

HOW MUCH DO TERTIARY STUDENTS PAY AND WHAT PUBLIC SUBSIDIES DO THEY RECEIVE?

INDICATOR B5

This indicator examines the relationships between annual tuition fees charged by institutions, direct and indirect public spending on educational institutions, and public subsidies to households for student living costs. It looks at whether financial subsidies for households are provided in the form of grants or loans and raises related questions: Are scholarships/grants and loans more common in countries with higher tuition fees charged by institutions? Are loans an effective means for helping to increase the efficiency of financial resources invested in education and to shift some of the cost of education to the beneficiaries of educational investment? Are student loans less common than grants as a means of encouraging low-income students to pursue their education?

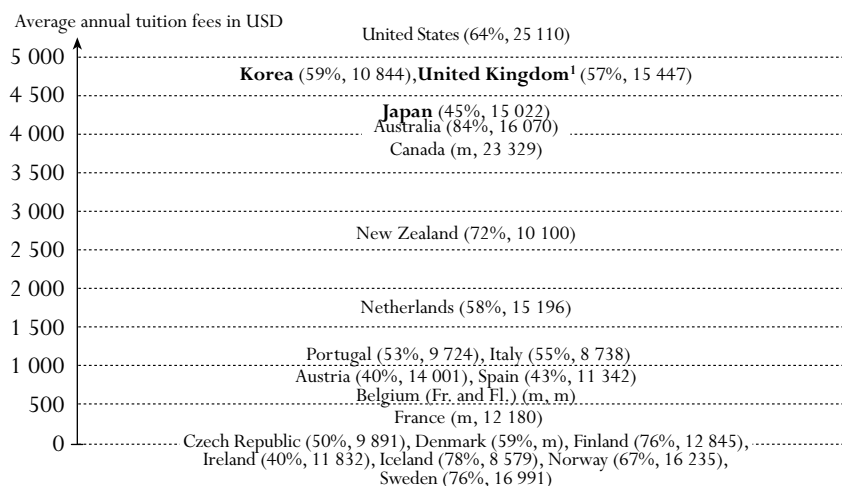
Key results

Chart B5.1. Average annual tuition fees charged by tertiary-type A public institutions for full-time national students (academic year 2006/07)

This chart shows the annual tuition fees charged in equivalent USD converted using PPPs.

Countries in bold indicate that tuition fees refer to public institutions but more than two-thirds of students are enrolled in private institutions. The net entry rate and expenditure per student (in USD) in tertiary-type A programmes are added next to country names.


There are large differences among OECD and partner countries for which data are available in the average tuition fees charged by tertiary-type A public institutions. In eight OECD countries public institutions charge no tuition fees, but in one-third of countries with available data public institutions charge annual tuition fees for national students in excess of USD 1 500. Among the EU19 countries for which data are available, only Italy, the Netherlands, Portugal and the United Kingdom (government-dependent institutions) have annual tuition fees that represent more than USD 1 100 per full-time student.



Note: This chart does not take into account grants, subsidies or loans that partially or fully offset the student's tuition fees.

1. Public institutions do not exist at this level of education and most students are enrolled in government dependent institutions.

Source: OECD, Table B1.1a, Table B5.1a and Table A2.4. See Annex 3 for notes (www.oecd.org/edu/eag2009).

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Other highlights of this indicator

- In most countries, tuition fees charged by tertiary-type B institutions are lower than those charged by tertiary-type A institutions. In parallel graduates of tertiary-type A education earn substantially more than tertiary-type B graduates in all of these countries.
- An average of 19% of public spending on tertiary education is devoted to supporting students, households and other private entities. In Australia, Denmark, the Netherlands, New Zealand, Norway, Sweden, the United Kingdom and the United States and the partner country Chile, public subsidies to households account for some 25% or more of public tertiary education budgets.
- Low annual tuition fees charged by tertiary-type A institutions are not systematically associated with a low proportion of students who benefit from public subsidies. In tertiary-type A education, the tuition fees charged by public institutions for national students are negligible in the Nordic countries and in the Czech Republic. Yet, at the same time, more than 55% of the students enrolled in tertiary-type A education in these countries benefit from scholarships/grants and/or public loans. Moreover, Finland, Norway and Sweden are among the seven countries with the highest entry rate to tertiary-type A education.
- OECD countries in which students are required to pay tuition fees and can benefit from particularly large public subsidies do not show lower levels of access to tertiary-type A education than the OECD average. For example, Australia (84%) and New Zealand (72%) have among the highest entry rates to tertiary-type A education, and the Netherlands (58%) and the United States (64%) are above the OECD average. The higher entry rates to tertiary-type A education in Australia and New Zealand are also due to high proportion of international students.
- Some studies conclude that loans are useful to support tertiary education study among middle-and upper-income students, but ineffective among lower-income students, while the converse is true for grants. Grants and loans are particularly developed in Australia, the Netherlands, New Zealand, Norway, Sweden, the United Kingdom, the United States and the partner country Chile. Globally, the cost to a government of providing public loans to a significant proportion of students is greater in countries where the average level of tuition fees charged by institutions is higher.

Policy context

Decisions taken by policy makers on the tuition fees charged by educational institutions affect both the cost of tertiary studies to students and the resources available to tertiary institutions. Subsidies to students and their families also serve as means by which governments encourage participation in education – particularly among students from low-income families – by covering part of the cost of education and related expenses. In this way, governments can seek to address issues of access and equality of opportunity. The impact of such subsidies must therefore be judged, at least in part, by examining indicators of participation, retention and completion. Furthermore, public subsidies play an important role in financing educational institutions indirectly.

Channeling funding for institutions through students may also help to increase competition among institutions. Since aid for student living costs can serve as a substitute for income from work, public subsidies may enhance educational attainment by enabling students to work less.

Public subsidies come in many forms: as means-based subsidies, as family allowances for all students, as tax allowances for students or their parents, or as other household transfers. Unconditional subsidies (such as tax reductions or family allowances) may provide less support for low-income students than means-tested subsidies. However, they may still help reduce financial disparities among households with and without children in education.

Evidence and explanations

What this indicator does and does not cover

This indicator shows average tuition fees charged in public and private institutions at tertiary-type A level. It does not distinguish tuition fees by type of programmes but gives an overview of tuition fees at tertiary-type A level by type of institution and presents the proportions of students who do or do not receive scholarships/grants that fully or partially cover tuition fees. Levels of tuition fees and associated proportions of students should be interpreted with caution as they result from the weighted average of the main tertiary-type A programmes and do not cover all educational institutions.

This indicator also shows the proportion of public spending on tertiary education transferred to students, families and other private entities. Some of these funds are spent indirectly on educational institutions – for example, subsidies which are used to cover tuition fees. Other subsidies for education do not relate to educational institutions, such as subsidies for student living costs.

The indicator distinguishes between scholarships and grants, which are non-repayable subsidies, and loans, which must be repaid. It does not, however, distinguish among different types of grants or loans, such as scholarships, family allowances and in-kind subsidies.

