

Promoting Educational Opportunity: The Pell Grant Program at Community Colleges

David S. Baime and Christopher M. Mullin



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ABOUT THE AUTHORS

David S. Baime is the senior vice president for government relations and research at the American Association of Community Colleges.

Christopher M. Mullin is the program director for policy analysis at the American Association of Community Colleges.

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For more information, contact

Christopher M. Mullin
Program Director for Policy Analysis
American Association of Community Colleges
One Dupont Circle NW, Suite 410
Washington, DC 20036
Phone: 202-728-0200, ext. 258
E-mail: cmullin@aacc.nche.edu

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Promoting Educational Opportunity: The Pell Grant Program at Community Colleges

EXECUTIVE SUMMARY

The Federal Pell Grant Program serves as the foundation of the Federal Student Aid system, with more than 9.5 million students relying on the program to provide access to higher education in 2010–2011. It is one of the rare large federal domestic programs that has almost entirely avoided suggestions that it is ineffective or that it plays a role that would be better played by a different entity, public or private.

However, the Pell Grant program is in a precarious position, given the substantial increase in the cost of the program over the past three years. There are numerous proposals and varied opinions as to how to “fix” the program with little consideration of the factors that brought the program into existence, the programmatic structure of the program, and the shifts the program has made to support the educational aspirations of all student types.

In this brief, we examine the historical and programmatic nature of the Pell Grant program and investigate how it has come to form trends over time. Underlying the examination is the use and importance of the program to college students, with a focus on those attending community colleges. Results of note include, but are not limited to, the following:

- In 1967, college enrollment for 18- to 34-year-olds in the United States was 6.1 million (14.6% of the population aged 18 to 34); in 2009, college enrollment for that tranche stood at 16.3 million (23.5% of 18- to 34-year-olds).

- The percentage of low-income high school graduates enrolling in college the fall following graduation has risen from 31.2% in 1975 to 54.1% in 2009.
- The majority of students receiving Pell Grants in 2007–2008 were White (46.3%).
- Nearly 80% of Pell Grant recipients attending community colleges in 2009–2010 had family incomes of less than 150% of the federal poverty threshold, and 60.7% were below the poverty threshold for a family of four (\$20,000).
- In 2009–2010, 98.3% of Pell recipients at community colleges had allowable costs associated with attending college in excess of \$6,000, and 91.9% had allowable costs in excess of \$9,000.
- The \$5,550 Pell Grant in 2010–2011 accounted for just 28.9% of a student’s estimated total budget for nine months of education.
- Whereas only 40% of all community college students enroll full time, nearly double that percentage of community college students receiving a Pell Grant were enrolled full time in 2009–2010.
- At community colleges, 21.8% of Pell Grant recipients did not work, compared with 14.9% of nonrecipients.

It is for these reasons and numerous others provided in this brief that the Pell Grant remains a vital part of educational opportunity.

Promoting Educational Opportunity: The Pell Grant Program at Community Colleges

Introduction

This brief is designed to provide some context for understanding the role that the Federal Pell Grant Program has served in creating opportunity at community colleges. Established in 1972, Pell Grants have helped remove financial barriers to college attendance for millions of students and have helped actualize the promise of the community college movement to make higher education broadly available to all

Americans. However, the program now faces acute funding and related political challenges, largely because of its dramatic growth over the past three years, during which time its cost has more than doubled (see Figure 1).

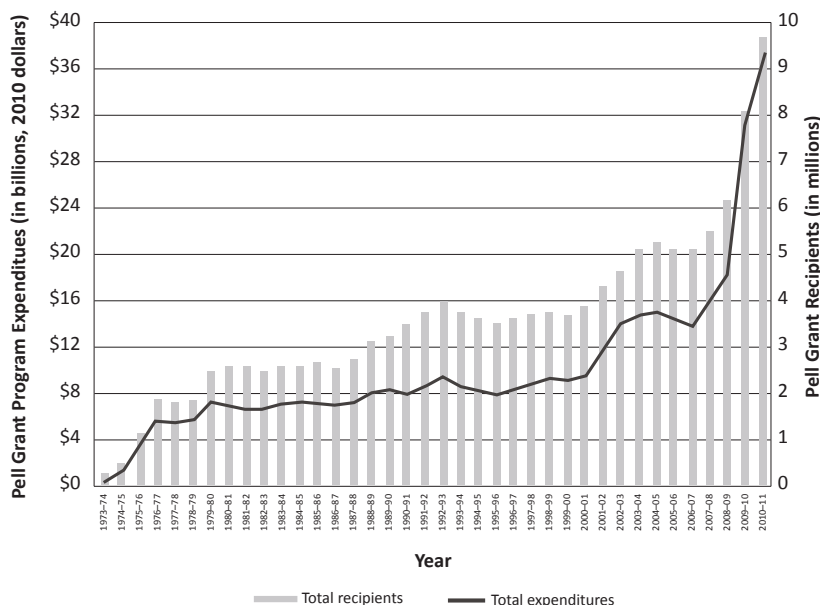
Despite the current situation, the Pell Grant program has long been regarded as a huge success by both political parties and in both the executive and legislative branches. It is one of the rare large domestic

federal programs that has almost entirely avoided suggestions that it is ineffective or that it plays a role that would be better played by a different entity, public or private. In 1976–1977, the first year all undergraduates were allowed to participate in the program, slightly fewer than 2 million students received Pell Grants.¹ By the 2010–2011 award year, an estimated 9.5 million students—approximately 3.5 million of them enrolled at community colleges—were supported by the program (Federal Student Aid, 2011).

The recent explosion in the cost of the Pell Grant program, along with a sudden emphasis in Congress of reducing spending, has created extraordinary challenges for the program.² There is a widespread assumption that, as the FY 2012 funding process progresses, the program will be scaled back to bring spending into line with historic trends—and possibly that it will be restructured or retrenched in significant ways. In this brief, we examine the historical and programmatic nature of the Pell Grant and investigate how it has come to form trends over time. Underlying the examination is the use and importance of the program to college students, with a focus on those attending community colleges.³

Figure 1

Total Expenditures and Number of Pell Grant Recipients: 1973–1974 to 2010–2011



Note. Data for 2010–2011 are estimates; data for all other years are final as reported in Pell Grant end-of-year reports. Program expenditures are adjusted by the August consumer price index for all urban consumers (CPI-U). From Bureau of Student Financial Assistance (1975, 1976, 1977, 1978, 1979, 1980); Federal Student Aid (2011); Office of Postsecondary Education (1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011); and Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

Expanding Opportunity

Precursors to Pell

Pell Grants did not develop in a vacuum. The widely acknowledged success and popularity of the GI Bill, introduced in June 1944, underscored the need for and appropriateness of a vigorous federal role in eliminating economic barriers to participation in higher education. But it would not be until 1958, in the wake of the concern engendered by the Soviet Sputnik program, that the National Defense Education Act (NDEA) of 1958 would create the federal student aid system as a student loan program for public and nonprofit institutions to make low-interest loans to students in need.⁴ The landmark Higher Education Act of 1965, which was built on the student financial aid system, started with NDEA by expanding federal aid eligibility to institutions that prepared students for gainful employment and supported the development of institutional need-based grant aid programs.

