

---

# Wisconsin Legislative Council

## COMMITTEE RECOMMENDATIONS

---



### STUDY COMMITTEE ON THE FUTURE OF THE UNIVERSITY OF WISCONSIN SYSTEM

January 28, 2025

CR-2025-01

---

The Wisconsin Legislative Council is a nonpartisan legislative service agency. Among other services provided to the Wisconsin Legislature, staff of the Wisconsin Legislative Council conduct study committees under the direction of the Joint Legislative Council.

Established in 1947, the Joint Legislative Council directs study committees to study and recommend legislation regarding major policy questions facing the state. Study committee members are selected by the Joint Legislative Council and include both legislators and citizen members who are knowledgeable about a study committee's topic.

This document summarizes committee activity and presents study committee recommendations to the Joint Legislative Council.

## Contents

<b>Part I   Executive Summary .....</b>	<b>5</b>
Study Committee’s Meetings and Recommendations.....	5
<b>Part II   Committee Activity .....</b>	<b>7</b>
Assignment .....	7
Summary of Meetings .....	7
July 11, 2024 Meeting .....	7
August 8, 2024 Meeting.....	7
August 29, 2024 Meeting.....	8
September 26, 2024 Meeting.....	8
October 24, 2024 Meeting .....	9
<b>Part III   Recommendations .....</b>	<b>11</b>
<b>Appendix 1   List of Committee Members .....</b>	<b>15</b>
<b>Appendix 2   List of Committee Materials.....</b>	<b>17</b>
<b>Appendix 3   Results of Ballots .....</b>	<b>21</b>



## PART I | EXECUTIVE SUMMARY

---

The Joint Legislative Council directed the Study Committee on the Future of the University of Wisconsin System to do the following: (1) examine demographic trends affecting the University of Wisconsin (UW) System; (2) evaluate institutional infrastructure needs based on geographic access, workforce planning, and student demand for specific areas of study; (3) review the administrative staff needs and governance structure of the UW System, including the Board of Regents (BOR); and (4) make recommendations to modify current law and address the future plans for the UW System.

### STUDY COMMITTEE'S MEETINGS AND RECOMMENDATIONS

The study committee met five times throughout the summer and fall of 2024. The members heard testimony from a variety of speakers, including the UW System, the Legislative Fiscal Bureau (LFB), the Wisconsin Policy Forum, and the National Center for Higher Education Management System (NCHEMS).

The study committee considered a number of proposals and recommends that the Legislature further explore several policy ideas. In particular, the committee recommends further exploration of the following topics, with Part III describing the recommendations in greater detail:

- A dedicated governing board for UW-Madison separate from BOR.
- Separate state appropriations for UW-Madison and UW System.
- Creation of a Higher Education Coordinating Council.
- Reforming BOR membership to ensure key stakeholders are represented effectively.
- Granting some level of bonding authority for UW-Madison.
- Imposing guardrails on that bonding authority for UW-Madison.
- Eliminating artificial price ceilings on tuition.
- Conducting exit interviews with non-completing students.
- Regionalization of program offerings to reduce duplication of programming amongst geographically close campuses.
- Requiring BOR to publish its general purpose revenue (GPR) distribution methodology.
- Requiring BOR to regularly review its GPR distribution methodology.
- Creating results-oriented incentives to improve educational outcomes and campus success.
- Creating a universal pipeline and early college credit programs for UW System, the Wisconsin Technical College System (WTCS), and secondary schools.
- Granting some level of bonding authority for UW System.
- Streamlining student transfers between UW campuses and between UW campuses and WTCS.



## PART II | COMMITTEE ACTIVITY

---

### ASSIGNMENT

The Joint Legislative Council established the Study Committee on the Future of the University of Wisconsin System and appointed the chairperson by a mail ballot dated April 19, 2024. The study committee was directed to examine demographic trends affecting the UW System and evaluate institutional infrastructure needs based on geographic access, workforce planning, and student demand for specific areas of study. The Joint Legislative Council also charged the committee to review the administrative staff needs and governance structure of the UW System, including the BOR, and recommend legislation to modify current statutes to address plans for the UW System.

To assist in completing this charge, the Joint Legislative Council appointed the study committee's membership by mail ballot dated June 25, 2024. The final committee membership consisted of two senators, two representatives, and 14 public members. **Appendix 1** lists the committee members.

### SUMMARY OF MEETINGS

The committee held five meetings at the State Capitol in Madison on the following dates:

- July 11, 2024.
- August 8, 2024.
- August 29, 2024.
- September 26, 2024.
- October 24, 2024.

#### July 11, 2024 Meeting

At the first committee meeting on July 11, 2024, the members heard a presentation on the history of the UW System from Patricia Brady, former UW System legal counsel. Ms. Brady discussed the establishment of UW-Madison, changes to the UW System in the 20<sup>th</sup> Century, and the merger of the UW schools and the Wisconsin State University System in 1971.

Ms. Brady also outlined more recent forces affecting the UW System, including sources and amount of funding, changes to UW-Extension administration, incorporation of two-year campuses into four-year institutions, and enactment of statutory provisions prescribing more extensive oversight of the UW System.

Committee members discussed their interests and identified top issues facing the UW System. Chair Nedweski summarized the themes she heard expressed as including demographics and enrollment; system governance; public perception; consideration of the funding model and whether changes are needed; and transparency and accountability for the UW System.

#### August 8, 2024 Meeting

At the meeting on August 8, 2024, LFB staff presented on a memorandum the bureau authored for the committee, entitled: "UW System Budget and Funding Overview." LFB staff described the size of the UW System budget and funding sources, how funding source percentages

changed over time, the state process for constructing new buildings, and the history of UW program revenue balances since 2013.

UW System President Jay Rothman also testified to the committee. He described challenges facing the system and higher education, including declining enrollment and college participation rates, financial support for UW System, and public perception regarding higher education. Mr. Rothman explained recent UW System initiatives to increase enrollment and urged increased funding for the UW System.

Professor Ananth Seshadri provided a presentation entitled “The Economics of UW-System: Net Prices, Returns, and State Funding.” The presentation addressed the rationale for state support of higher education, declines in college enrollment, tuition increases and the value of college, the private and societal returns of college, administrative intensity at the UW System and its institutions, state support of higher education in Wisconsin, and the efficacy of UW System budget allocation.

Committee members introduced potential policy topics for future discussion, including shared governance, changing the resource allocation formula, adopting an outcome-based funding system, requiring enhanced UW System financial reporting, providing bonding authority for UW System or its institutions, and creating separate governance for UW-Madison.

## **August 29, 2024 Meeting**

At the committee’s August 29, 2024 meeting, Jason Stein, President of the Wisconsin Policy Forum, presented to committee members regarding higher education governance. He highlighted how UW System governance differs from other states, and summarized unsuccessful prior proposals to change UW governance by creating a public authority.

Scott Grosz, Legislative Council staff, summarized information gleaned from documents and reports submitted by UW and conversations with UW System staff regarding the allocation of GPR among the institutions. Committee members then discussed the system for allocating GPR funding among campuses and UW System administration and related topics.