Governments can also support students and their families by providing housing allowances, tax reductions and/or tax credits for education. These subsidies are not covered here and thus financial aid to students may be substantially underestimated in some countries.

The indicator reports the full volume of student loans in order to provide information on the level of support received by current students. The gross amount of loans, including scholarships and grants, provides an appropriate measure of financial aid to current participants in education. Interest payments and repayments of principal by borrowers should be taken into account in order to assess the net cost of student loans to public and private lenders. However, such

payments are not usually made by current students but by former students. In most countries, moreover, loan repayments do not flow to the education authorities, and thus the money is not available to them to cover other educational expenditures. Nevertheless, some information on repayment systems for these loans is also taken into account, as these can substantially reduce the real costs of loans. OECD indicators take the full amount of scholarships and loans (gross) into account when discussing financial aid to current students.

It is also common for governments to guarantee the repayment of loans to students made by private lenders. In some OECD countries, this indirect form of subsidy is as significant as, or more significant than, direct financial aid to students. However, for reasons of comparability, the indicator only takes into account the amounts relating to public transfers for private loans that are made to private entities (not the total value of loans generated). Some qualitative information is nevertheless presented in some of the tables to give some insight on this type of subsidy.

Some OECD countries also have difficulty quantifying the amount of loans attributable to students. Therefore, data on student loans should be treated with some caution.

Annual tuition fees charged by tertiary-type A institutions for national and foreign students

There are large differences among OECD and partner countries in the average tuition fees charged by tertiary-type A institutions for national students. Public institutions in the five Nordic countries (Denmark, Finland, Iceland, Norway and Sweden) and in the Czech Republic and Ireland do not charge tuition fees. By contrast, one-third of OECD and partner countries with available data have annual tuition fees for national students charged by public institutions (or government-dependent private institutions) that exceed USD 1 500. In the United States, tuition fees reach more than USD 5 000 in public institutions. Among the EU19 countries for which data are available, only Italy, the Netherlands, Portugal and the United Kingdom have annual tuition fees that exceed USD 1 100 per full-time national student (Table B5.1a and Chart B5.1).

National policies regarding tuition fees and financial aid to students generally cover all students studying in the country's educational institutions. Even if the focus of this indicator is mainly on national students, countries' policies also have to take international students into account. These may include a country's national students going abroad for their studies or students who enter the country for the purpose of study. Differentiation between national and non-national students in terms of the fees students pay or the financial help they may receive can have, along with other factors, an impact on the flows of international students, either by attracting students to some countries or by preventing students from studying in other countries (see Indicator C2).

The tuition fees charged by public educational institutions may differ among students enrolled in the same programme. Several countries make a distinction in terms of students' citizenship. In Austria, for example, the average tuition fees charged by public institutions for students who are not citizens of EU or EEA countries are twice the fees charged for citizens of these countries. This kind of differentiation also appears in Australia, Canada, New Zealand and the United States, as well as the partner country Slovenia (see Indicator C2), and appeared in Denmark from the 2006/07 academic year. In these countries, the variation in tuition fees based on citizenship or on individual's residency is always significant (see Indicator C2).

Annual tuition fees charged by private institutions

Annual tuition fees charged by private institutions vary considerably across OECD and partner countries as well as within countries themselves. In most OECD and partner countries higher tuition fees are charged by private institutions than by public institutions. Finland, Ireland and Sweden are the only countries with no tuition fees in either public or private institutions. Variation within countries tends to be highest in countries with the largest proportions of students enrolled in independent tertiary-type A private institutions. By contrast, tuition fees charged by public as compared to government-dependent institutions differ less in most countries and, in Austria, there is even no difference in tuitions fees charged between these types of institutions. The greater autonomy of independent private institutions as compared to public and government-dependent institutions partially explains this situation.

Annual tuition fees charged by tertiary-type B institutions for national students

There may also be large differences among OECD and partner countries in the average tuition fees charged in tertiary-type-B education. In Nordic countries as well as in the Czech Republic and Ireland, there are no tuition fees in tertiary-type A institutions; and there are usually no (or small) tuition fees charged in most tertiary-type B institutions. At the same time, the tertiary-type B sector in these countries is relatively small (with less than 10% of tertiary full-time students). Among other countries in which tertiary-type B institutions enrol a small proportion of full-time students (15% or less), Austria, Denmark and Spain are the only ones in which these institutions do not charge tuition fees or charge negligible fees. Australia is unique in that a small proportion of tertiary full-time students are enrolled in tertiary-type B education (10%, two-thirds of them in public institutions), but has the highest average tuition fees (about USD 2 400) among all OECD and partner countries except Korea. These fees are nevertheless lower than those in tertiary-type A education (about USD 4 035) (Table B5.1a, and Table B5.1b available on line).

In 15 OECD and partner countries, at least 15% of tertiary full-time students are enrolled in type B education. In the seven of these countries for which data on tuition fees are available, public tertiary-type B institutions charge on average between USD 1 780 and USD 3 370 for national students, with the exception of Ireland (no tuition fees). In Japan and Korea, 25% and 37% respectively of full-time tertiary students are enrolled in tertiary-type B institutions. Most of these students are enrolled in private institutions with tuition fees amounting to more than USD 5 000 on average (Table B5.1b). In these seven OECD and partner countries, tuition fees charged by tertiary-type B institutions are lower than those charged by tertiary-type A institutions. This is mainly because graduates of tertiary-type A education earn substantially more than tertiary-type B graduates in all of these countries (Table A7.1 and Table B5.1a, and Table B5.1b available on line).

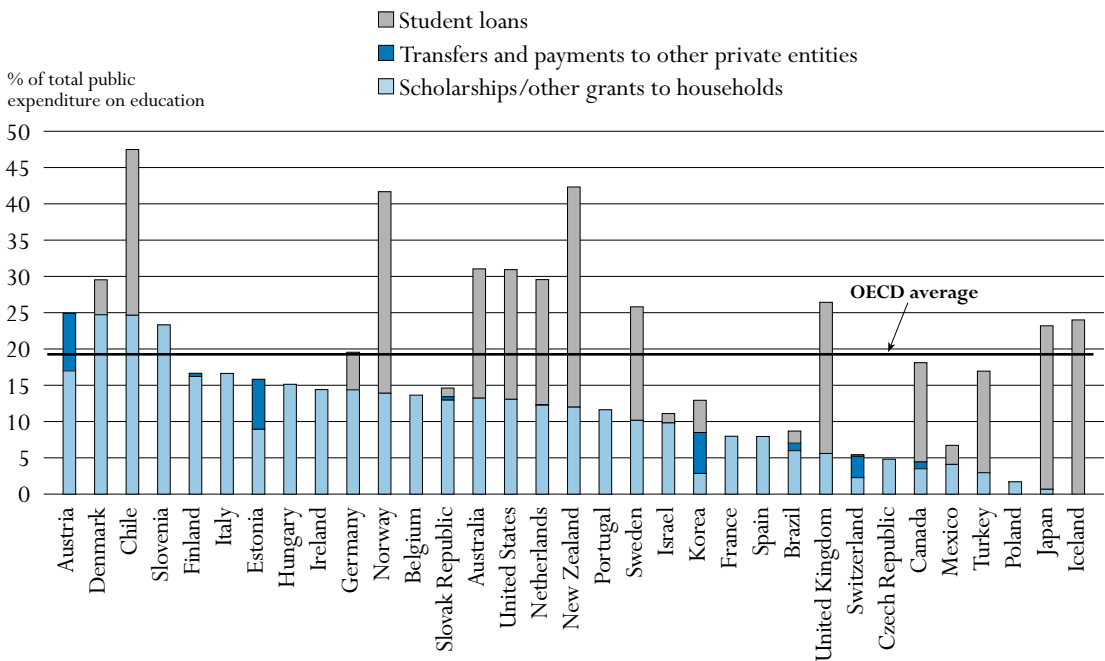
Public subsidies to households and other private entities