Changing social and political values in the 1960s supported an emerging consensus that the federal government should ensure equal educational opportunity for all students. This perspective was fueled by court decisions such as *Brown v. Board of Education* (1954) and a variety of higher education–based cases.⁵ At that time, the national dialogue focused on the appropriate role of the federal government in funding higher education (Chambers, 1968; Gladieux, Astor, & Swail, 1998; Harris, 1960; Joint Economic Committee, 1969; Orwig, 1971). Kerr (1968) created a typology of the various options then being considered (see Table 1), and his interpretations provide a perspective

Table 1

Clark Kerr's Typology of Options for Federal Role in Funding Higher Education, with Estimated Impacts

Financial Impact	Power Impact
Tax relief to families and donors	
<ul style="list-style-type: none"> • Aids high- and median-income families. • Aids private colleges (through higher tuition) more than public institutions. 	<ul style="list-style-type: none"> • Works against equality of financial opportunity.
Loans and grants to students	
<ul style="list-style-type: none"> • Aid families at lower end of the income scale (if based on need). 	<ul style="list-style-type: none"> • Aid equality of opportunity (grants) and offers additional resources (loans). • Reinforces market. • Neutral between institution types. • Recognizes individual returns to education.
Grants to states	
<ul style="list-style-type: none"> • Aid state taxpayers at expense of federal taxpayers (if state maintenance of effort is not required). 	<ul style="list-style-type: none"> • Concentrate too much control in a single center of power. • Limit an important source of diversity in funding.
Categorical grant programs	
<ul style="list-style-type: none"> • Have an uneven impact by nature, depending on program focus. 	<ul style="list-style-type: none"> • Are responsive to quality and supportive of diversity.
Formula-based grants to institutions	
<ul style="list-style-type: none"> • Treat all institutions equally, but states with high enrollments receive much more than states with low enrollments. 	<ul style="list-style-type: none"> • Depend on the purpose of the grants. • May raise constitutional issues about aid to religiously controlled institutions.

Note. From Kerr (1968).

on the nature of the options being discussed. President Nixon reflected this national dialogue when he stated in an address to Congress, “Equal educational opportunity, which has long been a goal, must now become a reality for every young person in the United States, whatever his economic circumstances” (1970, p. 276).

Opportunity Realized

In 1972, the federal government created a grant program titled the Basic Educational Opportunity Grant, which was renamed the Federal Pell Grant Program in 1980, after the late Senator Claiborne Pell from Rhode Island, who championed student access to federal grants for college. The Pell Grant functions like a voucher that students use at the institution of their choice, as long as the institution has gained eligibility from the U.S. Department of Education. The maximum grant level is set annually by Congress,

and the actual amount that students receive depends on their own and their families’ resources, intensity of enrollment, and the institution’s cost of attendance.⁶

Access and Choice

College Access and Economic Opportunity

The Pell Grant program has had a long reach, providing assistance to students across all sectors of higher education. In 1967, college enrollment for 18- to 34-year-olds in the United States was 6.1 million, and by 1976 it was 9.7 million, representing 14.6% and 16.6% of the population aged 18 to 34, respectively. Participation in higher education has continued to increase substantially both in absolute terms—to 16.3 million (19.6 million when all citizens [noninstitutionalized population] over the age of 18 are included)—

and in proportional terms—23.5% of 18- to 34-year-olds were enrolled in 2009 (see Table A1).⁷

Despite this encouraging growth in postsecondary education, the news about America’s colleges and

universities is not unequivocally positive. For one thing, not everyone who enrolls in college obtains an educational credential, which is generally, if not universally, correlated with higher economic returns. Furthermore, increasing

tuitions and other economic factors have eroded the public’s sense that college is accessible. According to one study, the proportion of people who believed that many qualified people do not have the opportunity to go to college increased from 45% in 1998 to 69% in 2009. This perception is especially troubling when coupled with the fact that nearly 60% of those surveyed believed that education is needed for success in the world of work (Immerwahr, Johnson, Ott, & Rochkind, 2010).

The participation of low-income high school graduates enrolling in college the fall after graduation has risen from 31.2% in 1975 to 54.1% in 2009 (Aud & Hannes, 2011). Nearly 80% of Pell Grant recipients attending community colleges in 2009–2010 had family incomes (based on a family of four with 2 children) below 150% of poverty level; 60.7% had incomes below the 100% poverty-level threshold (\$20,000; see Figure 2). In addition, only 25% of all community college Pell Grant recipients needed to rely on federal loans to finance their education (National Center for Education Statistics, 2011).

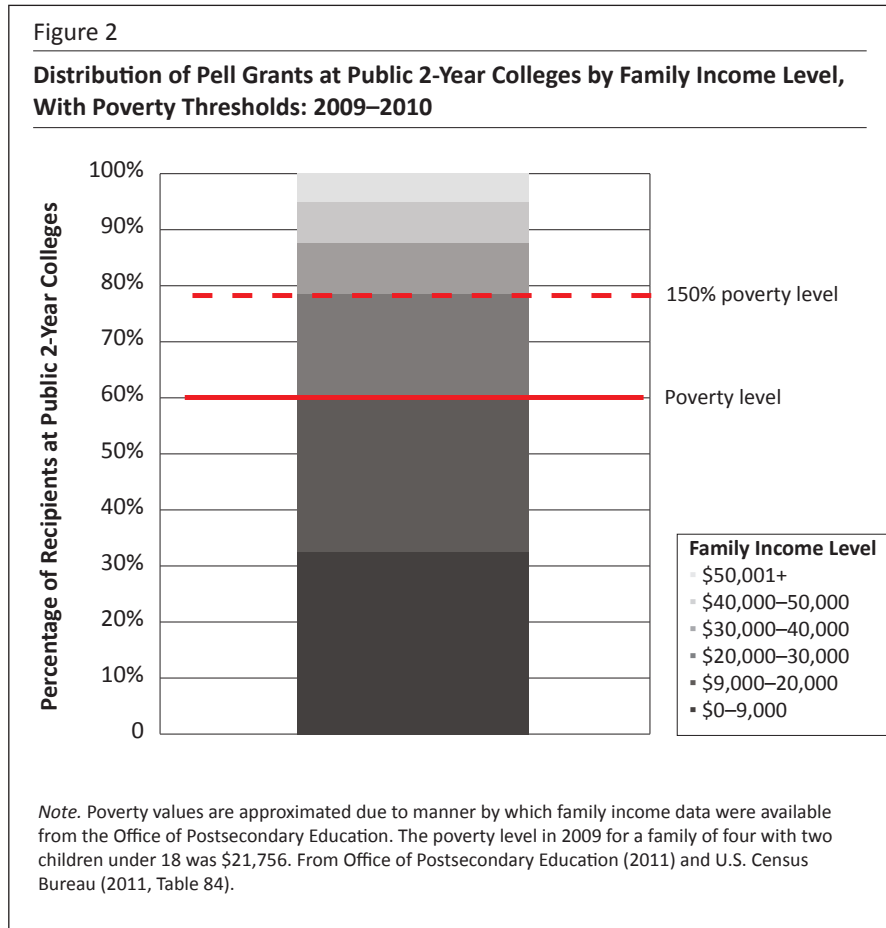


Table 2
Race and Ethnicity of Pell Grant Recipients, by Sector: 2007–2008

Sector	Percentage of Pell Grant Recipients							
	White	Black	Hispanic	Asian	Am. Indian/ Alaska Native	Native Hawaiian/ Pacific Islander	Other	More than one race
Public 4-year	47.7	22.2	18.5	18.5	1.1	0.4	0.4	0.4
Private not-for-profit 4-year	47.1	19.7	24.5	24.5	—	0.5	0.4	0.4
Public 2-year	48.4	24.4	17.9	17.9	—	0.8	0.3	0.3
Private for-profit	42.3	27.8	23	23	—	—	—	—
Others or attended more than one school	43.2	21.2	23.1	23.1	1.7	—	0.4	0.4
Total	46.3	23.7	20.4	4.8	1.1	0.7	0.4	2.7

Note. Empty cells indicate that stable estimates were not available. From NCES (2011).

