal will eliminate the need for cohort default rates, the 90/10 rule and gainful employment.

Military student aid, such as the G.I. Bill and ROTC scholarships, will remain available to help make college more affordable for members of the U.S. Armed Forces and their dependents.

This proposal will be available to all colleges, public and private, if they agree to eliminate tuition, fees and textbook costs. It is expected that most public colleges and some private colleges will agree to the requirements.

Colleges that opt out of the federal subsidy in lieu of tuition, required fees and textbooks will remain eligible for unsubsidized federal student loans.

Indirect tax subsidies for postsecondary education, such as tax exempt status for 501(c)(3) organizations, will continue.

This proposal does not introduce new controls to ensure that participating colleges provide a quality education. Accreditation standards, however, could be tightened to ensure that colleges deliver value.

$10,000 Bonus for Graduating Low-Income Students

When an eligible low-income student[10] earns a Bachelor's degree from a participating school, all of the participating schools that contributed toward the student's degree attainment will share a $10,000 bonus, in proportion to the credits earned by the student. For example, if a student transfers from a 2-year college to a 4-year college and graduates with a Bachelor's degree, both the 2-year and 4-year colleges will share the $10,000 bonus. This provides colleges with an incentive to help low-income students make progress toward a Bachelor's degree.

Colleges can use this money however they wish, whether for academic support, performance-based scholarships, loan forgiveness or other innovations.

It doesn't matter how the college earns the bonus, whether by enrolling more low-income students, helping low-income students graduate, or, in the case of 2-year colleges, producing more students who transfer to 4-year institutions.

It is anticipated that private foundations may provide colleges with seed money to explore innovative ways of improving college access, choice and completion. The $10,000 bonus will then enable successful programs to operate indefinitely, sustaining them by paying forward successful college completion to the next group of low-income students.

Basic Principles Assumed by the Proposal

A college education is not just an investment in the future of an individual student. It is also an investment in the future of the nation. College graduates pay more than twice as much in federal income taxes, due to higher average income, as taxpayers who have only a high school diploma. The payback period based on the higher federal income tax revenues associated with college degree attainment is less than 15 years.

[10] A low-income student is defined as a student whose family income is below 100% of the poverty line.

A key goal of this proposal for free tuition & required fees and free textbooks is to make four years of postsecondary education as universal as public K-12. Currently, every child may enroll in a public elementary or secondary school for free. Parents can choose to send their children to private K-12 schools, but then they must pay for this type of education.

Improving access to a higher education does not require improving choice. Access means providing every college-capable student with an opportunity for an affordable, quality postsecondary education, but not necessarily at the student's preferred choice of college. Students are not entitled to a free college education at one of the most expensive colleges in the country.[11] A free public college education is sufficient. Federal student aid policy should not be directed at subsidizing higher-cost colleges.

Textbooks are a significant part of college costs, especially at 2-year colleges, so tuition, required fees and textbooks must be covered by a free college education.

Students must demonstrate commitment to education by complying with minimum enrollment status and minimum academic performance standards.

Nothing prevents a participating college from using other funds to provide financial aid for room and board and other cost components. But, they will not be able to increase other student costs to cover the cost of the financial aid.

How to Pay for Free Tuition & Required Fees and Free Textbooks

This proposal replaces most of the current federal spending and tax expenditures on student aid with a flat federal payment in lieu of tuition, required fees and textbooks.

The three tuition-driven education tax benefit programs – the American Opportunity Tax Credit, the Lifetime Learning Tax Credit and the Tuition and Fees Deduction – will be eliminated. Note that qualified expenses for these education tax benefits are based on tuition and textbooks, so a free tuition and textbooks proposal would eliminate the need for these education tax benefits.

Education tax benefits for college savings and student loan interest will continue.

There will no longer be any need-based federal student aid. The Federal Pell Grant, Federal Supplemental Educational Opportunity Grant (FSEOG) and the subsidized interest benefit on new subsidized Federal student loans will be eliminated.

The savings from the elimination of these programs is sufficient to cover the cost of providing free tuition & fees and free textbooks to eligible students at all public 2-year and 4-year colleges nationwide.

[11] This might create a caste system, where low-income students enroll at public colleges and wealthy students at private colleges. But, such a caste system already exists, with few low-income students enrolled at selective colleges.

