RESEARCH REPORT

Financing Public Higher Education

The Evolution of State Funding

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Contents

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Financing Public Higher Education: The Evolution of State Funding

Discussions of recent tuition increases at public colleges and universities in the United States frequently point to the problem of declining state appropriations. Since tuition and state appropriations are the two main sources of funding for these institutions, it is no surprise that declines in one are associated with increases in the other.

In this report, we examine differences across states in funding, enrollment, and pricing changes over time. College access and affordability are national issues, but students residing in different states have very different opportunities. These opportunities have evolved differently in recent years, depending on policy priorities as well as on state economies.

Overall, per student appropriations are significantly lower now than before the Great Recession. But funding has increased in a few states and plummeted far more than the national average in others. In some states, overall funding has sharply declined, while in other states, the challenge has been keeping up with skyrocketing postsecondary enrollment. Greater funding declines are associated with steeper price increases across states' public institutions, but this correlation is far from perfect.

Funding Changes over Time, 2000–01 to 2014–15

After declining from $82.0 billion (in 2015 dollars) in 2000–01 to $77.3 billion in 2003–04, total state funding for higher education rose to a peak of $87.0 billion in 2007–08.[1] But the Great Recession led to five consecutive years of funding cuts, for an overall 15 percent decline to $74.2 billion in 2012–13. Two years of increases left appropriations, in 2014–15, 7 percent below their 2007–08 level, after adjusting for inflation. Table 1 and figure 1 show these changes, along with enrollments in public colleges and universities.[2]

TABLE 1A

Total State Appropriations for Higher Education, Enrollment, and Appropriations per Student

The path of appropriations per student depends on both total appropriations and enrollment

State fiscal/academic year	Total appropriations (billions of current $)	Total appropriations (billions of 2015 $)	Fall public FTE enrollment (millions)	Appropriations per FTE student (2015 $)
2000–01	$60.6	$82.0	8.3	$9,910
2001–02	$62.7	$83.3	8.6	$9,640
2002–03	$62.4	$81.1	9.1	$8,950
2003–04	$60.8	$77.3	9.2	$8,370
2004–05	$63.1	$77.9	9.3	$8,330
2005–06	$66.7	$79.3	9.4	$8,450
2006–07	$72.8	$84.4	9.5	$8,880
2007–08	$77.8	$87.0	9.7	$8,930
2008–09	$78.5	$86.6	10.1	$8,610
2009–10	$78.3	$85.6	10.8	$7,960
2010–11	$78.5	$84.0	11.0	$7,630
2011–12	$72.3	$75.2	10.9	$6,860
2012–13	$72.5	$74.2	10.8	$6,880
2013–14	$77.0	$77.5	10.7	$7,250
2014–15	$81.0	$81.0	10.7	$7,570

TABLE 1B

State fiscal/academic year	Total appropriations	Total appropriations	Fall public FTE enrollment	Appropriations per FTE student
Full 14-yr period: 2000–01 to 2014–15	34%	-1%	29%	-24%
Period of rising enrollment: 2000–01 to 2010–11	29%	3%	33%	-23%
Period of falling appropriations: 2007–08 to 2012–13	-7%	-15%	11%	-23%
Pre-recession to current year: 2007–08 to 2014–15	4%	-7%	10%	-15%
Period of falling enrollment: 2010–11 to 2014–15	3%	-4%	-3%	-1%

Sources: Illinois State University, *Grapevine,* various publication years and tables for 2000–01 through 2014–15 data; National Center for Education Statistics (NCES), *Digest of Education Statistics,* various publication years and tables for fall 2000 through fall 2013 data.

Notes: FTE = full-time equivalent. Appropriations include federal contributions under the American Reinvestment and Recovery Act (ARRA) of 2009, which supplemented state funds from 2009–10 through 2011–12. The latest actual enrollment data are for fall 2013. Estimates for fall 2014 reflect NCES projections. Current dollars before 2014–15 are inflated to 2015 dollars using the average Consumer Price Index for the most common state fiscal year (July through June).

FIGURE 1A

Total State Appropriations for Higher Education, Enrollment, and per Student, in 2015 Dollars

Enrollment has leveled off in recent years, contributing to a partial recovery in appropriations per student