OECD countries spend an average of 0.4% of their GDP on public subsidies to households and other private entities for all levels of education combined. The proportion of educational budgets spent on subsidies to households and private entities is much higher at the tertiary level than at the primary, secondary and post-secondary non-tertiary levels and represents 0.3% of GDP.

The subsidies are the largest in relation to GDP at tertiary level in Norway (0.9% of GDP), followed by Denmark (0.7%), New Zealand (0.7%), Sweden (0.5%), Austria (0.4%), the Netherlands (0.4%) and the United States (0.4%) (Table B5.4, and Table B5.5 available on line).

OECD countries spend, on average, 19% of their public budgets for tertiary education on subsidies to households and other private entities (Chart B5.2). In Australia, Denmark, the Netherlands, New Zealand, Norway, Sweden, the United Kingdom and the United States and the partner country Chile, public subsidies account for more than 25% of public spending on tertiary education. Only the Czech Republic and Poland spend less than 5% of total public spending on tertiary education on subsidies (Table B5.4).

Chart B5.2. Public subsidies for education in tertiary education (2006)
Public subsidies for education to households and other private entities as a percentage of total public expenditure on education, by type of subsidy



Countries are ranked in descending order of the share of scholarships/other grants to households and transfers and payments to other private entities in total public expenditure on education.

Source: OECD, Table B5.4. See Annex 3 for notes (www.oecd.org/edu/eag2009).

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Overall country approaches to funding tertiary education

Countries differ in their approach to funding tertiary education. This section provides a taxonomy of approaches to funding tertiary education in OECD and partner countries along with available data. Countries are grouped according to two dimensions. The first is the extent of cost-sharing, that is, the level of contribution requested from the student and/or his or her family in tertiary-type A education. The second concerns the public subsidies received by students at this level of education.

There is no single model in OECD and partner countries for financing tertiary-type A education. Some countries in which tertiary-type A institutions charge similar tuition fees may have differences in the proportion of students benefiting from public subsidies and/or differences in the average amount of these subsidies (Table B5.1a, Table B5.2, Table B5.4 and Chart B5.3). Nevertheless, comparisons of the tuition fees charged by institutions and public subsidies received by students, as well as other factors such as access to tertiary education, level of public expenditure on tertiary education or the level of taxation on income, help to distinguish four main groups of countries. In addition, tax revenue based on income (OECD, 2006a) is highly correlated with the level of public expenditure available for education and the level of tax revenue can provide some information on the possibility of financing public subsidies to students.

Model 1: Countries with no or low tuition fees but quite generous student support systems

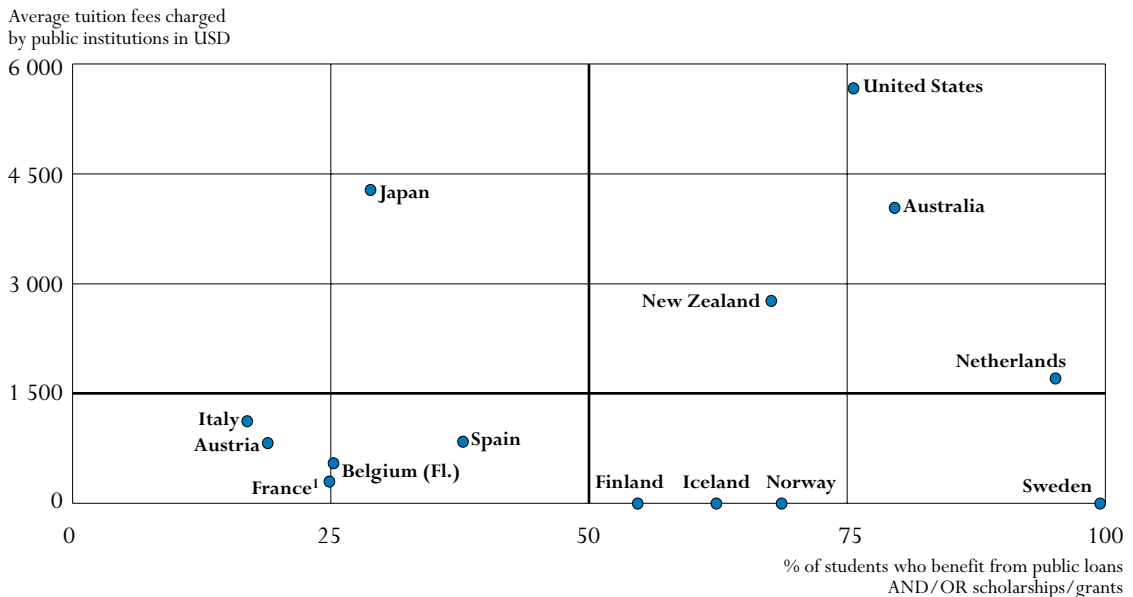
This group includes the Nordic countries (Denmark, Finland, Iceland, Norway and Sweden), the Czech Republic and Turkey. There are no (or low) financial barriers for tertiary studies due to tuition fees and even a high level of student aid. At 60%, the average entry rate to tertiary-type A education for this group is above the OECD average (see Indicator A2). Tuition fees charged by public educational institutions for national students are negligible (Nordic countries and the Czech Republic) or low (Turkey) in tertiary-type A education. More than 55% of students enrolled in tertiary-type A education in this group can benefit from scholarships/grants and/or public loans to finance their studies or living expenses (Table B5.1a and Table B5.2, and Chart B5.3).

In the Nordic countries, net entry rates in tertiary-type A education are, on average, 71%, which is significantly higher than the OECD average. Also, in these countries the level of public expenditure on tertiary education as a percentage of GDP and taxation on income are among the highest among OECD and partner countries. The way tertiary education is paid for expresses a vision of these countries' societies. Public funding of tertiary education is seen as the operational expression of the weight attached to such deeply rooted social values as equality of opportunity and social equity, which are characteristic of the Nordic countries. The notion that government should provide its citizens with tertiary education at no charge to the user is a prime feature of these countries' educational culture. In its current mode, the funding of both institutions and students in these countries is based on the principle that access to tertiary education is a right, rather than a benefit (OECD [2008b], Chapter 4).


