



University of Wisconsin
Tuition

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Prepared by

Erin Probst

Wisconsin Legislative Fiscal Bureau
One East Main, Suite 301
Madison, WI 53703
<http://legis.wisconsin.gov/lfb>

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Introduction

Higher education benefits both the student and the state. The student benefits primarily through increased knowledge and future earnings while the state benefits through greater tax revenues, increased economic development, and decreased spending on health and social programs, among other less tangible benefits. The precise amount of these benefits that accrue to the state, as opposed to the student, cannot readily be determined. As a result, the amount of state support for higher education and subsequently the amount of tuition charged to students is a matter of public policy. Factors that may be considered in setting tuition include: whether or not students are paying their fair share; whether higher education is affordable for state residents; how tuition levels compare to those of similar institutions in other states; and whether the amount of the state subsidy is consistent with the perceived priority of public higher education in the larger context of the state's needs. This paper provides information related to tuition rates, instructional costs, Regent tuition authority and limits on resident undergraduate tuition, the relationship between tuition levels and the state budget, past tuition increases and the causes of those increases, tuition revenues, segregated fees, and comparisons to tuition charged in other states.

Tuition Rates

Table 1 shows the amount of tuition and segregated fees charged by each UW institution in 2018-19.

Prior to 1993-94, the Board of Regents set three resident undergraduate tuition rates: one for Madison and Milwaukee, one for all other four-year UW institutions, and one for the UW

Colleges. In 1993-94, UW-Madison implemented a technology fee which separated tuition at that campus from tuition at UW-Milwaukee.

Beginning in 1997, the Regents have had the ability to charge differential tuition. Differential tuition is an amount charged on top of base tuition to support additional services and programming for students at a particular institution. Differential tuition can be charged to all students enrolled at a particular institution, to a particular category of students, such as all undergraduates, or only to students enrolled in certain programs. Program-specific differential tuitions are usually charged for programs that have high operating costs such as the health sciences and engineering.

A differential tuition may be set at a dollar amount or as a percentage of base tuition. Individual students may be charged multiple differential tuitions. For instance, a resident undergraduate engineering student at UW-Madison is charged both the undergraduate differential (\$1,000) and the School of Engineering differential (\$1,400). Additional revenues generated by a differential tuition are retained by the campus or program that generates them.

Differential tuitions that are charged to all undergraduate or all undergraduate and graduate students are reflected in Table 1. For example, resident undergraduate students at Eau Claire are charged base tuition of \$6,298 plus a differential tuition of \$1,063 for a total of \$7,361 while undergraduate students at Stevens Point are charged base tuition of \$6,298 plus a differential tuition of \$400 for a total of \$6,698.

Table 2 shows differential tuitions charged in 2018-19 and the year in which each differential tuition was implemented. As shown by the table,

Table 1: UW System Consolidated Schedule of Annual Tuition and Segregated Fees – 2018-19

| | Tuition | | Segregated Fees Paid by all Students | Total Tuition and Fees | |
|------------------------------|-----------|--------------|---|------------------------|--------------|
| | Residents | Nonresidents | | Residents | Nonresidents |
| DOCTORAL CLUSTER | | | | | |
| Undergraduate | | | | | |
| Madison | \$9,273 | \$35,523 | \$1,282 | \$10,555 | \$36,805 |
| Milwaukee | 8,091 | 19,370 | 1,497 | 9,588 | 20,867 |
| Graduate | | | | | |
| Madison | \$10,728 | \$24,054 | \$1,282 | \$12,010 | \$25,336 |
| Milwaukee | 10,387 | 23,424 | 1,497 | 11,884 | 24,921 |
| Madison -- Business | 19,162 | 38,777 | 1,282 | 20,444 | 40,059 |
| Milwaukee -- Business | 13,058 | 27,490 | 1,497 | 14,555 | 28,987 |
| Law | 22,235 | 40,932 | 1,282 | 23,517 | 42,214 |
| Medicine | 34,478 | 46,387 | 1,282 | 35,760 | 47,669 |
| Veterinary Medicine | 29,626 | 47,769 | 1,282 | 30,908 | 49,051 |
| COMPREHENSIVE CLUSTER | | | | | |
| Undergraduate | | | | | |
| Eau Claire | \$7,361 | \$15,636 | \$1,309 | \$8,670 | \$16,945 |
| Green Bay | 6,298 | 14,148 | 1,580 | 7,878 | 15,728 |
| La Crosse | 7,585 | 16,254 | 1,348 | 8,933 | 17,602 |
| Oshkosh | 6,422 | 13,995 | 1,199 | 7,621 | 15,194 |
| Parkside | 6,298 | 14,287 | 1,091 | 7,389 | 15,378 |
| Platteville | 6,418 | 14,268 | 1,153 | 7,571 | 15,421 |
| River Falls | 6,428 | 14,001 | 1,434 | 7,862 | 15,435 |
| Stevens Point | 6,698 | 14,965 | 1,390 | 8,088 | 16,355 |
| Stout** | 234 | 499 | 38 | 272 | 537 |
| Superior | 6,535 | 14,108 | 1,591 | 8,126 | 15,699 |
| Whitewater | 6,519 | 15,092 | 1,008 | 7,527 | 16,100 |
| Graduate | | | | | |
| Eau Claire | \$7,831 | \$17,620 | \$1,309 | \$9,140 | \$18,929 |
| Green Bay | 7,793 | 17,106 | 1,580 | 9,373 | 18,686 |
| La Crosse | 8,567 | 18,637 | 1,348 | 9,915 | 19,985 |
| Oshkosh | 7,640 | 16,771 | 1,199 | 8,839 | 17,970 |
| Parkside | 7,870 | 17,274 | 1,091 | 8,961 | 18,365 |
| Platteville | 7,640 | 16,771 | 1,153 | 8,793 | 17,924 |
| River Falls | 7,640 | 16,771 | 1,434 | 9,074 | 18,205 |
| Stevens Point | 7,870 | 17,274 | 1,390 | 9,260 | 18,664 |
| Stout** | 388 | 838 | 52 | 440 | 890 |
| Superior | 7,640 | 16,771 | 1,591 | 9,231 | 18,362 |
| Whitewater | 7,949 | 17,448 | 1,008 | 8,957 | 18,456 |
| Business Masters | | | | | |
| Eau Claire | \$8,385 | \$18,174 | \$1,309 | \$9,694 | \$19,483 |
| La Crosse | 9,121 | 19,217 | 1,348 | 10,469 | 20,565 |
| Oshkosh | 8,195 | 17,351 | 1,199 | 9,394 | 18,550 |
| Parkside | 8,195 | 17,351 | 1,091 | 9,286 | 18,442 |
| Whitewater | 8,526 | 18,052 | 1,008 | 9,534 | 19,060 |
| COLLEGES | | | | | |
| Baraboo/Sauk | \$4,750 | \$12,321 | \$487 | \$5,237 | \$12,808 |
| Barron | 4,750 | 12,321 | 472 | 5,222 | 12,793 |
| Fond du Lac | 4,750 | 12,321 | 484 | 5,234 | 12,805 |
| Fox Valley | 4,750 | 12,321 | 310 | 5,060 | 12,631 |
| Manitowoc | 4,750 | 12,321 | 406 | 5,156 | 12,727 |
| Marathon | 4,750 | 12,321 | 424 | 5,174 | 12,745 |
| Marinette | 4,750 | 12,321 | 395 | 5,145 | 12,716 |
| Marshfield/Wood | 4,750 | 12,321 | 386 | 5,136 | 12,707 |
| Richland | 4,750 | 12,321 | 597 | 5,347 | 12,918 |
| Rock | 4,750 | 12,321 | 382 | 5,132 | 12,703 |
| Sheboygan | 4,750 | 12,321 | 382 | 5,132 | 12,703 |
| Washington | 4,750 | 12,321 | 368 | 5,118 | 12,689 |
| Waukesha | 4,750 | 12,321 | 398 | 5,148 | 12,719 |

* There is an additional charge of \$150-\$225 for textbook rental on these campuses; on all other campuses, books are purchased by students.

** UW-Stout charges tuition and segregated fees on a per credit basis. In addition, UW-Stout charges all students a laptop fee of \$26 per credit. The fee is excluded from the amounts shown in the table.

Table 2: UW System Schedule of Differential Tuitions for the 2018-19 Academic Year

| Institution | Program | Amount | Year Implemented |
|---------------|--|---|------------------|
| Eau Claire | All Undergraduates | \$1,063 per year. | 1997 |
| Stout | Customized instruction | Charges market rates for customized programs, certificates, and courses typically offered during the summer, evenings, or weekends. | 1999 |
| Stout | All Students | 5% of resident undergraduate and graduate tuition, \$11.70 per credit for undergraduates and \$19.40 per credit for graduates in 2018-19. | 1999 |
| Whitewater | All Undergraduates | 3.5% of resident undergraduate tuition, \$228 per year in 2018-19. | 2002 |
| La Crosse | All Students | \$140 per year in 2018-19. | 2003 |
| Oshkosh | All Undergraduates | \$124 per year in 2018-19. | 2003 |
| Superior | All Undergraduates | \$237 per year. | 2003 |
| Milwaukee | Peck School of Arts | \$21.80 per credit for undergraduate courses other than those satisfying general education requirements. | 2004 |
| Milwaukee | College of Engineering and Applied Science | \$21.63 per credit for all undergraduate and graduate courses. | 2004 |
| Milwaukee | School of Business Administration | \$21.22 per credit for all 200 to 600 level courses. | 2004 |
| Milwaukee | College of Nursing | \$31.52 per credit for undergraduates enrolled in clinical major courses. | 2004 |
| Milwaukee | School of Architecture and Urban Planning | \$43 per credit for undergraduate and graduate 200 to 800 level courses, \$11.55 for 100 level courses. | 2006 |
| Madison | School of Business | \$1,000 per year for students enrolled in bachelor's degree program, \$300 per year for students enrolled in certificate program. | 2007 |
| River Falls | All Undergraduates | \$130 per year in 2018-19. | 2007 |
| Madison | School of Engineering | \$1,400 per year for students enrolled in bachelor's degree programs. | 2008 |
| La Crosse | All Undergraduates | \$1,146 in 2018-19. | 2008 |
| Platteville | All Undergraduates | 1.9% of resident undergraduate tuition, \$120 per year in 2018-19. | 2008 |
| Madison | All Undergraduates | \$1,000 for resident students and \$3,000 for nonresident students. | 2009 |
| Eau Claire | All Undergraduates | \$1,063 in 2018-19. | 2010 |
| Superior | Department of Natural Sciences | \$12 per credit. | 2011 |
| Stevens Point | All Undergraduates | \$400 per year for all undergraduates beginning in 2018-19 (final year of three-year phase-in allowed by exemption under 2015 Act 55). | 2016 |

the amount of a differential tuition can vary widely. For instance, all undergraduates at Oshkosh are charged a differential tuition of \$124 per year in 2018-19 compared to \$1,146 at La Crosse. Currently, 11 of the 13 four-year campuses (Eau Claire, La Crosse, Madison, Milwaukee, Oshkosh, Platteville, River Falls, Stevens Point, Stout, Superior, and Whitewater) charge differential tuition.