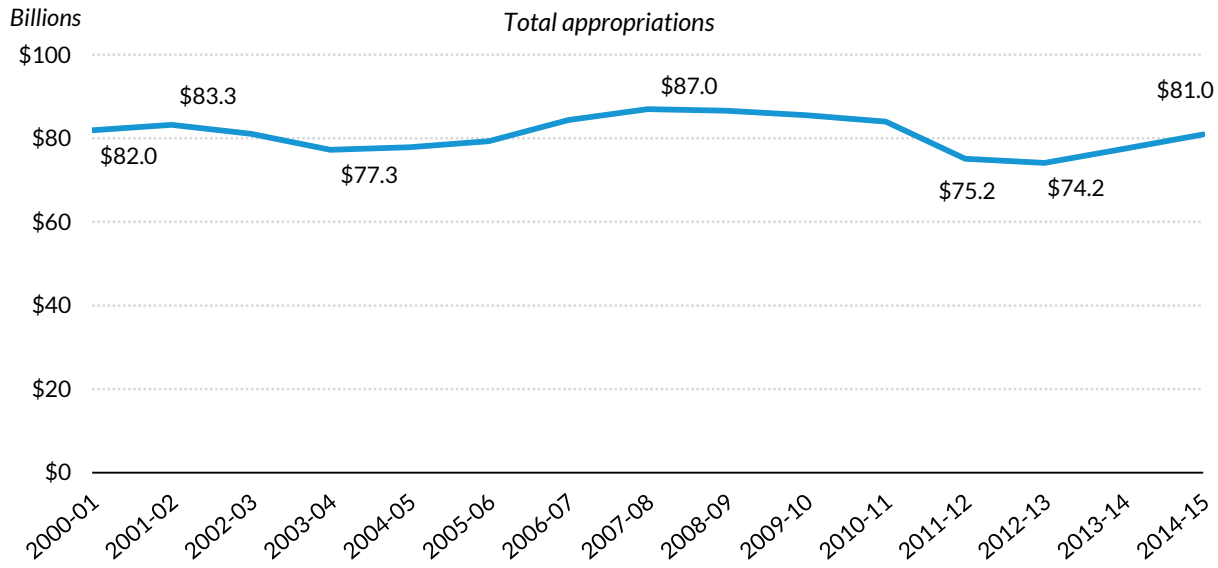


FIGURE 1B

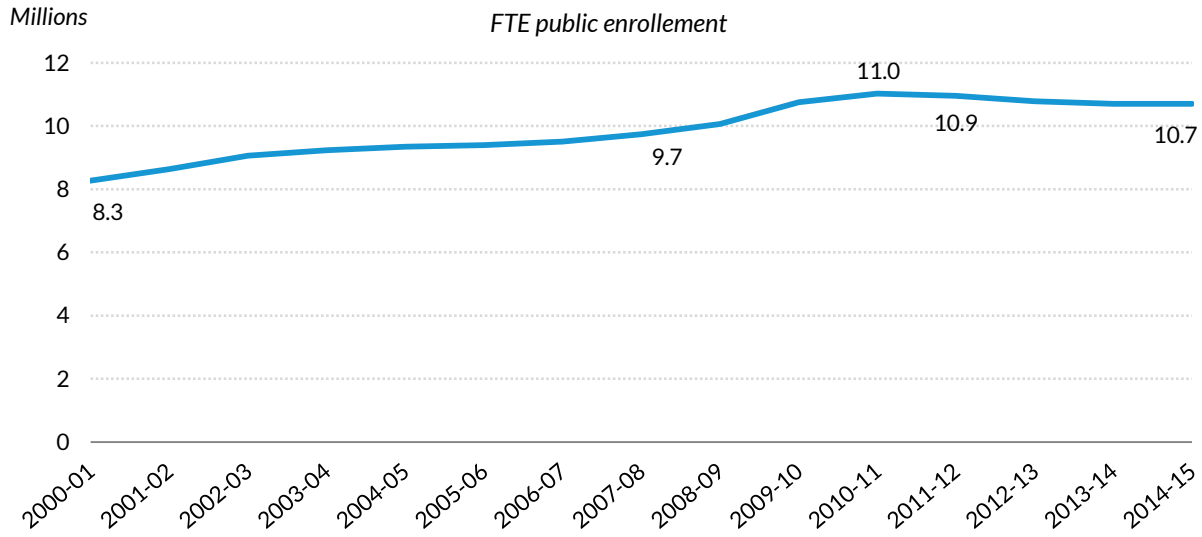
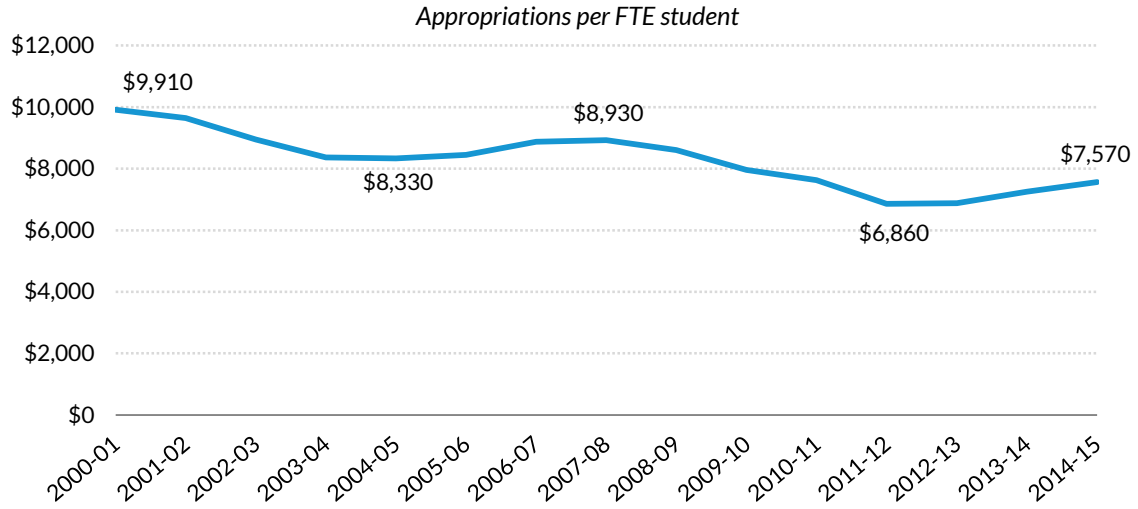


FIGURE 1C



Sources: Illinois State University, *Grapevine,* various publication years and tables for 2000-01 through 2014-15 data; NCES, *Digest of Education Statistics,* various publication years and tables for fall 2000 through fall 2013 data.
Notes: FTE = full-time equivalent. Appropriations include federal contributions under the American Reinvestment and Recovery Act (ARRA) of 2009, which supplemented state funds from 2009–10 through 2011–12. The latest actual enrollment data are for fall 2013. Estimates for fall 2014 reflect NCES projections. Current dollars before 2014–15 are inflated to 2015 dollars using the average Consumer Price Index for the most common state fiscal year.

Enrollment in public colleges and universities increased from 8.3 million full-time equivalent (FTE) students in fall 2000 to 11.0 million in fall 2010—a 33 percent increase over the decade. Enrollments have fallen about 3 percent from that peak, to an estimated 10.7 million in 2014. Because of the rise in enrollments over time, funding per student has fallen much more than total funding.[3]

Variation across States

For the nation as a whole, total funding was about the same in 2014–15 as in 2000–01, after adjusting for inflation—declining 1 percent from $82.0 billion (in 2015 dollars) to $81.0 billion. But funding increased in 23 states and decreased in the rest over this 14-year period (see appendix A, table A.1). The largest increases were 83 percent in Wyoming, 63 percent in North Dakota, and 47 percent in Alaska. In contrast, funding declined 41 percent in Michigan, 39 percent in Pennsylvania, and 28 percent in Ohio.

In 2011–12, the year of the largest national decline, when 45 states decreased their funding, there were increases of 7 percent in Illinois, North Dakota, and Rhode Island. The expiration of federal stabilization funds contributed to these widespread funding cuts in 2011–12.[4]

In 2014–15, a 4 percent national increase included declines of less than 3 percent in 14 states and increases as large as 20 percent in Illinois, which had to make large contributions to its underfunded pension account, and 14 percent in Colorado.[5] (Table A.1 shows one-year changes in total funding for all states in 2011–12 and 2014–15, in addition to the change from 2000–01 to 2014–15.)

Fluctuations within States

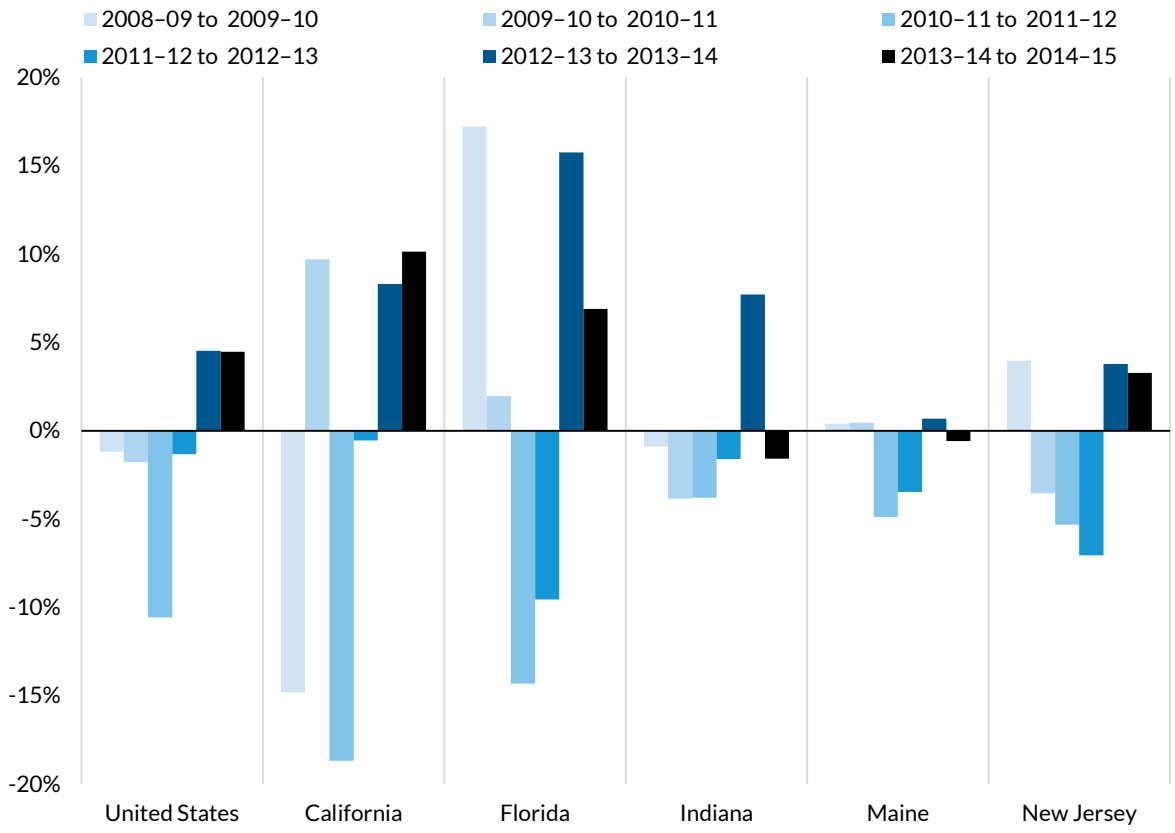
Unpredictable fluctuations from year to year exacerbate the funding challenges public colleges face. Focusing on one-year changes over time highlights the inconsistent patterns within states (table A.2). For the nation as a whole, one-year changes post-Great Recession have ranged from an 11 percent decline in 2011–12 to an increase of 5 percent in 2013–14. But New Hampshire increased funding 25 percent in 2013–14 after a 42 percent cut in 2011–12. Tennessee increased funding 31 percent in 2009–10, but cut it 17 percent in 2011–12.