Community colleges also provide educational opportunity to racial and ethnic minorities, enrolling 44% of all Black and 52% of all Hispanic undergraduate students in fall 2008 (American Association of Community Colleges, 2011). A disproportionate percentage of these populations are living in poverty, at 25.8% and 25.3%, respectively. However, the plurality of students receiving Pell Grants in 2007–2008 were White (46.3%; see Table 2), which is partially a function of the fact that most people living in poverty in the United States—18.5

million people—are White and non-Hispanic (DeNavas-Walt, Proctor, & Smith, 2010).

Finally, it is worth noting that the Pell Grant program has continued to concentrate its assistance on low-income students, in contrast to state student aid programs. These latter have increasingly shifted their focus to merit: In 1988–1989, 89% of state student financial aid was allocated for need-based purposes, and by 2009–2010 this percentage had decreased to 73% (see Table A2).

Institutional Issues

Initially, the Pell Grant program penalized students attending low-cost institutions by limiting the maximum award to one half of the student’s cost of attendance. The American Association of Community and Junior Colleges, now AACC, was a strong opponent to the Pell Grant cost-of-attendance ceiling, noting severe inequities resulting for those who attended low-cost institutions (Hamilton, 1979). According to Wolanin (1998), “The half-cost provision had come to represent the federal government’s concern for private higher education, particularly for less-competitive, financially struggling private institutions” (p. 18).

An agreement between congressional higher education policymakers and leading higher education associations to reduce the ceiling on the amount of the cost of attendance that a Pell Grant could cover was reached in 1979 but was not enacted. The agreement set forth an increase of the ceiling from 50% to 60% in FY 1981, to 67% in FY 1983, and to 75% in FY 1985 (U.S. House, 1979). In fact, the artificial cap on the cost of attendance that the grant could cover remained

at 50% until the 1984–1985 award year, increasing to 60% of costs until it was removed starting with the 1993–1994 award year. However, in 1993–1994 a tuition sensitivity provision that adversely affected students at low-cost community colleges, but in a much more limited fashion than was the case under previous policies, was established. An estimate of the impact of this provision on California community college students alone suggested that 262,760 students would have their Pell Grants decreased by a total of \$17 million in the 2007–2008 program year (Asmus, 2006).⁸ Tuition sensitivity provisions were removed with passage of the College Cost Reduction and Affordability Act (2007).

The Programmatic Structure of Pell Grants

The Cost of Attendance and the Real Costs of College

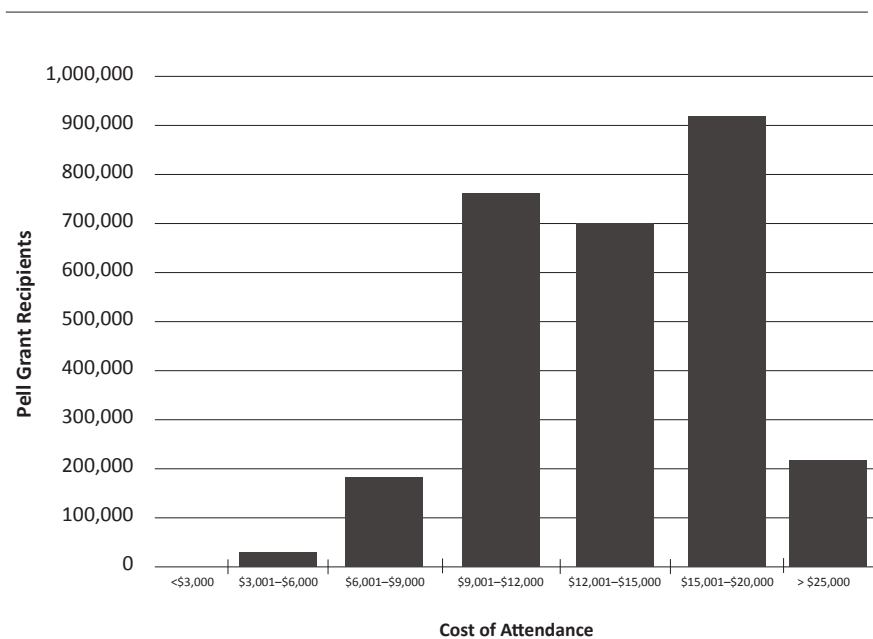
In the decades preceding the

creation of the Pell Grant, the national dialogue on financing higher education focused largely on the responsibilities of students and their families. The debate also underscored the fact that a student’s cost of attendance ranged well beyond just tuition and fees to include opportunity costs—the wages lost during the time the student could be working rather than attending class or studying. Pell Grants and other Title IV federal student aid cover an array of costs associated with attending a higher education institution, including but not limited to, tuition and fees, room and board, transportation, and books and supplies.⁹ It should be noted that these are marginal costs associated with living expenses and account for costs associated with only nine months of the year (Mortenson, 1988).

A little-known fact is that the cost of attendance at public 2-year colleges

Figure 3

Distribution of Pell Grant Recipients at Public 2-Year Colleges, by Cost of Attendance: 2009–2010



Note. From Office of Postsecondary Education (2011, Table 82-B).

far exceeds the average tuition and fees at community colleges (\$2,713; College Board, 2010) and the \$5,550 Pell maximum award in 2010–2011. The distribution of Pell Grant recipients at public 2-year colleges by cost of attendance is depicted in Figure 3, which shows that 98.3% of Pell recipients had allowable costs associated with attending college in excess of \$6,000 and 91.9% had allowable costs in excess of \$9,000.

A Student's Ability to Pay

Grant eligibility is determined via a needs-analysis formula.¹⁰ During the 2009–2010 award year, 70.8% of Pell Grant recipients at public 2-year colleges had an expected family contribution (EFC) of \$0, compared with 65.5% of all other Pell Grant recipients.

The Purchasing Power of the Pell Grant

The Congressional Research Service (Mahan, 2011) reported that the maximum Pell Grant covered approximately 62% of tuition and fees, room, and board at public 2-year institutions in 2010–2011. This is a high estimate, because it omits the cost of transportation considered in the Pell Grant cost-of-attendance calculation.¹¹ Recent research shows that average transportation costs exceed average tuition and fee costs at community colleges (Orozco & Mayo, 2011). When other costs are included, the \$5,550 Pell Grant in 2010–2011 accounted for just 28.9% of the estimated total budget for nine months of education for an off-campus community college student, down from 40.8% in 1977–1978 (see Table A3).

Academic Progress

The Pell Grant and other Title IV programs have academic requirements linked to student eligibility criteria. Specifically, students must make satisfactory academic progress to maintain eligibility and, as of 2008 (Higher Education Opportunity Act of 2008), students may receive a Pell Grant for no more than 18 semesters or the equivalent.¹² In terms of accelerating success, it is interesting to note that, whereas only 40% of all community college students enroll full time, nearly double that percentage of community college students receiving the Pell Grant were enrolled full time in 2009–2010 (see Figure 4). Part of the reason for this unexpected situation is that many community college students fail to even apply for federal student aid, a deeply disturbing situation that has been explored by the Advisory Committee on Student Financial Aid (2008), the College Board (JBL Associates, Inc., 2010), and other organizations.