Due to the tuition freeze imposed by the 2013-15 biennial budget on resident, undergraduate tuition and the 5.5% cap on tuition increases under the 2011-13 biennial budget, the Regents did not approve any new differential tuitions during the 2011-13 and 2013-15 biennia. The 2015-17 biennial budget provided an exception to the tuition freeze for resident undergraduate students to allow a new differential tuition at UW-Stevens Point. The Regents approved a new differential tuition for undergraduates at that institution in December, 2015. Again, due to the tuition freeze on resident, undergraduate tuition established under the 2017-19 budget, the Regents did not approve any new differential tuitions during the 2017-19 biennia.

Reciprocity Tuition

Under the Minnesota-Wisconsin Higher Education Reciprocity Agreement, Minnesota residents can attend UW institutions without paying nonresident tuition. Instead, Minnesota students attending UW institutions are charged a "reciprocal fee" equal to the higher of the resident tuition charged at the institution in which the student is enrolled and resident tuition at a comparable institution in the student's home state. Most Minnesota students are charged the Minnesota resident tuition rate, which is generally higher than the resident tuition rate at a comparable UW institution. However, UW institutions only retain an amount of tuition equal to what a comparable Wisconsin resident student would have paid. Any tuition paid by Minnesota students in excess of the resident tuition rate is deposited in the state's general fund as

GPR-earned. As a result, UW institutions do not receive any more tuition revenue from a Minnesota resident student than from a Wisconsin resident student.

In fall, 2016, 13,689 Minnesota residents attended UW institutions under the reciprocity agreement. The agreement does not cover medical and veterinary students.

In addition to the Minnesota reciprocity program, which is statewide, UW-Marinette also has a reciprocity agreement with two community colleges in Michigan. This reciprocity agreement covers only students who are residents of specified Wisconsin and Michigan counties. In fall, 2017, 86 Michigan resident students attended UW-Marinette under this agreement.

Additional details on these agreements are contained in the Legislative Fiscal Bureau's informational paper entitled, "Education and Income Tax Reciprocity Agreements."

Nonresident Tuition

Nonresident students not covered by a reciprocity agreement are charged higher tuition than resident students. In 2018-19, nonresident undergraduate students paid \$26,250 more than resident undergraduates at UW-Madison, \$11,279 more at UW-Milwaukee, between \$7,573 and \$8,670 more at the comprehensive institutions, and \$7,571 more at the UW Colleges. Tuition paid by these students exceeds the cost of educating them and can be used to subsidize resident students.

Nonresident tuition has not been subject to any statutory limits and, in past budgets, has been used as a source of additional revenues. However, increases in nonresident tuition are limited by the amount nonresident students and their families are willing to pay. The UW System competes with other regional and, in some cases, national and international institutions for nonresident students. Setting nonresident tuition at a level that is not competitive with the rates charged by these

institutions may result in decreases in nonresident enrollment and related revenues.

Special Programs for Nonresidents

There are several special programs that allow non-Minnesota nonresidents to attend UW institutions without paying full nonresident tuition. Through these programs, nonresident students may receive a remission of nonresident tuition, may be exempted from paying nonresident tuition, or may be charged a differential tuition that is less than the full nonresident rate.

By statute, the Board of Regents can remit the nonresident portion of tuition to nonresident undergraduate and graduate students on the basis of merit or if the Board judges that the student is otherwise deserving of relief. In addition, statutes permit the Regents to remit nonresident and resident tuition to athletes and to graduate students who are employed by the University as assistants or instructional academic staff with appointments of at least 33% or who are fellows. Additional information regarding tuition remissions is provided in the Legislative Fiscal Bureau's informational paper entitled, "Student Financial Aid."

Statutes also permit the Board of Regents to exempt up to 300 nonresident juniors and seniors enrolled at UW-Parkside and 225 nonresident students enrolled at UW-Superior from nonresident tuition through the Tuition Award Program (TAP). To be eligible for TAP, students must be enrolled in programs that have been identified as having surplus capacity. In 2017-18, 300 students enrolled at Parkside and 75 undergraduate and two graduate students enrolled at Superior through the TAP program.

In addition to these remissions and exemptions, there are three differential tuition programs that allow nonresident students to pay less than the full nonresident tuition rate. The Return to Wisconsin program, which began in fall, 2004, is a differential tuition pilot program for nonresident

undergraduate students who are the children or grandchildren of a specific institution's qualifying alumni. Under the program, the nonresident student must be a legal resident of a state other than Wisconsin or Minnesota. The differential rate is equal to the nonresident tuition rate less 25%. Participating institutions include Eau Claire, Green Bay, La Crosse, Oshkosh, Parkside, River Falls, Stevens Point, Stout, and Whitewater. In fall, 2017, 106 students attended UW institutions through the Return to Wisconsin program.

In 2005, Wisconsin joined the Midwest Student Exchange Program (MSEP). This program allows undergraduate and graduate students from participating states, including Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, Nebraska, and North Dakota, to attend select colleges and universities in other participating states at a tuition rate of no more than 150% of resident tuition. All four-year UW institutions except Madison and Platteville currently participate in MSEP as do the UW Colleges Marinette and Rock County campuses. In fall, 2017, 3,879 undergraduate students and 99 graduate students attended UW institutions through MSEP.

Finally, in the fall of 2005, UW-Platteville implemented the Tri-State Initiative (TSI) which was designed to increase enrollment by 2,000 undergraduate students in 10 years. Through TSI, nonresident undergraduate students from Illinois and Iowa who have been admitted to certain programs of study are charged the resident tuition rate plus a premium of \$4,700 per year. In fall, 2017, 1,506 students enrolled in Platteville through the Tri-State Initiative.

Nonresident Enrollment

Table 3 shows the total number of nonresident students and the number of those students who were reciprocity students, received remissions, enrolled through a special program for nonresidents, or paid full nonresident tuition in fall, 2017. Of the 35,796 nonresident undergraduate students

who were enrolled in the UW System in fall, 2017, 42% paid nonresident tuition. Of those nonresident undergraduate students who did not pay full nonresident tuition, 64.4% were Minnesota or Michigan residents enrolled under a reciprocity agreement, 20.2% enrolled through a special program for nonresident students, and 15.4% received a remission of nonresident tuition.

Enrollment of nonresident students not covered by reciprocity agreements has increased substantially in the last decade. This increase is likely due in part to the reduction in nonresident tuition and the implementation of the MSEP and TSI programs. From 2007-08 to 2017-18, enrollment of nonresident, non-reciprocity undergraduate students at UW-Milwaukee, the comprehensive institutions, and the UW Colleges increased significantly (by 69% at the UW Colleges, by nearly triple at the comprehensives, and by more than quadruple at UW Milwaukee). Enrollment of nonresident, non-reciprocity undergraduate students at UW-Madison, which does not participate in any special tuition programs for nonresidents other than the veteran's choice program, increased by 39% over that time period.

Compared to nonresident undergraduate students enrolled at UW comprehensive institutions, nonresident undergraduate students enrolled at Madison and Milwaukee are more likely to be charged full, nonresident tuition. This is because a smaller percentage of nonresident students enrolling at Madison and Milwaukee are Minnesota reciprocity students than at the comprehensive institutions (20% versus 48%). Madison also does not participate in the MSEP which accounts for 17% of the nonresident students enrolled at Milwaukee and the comprehensive institutions.

By contrast, a smaller fraction of nonresident graduate students at Madison and Milwaukee pay full, nonresident tuition than at the comprehensive institutions. This is due to the large proportion of Madison and Milwaukee graduate students who receive nonresident tuition remissions in

exchange for work as teaching and research assistants.

Tuition Rates for Special Programs

Students enrolled in certain courses or programs may be charged a tuition rate that is different than the general tuition rate charged by the institution shown in Table 1. Tuition for certain programs targeted to adult and graduate students may be set using "service-based pricing." These courses are priced to cover the direct cost of instruction such that students do not receive any institutional subsidy. Per-credit tuition charges for these programs are generally above the resident tuition rate. Because many service-based programs charge one rate to all students, tuition charged to nonresidents is often less than the general nonresident tuition rate.

Students enrolled in online courses or programs may also be charged a higher tuition rate. Unlike service-based programs, distance education programs are not required to be self-supporting and may receive an institutional subsidy. Institutions can price distance education programs based on market and a variety of other factors. Some institutions charge an online surcharge or fee that is applied on a per credit or per course basis.

Students enrolled in certain courses may be charged special course fees in addition to the tuition charged for the course. Special course fees may be used to pay for instructional costs that are not covered by the institution's regular instructional budget. Examples of these costs include transportation and admission fees for field trips, materials for projects that are retained by students, and lessons provided to non-music majors. The UW System is required to submit a report annually by October 15 that shows tuition and fees charged for all programs including for service-based pricing programs, distance education programs, and special course fees.

Table 3: Nonresident Students by Tuition Status (Fall 2017)

| | Number of Nonresident Students | Nonresident Students | | | Paying Full Nonresident Tuition |
|----------------------------------|--------------------------------------|--------------------------|------------------------|---|---------------------------------------|
| | | Reciprocity Students* | Receiving Remission | Enrolling Through Special Programs** | |
| Undergraduate | | | | | |
| Madison | 11,995 | 3,073 | 647 | 23 | 8,252 |
| Undergraduate | | | | | |
| Madison | 12,659 | 2,774 | 620 | 54 | 9,211 |
| Milwaukee | 2,868 | 289 | 148 | 1,532 | 899 |
| Comprehensives | 19,575 | 10,203 | 2,377 | 2,598 | 4,397 |
| UW Colleges | <u>694</u> | <u>105</u> | <u>62</u> | <u>20</u> | <u>507</u> |
| Subtotal | 35,796 | 13,371 | 3,207 | 4,204 | 15,014 |
| Graduate and Professional | | | | | |
| Madison | 7,209 | 203 | 5,127 | 18 | 1,861 |
| Milwaukee | 1,565 | 50 | 916 | 73 | 526 |
| Comprehensives | <u>2,040</u> | <u>498</u> | <u>207</u> | <u>99</u> | <u>1,236</u> |
| Subtotal | 10,814 | 751 | 6,250 | 190 | 3,623 |
| TOTAL | 46,610 | 14,122 | 9,457 | 4,303 | 18,637 |

*Includes Minnesota and Michigan reciprocity students. Michigan residents represent less than 1% of the reciprocity students.

** Includes the Midwest Student Exchange Program, the Return to Wisconsin program, the Tri-State Initiative, the Tuition Award Program, and the Veterans Choice Program.

UW Flexible Option

Beginning in January, 2014, students have been able to enroll in self-paced, competency-based degree and certificate programs through the UW Flexible Option. UW Flexible Option programs do not use the traditional semester-based calendar and do not award credits. Instead, students enroll in three-month "subscription periods" and make progress towards a degree or certificate by demonstrating mastery of competencies.

Students enrolled in UW Flexible Option programs have two tuition options. The first, known as the "all-you-can-learn" option, allows students to complete as many competencies as they can during a three-month period for a flat rate of \$2,250. The second option allows students to complete a single competency set during a three-month period at a cost of \$900. (For the Bachelor's in Business Administration program, only the "all-you-can-learn" option is available.)