Mr. Langdon distributed a written proposal for UW System reorganization and reform to other members. The plan proposed: (1) establishing UW-Madison as a separate state agency named the “University of Wisconsin”; (2) refocusing the UW System on overseeing and supporting UW-Milwaukee and the 11 other comprehensive universities; (3) creating a Higher Education Coordinating Council for the UW System and technical college system; (4) amending BOR membership to include four legislators and the Department of Administration secretary; and (5) providing UW-Madison with limited bonding authority. Committee members provided comments regarding the proposal.

## **September 26, 2024 Meeting**

At the September 26, 2024 meeting, Sarah Pingel, Vice President, NCHEMS, presented to the committee regarding foundations for good higher education governance and described approaches to higher education governance in other states.

Eric Compas, Professor at UW-Whitewater, presented to the committee regarding funding allocations within the UW System. He noted that significant disparities exist in the amounts of state GPR per full-time equivalent (FTE) student that each campus receives, and discussed possible revisions to the allocation formula.

Betsy Morgan, Provost at UW-La Crosse, presented to the committee and addressed the allocation of GPR funds to her campus. She described the impact of less GPR funding for UW-La



Crosse compared to other campuses on compensation for faculty, student-to-faculty ratios, financial aid to students, and national college rankings that take into account faculty salaries, ratios, and student debt load.

Committee members discussed the committee's assignment and commented on proposals to separate UW-Madison from the rest of the UW System. Representative Joers also distributed a memorandum describing three proposals for committee consideration: (1) restoring shared governance so faculty and students have more direct involvement in governance and decisions made about the UW System and individual campuses; (2) creating a Blue Ribbon Commission to define higher education objectives for the state and identify obstacles; and (3) creating a student loan ombudsman and a Borrower's Bill of Rights in state law. Members provided feedback on the proposals.

Chair Nedweski requested that committee members bring forward specific proposals for legislation or recommendations for committee consideration at the next meeting.

## **October 24, 2024 Meeting**

At the committee's final meeting on October 24, 2024, Chair Nedweski presented a PowerPoint entitled "UW System Funding Trends 1984-2021," and outlined her own conclusions and recommendations for the future of the UW System.

Committee members discussed proposed recommendations outlined in a ballot document distributed by the chairperson. Chairperson Nedweski explained that a "yes" vote on a particular proposal indicates the Legislature should spend time exploring the proposal. The committee discussed the proposed recommendations in order from one to 19, asking for revised recommendation language on several items and consideration of several additional proposals. Chairperson Nedweski informed members they would receive a mail ballot to indicate their votes on the revised and added recommendations.



## PART III | RECOMMENDATIONS

---

This Part of the report provides background information on, and a description of, the recommendations of the Study Committee on the Future of the University of Wisconsin System. Of the 56 proposals considered by the study committee, 17 were approved by a majority vote. The 17 proposals that the committee voted to recommend are described below, along with the record of votes for each recommendation. All 56 proposals and the record of votes on each can be found in Appendix 3.

### **RECOMMENDATION: SEPARATE GOVERNANCE FOR UW-MADISON**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore the creation of a dedicated governing board for UW-Madison that is separate from the BOR for the UW, who will then oversee and support the work of the 12 universities outside of UW-Madison.

Passed on a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Seshadri, and Venable); and Noes, 5 (Rep. Joers; Sen. Larson; and Public Members Morgan, Mueller, and Tyler).

### **RECOMMENDATION: SEPARATE STATE APPROPRIATIONS FOR UW-MADISON AND UW SYSTEM**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore creating a new state appropriation to provide GPR funding specific to UW-Madison and maintain a separate, singular GPR appropriation for the other comprehensive universities in the UW System combined.

Passed on a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Seshadri, and Venable); and Noes, 5 (Rep. Joers; Sen. Larson; and Public Members Morgan, Mueller, and Tyler).

### **RECOMMENDATION: HIGHER EDUCATION COORDINATING COUNCIL**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore creation of a Wisconsin Higher Education Coordinating Council, appointed by the Governor and subject to Senate confirmation, to advise both the UW System and WTCS. This council would establish statewide higher education goals, make recommendations in furtherance of those goals, track and report data, study areas for potential collaboration, and provide required preapproval before closure of any campus.

Passed by a vote of Ayes, 10 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Hsu, Kies, Langdon, Morgan, Seshadri, and Venable); Noes, 7 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Lippert, Mueller, and Tyler); and Not Voting, 1 (Public Member Klingele).

### **RECOMMENDATION: REFORMING BOARD OF REGENTS MEMBERSHIP**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore reforming how members of a dedicated BOR to UW-Madison and a BOR for the UW System (the 12 comprehensives apart from UW-Madison)

are selected, ensuring key stakeholders are represented effectively through the membership of political leaders, University donors, students, and business leaders.

Passed by a vote of Ayes, 11 (Rep. Nedweski; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Seshadri, and Venable); and Noes, 7 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Morgan, Mueller, and Tyler).

### **RECOMMENDATION: BONDING AUTHORITY FOR UW-MADISON**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore granting some level of bonding authority to UW-Madison.

Passed by a vote of Ayes, 16 (Reps. Nedweski and Joers; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, and Venable); and Noes, 2 (Sen. Larson; and Public Member Tyler).

### **RECOMMENDATION: GUARDRAILS ON BONDING AUTHORITY**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that, if the Legislature chooses to grant bonding authority for UW-Madison, the Legislature explore setting guardrails relating to such bonding authority, such as limiting bonding authority to projects within a designated cost range, requiring financial projections, and showing the Joint Committee on Finance (JCF) or BOR, or both, a demonstrated need for the project, subject to their approval.

Passed by a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Seshadri, Tyler, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Morgan and Mueller); and Not Voting, 1 (Public Member Klingele).

### **RECOMMENDATION: ELIMINATING ARTIFICIAL PRICE CEILINGS**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore eliminating artificial price ceilings and allowing more flexibility at the institutional level to set differential tuition by program based on factors such as cost and demand.

Passed by a vote of Ayes, 13 (Rep. Nedweski; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Seshadri, Tyler, and Venable); Noes, 4 (Rep. Joers; Sens. Larson and Tomczyk; and Public Member Mueller); and Not Voting, 1 (Public Member Bauer).

### **RECOMMENDATION: NON-COMPLETING STUDENT EXIT INTERVIEWS**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore devising and implementing a formalized process for gathering information about why students do not complete their degrees within the UW System institutions either because they dropped out of college or because they transferred to another institution outside of the System, perhaps through exit interviews.

Passed by a vote of Ayes, 16 (Reps. Nedweski and Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, Seshadri,

Tyler, and Venable); Noes, 1 (Public Member Morgan); and Not Voting, 1 (Public Member Klingele).

### **RECOMMENDATION: NON-COMPLETING STUDENT EXIT INTERVIEWS – VOLUNTARY BY BOARD OF REGENTS**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that if the Legislature explores non-completing student exit interviews, it does so in a way that such a process be voluntarily taken up by the BOR through policy.

Passed by a vote of Ayes, 14 (Reps. Nedweski and Joers; Sen. Larson; and Public Members Atwell, Froelich, Hsu, Kies, Klingele, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); Noes, 3 (Sen. Tomczyk; and Public Members Beightol and Langdon); and Not Voting, 1 (Public Member Bauer).