Importantly, research has shown that students who work while attending college are less likely to graduate, especially when they work more than 20 hours per week on average (Cook & King, 2007; Orozco & Cauthen, 2009). According to the National Center for Education Statistics (2011), in 2007–2008, 21.8% of Pell Grant recipients at community colleges did not work, compared with 14.9% of nonrecipients. Additionally, just

Table 3

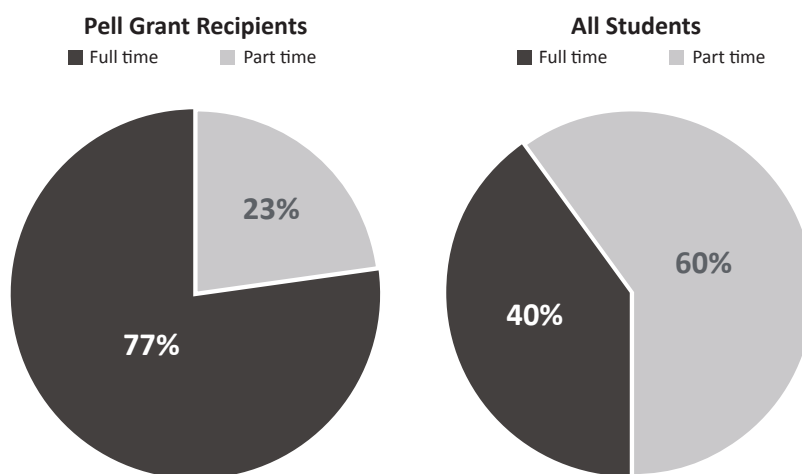
Percentage of Students at Public 2-Year Colleges With Previous Postsecondary Credentials: 2007–2008

Previous Credential	% of Students
First professional degree	0.9
Doctorate	0.1
Master's	1.7
Bachelor's	8.0
Associate	8.0
Postsecondary certificate	11.8
Total	26.4

Note. The sum of percentages may not equal the total, because students may have previously earned multiple postsecondary credentials. From NCES (2011).

Figure 4

Enrollment Status of Pell Grant Recipients and All Students at Community Colleges: 2009–2010



Note. From American Association of Community Colleges (2011) and Office of Postsecondary Education (2010, Table 13).

over half (54.4%) worked more than 20 hours, compared with 65.1% of nonrecipients.

Title IV program eligibility requirements also limit receipt of the Pell Grant to students who have not previously earned a bachelor's degree or first professional degree. This limitation prevents the 8% of community college students who already have a bachelor's degree from receiving a Pell Grant. On the other hand, the 8% of community college students who have already earned an associate degree and the 11.8% who have earned a postsecondary certificate remain eligible (see Table 3). Although prior educational attainment limits access to federal grant aid support for some people who may otherwise be Pell eligible, the need for Pell is especially pronounced for students whose sub-baccalaureate attainment limits their access to other types of student aid (Moltz, 2011). These data reinforce the role the Pell Grant plays in accelerating academic progress and in making opportunity affordable.

Trends of the Pell Grant Program

Title IV student financial aid has made higher education a possibility for millions of students since 1958, with Pell Grants playing a fundamental role since 1972. (For this section, refer to Table A4.) During its first seven years, Pell Grant program participation increased from 185,249 students in 1973–1974 to 2.5 million students in 1979–1980. This growth was due to the initial phase-in of the program and expanded eligibility resulting from the Middle Income Students Assistance Act

of 1978. The growth in program participation saw a concomitant growth in expenditures, increasing from \$47.6 million in 1973–1974 to \$2.5 billion in 1979–1980. The appropriated maximum Pell Grant was \$452 dollars in 1973–1974 and grew to \$1,800 by 1979–1980, with average grant amounts awarded increasing from \$270 to \$929, respectively.

A leveling off in program participation occurred over the next eight years, during which time participation increased by roughly 175,000 students. Program expenditures increased between the 1980–1981 and 1987–1988 award years from \$2.6 million to \$3.4 million, whereas the appropriated maximum amount increased by only \$350. This slowdown in program growth was due in part to tension between the executive and legislative branches over program eligibility and funding and in part to steady-to-flat enrollment growth, among other reasons.

However, program participation increased nearly 20% between 1988–1989 and 1992–1993, from 3.2 million to 4 million students. During this period, the average grant awarded increased by \$144, which was less than the \$200 increase in the appropriated maximum amount of the award. Still, increased participation and changes to the needs-analysis formulae contributed to program expenditures increasing from \$4.5 billion to \$6.2 billion. Between 1993–1994 and 1998–1999, program participation again slowed, increasing only slightly from 3.8 million to 3.9 million students. A \$700 increase in the appropriated maximum and a \$370 increase in the

average grant awarded over these six years contributed to an increase in program expenditures from \$5.7 billion to \$7.2 billion. The number of program participants increased from 3.8 million to 5.2 million students over the eight-year period from 1999–2000 to 2006–2007, a 37% increase. Over the same period, program expenditures increased from \$7.2 billion to \$12.8 billion, an increase of 77%. The appropriated maximum award increased by \$925, while the average grant awarded increased only by \$567.

But the Pell Grant program has never witnessed anything close to the explosive growth experienced at the end of the last decade and the beginning of this one. In 2007–2008, 5.5 million students received Pell Grants; by 2009–2010, more than 8 million students were participating in the program—a 46% increase over just two years. The appropriated maximum award increased by \$1,040, while the average grant awarded increased by \$1,058. Increased participation and larger award levels contributed to a doubling of program expenditures, from \$14.7 billion in 2007–2008 to \$30 billion in 2009–2010. This exponential growth was driven by a variety of factors: increased maximum grant levels, expanded eligibility, the limping economy, and increasing demand for college attendance. These factors are, of course, interactive.

The Impact of Pell Grants on Higher Education Sectors

Pell Grants serve students at the institutions of their choice, but higher education is also organized around sectors. Revisions to the structure of Pell Grant

program, shifting demographics at higher education institutions, and institutional changes have resulted, over time, in shifts in the percentage of Pell Grant funds received by the major sectors. (See Figure 5; see also Tables A5–A8.)

Impact on the Community College Sector

During the Pell Grant program's first 20 years, community colleges enrolled more than 25% of all Pell Grant recipients. Since 1992, approximately 33% of all recipients have attended community colleges. Historically, the proportion of students served by the community college sector has exceeded the proportion of the funds its students have received. In 2010–2011, community colleges served 36.5%

of all Pell recipients—the most served by any sector—while receiving 32.6% of total program expenditures. The ratio in previous years is as follows:

- In the past year, (2009–2010 to 2010–2011) the number of recipients increased by 21%, expenditures by 19%.
- Over the past 5 years (2005–2006 to 2010–2011), the number of recipients increased by 92%, expenditures by 182%.
- Over the past 10 years, (2000–2001 to 2010–2011) the number of recipients increased by 142%, expenditures by 323%.

Impact on the Four-Year Sector

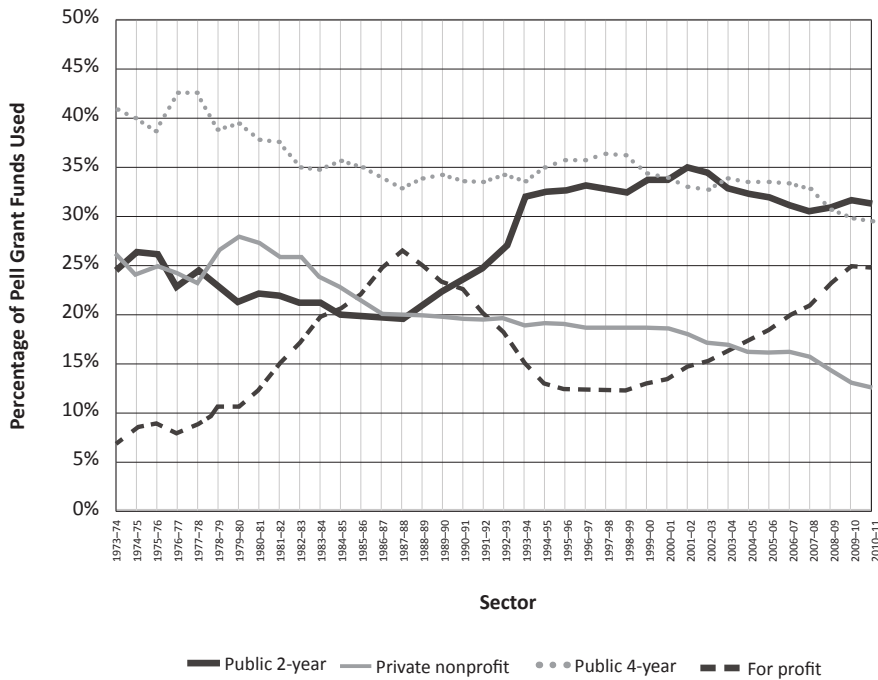
Public 4-year institutions served almost 40% Pell Grant students

when the program originated. Since the early 1980s, the proportion of Pell Grant recipients enrolled at these institutions has decreased from 39% to 27% of recipients in 2009–2010. The percentage of program recipients and program funds were approximately equal over the duration of the program.