Other Tuition Policies

With the exception of UW-Stout, UW System institutions charge students tuition using a "plateau system." Under this system, undergraduate students taking 12 to 18 credits are charged a flat, full-time rate and students taking less than 12 credits are charged a per credit fee equal to 1/12 of the full-time rate. Students taking more than 18 credits are charged per-credit for each additional credit.

Under the plateau system, part-time students generally pay more per credit than students enrolled full-time. For example, a full-time undergraduate student taking 15 credits will pay 20% less per credit than a part-time student enrolled in six credits.

Many graduate programs also charge tuition using the plateau system. In most cases, graduate students at Madison and Milwaukee pay the same price for eight or more credits while graduate

students at the comprehensive institutions pay the same price for nine or more credits. The number of credits at which professional school students are charged full-time tuition varies.

Since 2002-03, UW-Stout has charged students on a per-credit basis. The Stout program was designed to be revenue neutral to the institution and most full-time students. Under the Stout program, part-time students do not pay more per credit than full-time students. Six additional institutions (Eau Claire, Green Bay, Oshkosh, Platteville, River Falls, and Superior) charge graduate students a per credit tuition rate during the summer session. The School of Veterinary Medicine at UW-Madison also charges a per credit tuition rate during summer session.

Since fall, 2004, the Regents have charged Wisconsin resident undergraduates with excess cumulative credits a tuition surcharge. Students who have accumulated more than 165 credits are charged double the resident undergraduate per-credit rate for each additional credit. If the minimum credits required to complete an academic program exceeds 135, the tuition surcharge is not assessed until the cumulative credit total exceeds the minimum by more than 30 credits. This policy applies only to resident undergraduate students pursuing their first bachelor's degree and only to credits earned at UW institutions or transferred from Wisconsin technical colleges.

Under state law, Wisconsin residents who are 60 years old or older may audit a course at no cost if there is space available in the course and the instructor approves. Students who audit a course attend course meetings but do not earn credit towards a degree.

Instructional Cost Per Student

Tuition typically supports only the "instructional" portion of the UW budget. Instructional

costs include faculty salaries and fringe benefits, which comprise the largest portion of instructional costs, supplies and services, administration, libraries, student services, and support costs. Tuition and state general purpose revenue (GPR) fund the majority of the UW's instructional budget.

The UW System's basis for determining instructional costs is the "cost per student" calculation. The original methodology for determining the cost per student was developed before the merger of the UW System by the Coordinating Committee on Higher Education (CCHE) as a method of comparing relative funding between the University of Wisconsin and the Wisconsin State Universities. These support levels were used by CCHE in making its recommendations for the biennial budget.

The cost per student calculation is based on standard accounting procedures that identify direct and indirect student-related costs funded by GPR and tuition. The calculation includes the direct costs of instruction, student services, and academic support. Other activity costs, such as physical plant, institutional support, and fringe benefits, are included in the cost per student calculation with costs allocated based on the teaching mission's share of those costs. In those instances where a faculty or staff member performs research as part of his or her educational responsibilities, only those costs directly related to instruction are included in the cost per student calculation.

Prior to the 1980-81 academic year, the Board of Regents established tuition rates by applying a set percentage to the total cost per student. This percentage varied by student class (undergraduate or graduate), residency status, and, in some years, the type of institution. In general, resident undergraduate tuition was set at 25% of total cost per student and nonresident undergraduate tuition was set at 100% of cost. Resident graduate tuition rates ranged from 20% to 22% of cost while

nonresident graduate tuition was set at 70% of cost. As these percentages were not statutorily fixed, there was some variance in the percentages used from year to year.

Beginning in 1980-81, the percentage of cost per student that is funded through tuition has increased incrementally. This happened as the Board of Regents increased tuition to offset GPR budget reductions, the Legislature funded certain instructional items entirely through tuition revenues, and tuition revenues increased as the result of higher enrollments without subsequent increases in the amount of GPR funding.

Table 4 shows instructional cost per full-time resident student and tuition as a percentage of that cost by institution and student level for 2017-18. The instructional costs shown in Table 4 include only costs funded by state GPR and tuition. Total instructional costs, which may include other revenues such as gifts, federal funds, and other program revenues, would be higher.

As shown in the table, the instructional cost per student varies considerably by both institution and student level. Systemwide, the average cost per undergraduate student was \$11,151 and ranged from \$8,437 at Platteville to \$14,650 at Superior, a difference of 74%. Some of the possible reasons for variations in instructional costs amongst the institutions include economies of scale (the smaller comprehensive campuses are more expensive), array of course offerings, use of academic staff as instructors, and mix of students.

Because tuition is not set at a percentage of instructional costs, students at different institutions pay differing percentages of their instructional costs. Students at the institutions where instructional costs are the lowest, such as Oshkosh, Platteville, River Falls, Stevens Point, and Whitewater, pay a greater share of their educational costs than students at institutions with the highest instructional costs, including Madison, Parkside, and Superior. For example, while undergraduate students at Superior paid 45% of the cost of their

education in 2017-18, students at Whitewater paid 72%.

Instructional costs also vary by student level. On average, instructional costs for juniors and seniors are 41% higher than for freshmen and sophomores. As a result, freshman and sophomore students typically pay a higher portion of their instructional costs through tuition than upper-level students. Upper-level students, especially at the doctoral campuses, tend to have smaller classes and are more often taught by faculty rather than teaching assistants or academic staff, which results in higher instructional costs. In addition, instructional costs also vary by discipline. For example, costs per credit are higher for health sciences courses than for humanities and social sciences courses. Nonresident students are charged tuition in excess of their instructional costs. These students provided a subsidy for resident undergraduate students.

Regent Tuition Authority and Limits on Resident Undergraduate Tuition Increases

The Board of Regents of the University of Wisconsin System is delegated the authority to set tuition under s. 36.27 of the statutes. The statutes permit the Regents to set separate rates for different classes of students, for residents and nonresidents, and for extension courses, summer sessions, and such other studies and courses of instruction as the Regents deem advisable.

Prior to the 2011-12 year, the Board of Regents could only increase resident undergraduate tuition by an amount sufficient to fund all of the following: (a) the amount shown in the appropriation schedule for academic student fees; (b) the pay plan approved by the Legislature's Joint Committee on Employment Relations for UW employees; (c) the projected loss of revenue caused by a change in the number of enrolled undergraduate,

Table 4: 2017-18 Instructional Cost Per Resident Student and Percent of Cost Paid by Tuition

| | Undergraduate Resident | | | | | | | Graduate Resident Tuition | Graduate Resident | | | |
|------------------------------|------------------------|--------------------|---------------|------------|-------|----------|-------|---------------------------|-------------------|-------|----------|-------|
| | Tuition | Cost Per Student | | | | | | | Master's | | Ph.D. | |
| | | Freshman/Sophomore | Junior/Senior | All Levels | | | | | | | | |
| Madison* | \$9,273 | \$11,833 | 78.4% | \$17,362 | 53.4% | \$15,262 | 60.8% | \$10,728 | \$26,645 | 40.3% | \$25,016 | 42.9% |
| Milwaukee | 8,091 | 8,142 | 99.4 | 13,037 | 62.1 | 10,778 | 75.1 | 10,387 | 22,142 | 46.9 | 25,209 | 41.2 |
| Doctoral Average | 8,777 | 10,323 | 85.0 | 15,930 | 55.1 | 13,635 | 64.4 | 10,572 | 25,179 | 42.0 | 25,046 | 42.2 |
| Eau Claire | 7,361 | 9,025 | 81.6 | 10,829 | 68.0 | 9,898 | 74.4 | 7,831 | 13,576 | 57.7 | | |
| Green Bay | 6,298 | 8,845 | 71.2 | 11,747 | 53.6 | 10,572 | 59.6 | 7,793 | 17,775 | 43.8 | | |
| La Crosse | 7,585 | 8,515 | 89.1 | 10,350 | 73.3 | 9,560 | 79.3 | 8,567 | 15,067 | 56.9 | | |
| Oshkosh | 6,422 | 8,445 | 76.0 | 11,181 | 57.4 | 9,964 | 64.5 | 7,640 | 14,265 | 53.6 | | |
| Parkside | 6,298 | 10,485 | 60.1 | 13,224 | 47.6 | 12,028 | 52.4 | 7,870 | 12,957 | 60.7 | | |
| Platteville | 6,418 | 7,979 | 80.4 | 8,899 | 72.1 | 8,437 | 76.1 | 7,640 | 17,410 | 43.9 | | |
| River Falls | 6,428 | 8,091 | 79.4 | 10,600 | 60.6 | 9,313 | 69.0 | 7,640 | 13,702 | 55.8 | | |
| Stevens Point | 6,698 | 8,238 | 81.3 | 10,876 | 61.6 | 9,577 | 69.9 | 7,870 | 14,187 | 55.5 | | |
| Stout | 6,720 | 8,953 | 75.1 | 11,385 | 59.0 | 10,214 | 65.8 | 8,513 | 15,006 | 56.7 | | |
| Superior | 6,535 | 12,991 | 50.3 | 15,214 | 43.0 | 14,650 | 44.6 | 7,640 | 24,163 | 31.6 | | |
| Whitewater | 6,519 | 7,480 | 87.2 | 10,760 | 60.6 | 9,091 | 71.7 | 7,949 | 15,056 | 52.8 | | |
| Comprehensive Average | 6,767 | 8,547 | 79.2 | 10,982 | 61.6 | 9,803 | 69.0 | 8,007 | 15,235 | 52.6 | | |
| Colleges Average | \$4,750 | \$9,741 | 48.8 | \$6,215 | 76.4 | \$9,563 | 49.7 | | | | | |
| System Average | \$7,330 | \$9,213 | 79.6 | \$12,967 | 56.5 | \$11,151 | 65.7 | \$9,870 | \$21,496 | 45.9 | | |

* Master's cost per student includes law students; doctoral cost per student excludes medical and veterinary students.

graduate, resident, and nonresident students; (d) state imposed costs not covered by state general purpose revenue as determined by the Board; (e) distance education, nontraditional courses, and intersession courses; and (f) differential tuition.

The UW System's appropriation for academic fees was deleted in 2011 Act 32, as well as the restrictions on the Regents' ability to set resident undergraduate tuition described above. However, the Legislature capped increases in resident undergraduate tuition at 5.5% annually during the 2011-13 biennium.

During the 2013-15 biennium, tuition for resident undergraduate students was frozen at the 2012-13 level in response to concerns regarding the UW's program revenue balances. Consistent with past biennia, there were no statutory restrictions on the amount by which the Regents could increase tuition for graduate, nonresident, and other students; however, the Regents acted to freeze tuition rates for these students in both 2013-14 and 2014-15.