### **RECOMMENDATION: REGIONALIZATION OF PROGRAMMING**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore regionalizing UW System program offerings to reduce duplication in programming at campuses that are geographically near to each other and move toward a model of specializations for programming at each campus.

Passed by a vote of Ayes, 15 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Mueller, Seshadri, Tyler, and Venable); and Noes, 3 (Rep. Joers; Sen. Larson; and Public Member Morgan).

### **RECOMMENDATION: PUBLICATION OF GPR DISTRIBUTION METHODOLOGY**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore requiring the Board of Regents to publish the formula or methodology it utilizes to allocate state GPR to each of the UW campuses.

Passed by a vote of Ayes, 15 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, and Venable); and Noes, 3 (Rep. Joers; Sen. Larson; and Public Member Tyler).

### **RECOMMENDATION: REGULAR REVIEW OF GPR DISTRIBUTION METHODOLOGY**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore requiring the BOR to review its GPR distribution methodology on a regular basis, such as every two to five years.

Passed by a vote of Ayes, 15 (Rep. Nedweski; Sens. Larson and Tomczyk; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, and Venable); and Noes, 3 (Rep. Joers; and Public Members Atwell and Tyler).

### **RECOMMENDATION: RESULTS-ORIENTED INCENTIVES**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature continue discussions on creating results-oriented

metrics by university leadership that incentivize leadership to find ways to improve educational outcomes and campus success in a way that is measurable and transparent to the public.

Passed by a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, Seshadri, Tyler, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Atwell and Morgan); and Not Voting, 1 (Public Member Klingele).

### **RECOMMENDATION: UW AND WTCS CREDIT TRANSFER**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore creating universal pipeline and early college credit programs for the UW System, WTCS, and secondary schools.

Passed by a vote of Ayes, 13 (Rep. Nedweski; Sens. Larson and Tomczyk; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, Seshadri, and Tyler); Noes, 4 (Rep. Joers; and Public Members Atwell, Morgan, and Venable); and Not Voting, 1 (Public Member Klingele).

### **RECOMMENDATION: BONDING AUTHORITY FOR UW SYSTEM**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that the Legislature explore granting some level of bonding authority to the UW System.

Passed on a vote of Ayes, 11 (Reps. Nedweski and Joers; Sen. Tomczyk; and Public Members Froelich, Hsu, Klingele, Lippert, Morgan, Mueller, Tyler, and Venable); Noes, 3 (Sen. Larson; and Public Members Beightol and Langdon); and Not Voting, 4 (Public Members Atwell, Bauer, Kies, and Seshadri).

### **RECOMMENDATION: BOARD OF REGENTS SHOULD ELIMINATE ARTIFICIAL PRICE CEILINGS**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that Legislature encourage the BOR to eliminate artificial price ceilings and allow more flexibility at the institutional level to set differential tuition by program based on factors such as cost and demand.

Passed on a vote of Ayes, 10 (Rep. Nedweski; Sen. Tomczyk; and Public Members Beightol, Froelich, Hsu, Langdon, Lippert, Morgan, Tyler, and Venable); Noes, 3 (Rep. Joers; Sen. Larson; and Public Member Mueller); and Not Voting, 5 (Public Members Atwell, Bauer, Kies, Klingele, and Seshadri).

### **RECOMMENDATION: STREAMLINING TRANSFERS**

The Joint Legislative Council Study Committee on the Future of the University of Wisconsin System recommends that Legislature explore streamlining transferability between UW System campuses and between the WTCS and UW System, with a focus on student navigability.

Passed on a vote of Ayes, 10 (Rep. Nedweski; Sen. Tomczyk; and Public Members Beightol, Froelich, Hsu, Klingele, Langdon, Lippert, Mueller, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Morgan and Tyler); and Not Voting, 4 (Public Members Atwell, Bauer, Kies, and Seshadri).

## APPENDIX 1 | LIST OF COMMITTEE MEMBERS

---

### Legislative Council Study Committee on the Future of the University of Wisconsin System

**Chair Amanda Nedweski**, Representative  
Pleasant Prairie, WI 53158

**Robert Atwell**, Co-Founder  
Nicolet Bankshares  
Sturgeon Bay, WI 54235

**Scott Beightol**, Partner  
Michael Best & Friedrich, LLP  
Wales, WI 53183

**William Hsu**, President  
Hsu's Ginseng Enterprises, Inc.  
Wausau, WI 54401

**Peter Kies**, Managing Director  
Robert W. Baird & Co.  
River Hills, WI 53217

**James Langdon**, Retired Vice President for  
Administration, UW System  
Deforest, WI 53532

**Jerome Lippert**, Owner  
Johoca, Ltd, LLC  
Marshfield, WI 54449

**Janice Mueller**, Retired State Auditor  
Legislative Audit Bureau  
Madison, WI 53719

**S. Mark Tyler**, President  
Wisconsin Technical College System Board  
Woodville, WI 54028

**Vice Chair Cory Tomczyk**, Senator  
Mosinee, WI 54455

**Kurt Bauer**, President and CEO  
Wisconsin Manufacturers and Commerce  
Middleton, WI 53703

**Shauna Froelich**, Associate Teaching  
Professor  
Communication Dept., UW-Green Bay  
Green Bay, WI 54311

**Alex Joers**, Representative  
Middleton, WI 53562

**Cecelia Klingele**, Professor of Law  
UW-Madison Law School  
Madison, WI 53706

**Chris Larson**, Senator  
Milwaukee, WI

**Betsy Morgan**, Provost  
UW-La Crosse  
La Crosse, WI 54601

**Ananth Seshadri**, Professor of Economics  
UW-Madison  
Madison, WI 53706

**Robert Venable**, President and CEO  
Miami Corporation Management  
Mequon, WI 53092

**STUDY ASSIGNMENT:** The study committee is directed to examine demographic trends affecting the University of Wisconsin System (UWS) and evaluate institutional infrastructure needs based on geographic access, workforce planning, and student demand for specific areas of study. The committee is also directed to review the administrative staff needs and governance structure of the UWS, including the Board of Regents. In response to its findings, the committee shall recommend legislation to modify current statutes to address the future plans for the UWS.

**18 MEMBERS:** 2 Representatives; 2 Senators; and 14 Public Members.

**LEGISLATIVE COUNCIL STAFF:** Katie Bender-Olson and Scott Grosz, Principal Attorneys, Emily Hicks, Staff Attorney, and Julie Learned, Administrative Staff.





## APPENDIX 2 | LIST OF COMMITTEE MATERIALS

---

### **July 11, 2024**

- Staff Brief 2024-01, “Study Committee on the Future of the University of Wisconsin System” (July 3, 2024).
- Minutes of the July 11, 2024 meeting.

### **August 8, 2024**

- Memorandum from the Legislative Fiscal Bureau, “UW System Budget and Funding Overview,” by Dave Loppnow and Erin Probst (August 1, 2024).
- Presentation by UW System President Jay Rothman, “UW 2024 Facts & Trends” (August 2024).
- PowerPoint Presentation, “The Economics of UW-System: Net prices, returns, and state funding,” by Ananth Seshadri, Professor of Economics, UW-Madison (August 8, 2024).
- Universities of Wisconsin 2023-2028 Strategic Plan, submitted by DeeJ Lundgren, Associate Vice President for Government Relations, UW System.
- Minutes of the August 8, 2024 meeting.