From 2009–10 through 2014–15, 12 states experienced both a double-digit increase and a double-digit decrease in funding. For example, as figure 2 illustrates, California cut funding 15 percent in 2009–10 and 19 percent in 2011–12, but raised it 10 percent in both 2010–11 and 2014–15. Florida increased funding 17 percent in 2009–10, cut it 14 percent in 2011–12, and raised it again 16 percent in 2013–14. Some states have managed to avoid these large fluctuations. For example, Indiana's single-year changes from 2000–01 to 2014–15 ranged from -4 percent to 8 percent; Maine's ranged from -5 percent to 1 percent; and New Jersey's ranged from -7 percent to 4 percent. (See table A.2 for additional information on state funding fluctuations from 2000–01 to 2014–15.)

FIGURE 2

Single-Year Fluctuations in State Funding for Higher Education, Inflation Adjusted, Selected States by Fiscal Years, 2009–10 to 2014–15

In some states, funding per student has fluctuated widely from year to year



Source: Illinois State University, *Grapevine*, various publication years and tables for 2008-09 through 2014–15 data.

Enrollment Changes over Time, Fall 2000 to Fall 2013

The picture of state funding for higher education in recent years looks bleaker when funding levels are put into the context of enrollment growth. On average, total state appropriations for higher education were 1 percent lower in 2014–15 than in 2000–01, after adjusting for inflation. But appropriations per FTE student were 24 percent lower because enrollment increased 29 percent nationwide over these years.

Because of differences in enrollment growth, states with similar changes in appropriations can have quite different changes in funding per student. Nationally, the number of FTE students enrolled in

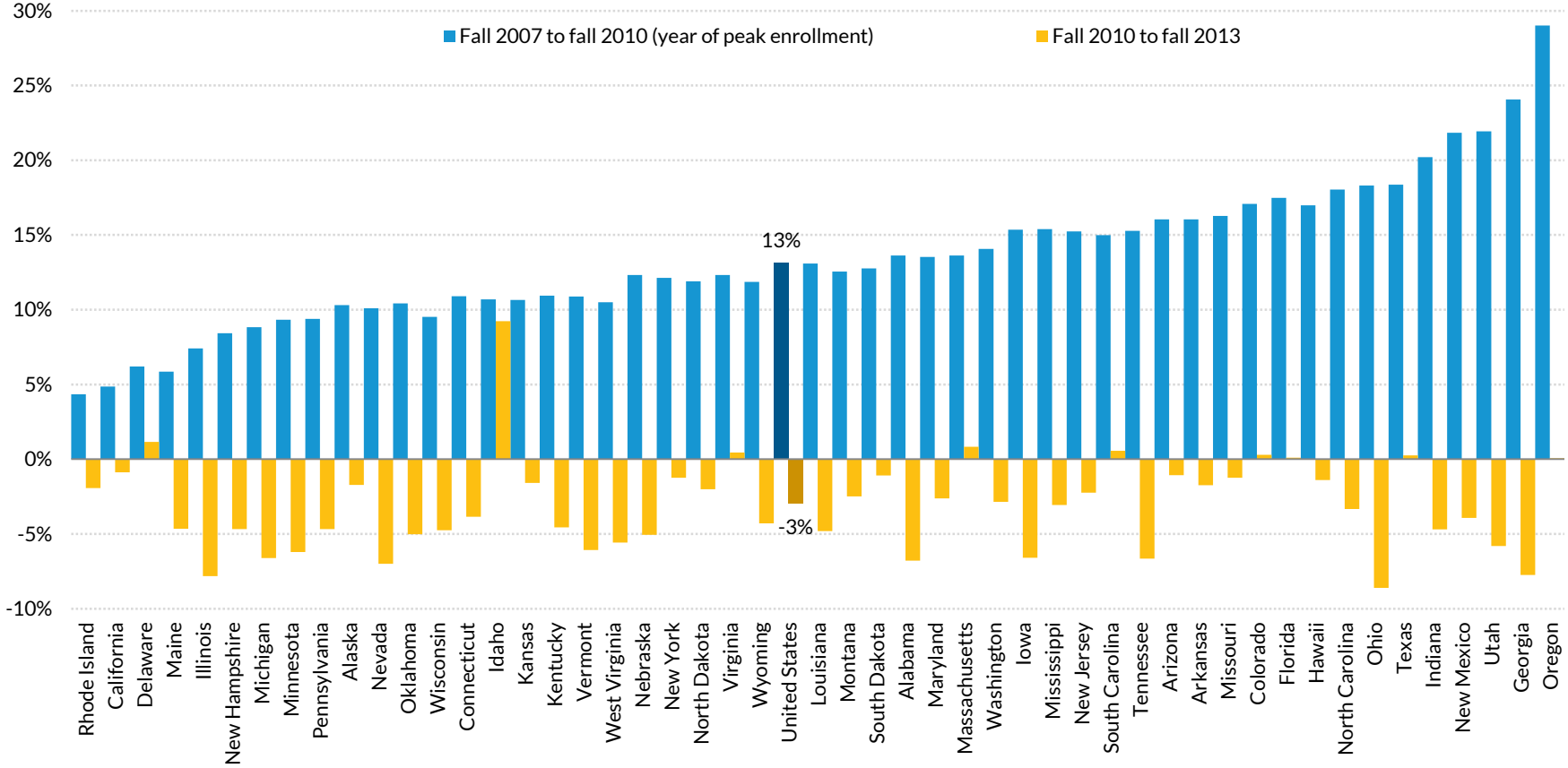
public institutions increased 29 percent, from 8.3 million to 10.7 million between fall 2000 and fall 2013 (table A.3).[6] Over the same 13-year period, enrollment in Arkansas, Florida, Georgia, and Texas increased between 46 and 56 percent, while enrollment increased just 7 percent in Illinois, 10 percent in Louisiana, and 16 percent in Tennessee. (See table A.3 for all states' enrollment changes between fall 2000 and fall 2013).

Nationally, public postsecondary enrollment peaked at 11.0 million full-time equivalent students in fall 2010, having grown 13 percent between fall 2007 and fall 2010. This enrollment growth was largely the result of the recession, which eliminated many labor market opportunities. As shown in figure 3, enrollment increased across states during these three years, from modest increases of 4 and 5 percent in Rhode Island and California, respectively, to dramatic 24 and 29 percent increases in Georgia and Oregon, respectively. Over the next three years, when national enrollment fell 3 percent, enrollment still grew 9 percent in Idaho and 1 percent in 3 states. It was stable in 5 states but declined in the other 41 states—including a 9 percent decline in Ohio and 8 percent declines in Georgia and Illinois.[7]

FIGURE 3

Change in Public FTE Fall Enrollment, from Fall 2007 to Fall 2010, and from Fall 2010 to Fall 2013

Enrollment across all states grew during the Great Recession, but some states experienced much more enrollment growth than others. Post-recession, enrollment declined in most states.