The freeze on resident undergraduate tuition was continued in 2015 Act 55 through the 2015-17 biennium except that the Regents were permitted to implement a differential tuition at UW-Stevens Point. Unlike the 2013-15 biennium, the Board of Regents did approve tuition increases for other classes of students. In April, 2015, and April, 2016, the Regents approved increases in nonresident and graduate tuition at La Crosse, Madison, Milwaukee, Parkside, Platteville, Stevens Point, Stout, and Whitewater for the 2015-16 and 2016-17 academic years. In December, 2016, the Regents approved increases in nonresident and graduate tuition at Eau Claire, Green Bay, La Crosse, Madison, Milwaukee, Stout, and the UW Colleges in 2017-18 and 2018-19. The Regents approved a resolution in October, 2016, to freeze resident undergraduate tuition in the 2017-18 year and to increase that tuition by no more than the percentage increase in the consumer price index in the 2018-19 year.

However, under 2017 Act 59, the undergraduate resident tuition freeze continued for the 2017-19 biennium.

The tuition increases approved by the Regents for nonresident and graduate students at UW-Madison were the largest of the increases approved in April, 2015, and December, 2016. Notably, the Regents approved a \$10,000 increase in nonresident undergraduate tuition to be phased in over a period of four years. The Regents also approved increases in excess of \$10,000 for nonresidents enrolled in the masters of business and doctor of pharmacy programs and for residents and nonresidents enrolled in the doctor of medicine program. The Regents approved a \$20,000 increase in nonresident tuition for the School of Veterinary Medicine. Like the tuition increase for nonresident undergraduate students, these increases were also phased in over four years.

Unless modified by the Legislature during the 2019-21 session, there will be no limits on the Regents' authority to set tuition, including tuition for resident undergraduate students, beginning in the 2019-20 academic year under current law. It is unclear what method the Regents will use to determine increases in resident undergraduate tuition in the future.

Tuition and the State Biennial Budget

While the four recent biennial budgets specifically limited resident undergraduate tuition increases, other state budget acts have affected tuition rates in a less direct manner. The UW's instructional budget is funded primarily through a combination of GPR funds and tuition revenues. Changes in the level of GPR support for the University, as well as changes in costs and other factors, have resulted in changes in tuition. The Legislature may influence tuition rates through the biennial budget process by determining the

level of GPR support provided for the University and, in previous biennia, the University's tuition revenue expenditure authority.

The budget process begins with the UW System's biennial budget request which is approved by the Regents in August of even-numbered years. In past biennia, most requests for instructional funding included in the UW System's budget request reflected a sharing of costs between tuition and state GPR. Following the Regent tuition policy principles, which are shown in the appendix to this paper, the Regents generally request that 65% of instructional and related items be funded with state GPR and the remaining 35% be funded with tuition (academic student fees). This is known as the GPR/fees split. Because this cost-sharing is not statutory, the Regents are free to propose changes in the ratio of tuition to GPR and have done so in prior budgets. However, the Regents have not included any requested changes to the GPR/fees split in recent biennial budget requests.

Historically, the Regents have not included a proposed percentage increase in resident undergraduate tuition in their budget request. One reason for this is that compensation adjustments for UW employees are approved by the Joint Committee on Employment Relations (JCOER) through a process separate from the biennial budget process. Due to the manner in which UW employee salaries are funded, increases in UW employee compensation and fringe benefit costs typically contribute to tuition increases. Without knowing the amount by which salary and fringe benefit costs will increase, the Regents are not able to estimate the amount by which tuition would have to increase to fund those costs.

During the budget process, the Governor and Legislature may either approve the GPR/fee split requested by the Regents by providing the amount of GPR funding requested or alter the split by providing a different level of GPR support. Due to the relationship between tuition and GPR

support, when the amount of GPR provided is less than requested, or is reduced, increases in tuition may be higher. Conversely, if the amount of GPR provided is greater than requested by the Regents, tuition increases may be smaller.

The UW System can carryover unexpended tuition revenues from one year to the next creating a tuition revenue balance. Beginning in 2014, the Board of Regents has been required to report the tuition revenue balances held by each institution and those balances as a percentage of each institution's state GPR and tuition expenditures less GPR debt service. As of June 30, 2018, tuition revenue balances held by UW institutions totaled \$300.9 million. This represents a decrease of \$250.6 million from June 30, 2013, when the UW System's tuition balance peaked at \$551.5 million. Table 5 shows tuition revenue balances by institution and those balances as a percentage of each institution's GPR and tuition expenditures less GPR debt service. [Further information on tuition and other program revenue balances held by the UW System can be found in the Legislative Fiscal

Table 5: Tuition Revenue Balances by Institution as of June 30, 2018

| | Tuition Revenue Balance | Balance as a % of GPR and Tuition Expenditures* |
|-----------------|-------------------------|---|
| Eau Claire | \$12,075,913 | 11.1% |
| Green Bay | 6,770,204 | 12.1 |
| La Crosse | 6,668,630 | 5.7 |
| Madison | 66,881,259 | 6.5 |
| Milwaukee | 44,050,781 | 13.0 |
| Oshkosh | 5,573,862 | 5.6 |
| Parkside | 10,924,700 | 24.0 |
| Platteville | 12,153,995 | 14.6 |
| River Falls | 10,712,859 | 18.2 |
| Stevens Point | 2,451,799 | 2.6 |
| Stout | 8,051,013 | 9.1 |
| Superior | 3,895,804 | 10.8 |
| Whitewater | 15,558,366 | 12.7 |
| UW Colleges | 13,343,797 | 19.0 |
| UW Extension | 4,351,595 | 7.9 |
| UW Systemwide | <u>77,385,598</u> | 358.8 |
| UW System Total | \$300,850,175 | 12.4% |

*Excludes GPR debt service.

Bureau's informational paper entitled, "University of Wisconsin System Overview."]

Historic Tuition Rates and Tuition Increases

Table 6 shows annual tuition for full-time resident undergraduate students enrolled in UW institutions, annual tuition increases, and annual increases in the Consumer Price Index (CPI) from 1998-99 to 2018-19. Annualized increases in tuition and CPI are shown for the entire 20-year period as well as the periods from 1998-99 to 2008-09 and from 2008-09 to 2018-19 at the bottom of the table. Tuition rates shown in Table 6 include differential tuitions charged to all resident undergraduate students. Differential tuitions charged only to certain students are excluded.

As shown in the table, tuition increases for resident undergraduate students at UW-Madison, UW-Milwaukee, and the comprehensive institutions have exceeded increases in CPI in every year since 1998-99 except for 2000-01 and 2013-14 through 2018-19 when the Legislature froze tuition. In addition, annualized tuition increases for all UW System institutions over the twenty-year period shown were more than twice the annualized increase in the CPI while annualized increases at UW-Madison were nearly three times the annualized increase in CPI from 1998-99 to 2008-09. The table also shows that, in general, tuition increases have been smaller in the most recent 10 years than in the prior 10 years. This difference is largely the result of above average tuition increases during the 2003-05 biennium and the tuition freeze during the 2013-15, 2015-17, and 2017-19 biennia.

Table 6 also shows resident undergraduate tuition as a percentage of the instructional cost per student. As shown in the table, tuition as a percent of instructional cost has risen from between 35% and 38% in 1998-99 to between 50% and 75% in

2017-18, the most recent year for which data is available.

Tables 7 and 8 show undergraduate and graduate student tuition for resident and nonresident students, excluding tuition for the professional schools of law, medicine and veterinary medicine and for pharmacy and business master's students, from 2008-09 to 2018-19. As shown in Table 8, resident graduate tuition has been frozen at Madison and Milwaukee since 2013-14. Tuition for nonresident graduate students has been frozen since 2008-09 at Madison and was frozen from 2008-09 to 2014-15 at Milwaukee.

Table 9 shows resident and nonresident tuition charged by the professional schools of law, medicine, veterinary medicine, and pharmacy, all of which are located at UW-Madison, from 2008-09 to 2018-19.

Primary Causes of Resident Undergraduate Tuition Increases

In the decade prior to the implementation of the tuition freeze in 2013-14, increases in resident undergraduate tuition were primarily attributable to increases in salary and fringe benefit costs for faculty and academic staff and reductions in GPR funding for the UW System. However, the large percentage increases in undergraduate resident tuition in 2003-04 and 2004-05 reflect the policy decision by the Governor and Legislature to authorize the UW System to offset a portion of reductions in GPR funding (\$110 million in 2003-04 and \$140 million in 2004-05) with tuition revenue.

The salaries of most UW employees whose duties are related to the University's instructional mission are funded through a combination of state GPR and tuition revenues. In general, when salary increases are approved for these employees or there are increases in the cost of fringe benefits provided, GPR is provided to fund a portion of the cost of the increase. The remainder of the cost of

Table 6: Annual Tuition for Resident Undergraduate Students

| Year | Madison | | Milwaukee | | Comprehensives* | | Colleges | | % of Instructional Cost | | | | Change in CPI-U 1998 thru 2018** |
|---------|---------|------------|-----------|------------|-----------------|------------|----------|------------|-------------------------|-----------|-------|----------|--|
| | Amount | % Increase | Amount | % Increase | Amount | % Increase | Amount | % Increase | Madison | Milwaukee | Comp. | Colleges | |
| 1998-99 | \$3,001 | 4.9% | \$2,987 | 4.9% | \$2,439 | 4.9% | \$2,097 | 7.2% | 35.0% | 38.1% | 36.2% | 37.8% | 1.6% |
| 1999-00 | 3,290 | 9.6 | 3,194 | 6.9 | 2,616 | 7.3 | 2,264 | 8.0 | 37.6 | 38.6 | 36.9 | 39.0 | 2.2 |
| 2000-01 | 3,290 | 0.0 | 3,194 | 0.0 | 2,616 | 0.0 | 2,264 | 0.0 | 38.3 | 37.0 | 35.1 | 34.4 | 3.4 |
| 2001-02 | 3,568 | 8.4 | 3,462 | 8.4 | 2,799 | 7.0 | 2,422 | 7.0 | 39.7 | 40.9 | 37.1 | 38.3 | 2.8 |
| 2002-03 | 3,854 | 8.0 | 3,738 | 8.0 | 3,039 | 8.6 | 2,700 | 11.5 | 44.9 | 40.7 | 38.1 | 40.4 | 1.6 |
| 2003-04 | 4,554 | 18.2 | 4,438 | 18.7 | 3,558 | 17.1 | 3,200 | 18.5 | 47.6 | 49.8 | 45.9 | 49.6 | 2.3 |
| 2004-05 | 5,254 | 15.4 | 5,138 | 15.8 | 4,071 | 14.4 | 3,700 | 15.6 | 52.3 | 58.5 | 49.5 | 57.3 | 2.7 |
| 2005-06 | 5,618 | 6.9 | 5,494 | 6.9 | 4,356 | 7.0 | 3,977 | 7.5 | 54.0 | 62.9 | 53.3 | 56.6 | 3.4 |
| 2006-07 | 6,000 | 6.8 | 5,868 | 6.8 | 4,647 | 6.7 | 4,268 | 7.3 | 53.9 | 65.6 | 54.3 | 57.2 | 3.2 |
| 2007-08 | 6,330 | 5.5 | 6,191 | 5.5 | 4,906 | 5.6 | 4,268 | 0.0 | 53.4 | 66.3 | 55.1 | 53.7 | 2.8 |
| 2008-09 | 6,678 | 5.5 | 6,531 | 5.5 | 5,241 | 6.8 | 4,268 | 0.0 | 52.4 | 65.3 | 58.1 | 55.1 | 3.8 |
| 2009-10 | 7,296 | 9.3 | 6,890 | 5.5 | 5,573 | 6.3 | 4,268 | 0.0 | 53.7 | 66.2 | 62.5 | 57.2 | -0.4 |
| 2010-11 | 7,933 | 8.7 | 7,269 | 5.5 | 5,941 | 6.6 | 4,268 | 0.0 | 58.0 | 71.2 | 65.1 | 55.4 | 1.6 |
| 2011-12 | 8,592 | 8.3 | 7,669 | 5.5 | 6,310 | 6.2 | 4,503 | 5.5 | 64.8 | 78.9 | 70.4 | 63.7 | 3.2 |
| 2012-13 | 9,273 | 7.9 | 8,091 | 5.5 | 6,686 | 6.0 | 4,750 | 5.5 | 66.7 | 79.8 | 72.1 | 66.2 | 2.1 |
| 2013-14 | 9,273 | 0.0 | 8,091 | 0.0 | 6,698 | 0.2 | 4,750 | 0.0 | 67.6 | 82.5 | 70.3 | 61.8 | 1.5 |
| 2014-15 | 9,273 | 0.0 | 8,091 | 0.0 | 6,704 | 0.1 | 4,750 | 0.0 | 69.8 | 76.9 | 67.7 | 59.9 | 1.6 |
| 2015-16 | 9,273 | 0.0 | 8,091 | 0.0 | 6,715 | 0.2 | 4,750 | 0.0 | 69.3 | 82.4 | 72.6 | 62.7 | 0.1 |
| 2016-17 | 9,273 | 0.0 | 8,091 | 0.0 | 6,766 | 0.8 | 4,750 | 0.0 | 64.7 | 82.2 | 71.5 | 57.0 | 1.3 |
| 2017-18 | 9,273 | 0.0 | 8,091 | 0.0 | 6,767 | 0.0 | 4,750 | 0.0 | 60.8 | 75.1 | 69.0 | 49.7 | 2.1 |
| 2018-19 | 9,273 | 0.0 | 8,091 | 0.0 | 6,780 | 0.2 | 4,750 | 0.0 | NA | NA | NA | NA | 2.4 |