### **August 29, 2024**

- Memo No. 1, “Information Requested by Chairperson on Specified Topics” (August 22, 2024).
- Materials Submitted by Jason Stein, President, Wisconsin Policy Forum:
  - “The Universities of Wisconsin and Their Governance” (August 2024).
  - “Falling Behind? The State of Wisconsin’s Public Colleges and Universities.”
  - Additional Wisconsin Policy Forum Resources.
- Materials Submitted by Sean P. Nelson, Vice President for Finance and Administration, University of Wisconsin System:
  - “Universities of Wisconsin, 2023-2024 Ongoing Budget, Exhibit 1, Budget Allocations by Cluster, University, and Program.”
  - “Universities of Wisconsin, 2024-25 Ongoing Annual Base Budget.”
  - “Resource Allocation 2015-2017.”
  - “Universities of Wisconsin, FY24 General Purpose Revenue (GPR).”
  - Memo to Rep. Born and Sen. Marklein, Co-Chairs, Joint Committee on Finance, from Jay O. Rothman, President, Universities of Wisconsin, “Outcomes Based Funding, Fiscal Year 2023-24” (December 2023).
  - “Report on UW System Outcomes-Based Funding, FY24.”
  - “Report of the Funding Allocation Working Group” (October 9, 2014).
  - “GPR Allocation Review,” Board of Regents Meeting (July 8, 2021).

- Materials Submitted by Jim Langdon, Public Member:
  - “University of Wisconsin System Reorganization and Reform” Memorandum (August 29, 2024).
- Minutes of the August 29, 2024 meeting.

### **September 26, 2024**

- Presentation by Sarah Pingel, Ed.D., Vice President, National Center for Higher Education Management Systems, “Higher Education Governance, Considerations for the Study Committee on the Future of the University of Wisconsin System” (Sept. 26, 2024).
- Presentation by Eric Compas, Professor, Geography, Geology, and Environmental Science Department, UW-Whitewater, “GPR funding inequities within UW System.”
- “A Wisconsin Roadmap to Success in Higher Education for the Twenty-First Century,” Senate Committee on Universities and Technical Colleges, submitted by Chair Nedweski (May 2021).
- Minority Report in Response to “A Wisconsin Roadmap to Success in Higher Education for the Twenty-First Century,” submitted by Chair Nedweski (May 10, 2021).
- Memorandum to the Study Committee on the Future of the UW System, “Proposals for Consideration,” from Representative Alex Joers and Senator Chris Larson (September 26, 2024).
- Materials Submitted by Julie Gordon, Interim Vice President for Finance and Administration, University of Wisconsin System:
  - UW-Madison Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Milwaukee Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Eau Claire Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Green Bay Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-La Crosse Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Oshkosh Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Parkside Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Platteville Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-River Falls Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Stevens Point Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Stout Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Superior Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW-Whitewater Summary of Budget Allocations, 1973-74 through 2023-24.
  - UW Central Administration Summary of Budget Allocations, 1973-74 through 2020-21.
  - UW Colleges Summary of Budget Allocations, 1973-74 through 2019-20.
  - UW-Extension Summary of Budget Allocations, 1973-74 through 2019-20.

- UW System Administration Summary of Budget Allocations, 1999-00 through 2023-24.
- Fiscal Year 24-25 Budget Breakdown submitted by UW System.
- UWS GPR/FTE 2011-2024 Spreadsheet submitted by Dr. Eric Compas.
- Memorandum from Legislative Fiscal Bureau, “UW System Staff, Enrollment, and Student to Staff Ratios,” submitted by Chair Nedweski.
- Minutes of the September 26, 2024 meeting.

## **October 24, 2024**

- Memo No. 2, “Proposals of the Study Committee” (October 18, 2024).
- LRB-0462/1 submitted for committee consideration by Representative Joers.
- LRB-0463/1 submitted for committee consideration by Representative Joers.
- Letter to Members of the Study Committee from Jeffrey Knight, President and CEO, Greater Whitewater Committee.
- Governance Model Analysis submitted by Public Member Kies.
- Letter to Rep. Nedweski and Senator Tomczyk from Tim Higgins, President, Free Speech for Campus, Inc.
- Letter to Representative Nedweski from Mary M. Secor.
- Letter from Benjamin Whitcomb, President, Wisconsin Association of Scholars, to the Study Committee on the Future of the UWS.
- Letter to Chair Nedweski and Members of the Legislative Council Study Committee from Crystal L. Potts, Senior Director of State Relations and Statewide Outreach, University of Wisconsin-Madison.
- “Overview of State Funding Approaches for Higher Education,” submitted by Sarah Pingel, Vice President, NCHEMS.
- “Reflections on Universities of Wisconsin: Demography, Disruption, Disunity, and Fear” submitted by Public Member Atwell.
- “Survey Results: The Future of Our Wisconsin Universities,” conducted and submitted by Senator Chris Larson.
- Memo to Members of the Legislative Council Study Committee on the “Future of the University of Wisconsin System,” submitted by Universities of Wisconsin Office of Government Relations (Oct. 24, 2024).
- “UW Administration FY25 Annual Operating Budget,” submitted by Kennedy Borman, Government Relations Associate, UW Office of Government Relations (October 2024).
- Study Committee Recommendations Ballot, prepared by Chair Nedweski.
- Ballot Results.
- UW System Funding Trends 1984, presentation submitted by Chair Nedweski.
- UW Tuition Rankings-Comparisons submitted by Chair Nedweski.
- Individual Ballots.
- Minutes of the October 24, 2024 meeting.

**November 20, 2024 Mail Ballot**

- Results of the November 20, 2024 Mail Ballot.
- November 20, 2024 Mail Ballot.

## APPENDIX 3 | RESULTS OF BALLOTS

---

### **Results of Proposed Recommendations of the Study Committee on the Future of the University of Wisconsin System**

#### **Proposed Recommendation #1: Separate UW-Madison From the Other 12 Comprehensive Campuses**

The Legislature shall explore the creation of a dedicated governing board for UW-Madison that is separate from the Board of Regents for the Universities of Wisconsin, who will then oversee and support the work of the 12 universities outside of UW-Madison.

**PASSED** on a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Seshadri, and Venable); and Noes, 5 (Rep. Joers; Sen. Larson; and Public Members Morgan, Mueller, and Tyler).

Create a new state appropriation to provide general purpose revenue (GPR) funding specific to UW-Madison, and maintain a separate, singular GPR appropriation for the other comprehensive universities in the UW System combined.

**PASSED** on a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Seshadri, and Venable); and Noes, 5 (Rep. Joers; Sen. Larson; and Public Members Morgan, Mueller, and Tyler).

Create a new state appropriation model to provide GPR funding specific to each individual campus – 13 separate appropriations. UW System Administration services would be charged back to each campus using a utilization rate for their services. No separate appropriation would be made to UW System Administration as a stand-alone operating unit of the Universities of Wisconsin.

**FAILED** on a vote of Ayes, 3 (Rep. Nedweski; Sen. Tomczyk and Public Member Atwell); Noes, 14 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).