- In the past year, (2009–2010 to 2010–2011) the number of recipients increased by 18%, expenditures by 14%.
- In the past 5 years (2005–2006 to 2010–2011), the number of recipients increased by 61%, expenditures by 139%.
- Over the past 10 years, (2000–2001 to 2010–2011) the number of recipients increased by 107%, expenditures by 272%.

Figure 5

Distribution of Pell Grant Funds Used by Students, by Sector: 1973–1974 to 2010–2011



Note. From Bureau of Student Financial Assistance (1975, 1976, 1977, 1978, 1979, 1980); Federal Student Aid (2011); Office of Postsecondary Education (1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011); and Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

Impact on the Private Nonprofit Sector

The proportion of Pell Grant recipients served by private nonprofit institutions has decreased dramatically over time. Private nonprofit institutions served 26% of Pell Grant recipients in the program's first year. By 2009–2010, they served only 12% of recipients. The ratio between number of recipients and expenditures was relatively equal starting in 1992, with a slightly higher proportion of funds relative to recipients in the years prior.

- In the past year, (2009–2010 to 2010–2011) the number of recipients increased by 17%, expenditures by 15%.
- In the past 5 years (2005–2006 to 2010–2011), the number of recipients increased by 49%, expenditures by 121%.

- Over the past 10 years, (2000–2001 to 2010–2011) the number of recipients increased by 72%, expenditures by 210%.

Impact on the For-Profit Sector

The for-profit sector of higher education has experienced great changes in the share of program funds received by its students, reflecting shifts in the industry, which in turn reflect changes in federal policy. During the first two decades of the Pell Grant program, for-profit colleges enrolled between 8% and 25% of all Pell Grant recipients. Since 1992, they have served between 13% and 25% of recipients.

- In the past year, (2009–2010 to 2010–2011) the number of recipients increased by 10%, expenditures by 14%.
- In the past 5 years (2005–2006 to 2010–2011), the number of recipients increased by 124%, expenditures by 264%.
- Over the past 10 years, (2000–2001 to 2010–2011) the number of recipients increased by 302%, expenditures by 694%.

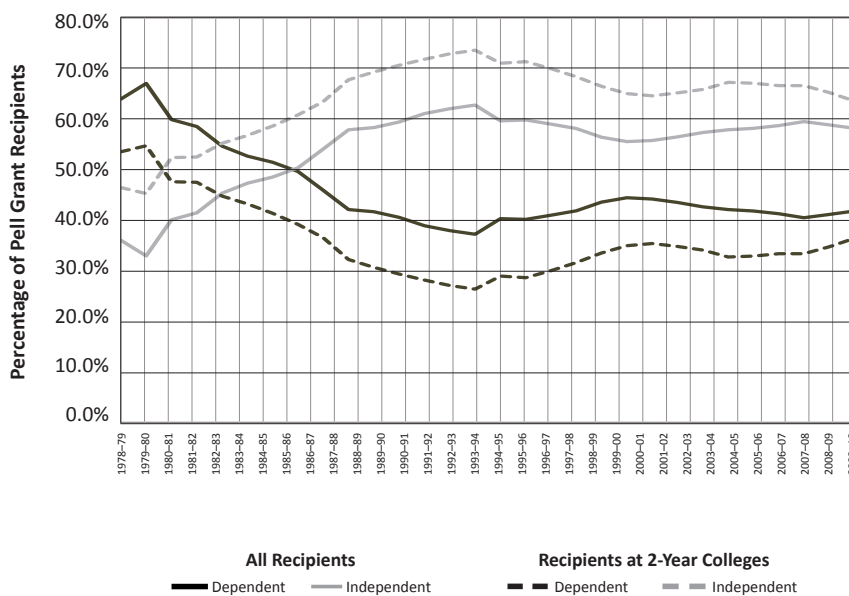
One factor influencing sector shares is enrollment, but another is students' income. For example, during the 12-month 2008–2009 year, the for-profit sector enrolled 9.9% of all students while receiving 23.6% of all Pell Grant funds (Snyder & Dillow, 2011).

Acknowledging Changes in Students' Dependency Status

Expenditures for the Pell Grant program have shifted to meet the changing circumstances of students aspiring to higher

Figure 6

Percentage of All Pell Grant Recipients and Those Enrolled in Public 2-Year Colleges, by Dependency Status: 1978–1979 to 2009–2010



Note. Data by dependency status were first available in 1978–1979. From Bureau of Student Financial Assistance (1980); Office of Postsecondary Education (1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011); and Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

education. As is illustrated in Figure 6, the largest proportion of students receiving the Pell Grant in 1978–1979 were dependent students, with independent students representing approximately 40% of program participants. By 2009–2010, that balance had reversed, with nearly 60% of students independent and 40% dependent. Community colleges have traditionally served a greater number of independent students and have experienced an early change in the balance of students.

The Higher Education Act distinguished between independent students who have dependents and independent students who do not. Data for the two categories were first reported for the 1993–1994 academic year. Since that time, nearly three out

of four independent students at community colleges receiving the Pell Grant were caring for a dependent. Obviously, caregiving responsibilities affect the amount of time a student can devote to his or her education. In 2009–2010, 37% of all part-time community college students were fiscally responsible for another person, and 49.3% of students who attended less than part time were independent and supporting a dependent. Between 2008–2009 and 2009–2010 (Office of Postsecondary Education, 2010, 2011),

- Dependent student enrollment increased from 775,950 to 1,023,164, an increase of 31.9%.
- The number of independent students increased from 1,308,097 to 1,828,501, an increase of 39.8%.

- The number of independent students without dependents increased from 358,550 to 541,835 students, an increase of 51.1%.
- The number of independent students with dependents increased from 949,547 to 1,286,666 students, an increase of 35.5%.

Moving Forward

As campus leaders, policymakers, and the public continue to wrestle with the tremendous cost of the Pell Grant program, we hope this brief places the discussion in a broader context. Although community colleges provide the localized access to high-quality learning experiences, the essence of the Pell Grant program contends that, in the words of former Senator Clairborne Pell, “no student with talent, drive, and desire should be denied the opportunity for a post secondary education” (1998, p.vii).