Annualized Rate of Change

| | Tuition | | | | CPI-U |
|----------------------|---------|------|------|------|-------|
| 1998-99 thru 2018-19 | 5.8% | 5.8% | 5.2% | 4.2% | 2.2% |
| 1998-99 thru 2008-09 | 8.3% | 8.3% | 7.9% | 7.4% | 2.8% |
| 2008-09 thru 2018-19 | 3.3% | 2.2% | 2.6% | 1.1% | 1.5% |

* Weighted average for new freshmen. Although resident undergraduate tuition was frozen from 2013-14 through 2018-19, average tuition increased slightly due to changes in enrollments. The increase beginning in 2016-17 is largely attributable to the implementation of a differential tuition at UW-Stevens Point.

** Through November, 2018.

Table 7: Tuition for Undergraduate Students

| Year | Madison | | | | Milwaukee | | | | Comprehensives | | | |
|---------------------|----------|----------|-------------|----------|-----------|----------|-------------|----------|----------------|----------|---------------|----------|
| | Resident | | Nonresident | | Resident | | Nonresident | | Resident* | | Nonresident** | |
| | Amount | % Change | Amount | % Change | Amount | % Change | Amount | % Change | Amount | % Change | Amount | % Change |
| 2008-09 | \$6,678 | 5.5% | \$20,928 | 1.7% | \$6,531 | 5.5% | \$16,259 | 2.1% | \$5,241 | 6.8% | \$12,811 | 2.8% |
| 2009-10 | 7,296 | 9.3 | 22,045 | 5.3 | 6,890 | 5.5 | 16,619 | 2.2 | 5,573 | 6.3 | 13,141 | 2.6 |
| 2010-11 | 7,933 | 8.7 | 23,183 | 5.2 | 7,269 | 5.5 | 16,998 | 2.3 | 5,941 | 6.6 | 13,466 | 2.5 |
| 2011-12 | 8,592 | 8.3 | 24,342 | 5.0 | 7,669 | 5.5 | 17,398 | 2.4 | 6,310 | 6.2 | 13,803 | 2.5 |
| 2012-13 | 9,273 | 7.9 | 25,523 | 4.9 | 8,091 | 5.5 | 17,820 | 2.4 | 6,686 | 6.0 | 14,158 | 2.6 |
| 2013-14 | 9,273 | 0.0 | 25,523 | 0.0 | 8,091 | 0.0 | 17,820 | 0.0 | 6,698 | 0.2 | 14,154 | 0.0 |
| 2014-15 | 9,273 | 0.0 | 25,523 | 0.0 | 8,091 | 0.0 | 17,820 | 0.0 | 6,704 | 0.1 | 14,145 | -0.1 |
| 2015-16 | 9,273 | 0.0 | 28,523 | 11.8 | 8,091 | 0.0 | 18,265 | 2.5 | 6,715 | 0.2 | 14,422 | 2.0 |
| 2016-17 | 9,273 | 0.0 | 31,253 | 9.6 | 8,091 | 0.0 | 18,449 | 1.0 | 6,766 | 0.8 | 14,590 | 1.2 |
| 2017-18 | 9,273 | 0.0 | 33,523 | 7.3 | 8,091 | 0.0 | 19,371 | 5.0 | 6,767 | 0.0 | 14,636 | 0.3 |
| 2018-19 | 9,273 | 0.0 | 35,523 | 6.0 | 8,091 | 0.0 | 19,370 | 0.0 | 6,780 | 0.2 | 14,648 | 0.1 |
| Total % Increase | | 38.9% | | 69.7% | | 23.9% | | 19.1% | | 29.4% | | 14.3% |
| Annualized Increase | | 3.3% | | 5.4% | | 2.2% | | 1.8% | | 2.6% | | 1.3% |

* Weighted average for new freshmen. Although resident undergraduate tuition was frozen from 2013-14 through 2018-19, average tuition increased slightly due to changes in enrollments. The increase in 2016-17 is largely attributable to the implementation of a differential tuition at UW-Stevens Point. Most recent year data is preliminary.

** Weighted average for all nonresident undergraduate students based on regular nonresident tuition. Tuition for resident undergraduate students was frozen at all institutions in 2013-14 and 2014-15. Average tuition declined slightly in those years due to changes in enrollment. Most recent year data is preliminary and is a weighted average of new freshmen.

Table 8: Tuition for Graduate Students

| Year | Madison | | | | Milwaukee | | | | Comprehensives* | | | |
|---------------------|----------|----------|-------------|----------|-----------|----------|-------------|----------|-----------------|----------|-------------|----------|
| | Resident | | Nonresident | | Resident | | Nonresident | | Resident | | Nonresident | |
| | Amount | % Change | Amount | % Change | Amount | % Change | Amount | % Change | Amount | % Change | Amount | % Change |
| 2008-09 | \$9,132 | 4.0% | \$24,054 | 0.0% | \$8,826 | 4.0% | \$22,852 | 0.0% | \$6,463 | 4.4% | \$15,624 | 0.7% |
| 2009-10 | 9,500 | 4.0 | 24,054 | 0.0 | 9,186 | 4.1 | 22,852 | 0.0 | 6,742 | 4.3 | 15,568 | -0.4 |
| 2010-11 | 9,887 | 4.1 | 24,054 | 0.0 | 9,565 | 4.1 | 22,852 | 0.0 | 7,048 | 4.5 | 15,959 | 2.5 |
| 2011-12 | 10,296 | 4.1 | 24,054 | 0.0 | 9,965 | 4.2 | 22,852 | 0.0 | 7,362 | 4.5 | 16,523 | 3.5 |
| 2012-13 | 10,728 | 4.2 | 24,054 | 0.0 | 10,387 | 4.2 | 22,852 | 0.0 | 7,690 | 4.5 | 16,793 | 1.6 |
| 2013-14 | 10,728 | 0.0 | 24,054 | 0.0 | 10,387 | 0.0 | 22,852 | 0.0 | 7,693 | 0.0 | 16,793 | 0.0 |
| 2014-15 | 10,728 | 0.0 | 24,054 | 0.0 | 10,387 | 0.0 | 22,852 | 0.0 | 7,694 | 0.0 | 16,794 | 0.0 |
| 2015-16 | 10,728 | 0.0 | 24,054 | 0.0 | 10,387 | 0.0 | 23,424 | 2.5 | 7,776 | 1.1 | 16,950 | 0.9 |
| 2016-17 | 10,728 | 0.0 | 24,054 | 0.0 | 10,387 | 0.0 | 23,424 | 0.0 | 7,889 | 1.5 | 17,211 | 1.5 |
| 2017-18 | 10,728 | 0.0 | 24,054 | 0.0 | 10,387 | 0.0 | 23,424 | 0.0 | 7,945 | 0.7 | 17,410 | 1.2 |
| 2018-19 | 10,728 | 0.0 | 24,054 | 0.0 | 10,387 | 0.0 | 23,424 | 0.0 | 8,007 | 0.8 | 17,619 | 1.2 |
| Total % Increase | | 17.5% | | 0.0% | | 17.7% | | 2.5% | | 23.9% | | 12.8% |
| Annualized Increase | | 1.6% | | 0.0% | | 1.6% | | 0.3% | | 2.2% | | 1.2% |

*Weighted averages. Most recent year data is preliminary.