The Czech Republic and Turkey have a different pattern: lower access to tertiary-type A education compared to the OECD average (especially for Turkey) – despite increases of 25 and 10 percentage points, respectively, between 2000 and 2006 – combined with low levels (compared to the OECD average) of public spending and of tax revenue on income as a percentage of GDP compared to the OECD average (see Indicators B4 and A2 and OECD [2006a]). In these two countries, more than three-quarters of students enrolled in tertiary-type A programmes benefited from scholarships/grants (the Czech Republic) or from a loan (Turkey) (see Table B5.1c in *Education at a Glance 2008*), but the average amount of these public subsidies is small compared to the Nordic countries and compared to the OECD average. This indicates that these two countries are also close to those included in model 4.

Chart B5.3. Relationships between average tuition fees charged by public institutions and proportion of students who benefit from public loans AND/OR scholarships/grants in tertiary-type A education (academic year 2006/07)

For full-time national students, in USD converted using PPPs



1. Average tuition fees from 176 to 1 173 USD for University programmes dependent from the Ministry of Education. Source: OECD. Table B5.1a and Table B5.2. See Annex 3 for notes (www.oecd.org/edu/eag2009).

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Model 2: Countries with high level of tuition fees and well developed student support systems

A second group includes Australia, Canada, the Netherlands, New Zealand, the United Kingdom and the United States and the partner country Chile. These countries have potentially high financial barriers for entry to tertiary-type A education, but also provide large public subsidies to students. It is noteworthy that the average entry rate to tertiary-type A education for this group of countries is, at 68%, slightly above the OECD average and higher than most countries with low levels of tuition fees (except the Nordic countries).

Tuition fees charged by tertiary-type A institutions exceed USD 1 500 in all these countries and more than 68% of tertiary-type A students receive public subsidies (in Australia, the Netherlands, New Zealand and the United States, the four countries for which data are available; see Table B5.1a and Table B5.2). Student support systems are well developed and mostly accommodate the needs of the entire student population, with a proportion of public subsidies in total public expenditure on tertiary education higher than the OECD average (19%) in six out of the seven countries: Australia (31%), the Netherlands (30%), New Zealand (42%), the United Kingdom (26%) and the United States (31%) and the partner country Chile (47%), and nearly at the average for Canada (Table B5.4). Countries in this group do not have lower access to tertiary-type A education than countries from the other groups. For example, Australia (84%) and New Zealand (72%) have among the highest entry rates to tertiary-type A education also

explained by a high proportion of international students enrolled in tertiary-type A education. The Netherlands (58%), the United Kingdom (57%) and the United States (64%) are above the OECD average (55%) in 2006, and the partner country Chile (43%) is below the OECD average, although entry to tertiary-type A education in this country increased by about 10 percentage points between 2000 and 2006 (Table A2.5). Finally, these countries spend more per tertiary student on core services than the OECD average and have a relatively high level of tax revenue based on income as a percentage of GDP compared to the OECD average. The Netherlands is an exception in terms of the level of taxation on income, and the partner country Chile for both of these indicators (Table B1.1b and OECD [2006a]).

Model 3: Countries with high level of tuition fees but less developed student support systems

Japan and Korea present a different pattern: while cost sharing is extensive and broadly uniform across students, student support systems are somewhat less developed than in Models 1 and 2. This places a considerable financial burden on students and their families. In these two countries, tertiary-type A institutions charge high tuition fees (more than USD 4 200) but a relatively small proportion of students benefit from public subsidies (one-quarter of students receive public subsidies in Japan, and 13% of total public expenditure on tertiary education is allocated to public subsidies in Korea). Tertiary-type A entry rates in these two countries are 45% and 59%, respectively, which is below the OECD average for Japan and slightly above the average for Korea. In Japan, some students who excel academically but have difficulty in financing their studies may benefit from reduced tuition and/or admission fees or be entirely exempted from these fees. The below average access to tertiary-type A education is counterbalanced by an above OECD average entry rate to tertiary-type B programmes (see Indicator A2). These two countries are among those with the lowest levels of public expenditure allocated to tertiary education as a percentage of GDP (Table B4.1). This partially explains the small proportion of students who benefit from public loans; tax revenue from income as a percentage of GDP is also among the lowest in OECD countries. However, in Japan, public subsidies for students are above the OECD average and represent 23% of total public expenditure on tertiary education; expenditure per tertiary student is also above the OECD average. Korea presents the opposite picture on both indicators (Table B5.4).

Model 4: Countries with a low level of tuition fees and less developed student support systems

The fourth and last group includes all other European countries for which data are available (Austria, Belgium, France, Ireland, Italy, Portugal and Spain). These countries have relatively low financial barriers to entry to tertiary education combined with relatively low subsidies for students, which are mainly targeted to specific groups. There is a high level of dependence on public resources for the funding of tertiary education and participation levels are typically below the OECD average. The average tertiary-type A entry rate in this group of countries is a relatively low 48% (but counterbalanced by high entry rates in tertiary-type B in Belgium). Similarly, expenditure per student in tertiary-type A education is also comparatively low (see Indicator B1 and Chart B5.1). While high tuition fees can raise potential barriers to student participation, this suggests that the absence of tuition fees, which is assumed to ease access to education, is not sufficient to entirely meet the challenges of access and quality of tertiary-type A education.

Tuition fees charged by public institutions in this group never exceed USD 1 200, and, in countries for which data are available, the proportion of students who benefit from public subsidies is below 40% (Table B5.1a and Table B5.2). In these countries students and their families can benefit from subsidies provided by sources other than the ministry of education (*e.g.* housing allowances, tax reductions and/or tax credits for education); these are not covered in this analysis. For example, in France housing allowances represent about 90% of scholarships/grants and about one-third of students benefit from these allowances. In Poland, a notable feature is that cost sharing is achieved through arrangements in which some students have their studies fully subsidised by the public budget and the remainder pay the full costs of tuition. In other words, the burden of private contributions is borne by part of the student population rather than shared by all (see Indicator B3 and *Education at a Glance 2008*). Loan systems (public loans or loans guaranteed by the state) are not available or only available to a small proportion of student in these countries (Table B5.2). At the same time, the level of public spending and the tax revenue from income as a percentage of GDP vary significantly more among this group of countries than in the other groups, but policies on tuition fees and public subsidies are not necessarily the main drivers in students' decision to enter tertiary-type A education.