Analysis of the Proposal

Eligible Students

There are approximately 8.6 million students enrolled at least half time with a 2.0 or better GPA at public colleges and universities. This represents more than half (56%) of undergraduate public college enrollment and two-fifths (40%) of all undergraduate college enrollment.

Approximately 400,000 eligible low-income students earn Bachelor's degrees each year.

Program Cost

The total cost of this proposal will be approximately $59.0 billion per year. Tuition, fees and textbooks for eligible students currently costs $55.0 billion per year at public 2-year and 4-year colleges. ($55.0 billion divided by 8.6 million students yields a flat subsidy rate of $6,395 per student.) The bonus program for graduating low-income students will cost about $4.0 billion per year.

Funding

The total funding that can be redirected toward covering the cost of this proposal is about $60.6 billion per year. Federal student aid totals about $36.6 billion per year, consisting of $32.5 billion in the Federal Pell Grant program, $772 million in the Federal Supplemental Educational Opportunity Grant (FSEOG) program, and $3.3 billion in new subsidized interest benefits. According to the IRS Statistics of Income, tuition-dependent education tax benefits total more than $14.5 billion. State grants total $9.5 billion.

Since the funding exceeds the cost, federal student aid and tuition-dependent education tax benefits are enough to cover more than 100% of the cost of the proposal.

Impact

About a quarter (26.6%) of current college students receive grant aid that equals or exceeds tuition and required fees. This includes about a quarter of students at public 4-year colleges (24.7%) and more than a third (38.6%) of students at public 2-year colleges. Some community colleges also provide free tuition to low-income individuals, unemployed people, veterans and senior citizens.

Thus, this proposal would more than double the number of students receiving free tuition & required fees and free textbooks.

Other Benefits of the Proposal

This proposal also offers other benefits.

- It will simplify federal student aid by eliminating the need for the Free Application for Federal Student Aid (FAFSA), because there will no longer be any need-based federal student aid. It will also eliminate the need for demographic, income and asset verification. This will save the federal government and colleges tens of millions of dollars per year. It will also collectively save students and parents tens of millions of hours completing the financial aid application form.

- This proposal should also be attractive to policymakers of all political persuasions. It takes a big step toward achieving the dream of a free undergraduate college education for all. It prevents student financial aid from causing increases in college costs.[12] It does not increase taxes or deficit spending. It yields a more predictable impact on the federal budget.
- It also eliminates the feast-famine cycle in public college tuition inflation and provides public colleges with a stable, predictable source of revenue.
- It may eliminate the “Pell Runner” problem and other forms of financial aid fraud, because it eliminates cash refunds for students at low-cost colleges.

Conclusion

This student aid policy analysis paper demonstrates that it is possible to provide free college tuition and required fees and free textbooks to all eligible students without increasing taxes or deficit spending. Instead, this proposal can be paid for by replacing all current federal spending on need-based student financial aid and the three tuition-dependent education tax benefits. By eliminating the “pay for” as a political barrier to adoption, this proposal increases the likelihood of passage with bipartisan support.

This proposal will also eliminate the need for the Free Application for Federal Student Aid (FAFSA), will prevent federal student aid from causing increases in college costs and will streamline and simplify federal education loan programs.

[12] As recently argued in the Federal Reserve Bank of New York report, Credit Supply and the Rise in College Tuition: Evidence from the Expansions in Federal Student Aid Programs

Appendix: History of Free Tuition

Year	Event
1935	Arizona state constitution requires state colleges to provide instruction that is "as nearly free as possible." The Arizona Supreme Court has allowed fees to be charged, so long as they are not "excessive or other than reasonable." In practice, this leads to in-state tuition in Arizona that is among the bottom third of public colleges and universities nationwide.
1984	California community colleges were free until 1984-85, when a $5 per credit charge as implemented.
1987	Say Yes to Education founded.
1990	Indiana 21st Century Scholars Program provides free college tuition to Indiana 7th and 8th graders who participate in college prep activities, maintain passing grades, and stay drug and alcohol free.
1998	Princeton University launches "no loans" financial aid policy for low-income students starting in 1998-99, expanding it to all students receiving need-based aid in 2000-01.
2005	Kalamazoo Promise revealed on November 10, 2005.
2007	Kornfeld and Kantrowitz call for national policy to "eliminate loans from the financial-aid packages of low-income students" (Chronicle of Higher Education, February 9, 2007).
2009	American Opportunity Tax Credit expands the Hope Scholarship Tax Credit to "make community college completely free for most students"
2013	Campaign for Free College Tuition (CFCT) founded as Redeeming America's Promise in May 2013.[13]
2014	Tennessee Promise provides tuition-free community college education starting with the high school graduating class of 2015. The Tennessee Promise is a last-dollar scholarship program and requires a minimum of a 2.0 GPA and 8 hours of community service. (February 3, 2014)
2014	Arizona State University – Starbucks College Plan. Provides free tuition for ASU's online programs to full-time and part-time Starbucks employees. (June 15, 2014)
2014	Demos Affordable College Compact proposes debt-free education. (September 14, 2014)
2015	America's College Promise. President Obama proposes to eliminate tuition and fees at community colleges for students who are enrolled on at least a half-time basis with a 2.5 GPA on a 4.0 scale. About a third of the 9 million current community college students would qualify. The cost would be $60 billion over 10 years. (January 8, 2015)