Table 9: Tuition for Professional School Students

| Year | <u>Law</u> | | | | <u>Medical</u> | | | | <u>Veterinary</u> | | | | <u>Pharmacy</u> | | | |
|---|-----------------|----------|--------------------|----------|-----------------|----------|--------------------|----------|-------------------|----------|--------------------|----------|-----------------|----------|--------------------|----------|
| | <u>Resident</u> | | <u>Nonresident</u> | | <u>Resident</u> | | <u>Nonresident</u> | | <u>Resident</u> | | <u>Nonresident</u> | | <u>Resident</u> | | <u>Nonresident</u> | |
| | Amount | Change % | Amount | Change % | Amount | Change % | Amount | Change % | Amount | Change % | Amount | Change % | Amount | Change % | Amount | Change % |
| 2008-09 | \$13,840 | 7.7% | \$33,764 | 5.8% | \$22,212 | 1.6% | \$33,336 | 1.1% | \$16,330 | 2.2% | \$24,402 | 1.4% | \$12,235 | 5.5% | \$24,692 | 2.7% |
| 2009-10 | 15,408 | 11.3 | 35,332 | 4.6 | 22,580 | 1.7 | 33,704 | 1.1 | 16,697 | 2.2 | 24,769 | 1.5 | 12,908 | 5.5 | 25,365 | 2.7 |
| 2010-11 | 16,995 | 10.3 | 36,532 | 3.4 | 22,967 | 1.7 | 33,704 | 0.0 | 17,085 | 2.3 | 24,769 | 0.0 | 13,618 | 5.5 | 26,075 | 2.8 |
| 2011-12 | 18,604 | 9.5 | 37,732 | 3.3 | 23,376 | 1.8 | 33,704 | 0.0 | 17,494 | 2.4 | 24,769 | 0.0 | 14,367 | 5.5 | 26,824 | 2.9 |
| 2012-13 | 20,235 | 8.8 | 38,932 | 3.2 | 23,807 | 1.8 | 33,704 | 0.0 | 17,925 | 2.5 | 24,769 | 0.0 | 15,157 | 5.5 | 27,614 | 2.9 |
| 2013-14 | 20,235 | 0.0 | 38,932 | 0.0 | 23,807 | 0.0 | 33,704 | 0.0 | 17,925 | 0.0 | 24,769 | 0.0 | 15,157 | 0.0 | 27,614 | 0.0 |
| 2014-15 | 20,235 | 0.0 | 38,932 | 0.0 | 23,807 | 0.0 | 33,704 | 0.0 | 17,925 | 0.0 | 24,769 | 0.0 | 15,157 | 0.0 | 27,614 | 0.0 |
| 2015-16 | 20,235 | 0.0 | 38,932 | 0.0 | 26,117 | 9.7 | 36,013 | 6.9 | 19,676 | 9.8 | 29,769 | 20.2 | 16,521 | 9.0 | 30,100 | 9.0 |
| 2016-17 | 20,235 | 0.0 | 38,932 | 0.0 | 28,650 | 9.7 | 38,546 | 7.0 | 21,626 | 9.9 | 34,769 | 16.8 | 18,008 | 9.0 | 32,809 | 9.0 |
| 2017-18 | 21,235 | 4.9 | 39,932 | 2.6 | 31,429 | 9.7 | 42,285 | 9.7 | 25,626 | 18.5 | 41,269 | 18.7 | 19,773 | 9.8 | 36,024 | 9.8 |
| 2018-19 | 22,235 | 4.7 | 40,932 | 2.5 | 34,478 | 9.7 | 46,387 | 9.7 | 29,626 | 15.6 | 47,769 | 15.8 | 21,711 | 9.8 | 39,554 | 9.8 |
| Total % Increase Annualized Increase | | 60.7% | | 21.2% | | 55.2% | | 39.1% | | 81.4% | | 95.8% | | 77.4% | | 60.2% |
| | | 4.9% | | 1.9% | | 4.5% | | 3.4% | | 6.1% | | 6.9% | | 5.9% | | 4.8% |

Table 10: UW System Budget by Fund Source, 2012-13 and 2018-19*

| | Budgeted Tuition | State GPR | Total All Funds Budget | Tuition as a % of Total Budget | State GPR As a % of Total Budget |
|----------------|------------------|-----------------|------------------------|--------------------------------|----------------------------------|
| 2012-13 | \$1,277,395,072 | \$1,135,221,084 | \$5,901,419,864 | 21.6% | 19.2% |
| 2013-14 | 1,318,901,215 | 1,151,402,700 | 5,997,076,252 | 22.0 | 19.2 |
| 2014-15 | 1,348,961,629 | 1,178,197,283 | 6,097,870,862 | 22.1 | 19.3 |
| 2015-16 | 1,526,945,474 | 1,029,650,900 | 6,194,179,374 | 24.7 | 16.6 |
| 2016-17 | 1,537,059,240 | 1,048,705,300 | 6,256,551,185 | 24.6 | 16.8 |
| 2017-18 | 1,510,041,163 | 1,063,550,300 | 6,223,796,354 | 24.3 | 17.1 |
| 2018-19 | 1,534,122,225 | 1,123,105,633 | 6,348,527,703 | 24.2 | 17.7 |
| Percent Change | 20.1% | -1.1% | 7.6% | | |

*Includes one-time use of tuition revenues.

the increase must be funded by additional tuition revenues resulting in tuition increases.

Due to the tuition freeze, the Regents could not increase resident undergraduate tuition to generate the tuition portion of the pay plan approved for UW employees during the 2013-15 biennium or estimated increases in fringe benefit costs during the 2013-15, 2015-17, and 2017-19 biennia. Under 2017 Act 59, 2% general wage adjustments were provided on July 1, 2018, and January 1, 2019. Additional information on faculty and academic staff compensation is contained in the Legislative Fiscal Bureau informational paper entitled, "University of Wisconsin System Overview."

Four of the last five most recent biennial budget acts made significant reductions to the UW System's GPR base budget. During the 2009-11 and 2011-13 biennia, the Board of Regents increased tuition to partially offset GPR base reductions. Under 2009 Act 28, the UW System's GPR base budget was reduced by approximately \$60 million annually. Tuition was increased to generate \$35 million in 2009-10 and an additional \$15.5 million in 2010-11 to partially offset this reduction. During the 2011-13 biennium, the Board of Regents was permitted to increase resident undergraduate tuition by 5.5% annually. These

increases allowed the University to generate approximately \$37.5 million in 2011-12 and an additional \$34.5 million in 2012-13 in tuition revenues to partially offset GPR base budget reductions of \$125 million annually.

Due to the tuition freezes, the Regents have been unable to increase resident undergraduate tuition to offset the \$32.8 million annual GPR reduction included in the state's 2013-15 biennial budget or the \$125 million annual GPR reduction included in the 2015-17 biennial budget.

Additional factors also contributed to increases in resident undergraduate tuition from 2003-04 to 2012-13. During that period, resident undergraduate tuition was also increased to fund fuel and utility costs, instructional and other initiatives, and veterans' tuition remissions.

Tuition Revenues

In 2018-19, the UW System's budget includes \$1,534.1 million in tuition revenues. These revenues account for 24.2% of the UW System's \$6.35 billion all funds budget. Table 10 compares budgeted tuition revenues, state GPR, and the UW

System's total all funds budget from 2012-13 to 2018-19. As shown in the table, tuition revenues have exceeded state GPR for the UW System since 2012-13. Tuition revenues increased by 20.1% from 2012-13 to 2018-19 while state GPR for the UW System decreased by 1.1% and the UW System's total budget increased by 7.6%. As tuition revenues have increased at a faster rate than the total budget, tuition revenues made up a greater proportion of the UW System's total budget in 2018-19 than in 2012-13.

Table 11 shows 2017-18 tuition revenues less remissions by student level and resident status. Tuition received from Minnesota reciprocity students is included in the "Residents" column. While non-reciprocity, nonresident undergraduates made up only 14.4% of the undergraduate population systemwide based on fall, 2017, enrollment, these students generated 17.8% of undergraduate student tuition revenues. At Madison, these students represent approximately 30.7% of the undergraduate population but generated 42.5% of undergraduate tuition revenues. These

Table 11: Estimated Tuition Revenues Less Remissions, 2017-18*

| | Tuition Revenue | % Paid by: | |
|----------------------------|-------------------|-------------|--------------|
| | | Residents** | Nonresidents |
| Madison | | | |
| Undergraduate | \$480,273,680 | 57.5% | 42.5% |
| Graduate | 125,923,681 | 84.7 | 15.3 |
| Milwaukee | | | |
| Undergraduate | 150,419,610 | 94.0 | 6.0 |
| Graduate | 29,510,052 | 87.8 | 12.2 |
| Comprehensive Institutions | | | |
| Undergraduate | 474,186,170 | 95.1 | 4.9 |
| Graduate | 37,362,744 | 96.4 | 3.6 |
| Colleges | | | |
| Undergraduate | <u>39,713,532</u> | 95.7 | 4.3 |
| TOTAL | \$1,337,389,469 | 80.4% | 19.6% |

*Includes Summer 2017, Fall 2017, Intersession, and Spring 2018, excludes differential tuition, self-supporting programs, and distance education fees.

**Includes Minnesota reciprocity students.

figures demonstrate the relative importance of out-of-state students, particularly those at Madison, to tuition revenues. Madison, with its relatively high tuition levels and nonresident enrollment, generates an estimated 45% of total systemwide tuition revenue despite enrolling only 25% of all students in the UW System.

When collected, tuition revenues are pooled with state GPR funds and certain other revenues. These pooled funds make up the University's base budget. Tuition generated by increased enrollment, self-supporting programs, differential tuition is excluded from this pool of funds.

Segregated Fees

In addition to tuition charges, all students are assessed segregated fees which are used to finance a wide variety of student activities and services including student unions and student centers, student health services, student activities and organizations, intercollegiate and recreational sports, parking and transportation services, and child care.

The total segregated fee amount paid by the student consists of allocable fees and nonallocable fees. According to Board of Regents policy, allocable fees are those fees that constitute substantial support for student activities such as student organizations, concerts, lectures, and bus passes. By statute, the disposition of the allocable portion of the segregated fee is determined by the students of each institution in consultation with the chancellor and subject to the final confirmation of the Board of Regents.

Nonallocable fees are defined as fees that support fixed obligations and programs that require stable funding such as debt service, base operating funds for student unions, and minimum student

health services. Chancellors, following consultation with the students of their institutions, are responsible for the development of budgets and expenditures for the nonallocable portions of the segregated fee.

Unlike tuition rates, segregated fees are determined on an institution-by-institution and campus-by-campus basis. In 2018-19, annual segregated fees at the four-year institutions range from \$1,008 at Whitewater to \$1,580 at Green Bay and fees at the UW Colleges range from \$310 to \$597. Table 12 shows segregated fees charged at each of the four-year institutions from 2008-09 to 2018-19. The table also compares annualized increases in segregated fees charged to annualized tuition increases. At most institutions, segregated fees have increased at a faster rate than tuition.

In general, institutions with larger increases in segregated fees have had large, segregated fee-supported building or renovation projects within the last decade. These institutions include Eau Claire and Superior, both of which built new student unions, and River Falls, which built a new student union and a new student recreational facility.

In addition, 10 of the four-year UW institutions require freshmen and sophomore students to live in residence halls. This requirement does not apply to students who live with a parent or guardian, are married, are veterans, or if there is insufficient space. Students living in residence halls must pay room and board charges in addition to tuition and segregated fees. Table 13 shows these room and board rates by institution for 2008-09 to 2018-19.

Comparative Statistics

Peer comparisons are frequently used in evaluating tuition charged at UW System institutions.

The public universities belonging to the Big Ten conference are generally cited when comparing tuition at UW-Madison to that of similar institutions while the peer group commonly used for UW-Milwaukee consists of other urban institutions across the nation. The peer group for the UW comprehensive institutions includes other public universities in the Midwest.

Historically, UW-Madison's resident undergraduate tuition and fees have been lower than resident tuition at all other public Big Ten universities except the University of Iowa. However, with the implementation of a \$1,000 differential tuition charged to all resident undergraduate students between 2009-10 to 2012-13 and the inclusion of Rutgers University and the Universities of Maryland and Nebraska in the Big Ten conference, UW-Madison resident undergraduate tuition and fees are now ranked tenth out of the 13 public Big Ten institutions.

Table 14 shows tuition and fees charged to resident and nonresident undergraduate and graduate students at each public Big Ten university in 2017-18 and 2018-19. While resident undergraduate tuition and fees at UW-Madison ranked tenth out of the 13 public Big Ten universities, nonresident undergraduate tuition ranked third. The 2017-18 and 2018-19 nonresident undergraduate tuition rates reflect increases of \$2,000 annually approved by the Board of Regents December, 2016. Nonresident undergraduate tuition and fees had ranked tenth most expensive out of the 13 peers as recently as 2014-15.