If UW-Madison is separated from the UW System in whole or in part, locate UW System Administration headquarters outside of Madison. Milwaukee is a suggested location, as the anchor R1 institution among the 12 non-Madison comprehensives.

**FAILED** on a vote of Ayes, 8 (Rep. Nedweski; and Public Members Atwell, Beightol, Froelich, Kies, Langdon, Seshadri, and Venable); Noes, 7 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Lippert, Morgan, Mueller, and Tyler); and Not Voting, 3 (Public Members Bauer, Hsu, and Klingele).

Create a regional governance model for UW System, which could increase operational efficiency and be responsive to local educational and workforce needs. UW-Madison may or may not be its own “region.” Reduce administration by appointing regional chancellors instead of heavy administrative bodies at all 13 UW institutions.

**FAILED** on a vote of Ayes, 3 (Public Members Atwell, Lippert, and Seshadri); Noes, 12 (Reps. Nedweski and Joers; Sens. Larson and Tomczyk; and Public Members Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Morgan, and Mueller); and Not Voting, 3 (Public Members Bauer, Tyler, and Venable).

## Proposed Recommendation #2: Create a Higher Education Coordinating Council

Create a Wisconsin Higher Education Coordinating Council, appointed by the Governor and subject to Senate confirmation, to advise both the UW System and the Wisconsin Technical College System (WTCS). The council must establish statewide higher education goals, make recommendations in furtherance of those goals, track and report data, study areas for potential collaboration, and provide required preapproval before closure of any campus.

**PASSED** on a vote of Ayes, 10 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Hsu, Kies, Langdon, Morgan, Seshadri, and Venable); Noes, 7 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Lippert, Mueller, and Tyler); and Not Voting, 1 (Public Member Klingele).

Alternatively, members of the council would be appointed Majority and Minority leadership in both the Assembly and the Senate, with a balance of membership appointed by the Governor.

**FAILED** on a vote of Ayes, 4 (Rep. Nedweski; Sen. Tomczyk; and Public Members Bauer and Hsu); Noes, 13 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Kies, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Klingele).

## Proposed Recommendation #3: Revise Board of Regents Membership

The Legislature shall explore reforming how members of a dedicated Board to UW-Madison and a Board for the Universities of Wisconsin (the rest of the 12 universities outside of UW-Madison) are selected, ensuring key stakeholders are represented effectively through the membership of political leaders, University donors, students, and business leaders.

**PASSED** on a vote of Ayes, 11 (Rep. Nedweski; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Seshadri, and Venable); and Noes, 7 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Morgan, Mueller, and Tyler).

The Board of Regents membership should include: (1) the State Superintendent of Public Instruction; (2) the WTCS President or other WTCS Board member designated by the president; (3) a state representative appointed by the Speaker of the State Assembly, or the representative's designee; (4) a state representative appointed by the Minority Leader of the State Assembly, or the representative's designee; (5) a state Senator appointed by the Majority Leader of the State Senate, or the Senator's designee; (6) a state Senator appointed by the Minority Leader of the State Senate, or the Senator's designee; (7) a faculty member, selected by the faculty, to serve for a two-year term and not from the same institution for two consecutive terms; (8) a student, selected by the students, to serve for a two-year term and not from the same institution for two consecutive terms; (9) a graduate of a UW System institution, selected by the Governor from nominations made by an alumni association affiliated with a UW System institution; (10) a member of the U.S. Congress selected by a vote of the Wisconsin congressional delegation, or that member's designee; (11) the Secretary of the Department of Workforce Development, or designee; (12) the Secretary of the Department of Safety and Professional Services, or designee; and (13) nine citizen members appointed for staggered seven-year terms, at least one of whom lives in each of the state's congressional districts.

**FAILED** on a vote of Ayes, 2 (Sen. Tomczyk; and Public Member Lippert); Noes, 14 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 2 (Rep. Nedweski and Public Member Bauer).

The Board of Regents membership should include legislative and executive branch representation to the Board of Regents<sup>1</sup> through appointment of four legislators and a cabinet secretary. Specifically, he proposes that the board include: (1) the Assembly Speaker, or designee; (2) the Assembly Minority Leader, or designee; (3) the Senate President, or designee; (4) the Senate Minority Leader, or designee, and (5) the Secretary of the Department of Administration (DOA), or designee.

**FAILED** on a vote of Ayes, 4 (Sen. Tomczyk; and Public Members Atwell, Bauer, and Langdon); Noes, 12 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Kies, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 2 (Rep. Nedweski and Public Member Klingele).

The Board of Regents membership should include a legislator who serves on the Joint Committee on Finance (JCF) and a member appointed by the Assembly Speaker.

**FAILED** on a vote of Ayes, 4 (Rep. Nedweski; and Public Members Atwell, Bauer, and Seshadri); Noes, 13 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Morgan, Mueller, Tyler, and Venable); and Not Voting, 1 (Public Member Klingele).

Reforming the Board of Regents membership to include political leaders, University donors, students, and business leaders.

**FAILED** on a vote of Ayes, 5 (Rep. Nedweski; and Public Members Bauer, Froelich, Hsu, and Seshadri); Noes, 12 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Beightol, Kies, Langdon, Lippert, Morgan, Mueller, Tyler, and Venable); and Not Voting, 1 (Public Member Klingele).

## Proposed Recommendation #4: Provide UW System or UW-Madison Only With Limited Bonding Authority

The Legislature shall explore granting some level of bonding authority to UW-Madison.

**PASSED** on a vote of Ayes, 16 (Reps. Nedweski and Joers; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, and Venable); and Noes, 2 (Sen. Larson; and Public Member Tyler).

Allow UW-Madison only to issue debt and manage its own construction projects. All other UW institutions to follow the current policy.

**FAILED** on a vote of Ayes, 9 (Rep. Nedweski; and Public Members Atwell, Bauer, Beightol, Hsu, Kies, Langdon, Mueller, and Seshadri); Noes, 8 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Froelich, Lippert, Morgan, Tyler, and Venable); and Not Voting, 1 (Public Member Klingele).

Allow all UW System campuses to issue debt and manage their own construction projects. This does not include UW System Administration.

**FAILED** on a vote of Ayes, 3 (Public Members Morgan, Seshadri, and Tyler); Noes, 13 (Reps. Nedweski and Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, and Venable); and Not Voting 2 (Public Members Bauer and Klingele).

Set guardrails relating to bonding authority, such as limiting bonding authority to projects within a designated cost range, requiring financial projections, and showing JCF and/or the Board of Regents a demonstrated need for the project, subject to their approval.

**PASSES** on a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Seshadri, Tyler, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Morgan and Mueller); and Not Voting, 1 (Public Member Klingele).

## Proposed Recommendation #5: Increase Tuition

Raise tuition to address economic difficulties faced by the UW System. Currently, the Board of Regents determines tuition rates, and these rates are different for each of the campuses.

**FAILED** on a vote of Ayes, 7 (Rep. Nedweski; and Public Members Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); Noes, 10 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon); and Not Voting, 1 (Public Member Bauer).



Eliminate artificial price ceilings, and allow more flexibility at the institution level to set differential tuition by program based on factors such as cost and demand.