Source: NCES (2014, Table 307.30; 2012, Table 255).
Note: FTE = full-time equivalent.

State Funding per FTE Student over Time, 2000–01 to 2013–14

The steep decline of 27 percent in total state funding per FTE student between 2000–01 and 2013–14 resulted from a large increase in total enrollment (29 percent) combined with a 5 percent decline in total state funding (in inflation-adjusted dollars). This overall trend, however, conceals considerable variation across states. Patterns of funding and enrollment tell a different story for each state.

Over the entire 13-year period documented in table 2, changes in appropriations per FTE student ranged from increases of 42 percent in Wyoming and 31 percent in North Dakota to declines of 51 percent in Oregon and Pennsylvania and 53 percent in Michigan.

During the economic downturn from 2007–08 to 2011–12, Illinois and North Dakota saw increases in funding per student of 9 percent and 14 percent, respectively, compared with a national decline of 23 percent (table 2). Both states had significant increases in appropriations, but Illinois also benefited from a relatively small 5 percent increase in enrollment, compared with 12 percent nationwide. All of the states with the largest declines in funding per student reduced their total funding by more than the national average. But unusually large increases in enrollment also contributed to the per-student funding declines of close to 50 percent in Arizona and Oregon (figure 4). In New Hampshire, in contrast, funding per student declined by 45 percent over these four years, despite the fact that enrollment increased by only 6 percent.

TABLE 2

State Funding per FTE Student, in 2014 Dollars, 2000–01 to 2013–14, Select Years

Patterns in state funding per student differ dramatically across states

	State Funding per FTE Student (in 2014 Dollars)				Percentage Change in State Funding per FTE Student			
	2000–01	2007–08	2011–12	2013–14	Pre-recession 2000–01 to 2007–08	Economic downturn 2007–08 to 2011–12	Economic recovery 2011–12 to 2013–14	2000–01 to 2013–14
United States	**$9,843**	**$8,866**	**$6,815**	**$7,194**	**-10%**	**-23%**	**6%**	**-27%**
Alabama	$9,139	$11,831	$7,585	$7,404	10%	-36%	-2%	-19%
Alaska	$15,344	$17,331	$17,416	$18,662	19%	0%	7%	22%
Arizona	$6,921	$6,509	$3,469	$3,663	-9%	-47%	6%	-47%
Arkansas	$10,762	$9,361	$8,724	$8,592	-18%	-7%	-2%	-20%
California	$10,117	$9,329	$6,867	$7,375	-11%	-26%	7%	-27%
Colorado	$6,627	$4,951	$3,456	$3,499	-22%	-30%	1%	-47%
Connecticut	$13,983	$13,770	$10,733	$11,461	-10%	-22%	7%	-18%
Delaware	$9,113	$8,625	$6,649	$6,771	-7%	-23%	2%	-26%
Florida	$10,183	$8,509	$6,554	$6,976	-27%	-23%	6%	-31%
Georgia	$10,598	$9,756	$8,553	$8,822	-7%	-12%	3%	-17%
Hawaii	$14,213	$17,168	$13,021	$12,830	25%	-24%	-1%	-10%
Idaho	$9,660	$9,682	$6,763	$6,768	3%	-30%	0%	-30%
Illinois	$10,395	$8,604	$9,362	$10,892	-18%	9%	16%	5%
Indiana	$9,353	$7,811	$6,187	$6,815	-19%	-21%	10%	-27%
Iowa	$10,727	$8,241	$5,697	$6,494	-20%	-31%	14%	-39%
Kansas	$8,058	$7,374	$5,873	$5,698	-10%	-20%	-3%	-29%
Kentucky	$11,360	$9,469	$7,503	$7,336	-20%	-21%	-2%	-35%
Louisiana	$7,694	$12,089	$7,261	$6,689	51%	-40%	-8%	-13%

TABLE 2 CONTINUED

	State Funding per FTE Student (in 2014 Dollars)				Percentage Change in State Funding per FTE Student			
	2000–01	2007–08	2011–12	2013–14	Pre-recession 2000–01 to 2007–08	Economic downturn 2007–08 to 2011–12	Economic recovery 2011–12 to 2013–14	2000–01 to 2013–14
Maine	$10,422	$8,567	$7,608	$7,566	-22%	-11%	-1%	-27%
Maryland	$10,350	$9,233	$7,771	$8,351	-10%	-16%	7%	-19%
Massachusetts	$11,434	$8,164	$7,622	$8,195	-33%	-7%	8%	-28%
Michigan	$9,154	$5,948	$3,972	$4,328	-36%	-33%	9%	-53%
Minnesota	$11,279	$9,328	$6,652	$7,260	-20%	-29%	9%	-36%
Mississippi	$10,708	$9,762	$7,237	$7,341	-10%	-26%	1%	-31%
Missouri	$8,820	$6,178	$4,885	$4,945	-26%	-21%	1%	-44%
Montana	$5,909	$5,894	$5,163	$5,795	5%	-12%	12%	-2%
Nebraska	$10,146	$9,393	$8,356	$8,983	-8%	-11%	8%	-11%
Nevada	$8,833	$10,184	$6,976	$7,025	11%	-32%	1%	-20%
New Hampshire	$5,097	$4,535	$2,476	$3,238	-11%	-45%	31%	-36%
New Jersey	$11,704	$9,686	$7,659	$7,543	-24%	-21%	-2%	-36%
New Mexico	$11,002	$12,746	$8,347	$8,756	2%	-35%	5%	-20%
New York	$10,645	$11,205	$8,764	$9,376	3%	-22%	7%	-12%
North Carolina	$13,569	$13,856	$10,603	$10,609	1%	-23%	0%	-22%
North Dakota	$7,974	$7,881	$8,973	$10,450	-5%	14%	16%	31%
Ohio	$9,484	$7,089	$5,026	$5,435	-22%	-29%	8%	-43%
Oklahoma	$9,226	$8,445	$7,309	$7,530	-9%	-13%	3%	-18%
Oregon	$8,454	$6,829	$3,717	$4,134	-21%	-46%	11%	-51%
Pennsylvania	$9,971	$7,604	$4,928	$4,927	-25%	-35%	0%	-51%
Rhode Island	$8,205	$6,367	$5,871	$5,340	-31%	-8%	-9%	-35%