Resident graduate tuition and fees ranked ninth of 13 and were \$5,511 below the peer midpoint while nonresident graduate tuition and fees ranked twelfth, at \$7,117 below the midpoint.

Table 15 shows increases in tuition and fees for resident undergraduate students at public, midwestern Big Ten universities in both percentage and dollar terms from 2008-09 to 2018-19. As shown in the table, resident undergraduate tuition

Table 12: Segregated Fees by Campus, 2008-09 to 2018-19

| | Madison | Milwaukee | Eau Claire | Green Bay | La Crosse | Oshkosh | Parkside | Platteville | River Falls | Stevens Point | Stout* | Superior | Whitewater |
|----------------------|---------|-----------|------------|-----------|-----------|---------|----------|-------------|-------------|---------------|--------|----------|------------|
| 2008-09 | \$886 | \$774 | \$785 | \$1,224 | \$848 | \$843 | \$984 | \$823 | \$921 | \$981 | \$654 | \$1,068 | \$766 |
| 2009-10 | 1,014 | 812 | 922 | 1,250 | 904 | 872 | 912 | 848 | 954 | 1,031 | 739 | 1,165 | 801 |
| 2010-11 | 1,050 | 832 | 1,053 | 1,314 | 918 | 905 | 960 | 864 | 1,020 | 1,050 | 782 | 1,300 | 831 |
| 2011-12 | 1,073 | 1,006 | 1,095 | 1,312 | 951 | 905 | 960 | 887 | 1,063 | 1,040 | 849 | 1,329 | 863 |
| 2012-13 | 1,105 | 1,090 | 1,128 | 1,350 | 987 | 929 | 989 | 897 | 1,129 | 1,071 | 877 | 1,363 | 859 |
| 2013-14 | 1,130 | 1,209 | 1,146 | 1,378 | 1,010 | 979 | 1,018 | 901 | 1,149 | 1,109 | 908 | 1,411 | 906 |
| 2014-15 | 1,137 | 1,300 | 1,180 | 1,460 | 1,036 | 1,015 | 1,028 | 908 | 1,176 | 1,189 | 953 | 1,459 | 923 |
| 2015-16 | 1,142 | 1,338 | 1,261 | 1,526 | 1,073 | 1,065 | 1,043 | 915 | 1,357 | 1,193 | 979 | 1,501 | 956 |
| 2016-17 | 1,215 | 1,402 | 1,272 | 1,580 | 1,332 | 1,122 | 1,069 | 911 | 1,396 | 1,282 | 1,016 | 1,552 | 966 |
| 2017-18 | 1,260 | 1,474 | 1,290 | 1,580 | 1,337 | 1,165 | 1,091 | 963 | 1,424 | 1,341 | 1,069 | 1,574 | 978 |
| 2018-19 | 1,282 | 1,497 | 1,309 | 1,580 | 1,348 | 1,199 | 1,091 | 1,153 | 1,434 | 1,390 | 1,098 | 1,591 | 1,008 |
| Total % Increase | 44.7% | 93.4% | 66.8% | 29.1% | 59.0% | 42.2% | 10.9% | 40.1% | 55.7% | 41.7% | 67.9% | 49.0% | 31.6% |
| Annualized Increase | 3.8 | 6.8 | 5.2 | 2.6 | 4.7 | 3.6 | 1.0 | 3.4 | 4.5 | 3.5 | 5.3 | 4.1 | 2.8 |
| Tuition | | | | | | | | | | | | | |
| Total % Increase | 38.9% | 23.9% | 40.5% | 23.9% | 34.4% | 23.6% | 23.9% | 23.8% | 24.7% | 31.7% | 24.1% | 24.9% | 23.9% |
| Annualized Increases | 3.3 | 2.2 | 3.5 | 2.2 | 3.0 | 2.1 | 2.2 | 2.2 | 2.2 | 2.8 | 2.2 | 2.2 | 2.2 |

*UW-Stout charges tuition and segregated fees on a per credit basis. Segregated fees shown are for 28.3 credits.

Table 13: Room and Board Fees by Campus, 2008-09 to 2018-19

| | Madison | Milwaukee** | Eau Claire* | Green Bay | La Crosse* | Oshkosh* | Parkside* | Platteville* | River Falls* | Stevens Point | Stout* | Superior* | Whitewater* |
|---------------------|---------|-------------|-------------|-----------|------------|----------|-----------|--------------|--------------|---------------|---------|-----------|-------------|
| 2008-09 | \$6,909 | \$5,738 | \$4,960 | \$4,700 | \$5,420 | \$5,720 | \$5,570 | \$4,809 | \$5,106 | \$5,180 | \$5,170 | \$4,954 | \$4,790 |
| 2009-10 | 7,157 | 6,838 | 5,630 | 5,000 | 5,630 | 5,864 | 5,750 | 5,002 | 5,330 | 5,612 | 5,336 | 5,085 | 5,028 |
| 2010-11 | 7,435 | 7,018 | 5,770 | 5,450 | 5,630 | 5,976 | 5,974 | 5,208 | 5,530 | 5,760 | 5,560 | 5,330 | 5,402 |
| 2011-12 | 7,724 | 8,182 | 5,947 | 5,700 | 5,930 | 6,128 | 6,192 | 6,042 | 5,715 | 6,002 | 5,844 | 5,420 | 5,554 |
| 2012-13 | 8,024 | 8,594 | 6,182 | 5,950 | 6,000 | 6,248 | 6,382 | 6,440 | 5,957 | 6,158 | 6,054 | 5,610 | 5,786 |
| 2013-14 | 8,287 | 8,836 | 6,465 | 6,200 | 5,950 | 6,460 | 6,572 | 6,770 | 6,198 | 6,238 | 6,234 | 5,780 | 5,900 |
| 2014-15 | 8,546 | 8,894 | 6,775 | 6,200 | 5,910 | 6,702 | 6,696 | 7,050 | 6,384 | 6,390 | 6,434 | 6,085 | 6,144 |
| 2015-16 | 8,828 | 9,178 | 7,167 | 6,200 | 5,850 | 6,826 | 6,852 | 7,130 | 6,424 | 6,883 | 6,504 | 6,085 | 6,214 |
| 2016-17 | 9,074 | 9,326 | 6,985 | 6,320 | 6,025 | 7,030 | 6,938 | 7,130 | 6,525 | 7,089 | 6,624 | 6,265 | 6,326 |
| 2017-18 | 9,350 | 9,606 | 7,506 | 7,030 | 6,206 | 7,282 | 7,114 | 7,130 | 6,526 | 7,293 | 6,744 | 6,450 | 6,442 |
| 2018-19 | 9,971 | 10,178 | 8,189 | 6,609 | 6,341 | 8,004 | 6,826 | 7,580 | 6,513 | 7,595 | 7,022 | 7,006 | 6,601 |
| Total % Increase | 44.3% | 77.4% | 65.1% | 40.6% | 17.0% | 39.9% | 22.5% | 57.6% | 27.6% | 46.6% | 35.8% | 41.4% | 37.8% |
| Annualized Increase | 3.7 | 5.9 | 5.1 | 3.5 | 1.6 | 3.4 | 2.1 | 4.7 | 2.5 | 3.9 | 3.1 | 3.5 | 3.3 |

*These institutions require freshmen and sophomore students to live in residence halls unless the student is living at home with a parent or guardian, is married, is a veteran, or there is insufficient space to accommodate all freshmen and sophomore students in university housing.

**UW-Milwaukee requires freshmen to live in residence halls unless the student is living at home with a parent or guardian, is married, is a veteran, or there is insufficient space to accommodate all freshmen students in university housing.

Table 14: Annual Tuition and Fees at Midwestern Public Big Ten Universities (Including Segregated Fees)*

| | Undergraduate | | | Graduate | | |
|-----------------------------|---------------|---------------|------------|---------------|---------------|------------|
| | 2017-18 | 2018-19 | % Change | 2017-18 | 2018-19 | % Change |
| Resident Students | | | | | | |
| Pennsylvania State | \$18,436 | \$18,454 | 0.1% | \$21,752 | \$22,578 | 3.8% |
| Illinois | 15,868 | 16,004 | 0.9 | 16,542 | 16,910 | 2.2 |
| Michigan | 14,826 | 15,262 | 2.9 | 22,696 | 23,456 | 3.3 |
| Rutgers | 14,638 | 14,974 | 2.3 | 18,984 | 19,416 | 2.3 |
| Minnesota | 14,417 | 14,693 | 1.9 | 18,232 | 18,583 | 1.9 |
| Michigan State | 14,460 | 14,460 | 0.0 | 17,436 | 18,132 | 4.0 |
| Ohio State | 10,591 | 10,726 | 1.3 | 12,425 | 12,425 | 0.0 |
| Indiana | 10,533 | 10,680 | 1.4 | 10,279 | 10,563 | 2.8 |
| Maryland | 10,399 | 10,595 | 1.9 | 17,982 | 18,828 | 4.7 |
| UW-Madison | 10,534 | 10,555 | 0.2 | 11,988 | 12,010 | 0.2 |
| Purdue | 9,992 | 9,992 | 0.0 | 9,992 | 9,992 | 0.0 |
| Iowa | 8,965 | 9,267 | 3.4 | 10,960 | 11,336 | 3.4 |
| Nebraska | 8,887 | 9,154 | 3.0 | 9,176 | 9,458 | 3.1 |
| Average (excl. WI) | \$12,668 | \$12,855 | 1.5 | \$15,538 | \$15,973 | 2.6 |
| Mid-Point (excl. WI) | \$12,526 | \$12,593 | | \$16,989 | \$17,521 | |
| UW Distance to Mid-Point | -\$1,992 | -\$2,038 | | -\$5,001 | -\$5,511 | |
| Nonresident Students | | | | | | |
| Michigan | \$47,476 | \$49,350 | 3.9% | \$45,484 | \$47,006 | 3.3% |
| Michigan State | 39,405 | 39,765 | 0.9 | 34,260 | 35,628 | 4.0 |
| UW-Madison | 34,873 | 36,805 | 5.5 | 25,315 | 25,336 | 0.1 |
| Indiana | 34,845 | 35,455 | 1.8 | 31,448 | 33,271 | 5.8 |
| Maryland | 33,606 | 35,216 | 4.8 | 36,966 | 38,772 | 4.9 |
| Pennsylvania State | 33,664 | 34,858 | 3.5 | 36,606 | 38,012 | 3.8 |
| Illinois | 31,988 | 32,574 | 1.8 | 31,034 | 31,634 | 1.9 |
| Rutgers | 30,579 | 31,282 | 2.3 | 30,792 | 31,488 | 2.3 |
| Iowa | 30,609 | 31,233 | 2.0 | 29,696 | 30,277 | 2.0 |
| Ohio State | 29,695 | 30,742 | 3.5 | 33,897 | 34,929 | 3.0 |
| Minnesota | 26,603 | 30,371 | 14.2 | 27,388 | 27,931 | 2.0 |
| Purdue | 28,794 | 28,794 | 0.0 | 28,794 | 28,794 | 0.0 |
| Nebraska | 24,187 | 24,949 | 3.2 | 23,174 | 23,906 | 3.2 |
| Average (excl. WI) | \$32,621 | \$33,716 | 3.5 | \$32,462 | \$33,471 | 3.0 |
| Mid-Point (excl. WI) | \$31,299 | \$31,928 | | \$31,241 | \$32,453 | |
| UW Distance to Mid-Point | \$3,575 | \$4,877 | | -\$5,926 | -\$7,117 | |

* Tuition and fees charged to new students. Excludes differential tuition charged for certain programs.

and fees at those institutions increased by an average of 32.3% over the past decade. Increases at individual institutions ranged from 23.6% to 43%. The total tuition increase at UW-Madison was near the peer average in dollar terms but highest in percent terms. This is because tuition and fees charged by UW-Madison were relatively low at the beginning of the period. Tuition and fee increases have moderated in recent years; as shown

in Table 14 resident undergraduate tuition and fees increased by an average of 1.5% in 2018-19 at UW-Madison's Big Ten peers.