Notes and References

Notes

- ¹ The program was phased in starting with the freshman class of 1973–1974.
- ² During some program years, the amount expended exceeded the amount appropriated, resulting in a funding shortfall. For more information regarding funding shortfalls, see Mahan (2011).
- ³ Throughout this brief, the terms *community college* and *public 2-year college* are used synonymously. It is important to note that some community colleges offer a 4-year degree program and are therefore classified as 4-year institutions. Aside from instances where AACC is cited as the source, data for community colleges are representative of public 2-year institutions.
- ⁴ A historical observation of the time suggests that a loan provision was inserted in lieu of a grant provision (Chambers, 1968).
- ⁵ See, for instance, Patterson's (2001) discussion of the cases of *Gaines v. Canada* (1938), *Sweatt v. Painter* (1950), and *McLaurin v. Oklahoma Board of Regents of Higher Education* (1950).
- ⁶ Historically, there has been an authorized maximum Pell Grant and an appropriated maximum, which set the amount available to students. This distinction has now been eliminated. Pell Grant payment schedules annually outline the amounts awarded depending on a student's enrollment status and EFC.
- ⁷ Historical data are available only from 1967 to 2009 for 18- to 34-year-olds. The U.S. Census Bureau started reporting data for those over the age of 34 in 1987. Enrollment for those aged 35 and over has held fairly constant at just under 2% of the population.
- ⁸ This provision primarily affected community colleges in California.
- ⁹ In some cases, costs for child care are also included. See Legal Information Institute (2011) for a user-friendly version of the language regarding the cost of attendance.
- ¹⁰ EFC is the term used most recently for a formula that has changed names and criteria over time.
- ¹¹ A limited number of community colleges have residence facilities; without solid data, we assume that the majority of Pell recipients at community colleges incur allowable transportation costs.
- ¹² Satisfactory academic progress applies to students in programs of more than two academic years (34 Code of Federal Regulations, 2010).

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Appendix

Table A1**Percentage of 18- to 34-Year-Olds Enrolled in Fall Semester Higher Education, by Age: 1967 to 2009**

Year (Fall)	Percentage of Population Enrolled by Age Group				
	18–19	20–21	22–24	25–29	30–34
1967	35.9	31.2	12.7	6.0	3.4
1968	38.0	30.1	13.0	6.4	3.5
1969	39.0	32.6	14.8	7.1	4.0
1970	37.3	30.4	14.3	7.0	3.7
1971	37.7	31.2	14.8	7.6	4.6
1972	35.9	30.4	14.4	8.4	4.4
1973	32.9	29.1	14.0	8.3	4.3
1974	33.2	29.3	14.7	9.3	5.4
1975	36.7	30.2	15.7	9.7	6.2
1976	36.0	30.7	16.8	9.8	5.7
1977	35.7	30.4	16.1	10.5	6.5
1978	35.6	28.4	15.8	9.2	6.1
1979	34.6	29.1	15.4	9.3	6.1
1980	35.9	29.9	15.8	8.9	6.2
1981	37.5	30.4	15.9	8.7	6.6
1982	36.5	32.9	16.3	9.2	6.1
1983	37.6	31.0	16.1	9.3	6.2
1984	38.6	32.6	16.8	8.8	6.0
1985	40.4	34.1	16.5	9.0	5.9
1986	41.5	31.8	17.5	8.5	5.7
1987	42.5	37.3	17.1	8.6	5.5
1988	41.8	38.5	18.0	8.2	5.7
1989	41.7	37.6	19.6	9.0	5.5
1990	42.7	38.5	20.5	9.3	5.6
1991	44.0	40.6	21.6	9.9	5.9
1992	44.3	42.7	23.1	9.4	5.9
1993	44.4	41.6	23.2	9.8	5.6
1994	43.9	43.4	23.4	10.6	6.3
1995	43.1	43.7	22.8	11.2	5.6
1996	44.9	42.8	24.3	11.7	5.8
1997	44.8	44.7	25.9	11.4	5.5
1998	46.4	43.4	24.4	11.5	6.3
1999	44.0	43.4	24.1	10.6	5.9
2000	44.7	42.2	24.2	11.0	6.4
2001	43.6	43.6	24.5	11.4	6.6
2002	45.3	45.6	25.0	11.5	6.4
2003	46.6	46.3	27.1	11.5	6.5
2004	47.8	47.4	25.7	12.6	6.5
2005	49.3	47.2	26.5	11.6	6.7
2006	46.2	45.5	26.0	11.4	7.1
2007	48.9	46.9	26.6	12.0	7.0
2008	48.6	48.5	27.6	12.7	7.0
2009	49.8	50.1	29.9	13.3	7.8

Note. From U.S. Census Bureau (1969, 1970, 1971, 1972, 1974a, 1974b, 1975, 1976, 1978, 1979a, 1979b, 1981, 1985, 1986, 1987, 1988a, 1988b, 1990, 1991, 1992, 1993a, 1993b, 1994, 1996, 1997, 1998, 1999a, 1999b, 2000, 2001, 2002, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010).

Table A2**State-Sponsored Undergraduate Grant Aid Awarded: 1988–1989 to 2009–2010**

Year	Need-Based Aid		Non–Need-Based Aid		Total Aid Amount (\$ millions)
	Amount (\$ millions)	% of total	Amount (\$ millions)	% of total	
1988–1989	1,440.0	89	170.9	11	1,610.9
1989–1990	1,546.0	89	190.7	11	1,736.7
1990–1991	1,675.0	89	202.8	11	1,877.8
1991–1992	1,798.0	90	194.1	10	1,992.1
1992–1993	1,975.0	91	206.4	9	2,181.4
1993–1994	2,216.0	90	244.5	10	2,460.5
1994–1995	2,444.0	87	360.9	13	2,804.9
1995–1996	2,459.4	86	411.1	14	2,870.5
1996–1997	2,579.5	85	458.5	15	3,038.0
1997–1998	2,761.2	83	551.8	17	3,313.0
1998–1999	2,945.7	82	668.0	18	3,613.7
1999–2000	3,136.4	78	872.9	22	4,009.3
2000–2001	3,515.7	76	1,089.7	24	4,605.4
2001–2002	3,826.0	76	1,208.6	24	5,034.6
2002–2003	3,966.9	77	1,202.8	23	5,169.7
2003–2004	4,257.4	74	1,462.5	26	5,719.9
2004–2005	4,703.3	73	1,738.4	27	6,441.7
2005–2006	4,926.6	72	1,896.5	28	6,823.1
2006–2007	5,293.1	72	2,079.9	28	7,373.0
2007–2008	5,729.6	73	2,166.8	27	7,896.4
2008–2009	6,013.8	72	2,324.8	28	8,338.6
2009–2010	6,443.6	73	2,430.3	27	8,873.9

Note. Amounts are in current dollars. From National Association of State Grant Aid Programs (2011).

Table A3

Cost of Attendance for Full-Time Community College Students Living Off-Campus: 1977–1978 to 2010–2011