OECD countries use different mixes of grants and loans to subsidise students' educational costs

A key question in many OECD countries is whether financial subsidies for households should be provided primarily in the form of grants or loans. Governments subsidise students' living or educational costs through different mixes of these two types of subsidies. Advocates of student loans argue that money spent on loans goes further: if the amount spent on grants were used to guarantee or subsidise loans instead, more aid would be available to students and overall access would increase. Loans also shift some of the cost of education to those who benefit most from educational investment. Opponents of loans argue that student loans are less effective than grants in encouraging low-income students to pursue their education. They also argue that loans may be less efficient than anticipated because of the various subsidies provided to borrowers or lenders and because of the costs of administration and servicing. Cultural differences among and within countries may also affect students' willingness to take out student loans. Thus, Usher (2006), analysing the summary of the literature on tertiary education access in the United States by St. John (2003), concluded that loans are useful to support tertiary study among middle and upper-income students, but ineffective among lower-income students, while the converse is true for grants (for more details see *Education at a Glance 2008*).

Chart B5.2 presents the proportion of public educational expenditure dedicated to loans, grants and scholarships, and other subsidies to households at the tertiary level. Grants and scholarships include family allowances and other specific subsidies, but exclude tax reductions that are part of the subsidy system in Australia, Belgium (Flemish Community), Canada, the Czech Republic, Finland, France, Hungary, Italy, the Netherlands, Norway, the Slovak Republic, Switzerland and the United States (see Chart B5.3 in *Education at a Glance 2006*). More than one-third of the 33 reporting OECD countries and partner countries rely exclusively on scholarships/ grants and transfers/payments to other private entities. The remaining OECD countries provide both scholarships/grants and loans to students (except Iceland, which relies only on student loans) and both subsidies are particularly developed in Australia, the Netherlands, New Zealand,

Norway, Sweden, the United Kingdom, the United States and the partner country Chile. In general, the highest subsidies to students are provided by the countries that offer student loans; in most cases these countries also spend an above-average proportion of their budgets on grants and scholarships alone (Chart B5.2 and Table B5.4). Some other countries – Belgium (Flemish Community), Finland, Hungary, Poland and the partner country Estonia – do not have public loan systems but private loans that are guaranteed by the state (Table B5.3).

Implementation of public loan systems and amount of public loans

Public loan systems are relatively recent in most of the countries that report data; their development occurred between the 1960s and 1980s, corresponding to the massive growth in enrolments at the tertiary level of education. Since then, public loan systems have developed particularly in Australia and Sweden, where some 75% or more of students benefit from a public loan during their tertiary-type A studies. Public loan systems are also quite well developed in Iceland (63% of students have a loan) and Norway (65%), two of the countries – along with Sweden – where educational institutions at this level do not charge tuition fees. In contrast, the United States has the highest tuition fees in public tertiary-type A institutions, but only 55% of students benefit from a public loan in a given year. However, the cumulative figure for students ever taking out a public loan during their studies will be higher.

The financial support that students receive from public loans during their studies cannot be solely analysed in light of the proportion of students who have loans. The support for students also depends on the amount they can receive in public loans. In countries with comparable data, the average annual gross amount of public loan available to each student is superior to USD 4 000 in about one-half of the countries and ranges from less than USD 2 000 in Belgium (French Community) and Turkey to more than USD 5 400 in Iceland, Japan, Mexico, the Netherlands, the United Kingdom and the United States (Table B5.3, reference year 2004/05).

A comparison of average tuition fees and average amounts of loans should be interpreted with caution because, in a given educational programme, the amount of a loan can vary widely among students, even though the programme's tuition fees are usually similar. Nevertheless, such a comparison can give some insight into the possibility of students receiving a loan to cover tuition fees and living expenses. The higher the average level of tuition fees charged by institutions, the greater the need for financial support to students through public loans, in order to overcome financial barriers that prevent access to tertiary education. The financial pressure on governments to support students increases with the tuition fees charged by institutions. In all of the OECD countries for which data on annual gross amounts of loans are available, the average amount of public loan is superior to the average tuition fees charged by public institutions. This shows that public loans may also help to support student's living expenses during their studies.

Among the countries with average tuition fees above USD 1 500 in tertiary-type A public institutions, the average amount of the loan is more than twice the average tuition fees in the Netherlands and the United Kingdom. However, in the Netherlands, the difference in amounts should be counterbalanced by the fact that only about one-quarter of students benefit from a loan (this information is not available for the United Kingdom). The largest differences between average tuition fees and the average amount of loans are observed in the

Nordic countries, in which no tuition fees are charged by institutions and a large proportion of students benefit annually from a public loan with an average amount ranging from about USD 2 500 in Denmark to nearly USD 7 000 in Iceland to nearly USD 9 000 in Norway (Table B5.1a and Table B5.3).

The amount that students receive is not the only support related to public loans. Public loan systems also offer some financial aid through the interest rate that students may have to pay, the repayment system or even remission/forgiveness mechanisms (Table B5.3).

Financial support through interest rates

The financial help arising from reduced interest rates on public or private loans is twofold: there may be a difference between the interest rates supported by students during and after their studies. Comparing interest rates among countries is quite difficult as the structure of interest rates (public and private) is not known and can vary significantly among countries, so that a given interest rate may be considered high in one country and low in another. However, the difference in rates during and after studies seems to aim at lowering the charge on the loan during the student's studies. For example, in Canada, Iceland, New Zealand and Norway, there is no nominal interest rate on the public loan during the period of studies, but after their studies, students/graduates may incur an interest charge that is related to the cost of government borrowing or even higher. For example, New Zealand, which made loans interest-free for borrowers while they reside in New Zealand in 2006/07, charges an interest rate on loans to borrowers who are overseas. Belgium, the Netherlands, Sweden, the United Kingdom, the United States and the partner country Estonia do not differentiate between the interest rate borne by student during and after their studies. In Australia, a real interest rate is not charged on loans. Instead, the part of a loan which has remained unpaid for 11 months or more is indexed to ensure that the real value of the loan is maintained (Table B5.3).

Repayment of loans

Repayment of public loans can be a substantial source of income for governments and can decrease the costs of loan programmes significantly. The current reporting of household expenditure on education as part of private expenditure (see Indicator B3) does not take into account the repayment of public loans by previous recipients.

These repayments can be a substantial burden on individuals and have an impact on the decision to participate in tertiary education. The repayment period varies among countries and ranges from less than 10 years in Belgium (French Community), New Zealand and Turkey and the partner country Estonia, to 20 years or more in Iceland, Norway and Sweden.

Among the 13 OECD countries for which data on repayment systems are available, 4 Anglophone countries (Australia, New Zealand, the United Kingdom and, under specific circumstances, the United States) as well as Iceland and the Netherlands make the repayment of loans dependent on graduates' level of income (with a maximum of payback time up to 15 years in the case of the Netherlands). These are also countries in which the average tuition fees charged by their institutions are higher than USD 1 500 and the average amount of the loan is among the highest in the countries with a public loan system (Table B5.3).