TABLE 2 CONTINUED

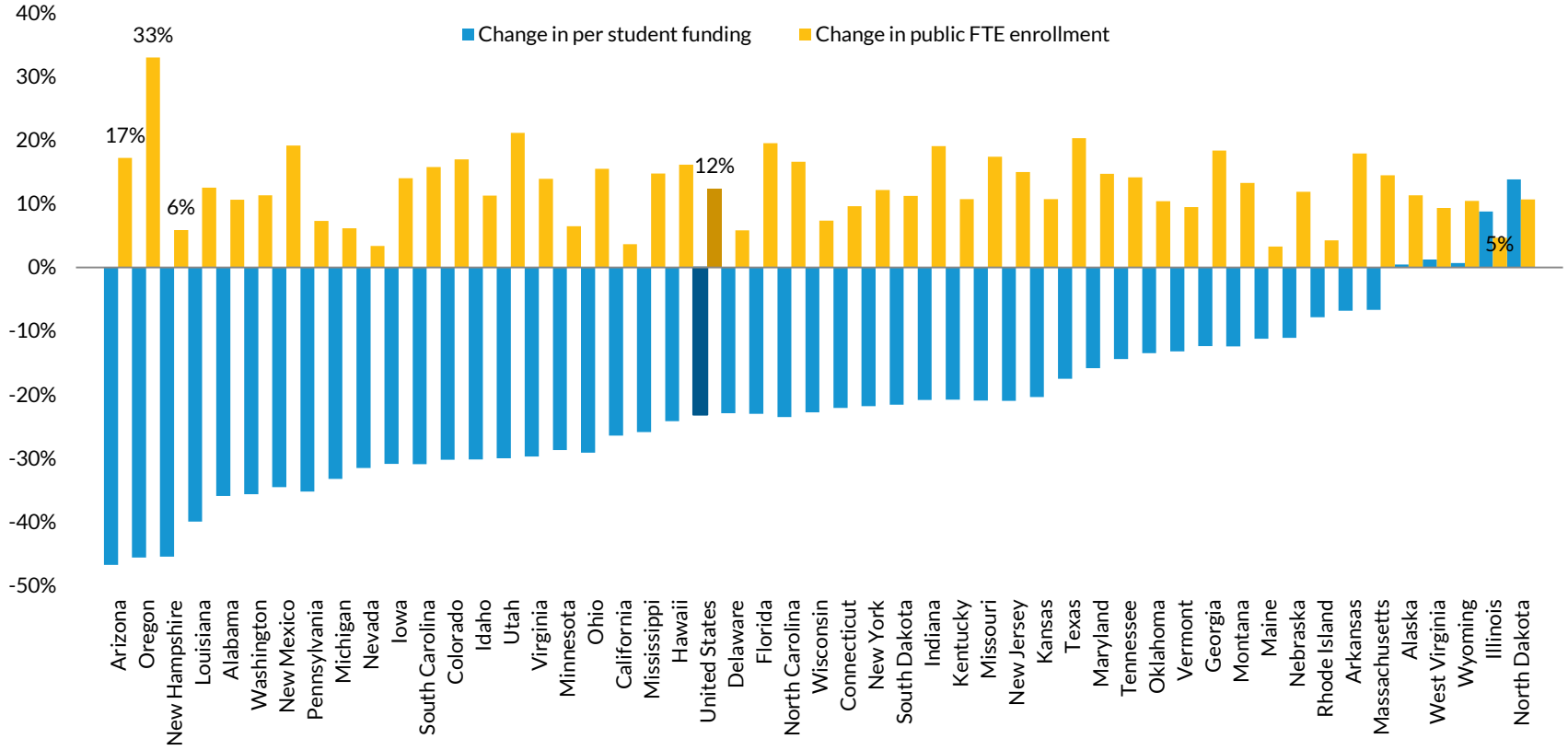
	State Funding per FTE Student (in 2014 Dollars)				Percentage Change in State Funding per FTE Student			
	2000–01	2007–08	2011–12	2013–14	Pre-recession 2000–01 to 2007–08	Economic downturn 2007–08 to 2011–12	Economic recovery 2011–12 to 2013–14	2000–01 to 2013–14
South Carolina	$10,172	$7,954	$5,497	$5,638	-39%	-31%	3%	-45%
South Dakota	$6,508	$6,903	$5,415	$6,008	7%	-22%	11%	-8%
Tennessee	$9,184	$9,073	$7,770	$8,958	-11%	-14%	15%	-2%
Texas	$9,663	$8,735	$7,206	$7,601	-18%	-18%	5%	-21%
Utah	$8,308	$8,568	$6,000	$6,714	0%	-30%	12%	-19%
Vermont	$5,894	$5,031	$4,368	$4,574	-19%	-13%	5%	-22%
Virginia	$9,929	$7,884	$5,544	$5,945	-24%	-30%	7%	-40%
Washington	$9,011	$8,875	$5,714	$6,412	-1%	-36%	12%	-29%
West Virginia	$8,367	$6,980	$7,066	$6,804	-16%	1%	-4%	-19%
Wisconsin	$8,404	$6,586	$5,086	$5,100	-21%	-23%	0%	-39%
Wyoming	$10,040	$13,621	$13,717	$14,302	45%	1%	4%	42%

Sources: Illinois State University, *Grapevine,* various publication years and tables for 2000–01 through 2013–14 data; NCES, *Digest of Education Statistics,* various publication years and tables for fall 2000 through fall 2013 data.
Notes: Appropriations include federal contributions under the ARRA of 2009, which supplemented state funds from 2009–10 through 2012–13. Current dollars before 2013–14 are inflated to 2014 dollars using the average Consumer Price Index for the most common state fiscal year (July through June). FTE = full-time equivalent.

FIGURE 4

Change in Public FTE Enrollment and Inflation Adjusted per Student Funding, 2007–08 to 2011–12

Enrollment growth contributed to declining per student funding during the economic downturn, but change in total appropriations were the driving factor for most states



Sources: Illinois State University, *Grapevine,* (2009, 2012); NCES, *Digest of Education Statistics,* (2009, Table 219; 2012, Table 255).

Notes: Appropriations used for per-student funding are inflated to 2014 dollars using the average Consumer Price Index for the most common state fiscal year (July through June). Appropriations used for per-student funding in 2011–12 include federal contributions under the ARRA of 2009, which supplemented state funds from 2009–10 through 2011–12. FTE = full-time equivalent.

Between 2011–12 and 2013–14, funding per student has recovered some of the ground it lost during the downturn, increasing 6 percent nationwide. But the changes over these two years ranged from increases of 31 percent in New Hampshire and 16 percent in Illinois (where enrollment fell more than the national average) and North Dakota to declines of 8 percent in Louisiana—despite a larger-than-average decline in enrollment—and 9 percent in Rhode Island. (See change in funding per FTE student in table 3 and change in enrollment in table A.3.)

Changes in enrollment played different roles across states, but even where enrollment fluctuated most, changes in overall appropriations are behind the most extreme changes in funding per student.

Tuition Prices over Time, 2000–09 to 2014–15

In the nation as a whole, published tuition and fees rose 17 percent in 2015 dollars at public four-year institutions between 2009–10 and 2014–15, and 19 percent at public two-year colleges. But as figure 5 shows, in the four-year sector, price increases ranged from 1 percent in Maine and 5 percent in Montana to 48 percent in Georgia and 56 percent in Louisiana over this time period. In the two-year sector, the range was from declines of 1 percent in Maine, Montana, and North Dakota to increases of 60 percent in California and 65 percent in Louisiana. California, at $1,429 for full time students, still has the lowest public two-year tuition and fees in the country. (See appendix table A.4 for five-year percentage increases in public sector tuition and fees for all states.)