**PASSED** on a vote of Ayes, 13 (Rep. Nedweski; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Seshadri, Tyler, and Venable); Noes, 4 (Rep. Joers; Sens. Larson and Tomczyk; and Public Member Mueller); and Not Voting, 1 (Public Member Bauer).

## Proposed Recommendation #6: Non-Completing Student Exit Interviews

Devise and implement a formalized process for gathering information about why students do not complete their degrees within the UW System institutions either because they dropped out of college or because they transferred to another institution outside of the System, perhaps through exit interviews.

**PASSED** on a vote of Ayes, 16 (Reps. Nedweski and Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, Seshadri, Tyler, and Venable); Noes, 1 (Public Member Morgan); and Not Voting, 1 (Public Member Klingele).

This process would be voluntarily taken up by the Board of Regents with UW policy.

**PASSED** on a vote of Ayes, 14 (Reps. Nedweski and Joers; Sen. Larson; and Public Members Atwell, Froelich, Hsu, Kies, Klingele, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); Noes, 3 (Sen. Tomczyk; and Public Members Beightol and Langdon); and Not Voting, 1 (Public Member Bauer).

UW would be compelled to take up this initiative by the Legislature.

**FAILED** on a vote of Ayes, 9 (Reps. Nedweski and Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Beightol, Froelich, Langdon, and Lippert); Noes, 7 (Public Members Hsu, Kies, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 2 (Public Members Bauer and Klingele).

## Proposed Recommendation #7: Enhanced UW System Financial and Program Reporting to the Legislature

Require the UW System to provide JCF with more detailed information on the UW System's actual expenditures to date when JCF is considering the UW System's budget during the biennial budget process.

**FAILED** on a vote of Ayes, 9 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Klingele, Langdon, Lippert, Mueller, and Seshadri); Noes, 7 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Morgan, Tyler, and Venable); and Not Voting, 2 (Public Members Hsu and Kies).

Require the UW System to provide a detailed annual report to the Legislature identifying all current employment positions and salaries.

**FAILED** on a vote of Ayes, 6 (Sen. Tomczyk; and Public Members Atwell, Bauer, Langdon, Lippert, and Mueller); Noes, 9 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Kies, Morgan, Seshadri, Tyler, and Venable); and Not Voting, 3 (Rep. Nedweski; and Public Members Hsu and Klingele).

Clarity within state law that the UW System must maintain certain financial records and provide them to the Legislature upon request.

**FAILED** on a vote of Ayes, 7 (Sen. Tomczyk; and Public Members Atwell, Bauer, Kies, Langdon, Lippert, and Seshadri); Noes, 9 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Morgan, Mueller, Tyler, and Venable); and Not Voting 2 (Rep. Nedweski; and Public Member Klingele).

Require the UW System to report the following information to the Legislature for each campus annually: (1) student full-time equivalent (FTE) by undergraduate major at each university; (2) faculty FTE by undergraduate major; and (3) academic staff FTE by undergraduate major. Require the UW System to report employee FTE in the areas of governance, finance, facilities management, human resources, and information technology for each campus and for the UW System Administration. If the UW System does not satisfy this reporting requirement by a set deadline, the Joint Legislative Audit Committee should authorize an evaluation by the Legislative Audit Bureau of the UW System's administration and academic programming.

**FAILED** on a vote of Ayes, 7 (Sen. Tomczyk; and Public Members Atwell, Bauer, Langdon, Lippert, Mueller, and Seshadri); Noes, 8 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Morgan, Tyler, and Venable); and Not Voting, 3 (Rep. Nedweski; and Public Members Kies and Klingele).

## Proposed Recommendation #8: Review of Program Offerings

Require the Board of Regents to review and evaluate program offerings within the UW System on a regular basis to identify inefficiencies and unnecessary duplication.

**FAILED** by a vote of Ayes, 6 (Sen. Tomczyk; and Public Members Atwell, Bauer, Langdon, Seshadri, and Tyler); Noes, 8 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Morgan, Mueller, and Venable); and Not Voting, 4 (Rep. Nedweski; and Public Members Kies, Klingele, and Lippert).

Require each UW institution to review and evaluate program offerings on a regular basis to identify inefficiencies and unnecessary duplication.

**FAILED** on a vote of Ayes, 7 (Sen. Tomczyk; and Public Members Atwell, Bauer, Kies, Langdon, Seshadri, and Tyler); Noes, 8 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Morgan, Mueller, and Venable); and Not Voting, 3 (Rep. Nedweski; and Public Members Klingele and Lippert).

Regionalize UW System program offerings to reduce duplication in programming at campuses that are geographically near to each other. Move toward a model of specializations for programming at each campus.

**PASSED** on a vote of Ayes, 15 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Mueller, Seshadri, Tyler, and Venable); and Noes, 3 (Rep. Joers; Sen. Larson; and Public Member Morgan).

## **Proposed Recommendation #9: Active Role in Shared Governance for Faculty, Staff, and Students**

[LRB-0462/1](#) - a bill draft relating to shared governance.

Shared governance refers to the ways in which the faculty, academic staff, and students of each institution play a role in the governance of the UW System.

The bill draft restores statutory language repealed by [2015 Act 55](#).<sup>2</sup> Prior law referred to faculty providing immediate governance of institutions and to academic staff and students being active participants in governance and policy. Specifically, prior to Act 55, the statutes provided the following:

- That faculty “shall be vested with responsibility for the immediate governance of such institution and shall actively participate in institutional policy development.”
- That academic staff “shall be active participants in the immediate governance of and policy development for the institution.”
- That students “shall be active participants in the immediate governance of and policy development for such institutions.”

Act 55 repealed these provisions and provided instead that faculty, academic staff, and students be responsible for “advising the chancellor” on faculty, academic staff, and student matters, respectively.

**FAILED** on a vote of Ayes, 5 (Rep. Joers; Sen. Larson; and Public Members, Froelich, Hsu, and Morgan); Noes, 10 (Sen. Tomczyk; and Public Members Atwell, Beightol, Kies, Langdon, Lippert, Mueller, Seshadri, Venable, and Tyler); and Not Voting, 3 (Rep. Nedweski; and Public Members Bauer and Klingele).

Alternatively to [LRB-0462/1](#), create a committee, task force, or commission to discuss and deliberate the topic of shared governance, how well it is working, and whether it could be improved.

**This proposal was withdrawn by the committee.**

## Proposed Recommendation #10: Blue Ribbon Commission on Higher Education in Wisconsin

Create a Blue Ribbon Commission on Public Higher Education in Wisconsin with the following objectives:

- Defining the goals of higher education for this state.
- Identifying strengths and weaknesses in Wisconsin institutions of higher education
- Identifying demographic trends affecting higher education in Wisconsin.
- Identifying strategies to enhance Wisconsin attainment rates.
- Encouraging and developing innovations among institutions of higher education.
- Encouraging and developing partnerships between the UW System and WTCS.
- Exploring strategies to strengthen access and equity in higher education for students and potential students.
- Exploring strategies to reduce barriers to enrollment and degree completion.
- Exploring sustainable funding sources and examining state funding challenges.
- Identifying new ways to administer financial aid.