Definitions and methodologies

Data refer to the financial year 2006 and are based on the UOE data collection on education statistics administered by the OECD in 2008 (for details see Annex 3 at www.oecd.org/edu/eq2009). Data on tuition fees charged by educational institutions and financial aid to students (Table B5.1a, and Table B5.1b available on line) were collected through a special survey undertaken in 2007 and updated in 2008 and refer to the academic year 2006/07. Amounts of tuition fees and amounts of loans in national currency is converted into equivalent USD by dividing the national currency figure by the purchasing power parity (PPP) index for GDP. Amounts of tuition fees and associated proportions of students should be interpreted with caution as they represent the weighted average of the main tertiary-type A programmes and do not cover all the educational institutions.

Public subsidies to households include the following categories: *i)* grants/scholarships; *ii)* public student loans; *iii)* family or child allowances contingent on student status; *iv)* public subsidies in cash or in kind, specifically for housing, transport, medical expenses, books and supplies, social, recreational and other purposes; and *v)* interest-related subsidies for private loans.

Expenditure on student loans is reported on a gross basis, that is, without subtracting or netting out repayments or interest payments from borrowers (students or households). This is because the gross amount of loans, including scholarships and grants, provides an appropriate measure of the financial aid to current participants in education.

Public costs related to private loans guaranteed by governments are included as subsidies to other private entities. Unlike public loans, only the net cost of these loans is included.

The value of tax reductions or credits to households and students is not included.

Further references

The following additional material relevant to this indicator is available on line at:

StatLink  <http://dx.doi.org/10.1787/664366467748>

- *Table B5.1b. Estimated annual average tuition fees charged by tertiary-type B educational institutions for national students (academic year 2006/2007)*
- *Table B5.5. Public subsidies for households and other private entities as a percentage of total public expenditure on education and GDP, for primary, secondary and post-secondary non-tertiary education (2006)*

Table B5.1a.

**Estimated annual average tuition fees charged by tertiary-type A educational institutions¹
for national students (academic year 2006/2007)**

In equivalent USD converted using PPPs, by type of institutions, based on full-time students

Tuition fees and associated proportions of students should be interpreted with caution as they result from the weighted average of the main tertiary-type A programmes and do not cover all educational institutions. However, the figures reported can be considered as good proxies and show the difference among countries in tuition fees charged by main educational institutions and for the majority of students.								
OECD countries	Percentage of tertiary full-time students enrolled in tertiary-type A	Percentage of tertiary-type A full-time students enrolled in:			Annual average tuition fees in USD charged by institutions (for full-time students)			Comment
		Public institutions	Government dependent private institutions	Independent private	Public institutions	Government dependent private institutions	Independent private	
		(1)	(2)	(3)	(4)	(5)	(6)	
Australia	87	97	a	3	4 035	a	7 902	93% of national students in public institutions are in subsidised places and pay an average USD 3 719 tuition fee, including HECS/HELP subsidies.
Austria ²	84	88	12	n	825	825	n	
Belgium (Fl.)	52	50	50	m	x(5)	514 to 583	m	Tuition fees refer to those for students enrolled in first (bachelor) and second (master) degree programmes. The information does not refer to further degree programmes (for example master after master). This information refers to students without scholarship (student with a scholarship benefit from lower tuition fees).
Belgium (Fr.) ³	m	m	m	n	m	m	m	
Canada	96	m	m	m	3 705	x(4)	x(4)	
Czech Republic	84	m	a	m	No tuition fees	a	m	The average fee in public institutions is negligible because fees are paid only by student studying too long (more than standard length of the programme plus 1 year) : about 4% of students.
Denmark ⁴	89	100	n	a	No tuition fees	m	a	
Finland	100	89	11	a	No tuition fees	No tuition fees	a	Excluding membership fees to student unions.
France	72	87	x(3)	13	176 to 1 173	m	m	Tuition fees in public institutions refer to University programmes dependent from the Ministry of Education.
Germany	87	m	m	m	m	m	m	
Greece	59	100	a	a	m	m	m	
Hungary	90	88	12	a	m	m	m	
Iceland	98	79	21	a	No tuition fees	2 058 to 6 449	a	Subsidised student loans that cover tuition fees are available for all students. Almost no scholarships/ grants exist.
Ireland	74	98	a	2	No tuition fees	a	No tuition fees	The tuition fees charged by institutions are paid directly by the government and the students do not have to pay these fees.
Italy	97	92	a	8	1 123	a	3 866	The annual average tuition fees do not take into account the scholarships/ grants that fully cover tuition fees but partial reductions of fees cannot be excluded.
Japan	73	25	a	75	4 279	a	6 695	Excludes admission fee charged by the school for the first year (USD 2 271 on average).

1. Scholarships/grants that the student may receive are not taken into account.

2. Including students in advanced research programmes.

3. Tuition fees charged for programmes are the same in public as in private institutions but the distribution of students differs between public and private institutions, so the weighted average is not the same.

4. Weighted average for all tertiary education.

5. Tuition fees in total tertiary education.

Source: OECD. See Annex 3 for notes (www.oecd.org/edu/eag2009).

Please refer to the Reader's Guide for information concerning the symbols replacing missing data.


StatLink  <http://dx.doi.org/10.1787/664366467748>

Table B5.1a. (continued)

**Estimated annual average tuition fees charged by tertiary-type A educational institutions¹
for national students (academic year 2006/2007)**

In equivalent USD converted using PPPs, by type of institutions, based on full-time students

Tuition fees and associated proportions of students should be interpreted with caution as they result from the weighted average of the main tertiary-type A programmes and do not cover all educational institutions. However, the figures reported can be considered good proxies and show the difference among countries in tuition fees charged by main educational institutions and for the majority of students.									
	Percentage of tertiary full-time students enrolled in tertiary-type A	Percentage of tertiary-type A full-time students enrolled in:			Annual average tuition fees in USD charged by institutions (for full-time students)			Comment	
		Public institutions	Government dependent private institutions	Independent private	Public institutions	Government dependent private institutions	Independent private		
		(1)	(2)	(3)	(4)	(5)	(6)	(7)	
OECD countries	Korea	62	22	a	78	4 717	a	8 519	Tuition fees in first degree programme only. Excludes admission fees to university, but includes supporting fees.
	Luxembourg	m	m	m	m	m	m	m	
	Mexico	96	66	a	34	m	a	m	
	Netherlands	100	100	a	n	1 707	a	m	
	New Zealand	78	98	2	n	2 765	m	n	
	Norway	96	88	12	n	No tuition fees	5 124	n	Student fees are representative of the dominant private ISCED 5 institution in Norway.
	Poland	95	m	a	m	m	a	m	
	Portugal⁵	93	74	a	26	1 180	4 774	m	
	Slovak Republic	96	m	m	m	m	m	m	
	Spain	81	88	a	12	844	a	m	
	Sweden	87	93	7	n	No tuition fees	No tuition fees	m	Excluding mandatory membership fees to student unions.
	Switzerland	84	m	m	m	m	m	m	
	Turkey	69	m	a	m	m	a	m	
Partner countries	United Kingdom	88	a	100	n	a	4 694	m	Students from low-income households can access non-repayable grants and bursaries. Loans for tuition fees and living costs are available to all eligible students.
	United States	81	67	a	33	5 666	a	20 517	Including non-national students.
	Brazil	93	m	a	m	m	a	m	
	Chile	66	m	m	m	m	m	m	
	Estonia	62	m	m	m	a	m	m	
	Israel	75	a	m	m	a	m	m	
	Russian Federation	73	m	a	m	m	a	m	
	Slovenia	66	m	m	m	m	m	668	In public and government dependent private institutions: First and second level full-time students do not pay tuition fees. But third-level full-time students pay on average between USD 3 158 and USD 4 032.