[13] www.freecollegenow.org

Appendix: Countries with Free or Nearly Free College Tuition

There are 24 countries that provide free or nearly free tuition at public colleges and universities to their citizens. Several provide free tuition to all students, including international students.

- Argentina
- Austria
- Brazil[14]
- Czech Republic[15]
- Denmark
- Egypt
- Finland[16]
- France[17]
- Germany[18]
- Greece[19]
- Iceland[20]
- Kenya[21]
- Luxembourg[22]
- Malaysia
- Morocco
- Norway[23]
- Panama[24]
- Poland
- Scotland
- Slovenia[25]
- Spain
- Sweden[26]
- Turkey
- Uruguay

[14] Free tuition is available to international students, but classes are taught in Portuguese.
[15] Free tuition in the Czech language, not free in other languages.
[16] International students are eligible.
[17] Available to all European Union (EU) citizens.
[18] International students are eligible.
[19] International students are eligible, but classes are taught in Greek.
[20] International students are eligible.
[21] Free public tuition for high-scoring secondary school students.
[22] Internationals students are eligible.
[23] International students are eligible, but living expenses are high.
[24] International students are eligible.
[25] Available to all EU citizens.
[26] Available to all EU citizens. Ph.D. programs are tuition-free.

Appendix: Supporting Data and Analysis

The following table shows the percentage of college costs at public colleges that would be covered by reallocating all current need-based aid to all students to only the eligible students at public colleges. It does not include the savings from eliminating education tax benefits. Figures at or above 75% are highlighted in yellow.[27] This paper's proposal appears in red. The data is based on the 2011-12 National Postsecondary Student Aid Study (NPSAS).

Ratio of All Aid to Public College Costs Eligibility Restrictions	% of Tuition & Fees	% of Tuition & Fees and Textbooks	% of Cost of Attendance
No Restrictions	78%	64%	23%
< 250% Poverty Line	157%	125%	42%
Minimum 2.0 GPA	88%	73%	27%
Minimum 2.5 GPA	104%	86%	32%
Minimum 3.0 GPA	151%	125%	47%
Minimum Half-Time Enrollment	90%	75%	29%
2.0 GPA & Half-Time	99%	83%	32%
2.5 GPA & Half-Time	117%	98%	38%
3.0 GPA & Half-Time	172%	144%	56%
2.0 GPA & Half-Time & < 250% Poverty Line	211%	170%	61%
2.5 GPA & Half-Time & < 250% Poverty Line	256%	207%	74%
3.0 GPA & Half-Time & < 250% Poverty Line	389%	315%	112%

The following table shows the college costs at public colleges.

College Costs at Public Colleges Eligibility Restrictions	Tuition & Fees	Tuition & Fees and Textbooks	Cost of Attendance
No Restrictions	$58,480,965,278	$71,314,570,114	$194,619,839,405
< 250% Poverty Line	$28,993,143,771	$36,530,833,041	$107,457,878,683
Minimum 2.0 GPA	$51,895,887,113	$62,798,334,794	$167,691,306,468
Minimum 2.5 GPA	$43,933,724,513	$53,052,064,336	$141,234,685,963
Minimum 3.0 GPA	$30,205,157,783	$36,505,666,844	$97,728,414,061
Minimum Half-Time Enrollment	$50,603,533,322	$60,962,842,892	$159,523,464,627
2.0 GPA & Half-Time	$45,876,482,322	$54,950,451,874	$141,560,189,532
2.5 GPA & Half-Time	$38,865,295,295	$46,452,602,735	$119,216,904,874
3.0 GPA & Half-Time	$26,542,159,640	$31,711,040,815	$81,552,768,260
2.0 GPA & Half-Time & < 250% Poverty Line	$21,679,230,231	$26,825,179,082	$74,801,687,659
2.5 GPA & Half-Time & < 250% Poverty Line	$17,800,732,477	$22,006,153,299	$61,364,576,824
3.0 GPA & Half-Time & < 250% Poverty Line	$11,719,662,204	$14,499,499,758	$40,678,374,814