FIGURE 5A

Increases in Tuition and Fees, Public Two-Year and Public Four-Year Institutions, 2009–10 to 2014–15, in 2015 Dollars

Rates of tuition growth vary considerably from state to state

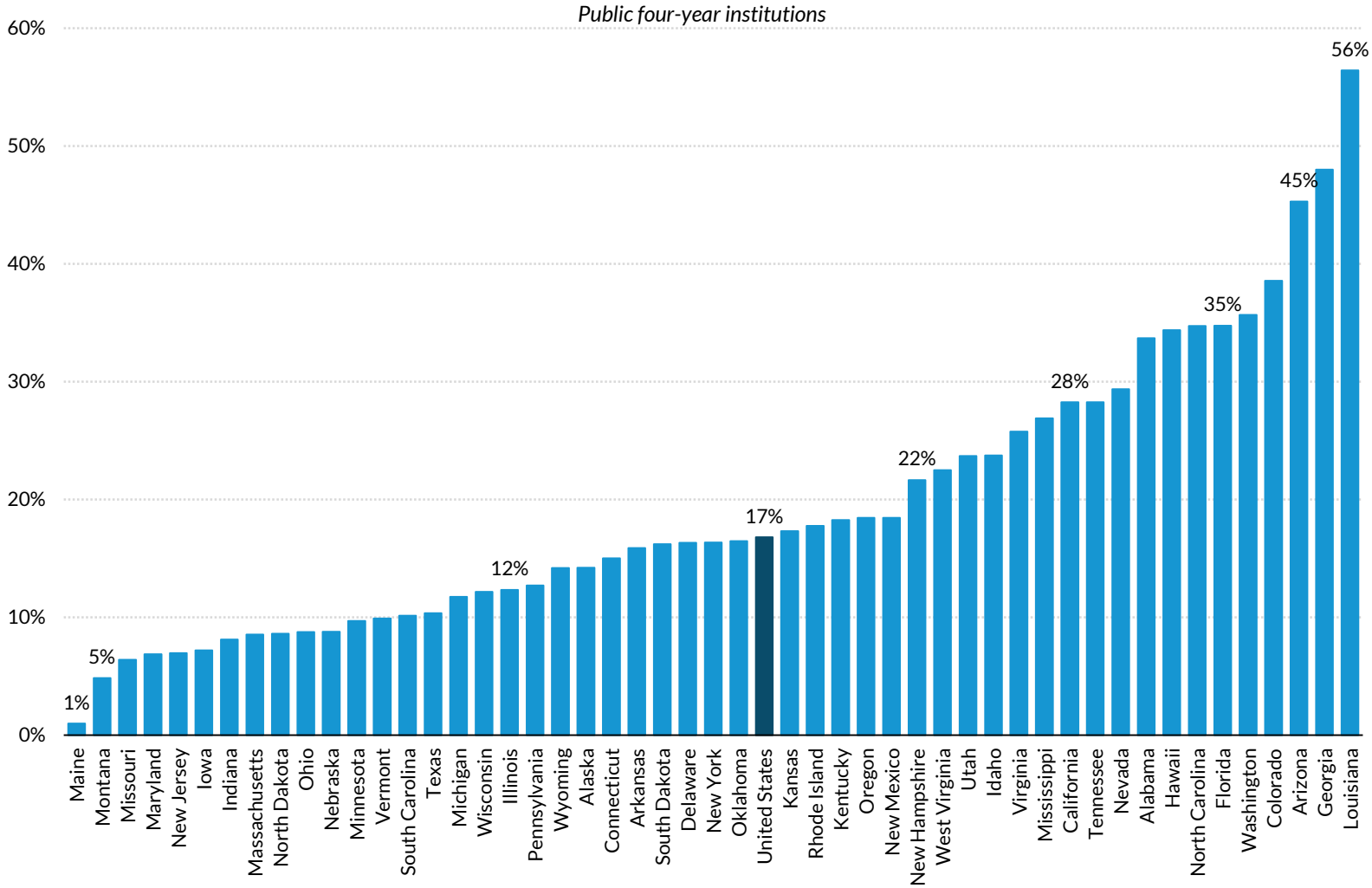
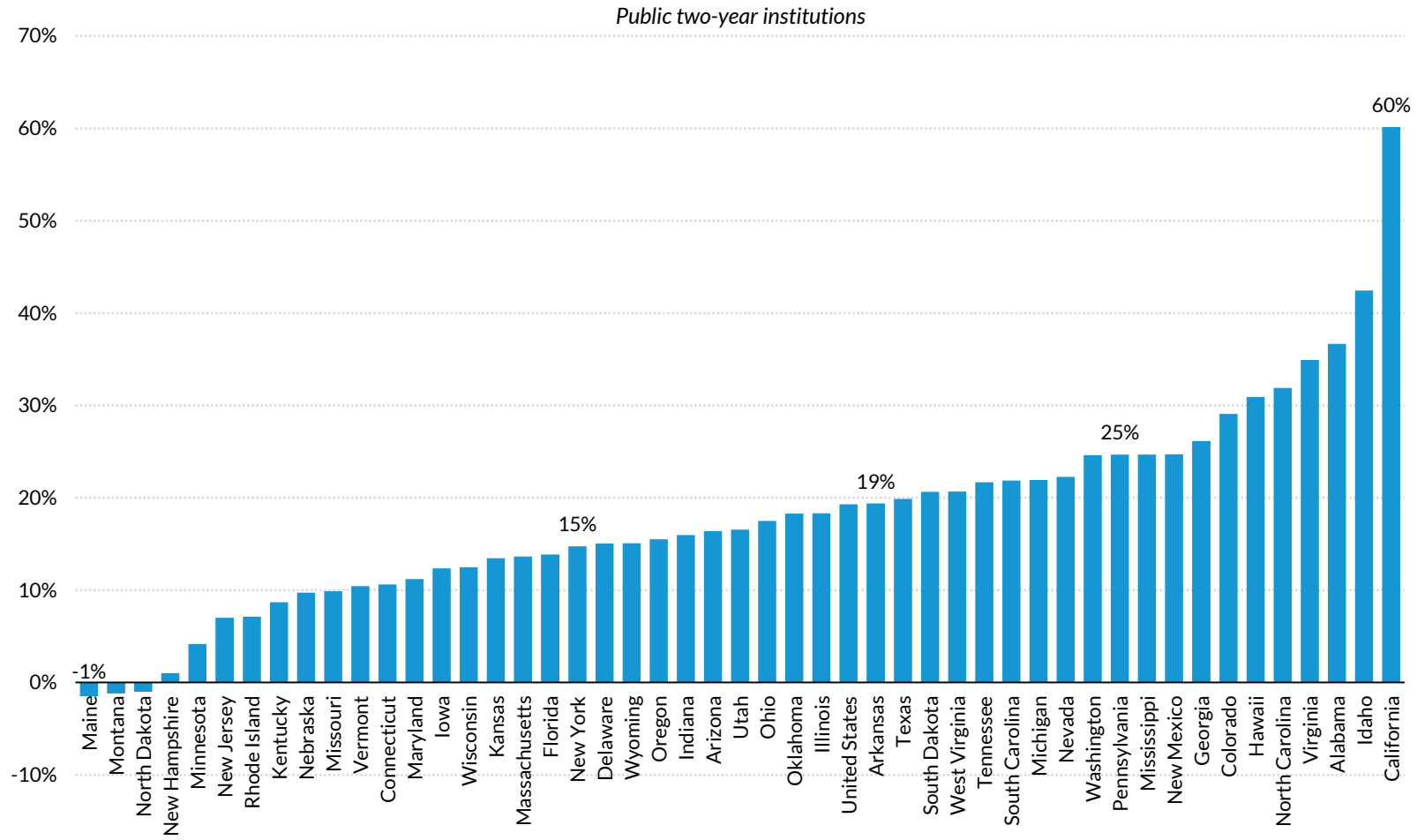


FIGURE 5B



Source: College Board, 2014.

Notes: Tuition data are in-district tuition for public two-year and in-state tuition for public four-year colleges. Average tuition and fee prices are weighted by full-time enrollment. Data on individual states should be interpreted with caution because of the possible impact of reporting errors and missing data on states with small numbers of institutions. Current dollars are inflated to 2015 dollars using the average Consumer Price Index for the most common state fiscal year (July through June). Only public four-year tuition and fees are shown for Alaska because this state does not have a community college system.