1. Scholarships/grants that the student may receive are not taken into account.

2. Including students in advanced research programmes.

3. Tuition fees charged for programmes are the same in public as in private institutions but the distribution of students differs between public and private institutions, so the weighted average is not the same.

4. Weighted average for all tertiary education.

5. Tuition fees in total tertiary education.

Source: OECD. See Annex 3 for notes (www.oecd.org/edu/eag2009).

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Table B5.2.

**Distribution of financial aid to students compared to amount of tuition fees charged
in tertiary-type A education (academic year 2006/2007)**

	Distribution of financial aid to students: Percentage of students that:				Distribution of scholarships/grants in support of tuition fees: Percentage of students that:			
	benefit from public loans only	benefit from scholarships/grants only	benefit from public loans AND scholarships/ grants	DO NOT benefit from public loans OR scholarships/grants	receive scholarships/ grants that is higher than the tuition fees	receive scholarships/ grants whose amount is equivalent to the tuition fees	receive scholarships/ grants that partially cover the tuition fees	DO NOT receive scholarships/grants in support of tuition fees
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
OECD countries								
Australia ¹	76	n	4	20	n	n	4.8	95.2
Austria	a	19	a	81	18.4	n	1.2	80.4
Belgium (Fl.) ²	a	23	a	77	22.8	x(5)	x(5)	77.2
Belgium (Fr.)	m	m	m	m	m	m	m	m
Canada	m	m	m	m	m	m	m	m
Czech Republic	m	m	a	m	m	m	m	m
Denmark ²	m	m	m	m	m	m	m	m
Finland ²	a	55	a	45	a	a	a	a
France ²	a	25	a	75	m	m	m	m
Germany	m	m	m	m	m	m	m	m
Greece	m	m	m	m	m	m	m	m
Hungary	14	34	9	43	m	m	m	m
Iceland	63	m	m	37	a	a	a	100.0
Ireland	a	m	a	m	a	a	a	a
Italy	n	17	n	83	7.9	3.2	5.4	83.5
Japan	28	1	n	72	a	a	a	100.0
Korea	m	m	m	m	m	m	m	m
Luxembourg	m	m	m	m	m	m	m	m
Mexico ²	m	m	m	m	m	m	m	m
Netherlands	11	65	19	5	70.0	n	14.0	16.0
New Zealand	42	3	24	32	45.4	x(5)	x(5)	54.6
Norway ²	7	4	59	31	m	m	m	m
Poland	m	m	m	m	m	m	m	m
Portugal	m	m	m	m	m	m	m	m
Slovak Republic	m	m	m	m	m	m	m	m
Spain	n	38	n	62	18.7	4.3	15.2	61.9
Sweden ²	n	25	75	n	a	a	a	a
Switzerland	2	11	m	87	m	m	m	m
Turkey	m	m	m	m	m	m	m	m
United Kingdom	m	m	m	m	m	m	m	m
United States ²	17	22	38	24	m	m	m	m
Partner countries								
Brazil	m	m	m	m	m	m	m	m
Chile ²	m	m	m	m	m	m	m	m
Estonia	m	m	m	m	m	m	m	m
Israel	m	m	m	m	m	m	m	m
Russian Federation	m	m	m	m	m	m	m	m
Slovenia	a	33	n	67	m	m	m	m

1. Excludes foreign students.

2. Distribution of students in total tertiary education.

Source: OECD. See Annex 3 for notes (www.oecd.org/edu/eag2009).

Please refer to the Reader's Guide for information concerning the symbols replacing missing data.


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Table B5.3.

Financial support to students through public loans in tertiary-type A education (academic year 2004/2005)

National students, in USD converted using PPPs

	Year of the creation of a public loan system in the country	Proportion of students who have a loan (in %) (academic year 2006/2007)	Average annual gross amount of loan available to each student (in USD)	Subsidy through reduced interest rate		Repayment				Debt at graduation	
				Interest rate during studies	Interest rate after studies	Repayment system	Annual minimum income threshold (in USD)	Duration of typical amortisation period (in years)	Average annual amount of repayment (in USD)	Percentage of graduates with debt (in %)	Average debt at graduation (in USD)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
OECD countries											
Australia ¹	1989	80	3 450	No nominal interest rate	No real interest rate (indexed to CPI)	Income contingent	25 750	m	m	67% (domestic graduates)	m
Belgium (Fl.) ²	a	a	m	1/3 of the interest rate supported by the students (2%)	1/3 of the interest rate supported by the students (2%)	m	m	m	m	m	m
Belgium (Fr.) ³	1983	m	1 380	4.0%	4.0%	Mortgage style	-	5	250	a	a
Canada ⁴	1964	m	3 970	No nominal interest rate	Interest rates paid by the student (6.7%)	Mortgage style	-	10	950	m	m
Denmark ⁵	1970	m	2 500	4.0%	Flexible rate set by the Central Bank plus 1pt of %	Mortgage style	-	10-15	830	49	10 430
Finland ²	1969	a	Up to 2 710 per year	1.0%	Full interest rate agreed with the private bank; interest assistance for low-income persons	Mortgage style	-	m	1 330	39	6 160
Hungary ²	2001	23	1 717	11.95%	11.95%	Mortgage style	-	m	640	m	m
Iceland	1961	63	6 950	No nominal interest rate	1.0%	A fixed part and a part that is income contingent	-	22	3.75% of income	m	m
Japan ⁶	1943	28	5 950	No nominal nor real interest rate	Maximum of 3%, rest paid by government	Mortgage style	-	15	1 270	m	m
Mexico ⁷	1970	m	10 480	m	m	m	m	m	m	m	m

1. Including commonwealth countries.

2. Loan guaranteed by the state rather than public loan.

3. Loan made to the parents of the student, and only parents have to pay back the loan.

4. Loan outside Quebec. In Quebec, there are only private loans guaranteed by the government.

5. The proportion of students refers to all tertiary education. Average amount of loan includes foreign students.

6. Average amount of loan for students in tertiary-type A first qualification programme.

7. Average amount of loan for students in tertiary education.

8. Annual gross amount of loan refers to students in England.

Source: OECD. See Annex 3 for notes (www.oecd.org/edu/eag2009).

Please refer to the Reader's Guide for information concerning the symbols replacing missing data.