Year	1	2	3	4	5	6	7	Pell as % of Total Budget	Unmet Need
	Tuition and Fees	Books and Supplies	Food and Housing	Transportation	Personal/ Misc.	Total Budget	Max. Pell Approp.		
1977–1978	306	200	2,025	360	540	3,431	1,400	40.8	2,031
1978–1979	327	210	2,124	378	567	3,606	1,600	44.4	2,006
1979–1980	355	227	2,295	405	612	3,894	1,800	46.2	2,094
1980–1981	391	272	2,547	630	675	4,515	1,750	38.8	2,765
1981–1982	434	280	2,925	540	855	5,034	1,670	33.2	3,364
1982–1983	473	288	3,150	585	990	5,486	1,800	32.8	3,686
1983–1984	528	312	3,330	585	990	5,745	1,800	31.3	3,945
1984–1985	584	336	3,546	630	1,116	6,212	1,900	30.6	4,312
1985–1986	641	360	3,771	675	1,134	6,581	2,100	31.9	4,481
1986–1987	660	384	4,014	684	1,230	6,972	2,100	30.1	4,872
1987–1988	739	384	4,140	576	1,332	7,171	2,100	29.3	5,071
1988–1989	799	432	4,284	594	1,386	7,495	2,200	29.4	5,295
1989–1990	841	450	4,464	612	1,485	7,852	2,300	29.3	5,552
1990–1991	884	504	4,878	648	1,548	8,462	2,300	27.2	6,162
1991–1992	1,022	558	5,112	684	1,638	9,014	2,400	26.6	6,614
1992–1993	1,116	576	5,184	684	1,728	9,288	2,400	25.8	6,888
1993–1994	1,245	612	5,526	684	1,548	9,615	2,300	23.9	7,315
1994–1995	1,310	630	5,490	720	1,530	9,680	2,300	23.8	7,380
1995–1996	1,330	648	5,670	738	1,566	9,952	2,340	23.5	7,612
1996–1997	1,465	612	5,742	810	1,566	10,195	2,470	24.2	7,725
1997–1998	1,567	630	5,904	810	1,602	10,513	2,700	25.7	7,813
1998–1999	1,554	648	6,138	801	1,611	10,752	3,000	27.9	7,752
1999–2000	1,649	810	7,038	810	1,656	11,963	3,125	26.1	8,838
2000–2001	1,642	810	7,272	828	1,674	12,226	3,300	27.0	8,926
2001–2002	1,608	846	7,668	846	1,800	12,768	3,750	29.4	9,018
2002–2003	1,674	882	7,956	882	1,800	13,194	4,000	30.3	9,194
2003–2004	1,909	1,224	8,172	936	2,286	14,527	4,050	27.9	10,477
2004–2005	2,079	1,260	8,334	990	2,214	14,877	4,050	27.2	10,827
2005–2006	2,182	1,242	8,478	1,008	2,340	15,250	4,050	26.6	11,200
2006–2007	2,266	1,314	8,910	1,062	2,466	16,018	4,050	25.3	11,968
2007–2008	2,294	1,386	9,288	1,098	2,520	16,586	4,310	26.0	12,276
2008–2009	2,372	1,566	10,152	1,116	2,754	17,960	4,731	26.3	13,229
2009–2010	2,544	1,638	10,872	1,170	2,826	19,050	5,350	28.1	13,700
2010–2011	2,713	1,620	10,980	1,080	2,817	19,210	5,550	28.9	13,660

Note. Data are for 9 months, in current dollars. This table represents an extension of work by Mortensen (1988). Column 1 data are from College Board (1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011). Data for columns 2–6 are from California Student Aid Commission (1987, 1988, 1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009) and Mortenson (1988). Column 7 data are from Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

Table A4**Summary Pell Grant Data: 1973–1974 to 2010–2011**

Award Year	# of Recipients	Pell Amounts (in current dollars)		
		Expenditures	Maximum grant (appropriated)	Average grant
1973–1974	185,249	47,589,000	452	270
1974–1975	573,403	358,353,000	1,050	628
1975–1976	1,219,783	925,998,000	1,400	761
1976–1977	1,931,000	1,475,444,000	1,400	759
1977–1978	1,846,080	1,524,340,000	1,400	758
1978–1979	1,893,000	1,693,289,292	1,600	814
1979–1980	2,537,875	2,504,911,291	1,800	929
1980–1981	2,707,932	2,606,887,261	1,750	882
1981–1982	2,709,076	2,499,126,634	1,670	849
1982–1983	2,522,746	2,580,253,596	1,800	959
1983–1984	2,758,906	2,988,812,817	1,800	1,014
1984–1985	2,747,100	3,052,999,052	1,900	1,111
1985–1986	2,813,489	3,597,379,921	2,100	1,279
1986–1987	2,659,507	3,460,006,551	2,100	1,301
1987–1988	2,881,547	3,754,329,481	2,100	1,303
1988–1989	3,198,286	4,475,693,249	2,200	1,399
1989–1990	3,322,151	4,777,844,232	2,300	1,438
1990–1991	3,404,810	4,935,191,005	2,300	1,449
1991–1992	3,786,230	5,792,702,829	2,400	1,530
1992–1993	4,002,045	6,175,902,364	2,400	1,543
1993–1994	3,755,675	5,654,453,265	2,300	1,506
1994–1995	3,674,967	5,519,474,492	2,300	1,502
1995–1996	3,611,821	5,471,707,710	2,340	1,515
1996–1997	3,665,654	5,780,032,888	2,470	1,577
1997–1998	3,732,807	6,331,091,265	2,700	1,696
1998–1999	3,855,180	7,232,781,489	3,000	1,876
1999–2000	3,763,710	7,208,500,491	3,125	1,915
2000–2001	3,899,433	7,956,304,184	3,300	2,040
2001–2002	4,340,879	9,975,092,340	3,750	2,298
2002–2003	4,778,507	11,641,551,718	4,000	2,436
2003–2004	5,139,638	12,707,897,337	4,050	2,473
2004–2005	5,308,433	13,149,939,760	4,050	2,477
2005–2006	5,167,979	12,693,127,982	4,050	2,456
2006–2007	5,164,959	12,817,316,257	4,050	2,482
2007–2008	5,542,893	14,676,345,099	4,310	2,648
2008–2009	6,156,750	18,291,082,121	4,731	2,971
2009–2010	8,094,024	29,992,440,234	5,350	3,706
2010–2011 ^a	9,459,332	34,762,328,932	5,550	3,675

Note. From Bureau of Student Financial Assistance (1975, 1976, 1977, 1978, 1979, 1980); Federal Student Aid (2011); Office of Postsecondary Education (1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011); and Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

^a Estimate based on first-release data.

Table A5**Proportional Share of Pell Grant Recipients, by Sector: 1973–1974 to 2010–2011**

Award Year	Percentage of Grants Awarded by Sector				Total Recipients
	Public 4-year (%)	Public 2-year (%)	Private nonprofit (%)	For-profit (%)	
1973–1974	40.5	24.5	25.8	7.8	185,249
1974–1975	40.9	27.2	23.3	8.5	573,403
1975–1976	38.0	31.5	20.1	9.4	1,219,783
1976–1977	41.1	29.4	19.6	8.7	1,931,000
1977–1978	42.0	29.4	19.8	8.8	1,846,080
1978–1979	39.7	27.8	22.3	10.2	1,893,000
1979–1980	39.9	26.4	23.8	9.8	2,537,875
1980–1981	38.9	27.6	23.0	10.6	2,707,932
1981–1982	37.5	27.8	22.4	12.3	2,709,076
1982–1983	35.4	27.5	22.0	15.1	2,522,746
1983–1984	34.2	27.9	20.5	17.5	2,758,906
1984–1985	34.2	26.8	19.8	19.2	2,747,100
1985–1986	33.4	26.0	19.3	21.3	2,813,489
1986–1987	32.2	25.8	18.2	23.8	2,659,507
1987–1988	31.7	24.9	17.9	25.4	2,881,547
1988–1989	32.9	25.3	18.5	23.2	3,198,286
1989–1990	32.9	27.1	18.3	21.8	3,322,151
1990–1991	32.3	28.8	17.9	20.9	3,404,810
1991–1992	32.0	30.7	17.8	19.5	3,786,230
1992–1993	32.3	32.4	17.9	17.4	4,002,045
1993–1994	32.8	34.2	18.0	15.1	3,755,675
1994–1995	33.5	35.2	18.1	13.2	3,674,967
1995–1996	34.3	35.1	18.0	12.7	3,611,821
1996–1997	34.2	35.4	17.7	12.8	3,665,654
1997–1998	34.5	35.1	17.8	12.6	3,732,807
1998–1999	34.5	34.9	17.7	13.0	3,855,180
1999–2000	32.5	36.3	17.6	13.5	3,763,710
2000–2001	31.9	36.5	17.3	14.3	3,899,433
2001–2002	30.6	37.8	16.8	14.8	4,340,879
2002–2003	30.6	37.7	15.8	15.9	4,778,507
2003–2004	31.6	35.7	15.6	17.1	5,139,638
2004–2005	31.2	35.2	15.3	18.3	5,308,433
2005–2006	30.9	34.8	15.0	19.3	5,167,979
2006–2007	31.0	33.9	15.0	20.2	5,164,959
2007–2008	30.3	33.3	14.4	21.9	5,542,893
2008–2009	28.5	33.8	13.2	24.4	6,156,750
2009–2010	27.1	35.2	12.3	25.1	8,094,024
2010–2011 ^a	27.2	36.5	12.2	23.7	9,459,332

Note. For the years 1980–1981 through 1991–1992, recipients of grants for 3- to 4-year institution types were included with public 2-year institutions. Data for private nonprofits include 2-year institutions. Data for for-profits include all levels (4-year, 2-year, and less than 2-years). From Bureau of Student Financial Assistance (1975, 1976, 1977, 1978, 1979, 1980); Federal Student Aid (2011); Office of Postsecondary Education (1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011); and Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

^a Estimate based on first-release data.