**FAILED** on a vote of Ayes, 9 (Rep. Joers; Sen. Larson; and Public Members Bauer, Froelich, Hsu, Klingele, Morgan, Mueller, and Seshadri); Noes, 7 (Sen. Tomczyk; and Public Members Atwell, Beightol, Langdon, Lippert, Tyler, and Venable); and Not Voting, 2 (Rep. Nedweski; and Public Member Kies).

Membership on this Blue Ribbon Commission include all of the following:

- UW System students, faculty, and staff.
- Representation from UW System leadership.
- Representation from WTCS leadership.
- An equal number of legislators from both political parties.
- The Governor.
- Experts in the field of workforce development.
- Experts in the field of higher education.

**FAILED** on a vote of Ayes, 7 (Rep. Joers; Sen. Larson; and Public Members Froelich, Hsu, Klingele, Morgan, and Mueller); Noes, 7 (Sen. Tomczyk; and Public Members Atwell, Beightol, Langdon, Lippert, Tyler, and Venable); and Not Voting, 4 (Rep. Nedweski; and Public Members Bauer, Kies, and Seshadri).

## Proposed Recommendation #11: Student Loan Ombudsman and Borrower's Bill of Rights

[LRB-0463/1](#), a bill draft relating to student loans and borrowing protections, for the committee's consideration. The bill draft creates an Office of the Student Loan Ombudsman in the Department of Financial Institutions and requires the office to license student loan servicers. The bill draft enumerates various responsibilities of the Office of the Student Loan Ombudsman, including assisting student loan borrowers, processing complaints related to student loans, disseminating information about student loans and the work of the office, and annually reporting to the Legislature.

The bill draft authorizes the Office of the Student Loan Ombudsman to conduct certain investigations and examinations and to take administrative action. Finally, the bill draft creates a private right of action for students when student loan services violate the requirements or prohibitions provided in the bill draft.

**FAILED** on a vote of Ayes, 7 (Rep. Joers; Sen. Larson; and Public Members Hsu, Langdon, Lippert, Morgan, and Mueller); Noes, 7 (Sen. Tomczyk; and Public Members Atwell, Beightol, Froelich, Kies, Tyler, and Venable); and Not Voting, 4 (Rep. Nedweski; and Public Members Bauer, Klingele, and Seshadri).

## Proposed Recommendation #12: Distribution of GPR Funding

From 2015-17, a commission was formed to review how the UW's GPR appropriation is distributed among its campuses and how much is allocated to UW System Administration. This advisory group was largely comprised of representatives from within the UW System. After two years of review, the conclusion was to make no changes.

Require the Board of Regents to publish the formula or methodology it utilizes to allocate state GPR to each of the UW campuses.

**PASSED** on a vote of Ayes, 15 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell, Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, and Venable); and Noes, 3 (Rep. Joers; Sen. Larson; and Public Member Tyler).

Require the Board of Regents to review this formula or methodology on a regular basis, such as every two to five years.

**PASSED** on a vote of Ayes, 15 (Rep. Nedweski; Sens. Larson and Tomczyk; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, and Venable); and Noes, 3 (Rep. Joers; and Public Members Atwell and Tyler).

Require JCF approval the specific GPR allocations made to each campus and any changes made with regular reviews.

**FAILED** on a vote of Ayes, 4 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell and Langdon); Noes, 13 (Rep. Joers; Sen. Larson; and Public Members

Beightol, Froelich, Hsu, Kies, Klingele, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).
Consider non-partisan third-party review of the GPR allocation model to conclude with recommendations for optimal changes that can be applied dynamically on a bi-annual basis, preceding adoption of the state budget. <b>FAILED</b> on a vote of Ayes, 5 (Rep. Nedweski; and Public Members Bauer, Langdon, Mueller, and Seshadri); Noes, 11 (Rep. Joers; Sens. Larson and Tomczyk; and Public Members Atwell, Beightol, Froelich, Kies, Lippert, Morgan, Tyler, and Venable); and Not Voting, 2 (Public Members Hsu and Klingele).
Amend current law to require the UW System to distribute its main GPR appropriation equally to each campus on a per-capita or per-FTE basis. <b>FAILED</b> on a vote of Ayes, 2 (Sen. Tomczyk; and Public Member Froelich); Noes, 15 (Reps. Nedweski and Joers; Sen. Larson; and Public Members Atwell, Beightol, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).

### Proposed Recommendation #13: Results-Oriented Incentives

Continue discussions on creating results-oriented metrics by university leadership that incentivize leadership to find ways to improve educational outcomes and campus success in a way that is measurable and transparent to the public. <b>PASSED</b> on a vote of Ayes, 13 (Rep. Nedweski; Sen. Tomczyk; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, Seshadri, Tyler, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Atwell and Morgan); and Not Voting, 1 (Public Member Klingele).
Devise a targeted incentive program for institutions to fully utilize shared services across the System and to leverage efficiency efforts toward overcoming structural deficits. <b>FAILED</b> on a vote of Ayes, 8 (Reps. Nedweski and Joers; Sens. Larson and Tomczyk; and Public Members Kies, Langdon, Seshadri, and Tyler); Noes, 8 (Public Members Atwell, Beightol, Froelich, Hsu, Lippert, Morgan, Mueller, and Venable); and Not Voting, 2 (Public Members Bauer and Klingele).

### Proposed Recommendation #14: Limitation on UW System Administration Funding and Employment

Convert UW System Administration from GPR funding to a program revenue operation funded by assessments paid by the individual campuses for services received. <b>FAILED</b> on a vote of Ayes, 4 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell and Langdon); Noes, 11 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Klingele, Lippert, Morgan, Mueller, Tyler, and Venable); and Not Voting, 3 (Public Members Bauer, Kies, and Seshadri).
---

Limit the UW System Administration budget and FTE employment through statute.

**FAILED** on a vote of Ayes, 5 (Rep. Nedweski; Sen. Tomczyk; and Public Members Kies, Langdon, and Venable); Noes, 11 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Klingele, Lippert, Morgan, Mueller, and Tyler); and Not Voting, 2 (Public Members Bauer and Seshadri).

### **Proposed Recommendation #15: Create a College of Applied Arts and Science to Grant Streamlined Three-Year Degrees**

Create a new accredited College of Applied Arts and Science that streamlines the bachelor's degree into a three-year program with a focus on academics. This college would limit non-academic amenities to allow the institution to operate at minimal cost, employ only faculty, and receive administrative support from existing institution or system administrators. The college would not charge for any non-instructional services. Program offerings at this college would be directly targeted to meet the greatest workforce needs of Wisconsin's statewide economy.

Also consider replacing an existing institution with the new three-year college.

**FAILED** on a vote of Ayes, 3 (Sen. Tomczyk; and Public Members Langdon and Seshadri); Noes, 12 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Klingele, Lippert, Morgan, Mueller, Tyler, and Venable); and Not Voting, 3 (Rep. Nedweski; and Public Members Bauer and Kies).

Create a Wisconsin College of Applied Arts and Science Commission to design and recommend necessary statutory language for the creation, regional accreditation, and operation of this college by a UW System institution.

**FAILED** on a vote of Ayes, 4 (Sen. Tomczyk; and Public Members Langdon, Mueller, and Seshadri); Noes, 11 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Klingele, Lippert, Morgan, Tyler, and Venable); and Not Voting, 3 (Rep. Nedweski; and Public Members Bauer and Kies).