StatLink  <http://dx.doi.org/10.1787/664366467748>

Table B5.3. (continued)

Financial support to students through public loans in tertiary-type A education (academic year 2004/2005)

National students, in USD converted using PPPs

	Year of the creation of a public loan system in the country	Proportion of students who have a loan (in %) (academic year 2006/2007)	Average annual gross amount of loan available to each student (in USD)	Subsidy through reduced interest rate		Repayment				Debt at graduation	
				Interest rate during studies	Interest rate after studies	Repayment system	Annual minimum income threshold (in USD)	Duration of typical amortisation period (in years)	Average annual amount of repayment (in USD)	Percentage of graduates with debt (in %)	Average debt at graduation (in USD)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
OECD countries											
Netherlands	1986	30	5 730	Cost of government borrowing (3.05%), but repayment delayed until the end of studies	Cost of government borrowing (3.05%)	Income contingent	17 490	15	m	m	12 270
New Zealand	1992	66	4 320	No nominal interest rate	Cost of government borrowing (max. 7%)	Income contingent	10 990	6.7	10% of income amount above income threshold	57% (domestic graduates)	15 320
Norway	1947	65	maximum 8 960	No nominal interest rate	Cost of government borrowing + 1%	Mortgage style (with exceptions)	-	20	1 789	m	21 316
Poland ²	1998	m	maximum 3 250	No nominal interest rate	Cost of government borrowing (2.85% to 4.2%)	Mortgage style	-	m (twice as long as benefiting period)	1 950 (+interest)	11	3 250 - 19 510
Sweden	1965	75	4 940	2.80%	2.80%	Income contingent	4 290	25	860	83	20 590
Turkey	1961	m	1 800	m	m	Mortgage style	-	1-2	1 780	20	3 560
United Kingdom ⁸	1990	m	5 480	No real interest rate (2.6%)	No real interest rate (2.6%)	Income contingent	24 240	m	9% of income amount above income threshold	79% of eligible students	14 220
United States	1970s	55	6 430	5% (interest subsidised for low-income students)	5% (interest subsidised for low-income students)	Mortgage style	-	10	m	65 (school year 1999/2000)	19 400 (school year 1999/2000)
Partner country											
Estonia ²	1995	n	2 260	5%, rest paid by government	5%, rest paid by government	Mortgage style	a	7-8	m	m	m

1. Including commonwealth countries.

2. Loan guaranteed by the state rather than public loan.

3. Loan made to the parents of the student, and only parents have to pay back the loan.

4. Loan outside Quebec. In Quebec, there are only private loans guaranteed by the government.

5. The proportion of students refers to all tertiary education. Average amount of loan includes foreign students.

6. Average amount of loan for students in tertiary-type A first qualification programme.

7. Average amount of loan for students in tertiary education.

8. Annual gross amount of loan refers to students in England.

Source: OECD. See Annex 3 for notes (www.oecd.org/edu/eag2009).

Please refer to the Reader's Guide for information concerning the symbols replacing missing data.


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Table B5.4.

Public subsidies for households and other private entities as a percentage of total public expenditure on education and GDP, for tertiary education (2006)

Direct public expenditure on educational institutions and subsidies for households and other private entities

	Direct public expenditure for institutions	Public subsidies for education to private entities						Subsidies for education to private entities as a percentage of GDP
		Financial aid to students					Transfers and payments to other private entities	
		Scholarships/ other grants to households	Student loans	Total	Scholarships/ other grants to households attributable for educational institutions	Total		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
OECD countries								
Australia	69.0	13.2	17.8	31.0	0.9	n	31.0	0.35
Austria	75.1	17.0	m	17.0	m	7.9	24.9	0.37
Belgium	86.4	13.6	n	13.6	3.8	n	13.6	0.18
Canada ¹	81.9	3.5	13.6	17.1	m	1.0	18.1	0.32
Czech Republic	95.2	4.8	a	4.8	m	n	4.8	0.05
Denmark	70.5	24.7	4.8	29.5	n	n	29.5	0.67
Finland	83.3	16.2	n	16.2	n	0.4	16.7	0.32
France	92.0	8.0	a	8.0	m	a	8.0	0.10
Germany	80.5	14.4	5.2	19.5	m	n	19.5	0.22
Greece	m	m	m	m	m	m	m	m
Hungary	84.9	15.1	n	15.1	n	n	15.1	0.16
Iceland	76.0	m	24.0	24.0	m	n	24.0	0.33
Ireland	85.6	14.4	n	14.4	m	n	14.4	0.16
Italy	83.4	16.6	n	16.6	5.7	n	16.6	0.13
Japan ²	76.8	0.7	22.5	23.2	m	n	23.2	0.14
Korea	87.1	2.8	4.4	7.3	2.1	5.6	12.9	0.09
Luxembourg	m	m	m	m	m	m	m	m
Mexico	93.3	4.1	6.7	6.7	1.3	n	6.7	0.06
Netherlands	70.4	12.3	17.2	29.5	0.7	0.1	29.6	0.44
New Zealand	57.7	12.0	30.3	42.3	m	n	42.3	0.69
Norway	58.3	13.9	27.8	41.7	m	n	41.7	0.86
Poland ³	98.3	1.7	a	1.7	m	m	1.7	0.02
Portugal	88.4	11.6	a	11.6	m	m	11.6	0.12
Slovak Republic ²	85.4	12.9	1.2	14.1	m	0.5	14.6	0.13
Spain	92.1	7.9	n	7.9	2.1	n	7.9	0.08
Sweden	74.2	10.2	15.6	25.8	a	a	25.8	0.48
Switzerland ³	94.6	2.3	0.2	2.5	m	3.0	5.4	0.08
Turkey ³	83.1	2.9	14.0	16.9	2.9	m	16.9	0.15
United Kingdom	73.6	5.6	20.8	26.4	x(4)	n	26.4	0.29
United States	69.1	13.1	17.9	30.9	m	m	30.9	0.44
OECD average	80.9	10.2	8.9	18.4	1.6	0.7	19.1	0.27
Partner countries								
Brazil ³	91.3	6.0	1.7	7.7	x(2)	1.0	8.7	0.07
Chile ⁴	52.5	24.6	22.8	47.5	19.1	n	47.5	0.25
Estonia	84.2	8.9	a	8.9	m	6.9	15.8	0.15
Israel	88.9	9.8	1.3	11.1	9.5	n	11.1	0.11
Russian Federation ³	m	m	a	m	a	m	m	m
Slovenia	76.6	23.3	n	23.3	m	n	23.4	0.29

1. Year of reference 2005.


2. Some levels of education are included with others. Refer to "x" code in Table B1.1a for details.

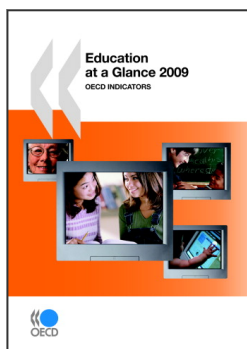
3. Public institutions only.

4. Year of reference 2007.

Source: OECD. See Annex 3 for notes (www.oecd.org/edu/eag2009).

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