Tuition increases are correlated with changes in funding per student, but the correlation is far from perfect. The average increase in tuition and fees between 2009–10 and 2014–15 for the 10 states with the largest declines in funding per student between 2008–09 and 2013–14 was 29 percent, compared with 15 percent for the 10 states with increases or the smallest declines in per student funding. But some states are clear exceptions. For example, New Hampshire, which is consistently second only to Vermont with the highest tuition in the country, kept tuition increases relatively small in the face of large funding declines over this time period. Tennessee, one of only five states with an increase in appropriations per student over these years, increased public four-year tuition 22 percent.

Conclusion

National data on funding, tuition, and enrollments provide a valuable sense of the state of higher education in the United States. Over the period from 2000–01 to 2014–15, total appropriations have almost kept up with inflation, despite year-to-year fluctuations. However, rapid growth in postsecondary enrollment has generated significant declines in funding per student over this time period. The Great Recession accelerated a slow downward trend over the preceding years.

Because public higher education is managed and partially funded by states, the national averages hide considerable differences across the country. Some states fund their institutions much more generously than others and a few were able to maintain funding during the worst years of the downturn. Enrollment has grown rapidly in some states, creating challenges quite different from those states face where the number of students attending public colleges and universities has been more stable.

Both tuition levels and growth over time in these prices vary considerably across states. A thorough analysis of the factors driving tuition increases is beyond the scope of this report, but it is clear that students face different options depending on their states of residence.

Appendix A

TABLE A.1

Changes in Inflation-Adjusted State Appropriations for Higher Education

Annual changes in appropriations vary wide both across states and for individual states over time

	Full 14-year period 2000-01 to 2014-15	Largest national decline: 2010-11 to 2011-12	Most recent: 2013-14 to 2014-15
United States	-1.2%	-10.6%	4.5%
Alabama	-0.4%	-5.9%	0.9%
Alaska	47.3%	1.4%	-1.3%
Arizona	-24.1%	-26.4%	3.3%
Arkansas	15.2%	-2.6%	-1.7%
California	-3.1%	-18.7%	10.1%
Colorado	-22.8%	-17.8%	13.8%
Connecticut	17.1%	-14.2%	8.9%
Delaware	-9.8%	-2.5%	-1.2%
Florida	13.2%	-14.3%	6.9%
Georgia	34.0%	-11.0%	3.1%
Hawaii	24.0%	-2.7%	6.3%
Idaho	0.8%	-6.9%	6.4%
Illinois	34.5%	7.4%	20.2%
Indiana	-3.1%	-3.8%	-1.6%
Iowa	-26.3%	-5.2%	2.2%
Kansas	-13.0%	-4.3%	3.4%
Kentucky	-13.5%	-6.6%	-2.7%
Louisiana	-4.9%	-24.0%	-0.2%
Maine	-12.0%	-4.9%	-0.6%
Maryland	15.5%	-2.2%	5.9%
Massachusetts	0.5%	-3.4%	8.2%
Michigan	-40.6%	-19.5%	6.1%
Minnesota	-20.7%	-9.8%	2.9%
Mississippi	-9.5%	-9.1%	2.9%
Missouri	-20.4%	-9.4%	7.4%
Montana	25.8%	-6.3%	5.4%
Nebraska	7.7%	-3.4%	3.5%
Nevada	15.1%	-16.4%	0.4%
New Hampshire	-9.5%	-41.6%	12.2%
New Jersey	-8.0%	-5.3%	3.3%

TABLE A.1 CONTINUED

	Full 14-year period 2000-01 to 2014-15	Largest national decline: 2010-11 to 2011-12	Most recent: 2013-14 to 2014-15
New Mexico	17.1%	-7.3%	4.3%
New York	16.2%	-10.1%	2.7%
North Carolina	14.9%	-8.0%	2.3%
North Dakota	63.3%	7.2%	-0.7%
Ohio	-27.6%	-14.3%	0.6%
Oklahoma	-1.6%	-11.4%	-1.1%
Oregon	-22.8%	-15.4%	9.2%
Pennsylvania	-38.8%	-18.1%	0.1%
Rhode Island	-19.6%	6.7%	5.4%
South Carolina	-18.4%	-10.1%	6.0%
South Dakota	18.1%	-10.6%	3.9%
Tennessee	11.7%	-17.2%	-1.3%
Texas	11.9%	0.1%	-2.4%
Utah	20.0%	-3.6%	10.4%
Vermont	0.1%	-7.1%	-1.8%
Virginia	-17.8%	-17.1%	1.0%
Washington	-12.3%	-16.9%	-0.1%
West Virginia	-3.5%	-1.3%	-2.7%
Wisconsin	-24.5%	-19.1%	6.4%
Wyoming	82.5%	-14.7%	5.2%

Sources: Illinois State University, *Grapevine,* various publication years and tables for 2000–01 through 2014–15 data.
Notes: Appropriations include federal contributions under the American Reinvestment and Recovery Act (ARRA) of 2009, which supplemented state funds from 2009–10 through 2011–12. Current dollars prior to 2014–15 are inflated to 2015 dollars using the average Consumer Price Index for the most common state fiscal year (July through June).

TABLE A2

Fluctuations in State Funding for Higher Education, Inflation Adjusted

Multi-year changes do not capture the year-to-year volatility in many states' funding for higher education

	Multi-Year Changes				Single-Year Changes					
	2000–01 to 2004–05	2004–05 to 2009–10	2009–10 to 2014–15	2000–01 to 2014–15	2008–09 to 2009–10	2009–10 to 2010–11	2010–11 to 2011–12	2011–12 to 2012–13	2012–13 to 2013–14	2013–14 to 2014–15
United States	-5%	10%	-5%	-1%	-1%	-2%	-11%	-1%	5%	4%
California	-8%	-1%	6%	-3%	-15%	10%	-19%	-1%	8%	10%
Florida	4%	11%	-2%	13%	17%	2%	-14%	-10%	16%	7%
Indiana	1%	0%–-1%	-4%	-3%	-1%	-4%	-4%	-2%	8%	-2%
Maine	-3%	-2%	-8%	-12%	< 1%	< 1%	-5%	-3%	1%	-1%
New Hampshire	5%	11%	-22%	-9%	3%	-7%	-42%	2%	25%	12%
New Jersey	3%	-2%	-9%	-8%	4%	-4%	-5%	-7%	4%	3%
Tennessee	-2%	30%	-13%	12%	31%	-2%	-17%	1%	7%	-1%

Source: Illinois State University, *Grapevine,* various publication years and tables for 2000–01 through 2014–15 data.

Notes: Appropriations include federal contributions under the American Reinvestment and Recovery Act (ARRA) of 2009, which supplemented state funds from 2009–10 through 2011–12. Current dollars prior to 2014-15 are inflated to 2015 dollars using the average Consumer Price Index for the most common state fiscal year (July through June).