Table A6**Proportional Share of Pell Grant Funds, by Sector: 1973–1974 to 2010–2011**

Award Year	Percentage of Funds Awarded by Sector				Total Expenditures (current dollars)
	Public 4-year	Public 2-year	Private nonprofit	For-profit	
1973–1974	41.2	24.9	26.2	7.0	47,589,000
1974–1975	40.2	26.7	24.5	8.7	358,353,000
1975–1976	39.0	26.1	24.8	9.0	925,998,000
1976–1977	42.8	23.4	24.6	8.1	1,475,444,000
1977–1978	43.1	24.5	23.5	8.9	1,524,340,000
1978–1979	39.4	23.2	26.8	10.6	1,693,289,292
1979–1980	39.6	21.8	28.1	10.5	2,504,911,291
1980–1981	38.0	22.1	27.5	12.3	2,606,887,261
1981–1982	37.9	21.9	26.1	14.1	2,499,126,634
1982–1983	35.4	21.2	26.0	17.4	2,580,253,596
1983–1984	35.0	21.2	23.8	20.0	2,988,812,817
1984–1985	35.9	20.4	22.9	20.8	3,052,999,052
1985–1986	35.3	20.6	21.7	22.4	3,597,379,921
1986–1987	34.1	20.3	20.7	24.9	3,460,006,551
1987–1988	33.3	20.0	20.1	26.6	3,754,329,481
1988–1989	34.3	21.1	20.2	24.4	4,475,693,249
1989–1990	34.4	22.5	19.9	23.1	4,777,844,232
1990–1991	33.9	24.1	19.7	22.4	4,935,191,005
1991–1992	33.9	25.8	19.5	20.9	5,792,702,829
1992–1993	34.5	27.5	19.5	18.4	6,175,902,364
1993–1994	33.9	32.1	18.8	15.2	5,654,453,265
1994–1995	35.1	32.7	19.0	13.2	5,519,474,492
1995–1996	36.0	32.7	18.8	12.5	5,471,707,710
1996–1997	36.0	33.0	18.5	12.5	5,780,032,888
1997–1998	36.4	32.8	18.6	12.2	6,331,091,265
1998–1999	36.4	32.4	18.6	12.5	7,232,781,489
1999–2000	34.6	33.7	18.6	13.1	7,208,500,491
2000–2001	34.4	33.7	18.3	13.6	7,956,304,184
2001–2002	33.0	35.0	17.9	14.2	9,975,092,340
2002–2003	33.0	34.7	16.9	15.4	11,641,551,718
2003–2004	34.0	32.8	16.7	16.5	12,707,897,337
2004–2005	33.6	32.4	16.3	17.7	13,149,939,760
2005–2006	33.6	31.6	16.1	18.6	12,693,127,982
2006–2007	33.7	30.9	16.0	19.4	12,817,316,257
2007–2008	33.0	30.5	15.5	21.0	14,676,345,099
2008–2009	31.2	30.8	14.4	23.6	18,291,082,121
2009–2010	29.7	31.6	13.1	25.2	29,992,440,234
2010–2011 ^a	29.3	32.6	13.0	24.7	34,762,328,932

Note. For the years 1980–1981 through 1991–1992, expenditures for 3- to 4-year institution types were included with public 2-year institutions. Data for private nonprofits include 2-year institutions. Data for for-profits include all levels (4-year, 2-year, and less-than 2-year). From Bureau of Student Financial Assistance (1975, 1976, 1977, 1978, 1979, 1980); Federal Student Aid (2011); Office of Postsecondary Education (1989, 1990, 1991, 1992, 1993, 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011); and Office of Student Financial Assistance (1981, 1982, 1983, 1984, 1985, 1986, 1987, 1988).

^a Estimate based on first-release data.

Table A7**Number of Pell Grant Program Recipients, by Sector: 2000–2001 to 2010–2011**

Program Year	Number of Recipients by Sector			
	Public 2-year	Public 4-year	Private nonprofit	For-profit
2000–2001	1,422,942	1,245,363	674,277	556,851
2001–2002	1,641,186	1,329,257	727,292	643,144
2002–2003	1,799,341	1,464,261	757,050	757,855
2003–2004	1,833,580	1,625,128	804,308	876,622
2004–2005	1,869,531	1,656,289	810,506	972,107
2005–2006	1,800,424	1,600,706	778,503	998,153
2006–2007	1,749,556	1,600,293	772,443	1,042,667
2007–2008	1,848,472	1,680,160	796,204	1,215,367
2008–2009	2,084,047	1,751,609	814,834	1,503,349
2009–2010	2,851,665	2,192,404	992,780	2,028,863
2010–2011 ^a	3,448,545	2,576,960	1,158,687	2,238,055
% Increase				
1 year: 2009–2010 to 2010–2011	21	18	17	10
5 years: 2005–2006 to 2010–2011	92	61	49	124
10 years: 2000–2001 to 2010–2011	142	107	72	302

Note. Data for private nonprofits include 2-year institutions. Data for for-profits include all levels (4-year, 2-year, and less-than 2-year). From Federal Student Aid (2011) and Office of Postsecondary Education (2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011).

^a Estimate based on first-release data.

Table A8**Pell Grant Program Expenditures, by Sector: 2000–2001 to 2010–2011**

Program Year	Expenditures by Sector (current dollars)			
	Public 2-year	Public 4-year	Private nonprofit	For-profit
2000–2001	2,679,855,158	2,733,031,805	1,459,846,858	1,083,570,363
2001–2002	3,486,702,665	3,293,783,400	1,781,604,565	1,413,001,710
2002–2003	4,040,615,042	3,843,150,739	1,968,766,154	1,789,019,783
2003–2004	4,165,448,983	4,326,804,489	2,121,460,147	2,094,183,718
2004–2005	4,257,510,915	4,424,392,891	2,144,224,722	2,323,811,232
2005–2006	4,016,475,062	4,266,912,312	2,049,911,431	2,359,829,177
2006–2007	3,965,728,727	4,314,725,825	2,054,920,997	2,481,940,708
2007–2008	4,478,059,774	4,838,327,241	2,271,591,021	3,082,037,558
2008–2009	5,637,512,802	5,698,694,995	2,638,985,719	4,308,185,267
2009–2010	9,485,330,557	8,897,117,937	3,934,961,643	7,556,769,779
2010–2011 ^a	11,331,296,394	10,177,254,570	4,523,079,573	8,600,064,792
% Increase				
1 year: 2009–2010 to 2010–2011	19	14	15	14
5 years: 2005–2006 to 2010–2011	182	139	121	264
10 years: 2000–2001 to 2010–2011	323	272	210	694

Note. Data for private nonprofits include 2-year institutions. Data for for-profits include all levels (4-year, 2-year, and less-than 2-year). From Federal Student Aid (2011) and Office of Postsecondary Education (2003, 2004, 2005, 2006, 2007, 2008, 2009, 2010, 2011).

^a Estimate based on first-release data.



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