### **Proposed Recommendation #16: Centralize UW-Madison and UW System Administration**

Merge UW-Madison Administration and the UW System Administration offices. A single hybrid president/chancellor position would lead the combined administration to provide consistency and reduce duplication of financial services, legal services, public relations, information technology services, and facilities management. Capitalize on shared services, purchasing power, and economies of scale.

**FAILED** on a vote of Ayes, 2 (Rep. Nedweski; and Sen. Tomczyk); Noes, 15 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).

### Proposed Recommendation #17: Dedicated Board of Regents Staff

Create no more than two non-partisan staff positions employed by the Board of Regents to provide research and other support to individual regents at their direction. These need not be full-time positions and could be incorporated into the job responsibilities of existing UW System administrative positions.

**FAILED** on a vote of Ayes, 4 (Sen. Larson; and Public Members Atwell, Langdon, and Seshadri); Noes, 13 (Reps. Nedweski and Joers; Sen. Tomczyk; and Public Members Beightol, Froelich, Hsu, Kies, Klingele, Lippert, Morgan, Mueller, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).

### Proposed Recommendation #18: UW and WTCS Credit Transfer

Require the UW System and WTCS to have universal course numbering and to ensure total credit transfer between and within both systems.

**FAILED** on a vote of Ayes, 4 (Rep. Nedweski; Sen. Tomczyk; and Public Members Atwell and Bauer); Noes, 13 (Rep. Joers; Sen. Larson; and Public Members Beightol, Froelich, Hsu, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Kies).

Create universal pipeline and early college credit programs for the UW System, WTCS, and secondary schools.

**PASSED** on a vote of Ayes, 13 (Rep. Nedweski; Sens. Larson and Tomczyk; and Public Members Bauer, Beightol, Froelich, Hsu, Kies, Langdon, Lippert, Mueller, Seshadri, and Tyler); Noes, 4 (Rep. Joers; and Public Members Atwell, Morgan, and Venable); and Not Voting, 1 (Public Member Klingele).

Require each UW System institution to accept WTCS liberal arts graduates and waive all bachelor's degree general education requirements.

**FAILED** on a vote of Ayes, 5 (Rep. Nedweski; Sen. Tomczyk; and Public Members Bauer, Langdon, and Lippert); Noes, 11 (Rep. Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 2 (Public Members Kies and Klingele).

### Proposed Recommendation #19: Limit UW Position Authority

Restrict the UW System's ability to create limited appointment positions and other non-academic positions if the compensation for such positions exceeds 200 percent of the Wisconsin median income.

**FAILED** on a vote of Ayes, 1 (Sen. Tomczyk); Noes, 16 (Reps. Nedweski and Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).



Require JCF approval of each position description and salary prior to posting if the position compensation is greater than the equivalent of \$60,000 per year.

**FAILED** on a vote of Ayes, 1 (Sen. Tomczyk); Noes, 16 (Reps. Nedweski and Joers; Sen. Larson; and Public Members Atwell, Beightol, Froelich, Hsu, Kies, Klingele, Langdon, Lippert, Morgan, Mueller, Seshadri, Tyler, and Venable); and Not Voting, 1 (Public Member Bauer).



STATE OF WISCONSIN  
**JOINT LEGISLATIVE COUNCIL**

**TO:** MEMBERS OF THE STUDY COMMITTEE ON THE FUTURE OF THE UNIVERSITY OF WISCONSIN SYSTEM

**FROM:** Scott Grosz and Katie Bender-Olson, Principal Attorneys, and Emily Hicks, Staff Attorney

**DATE:** December 4, 2024

This is to notify you that the mail ballot submitted to your committee has the following results:

- The Legislature should explore granting some level of bonding authority to the University of Wisconsin (UW) System passed on a vote of Ayes, 11 (Reps. Nedweski and Joers; Sen. Tomczyk; and Public Members Froelich, Hsu, Klingele, Lippert, Morgan, Mueller, Tyler, and Venable); Noes, 3 (Sen. Larson; and Public Members Beightol and Langdon); and Not Voting, 4 (Public Members Atwell, Bauer, Kies, and Seshadri).
- The Legislature should encourage the Board of Regents to raise tuition to address economic difficulties faced by the UW System failed on a vote of Ayes, 5 (Rep. Nedweski; and Public Members Lippert, Morgan, Tyler, and Venable); Noes, 9 (Rep. Joers; Sens. Tomczyk and Larson; and Public Members Beightol, Froelich, Hsu, Klingele, Langdon, and Mueller); and Not Voting, 4 (Public Members Atwell, Bauer, Kies, and Seshadri).
- The Legislature should encourage the Board of Regents to eliminate artificial price ceilings and allow more flexibility at the institutional level to set differential tuition by program based on factors such as cost and demand passed on a vote of Ayes, 10 (Rep. Nedweski; Sen. Tomczyk; and Public Members Beightol, Froelich, Hsu, Langdon, Lippert, Morgan, Tyler, and Venable); Noes, 3 (Rep. Joers; Sen. Larson; and Public Member Mueller); and Not Voting, 5 (Public Members Atwell, Bauer, Kies, Klingele, and Seshadri).
- The Legislature should explore requiring the Department of Public Instruction to survey high school students about their post-secondary plans and reasons for not choosing higher education, if any, failed on a vote of Ayes, 9 (Rep. Nedweski; Sen. Tomczyk; and Public Members Beightol, Froelich, Hsu, Klingele, Langdon, Mueller, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Lippert and Tyler); and Not Voting, 5 (Public Members Atwell, Bauer, Kies, Morgan, and Seshadri).
- The Legislature should explore legislation to create an Office of Student Loan Ombudsman and Borrower's Bill of Rights, using LRB-0463/1 as an example failed on a vote of Ayes, 6 (Reps. Nedweski and Joers; Sen. Larson; and Public Members Froelich, Hsu, and Morgan); Noes, 7 (Sen. Tomczyk; and Public Members Beightol, Langdon, Lippert, Mueller, Tyler, and Venable); and Not Voting, 5 (Public Members Atwell, Bauer, Kies, Klingele, and Seshadri).
- The Legislature should explore streamlining transferability between UW System campuses and between the Wisconsin Technical College System (WTCS) and UW System, with a focus on student navigability passed on a vote of Ayes, 10 (Rep. Nedweski; Sen. Tomczyk; and Public Members Beightol, Froelich, Hsu, Klingele, Langdon, Lippert, Mueller, and Venable); Noes, 4 (Rep. Joers; Sen. Larson; and Public Members Morgan and Tyler); and Not Voting, 4 (Public Members Atwell, Bauer, Kies, and Seshadri).

You will be notified when the Joint Legislative Council schedules a meeting to receive the report of your committee.

SG:KBO:EH:jal

**Supporting Effective Lawmaking Since 1947**

One East Main Street, Suite 401, Madison, WI 53703-3382  
(608) 266-1304 | Email: [legislative.council@legis.wisconsin.gov](mailto:legislative.council@legis.wisconsin.gov)  
<http://www.legis.wisconsin.gov/lc>

**Co-Chairs**

Chris Kapenga | Senate President  
Nancy VanderMeer | Representative

**Legislative Council Staff**

Anne Sappenfield | Director