TABLE A.3

Changes in FTE Fall Enrollment in Public Degree-Granting Institutions

Enrollments across all states grew during the Great Recession, but some states experienced much more enrollment growth than others

	Fall 2000 to fall 2013	Fall 2000 to fall 2007 (year of peak funding)	Fall 2007 to fall 2010, (year of peak enrollment)	Economic downturn fall 2007 to fall 2011	Fall 2010 to fall 2013	Fall 2011 to fall 2013
United States	**29%**	**18%**	**13%**	**12%**	**-3%**	**-2%**
Alabama	22%	15%	14%	11%	-7%	-4%
Alaska	23%	13%	10%	11%	-2%	-3%
Arizona	39%	21%	16%	17%	-1%	-2%
Arkansas	47%	29%	16%	18%	-2%	-3%
California	21%	16%	5%	4%	-1%	0%
Colorado	28%	9%	17%	17%	<1%	0%
Connecticut	31%	23%	11%	10%	-4%	-3%
Delaware	23%	14%	6%	6%	1%	2%
Florida	55%	31%	17%	20%	<1%	-2%
Georgia	56%	36%	24%	18%	-8%	-3%
Hawaii	29%	12%	17%	16%	-1%	-1%
Idaho	35%	12%	11%	11%	9%	9%
Illinois	7%	8%	7%	5%	-8%	-5%
Indiana	35%	18%	20%	19%	-5%	-4%
Iowa	19%	11%	15%	14%	-7%	-6%
Kansas	19%	9%	11%	11%	-2%	-2%
Kentucky	38%	30%	11%	11%	-5%	-4%
Louisiana	10%	2%	13%	13%	-5%	-4%
Maine	22%	21%	6%	3%	-5%	-2%
Maryland	35%	22%	14%	15%	-3%	-4%
Massachusetts	30%	13%	14%	14%	1%	0%
Michigan	18%	16%	9%	6%	-7%	-4%
Minnesota	20%	17%	9%	6%	-6%	-4%
Mississippi	28%	15%	15%	15%	-3%	-3%
Missouri	32%	15%	16%	17%	-1%	-2%
Montana	22%	11%	13%	13%	-2%	-3%
Nebraska	18%	10%	12%	12%	-5%	-5%
Nevada	44%	41%	10%	3%	-7%	-1%
New Hampshire	27%	23%	8%	6%	-5%	-2%
New Jersey	38%	23%	15%	15%	-2%	-2%
New Mexico	41%	21%	22%	19%	-4%	-2%
New York	28%	16%	12%	12%	-1%	-1%
North Carolina	44%	26%	18%	17%	-3%	-2%
North Dakota	25%	14%	12%	11%	-2%	-1%

TABLE A.3 CONTINUED

	Fall 2000 to fall 2013	Fall 2000 to fall 2007 (year of peak funding)	Fall 2007 to fall 2010, (year of peak enrollment)	Economic downturn fall 2007 to fall 2011	Fall 2010 to fall 2013	Fall 2011 to fall 2013
Ohio	25%	16%	18%	15%	-9%	-6%
Oklahoma	22%	16%	10%	10%	-5%	-5%
Oregon	44%	12%	29%	33%	<1%	-3%
Pennsylvania	24%	19%	9%	7%	-5%	-3%
Rhode Island	17%	15%	4%	4%	-2%	-2%
South Carolina	39%	20%	15%	16%	1%	0%
South Dakota	23%	10%	13%	11%	-1%	0%
Tennessee	16%	8%	15%	14%	-7%	-6%
Texas	46%	23%	18%	20%	<1%	-1%
Utah	34%	17%	22%	21%	-6%	-5%
Vermont	31%	26%	11%	9%	-6%	-5%
Virginia	36%	21%	12%	14%	<1%	-1%
Washington	23%	11%	14%	11%	-3%	0%
West Virginia	22%	17%	11%	9%	-6%	-5%
Wisconsin	17%	12%	10%	7%	-5%	-3%
Wyoming	22%	14%	12%	10%	-4%	-3%

Sources: NCES, 2014, Table 307.30; NCES, 2012, Table 255.
Note: FTE = full-time equivalent.

TABLE A4

Inflation-Adjusted Increases in Tuition and Fees

Rates of tuition growth vary considerably from state to state

	Public Two Year	Public Four Year
	Change, 2009–10 to 2014–15	Change, 2009–10 to 2014–15
Maine	-1%	1%
Montana	-1%	5%
North Dakota	-1%	6%
New Hampshire	1%	7%
Minnesota	4%	7%
New Jersey	7%	7%
Rhode Island	7%	8%
Kentucky	9%	9%
Nebraska	10%	9%
Missouri	10%	9%
Vermont	10%	9%
Connecticut	11%	10%
Maryland	11%	10%
Iowa	12%	10%
Wisconsin	12%	10%
Alaska	N/A[a]	12%
Kansas	13%	12%
Massachusetts	14%	12%
Florida	14%	13%
New York	15%	14%
Delaware	15%	14%
Wyoming	15%	15%
Oregon	16%	16%
Indiana	16%	16%
Arizona	16%	16%
Utah	17%	16%
Ohio	17%	16%
Oklahoma	18%	17%
Illinois	18%	17%
United States	**19%**	**18%**
Arkansas	19%	18%
Texas	20%	18%
South Dakota	21%	18%

TABLE A.4 CONTINUED

	Public Two-Year	Public Four-Year
	Change, 2009–10 to 2014–15	Change, 2009–10 to 2014–15
West Virginia	21%	22%
Tennessee	22%	22%
South Carolina	22%	24%
Michigan	22%	24%
Nevada	22%	26%
Washington	25%	27%
Pennsylvania	25%	28%
Mississippi	25%	28%
New Mexico	25%	29%
Georgia	26%	34%
Colorado	29%	34%
Hawaii	31%	35%
North Carolina	32%	35%
Virginia	35%	36%
Alabama	37%	39%
Idaho	42%	45%
California	60%	48%
Louisiana	65%	56%

Source: College Board, 2014.
Notes: Tuition data is in-district tuition for public two-year and in-state tuition for public four-year colleges. Average tuition and fee prices are weighted by full-time enrollment. Data on individual states should be interpreted with caution because of the possible impact of reporting errors and missing data on states with small numbers of institutions. Current dollars are inflated to 2015 dollars using the average Consumer Price Index for the most common state fiscal year (July through June).
[a] Alaska does not have a community college system.

Notes

1. State funding for higher education is appropriated by state fiscal year rather than academic year. Most state fiscal years are July through June. For simplicity, we refer to state fiscal years (SFY) and academic years (AY) in the same way, including both years. For example, we refer to both SFY 2000–01 and AY 2000–01 as 2000–01.
2. Illinois State University, Grapevine, various publication years and tables for fall 2000 through fall 2014 data, http://education.illinoisstate.edu/grapevine/.
3. The latest actual enrollment data are for fall 2013. Estimates for 2014 reflect NCES (2014) projections.
4. See Doug Lederman, "State Supports Slumps Again," Inside Higher Ed, January 2012, https://www.insidehighered.com/news/2012/01/23/state-funds-higher-education-fell-76-2011-12. According to Illinois State University's Grapevine FY 2012 Report (Table 6c), only Maine and Rhode Island used federal stabilization funds to support higher education in 2011-12 (http://education.illinoisstate.edu/grapevine/tables/Table6c_GPV15.pdf).
5. Nearly a third of Illinois' appropriations for higher education went to its State Universities Retirement System in fiscal year 2015. See "Budget Books: Fiscal Year 2015," Illinois Office of Management and Budget, accessed September 29, 2015, https://www2.illinois.gov/gov/budget/Pages/BudgetBooks.aspx. See also Andrew Thomason, "Increased Illinois higher ed funding goes to pensions," Journal 930, March 2012, http://quincyjournal.com/increased-illinois-higher-ed-funding-goes-to-pensions1327507419.html.
6. The latest enrollment data by state are for fall 2013.
7. Differences in enrollment patterns may reflect supply constraints, with limits on the number of available seats, as well as differences in population growth, high school graduation rates, and college enrollment rates. Moreover, the private nonprofit and for-profit sectors play different roles in different states.

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