[27] The education tax benefits increase funding by about one third, so any figure that is at or above 75% for need-based student aid should be at or above 100% when education tax benefits are included.

The following table shows enrollment totals at public colleges subject to the specified eligibility restrictions.

Enrollment at Public Colleges Eligibility Restrictions	Enrollment Count	Enrollment Percentage
No Restrictions	15,411,003	100%
< 250% Poverty Line	9,072,878	59%
Minimum 2.0 GPA	12,507,836	81%
Minimum 2.5 GPA	10,434,528	68%
Minimum 3.0 GPA	7,288,805	47%
Minimum Half-Time Enrollment	10,049,466	65%
2.0 GPA & Half-Time	8,595,789	56%
2.5 GPA & Half-Time	7,149,046	46%
3.0 GPA & Half-Time	4,867,772	32%
2.0 GPA & Half-Time & < 250% Poverty Line	4,896,195	32%
2.5 GPA & Half-Time & < 250% Poverty Line	3,985,506	26%
3.0 GPA & Half-Time & < 250% Poverty Line	2,634,905	17%

The next table assumes eligibility restrictions based on a 2.0 GPA and half-time enrollment, and evaluates the percentage of college costs that are covered by need-based aid to corresponding students (as opposed to reallocating all aid).

Ratio of Need-Based Aid to College Costs 2.0 GPA and Half-Time Enrollment Type of College	% of Tuition & Fees	% of Tuition & Fees and Textbooks	% of Cost of Attendance
Total	38%	34%	17%
Public	66%	55%	21%
Public 4-Year	45%	40%	18%
Public 2-Year	163%	110%	30%
Private Non-Profit	13%	13%	9%
Private Non-Profit 4-Year	13%	13%	9%
Private Non-Profit 2-Year	29%	28%	15%
Private For-Profit	41%	38%	21%
Private For-Profit 4-Year	45%	42%	22%
Private For-Profit 2-Year	31%	30%	17%

The following table shows college costs subject to the 2.0 GPA and half-time enrollment eligibility restrictions.

College Costs 2.0 GPA and Half-Time Enrollment Type of College	Tuition & Fees	Tuition & Fees and Textbooks	Cost of Attendance
Total	$119,460,837,433	$132,388,516,917	$262,816,407,155
Public	$45,876,482,322	$54,950,451,874	$141,560,189,532
Public 4-Year	$37,604,633,731	$42,794,946,548	$96,881,510,266
Public 2-Year	$8,044,438,987	$11,901,151,894	$43,956,220,397
Private Non-Profit	$53,639,563,253	$56,182,334,946	$82,864,642,856
Private Non-Profit 4-Year	$52,995,407,429	$55,499,317,795	$81,631,625,740
Private Non-Profit 2-Year	$613,500,344	$651,677,040	$1,177,488,600
Private For-Profit	$19,944,804,268	$21,255,742,994	$38,391,624,483
Private For-Profit 4-Year	$11,341,896,821	$12,254,521,180	$23,155,329,033
Private For-Profit 2-Year	$5,349,292,293	$5,515,759,779	$9,543,432,090

The following table shows enrollment totals subject to the 2.0 GPA and half-time enrollment eligibility restrictions.

Enrollment Summary 2.0 GPA and Half-Time Enrollment Type of College	Enrollment Count	Enrollment Percentage
Total	12,271,783	58%
Public	8,595,789	56%
Public 4-Year	4,750,141	73%
Public 2-Year	3,799,050	43%
Private Non-Profit	2,129,550	77%
Private Non-Profit 4-Year	2,079,909	77%
Private Non-Profit 2-Year	46,554	61%
Private For-Profit	1,546,445	52%
Private For-Profit 4-Year	944,902	51%
Private For-Profit 2-Year	377,776	55%