Tables 16 and 17 compare undergraduate tuition and fees charged by UW-Milwaukee and the UW comprehensive institutions to tuition and fees at their respective peer institutions. As shown in Table 16, Milwaukee's resident undergraduate

Table 15: Increase in Tuition and Fees for Resident Undergraduates at Public Big Ten Universities in the Midwest (2008-09 to 2018-19)*

| | Ten-Year Increase | |
|---------------------|-------------------|---------|
| | Amount | Percent |
| Minnesota | \$4,420 | 43.0% |
| Illinois | 3,764 | 30.8 |
| Michigan State | 3,720 | 34.6 |
| Michigan | 3,517 | 29.9 |
| Wisconsin | 2,991 | 39.5 |
| Iowa | 2,723 | 41.6 |
| Indiana | 2,449 | 29.8 |
| Purdue | 2,242 | 28.9 |
| Ohio State | 2,047 | 23.6 |
| Average (excl. WI) | \$3,110 | 32.8% |
| Midpoint (excl. WI) | \$3,120 | 35.8% |

* Tuition and Fees reflects tuition for new students.

Table 16: Undergraduate Tuition and Fees at UW-Milwaukee and Peers (2018-19)*

| | Resident | Nonresident |
|----------------------------|----------|-------------|
| Temple | \$16,970 | \$29,066 |
| U. of Illinois-Chicago | 14,916 | 28,132 |
| Rutgers-Newark | 14,431 | 30,739 |
| Wayne State | 13,697 | 30,006 |
| U. of Texas-Dallas | 13,488 | 38,112 |
| U. of Louisville | 11,656 | 27,278 |
| U. of Akron | 11,464 | 15,500 |
| U. of Cincinnati | 11,000 | 26,334 |
| Georgia State | 10,858 | 29,432 |
| Cleveland State | 10,387 | 14,754 |
| SUNY-Buffalo | 10,099 | 27,769 |
| U. of Missouri-Kansas City | 9,885 | 25,011 |
| U. of Toledo | 9,795 | 19,155 |
| UW-Milwaukee | 9,588 | 20,867 |
| U. of New Orleans | 9,304 | 14,140 |
| Average (Excl. WI) | \$11,908 | \$25,388 |
| Mid-Point (Excl. WI) | \$11,232 | \$27,524 |
| WI Distance to Mid-Point | -\$1,644 | -\$6,657 |

* Tuition and Fees reflects tuition for new students enrolled in general education courses. Students enrolled in upper-division courses or certain programs may be charged higher rates at certain institutions.

tuition ranked fourteenth of the 15 institutions in its peer group and was \$1,644 below the peer midpoint in 2018-19. Meanwhile, nonresident tuition and fees ranked eleventh of 15 and were \$6,657

below the peer midpoint in that year. Table 17 indicates that the tuition and fees charged to resident and nonresident undergraduates at each UW comprehensive institution is lower than the peer average and peer midpoint. Resident undergraduate tuition at UW-La Crosse, which is the highest amongst the comprehensive institutions, is lower than 23 of the 34 peer institutions shown. Nonresident undergraduate tuition charged by UW-La Crosse, which is also the highest amongst the comprehensive institutions, is lower than that charged by 20 of the institutions shown. Resident undergraduate tuition and fees charged by UW-Platteville, which are the lowest amongst the comprehensives, is lower than the resident undergraduate tuition and fees charged by all but three of the peer institutions.

The UW System does not maintain a list of peer institutions for the purpose of comparing tuition and fees at the 13 two-year campuses that were formerly part of UW Colleges. However, tuition at these campuses can be compared to tuition charged by the Wisconsin technical colleges for collegiate transfer programs. In 2018-19, the UW Colleges charge \$198 per credit compared to \$181.50 per credit charged by the technical colleges for collegiate transfer credits. However, while the Wisconsin technical colleges charge all students on a per-credit basis, the UW two-year campuses charge students using the plateau system, where 12 credits is considered full time and there is no additional cost for additional credits. As a result, a student taking 13 or less credits would pay less tuition at a technical college while a student taking 14 credits or more would pay less tuition at a UW two-year campus.

Cross-state comparisons are often used as benchmarks or justifications for establishing tuition levels. It could be argued, however, that resident tuition charged in other states is not relevant to the tuition setting process in this state. Students generally qualify for resident tuition in only one state and, consequently, resident tuition in other states should not affect the decisions of

Table 17: Undergraduate Tuition and Fees at UW Comprehensive Campuses and Peers (2018-19)*

| | Resident | Nonresident |
|---------------------------------|----------|-------------|
| Illinois | | |
| Northeastern Illinois | \$12,029 | \$23,913 |
| Univ. Illinois-Springfield | 12,891 | 22,416 |
| Eastern Illinois | 11,511 | 13,731 |
| Western Illinois | 11,266 | 11,266 |
| Chicago State | 11,926 | 20,627 |
| Governor's State | 12,196 | 21,586 |
| So. Illinois-Edwardsville | 12,132 | 12,132 |
| Indiana | | |
| Indiana State | \$8,890 | \$19,636 |
| Indiana U.-Purdue U.-Fort Wayne | 8,450 | 20,288 |
| Purdue-Northwest | 7,686 | 17,367 |
| Indiana Univ.-South Bend | 7,257 | 19,321 |
| Indiana Univ.-Northwest | 7,422 | 19,477 |
| Indiana Univ.-Southeast | 7,344 | 19,399 |
| Iowa | | |
| U. of Northern Iowa | \$8,938 | \$19,480 |
| Michigan | | |
| Michigan Tech. | \$15,646 | \$33,726 |
| Central Michigan | 12,960 | 24,120 |
| U. Michigan-Dearborn | 12,930 | 25,158 |
| Oakland | 12,893 | 23,873 |
| Ferris State | 12,630 | 12,630 |
| Grand Valley State | 12,484 | 17,762 |
| Western Michigan | 12,483 | 15,373 |
| Eastern Michigan | 12,508 | 12,508 |
| U. Michigan-Flint | 11,388 | 22,146 |
| Northern Michigan | 10,729 | 16,225 |
| Saginaw Valley State | 9,514 | 22,370 |
| Minnesota | | |
| U. Minn.-Duluth | \$13,366 | \$18,484 |
| Bemidji State | 8,696 | 8,696 |
| Minnesota State-Moorhead | 8,575 | 15,984 |
| Winona State | 8,456 | 14,377 |
| St. Cloud State | 8,264 | 16,498 |
| Minnesota State-Mankato | 8,184 | 16,235 |
| Ohio | | |
| U. Akron | \$11,464 | \$15,500 |
| Wright State | 9,254 | 18,398 |
| Youngstown St. | 8,899 | 14,899 |
| Wisconsin | | |
| La Crosse | \$8,933 | \$17,602 |
| Eau Claire | 8,670 | 16,945 |
| Superior | 8,126 | 15,699 |
| Stevens Point | 8,058 | 16,325 |
| Green Bay | 7,878 | 15,728 |
| River Falls | 7,862 | 15,435 |
| Stout | 7,812 | 15,423 |
| Oshkosh | 7,621 | 15,194 |
| Whitewater | 7,527 | 16,100 |
| Parkside | 7,389 | 15,378 |
| Platteville | 7,571 | 15,421 |
| Average (Excl. WI) | \$10,626 | \$18,400 |
| Mid-Point (Excl. WI) | 11,327 | 18,441 |

* Tuition and Fees reflects tuition for new freshmen students enrolled in general education courses. Students enrolled in upper-division courses or certain programs may be charged higher rates at certain institutions. Some institutions charge residents of neighboring states the resident tuition rate or some other discounted rate which reduces the amount of students charged full, nonresident tuition.

students in this state. In addition, different states may have different human capital needs, goals, and strategies. Tuition decisions made in other states may not be consistent with this state's budgetary priorities, educational and workforce needs, or broader education policies.

Another approach to evaluating tuition levels is to examine the relationship between tuition levels and state income measures, representing ability to pay. Table 18 compares resident undergraduate tuition and fees for public Midwestern Big Ten institutions in 2017-18 and median household incomes in those states. As shown in the table, UW-Madison's tuition and fees were equal to 17.8% of the state's median household income in 2017. Taken as a measure of affordability, this made UW-Madison the second most affordable public Midwestern Big Ten University behind only Iowa.

However, tuition and fees at these public institutions have been becoming less affordable over time as tuition and fees have increased at a faster rate than incomes. In 2005-06, tuition and fees at UW-Madison were equal to 13.3% of Wisconsin's median household income compared to 17.8% in 2017-18. To the extent that resident tuition is not affordable to all Wisconsin students, tuition rates impact access to higher education and may increase the need for financial aid.

For more information on state-funded need-based financial aid and a comparison of the financial aid provided by this and other states, see the Legislative Fiscal Bureau informational paper entitled, "Student Financial Aid."

Table 18: Tuition and State Income Measures (2017-18)

| Institution | Resident Undergraduate Tuition and Fees | Median Household Income* | Tuition as a % of Median Household Income |
|------------------|---|--------------------------|---|
| Michigan | \$14,826 | \$54,909 | 27.0% |
| Michigan State | 14,460 | 54,909 | 26.3 |
| Illinois | 15,868 | 62,992 | 25.2 |
| Minnesota | 14,417 | 68,388 | 21.1 |
| Ohio State | 10,591 | 54,021 | 19.6 |
| Indiana | 10,533 | 54,181 | 19.4 |
| Purdue | 9,992 | 54,181 | 18.4 |
| Wisconsin | 10,534 | 59,305 | 17.8 |
| Iowa | 8,965 | 58,570 | 15.3 |

*Data from the U.S. Census Bureau.

APPENDIX

University of Wisconsin Board of Regents Tuition Policy

The current tuition policy, which was most recently revised by the Regents in 2004 with regard to competitive nonresident tuition rates, is as follows:

1. Tuition and financial aid in the UW System should balance educational quality, access, and ability to pay.

2. As a matter of fiscal and educational policy, the state should, at a minimum, strive to provide a GPR funding share of 65% of regular budget requests for cost-to-continue, compensation, and new initiatives, and fully fund tuition increases in state financial aid programs.

3. Nonresident students should pay a larger share of instructional costs than resident students should, and at least the full cost of instruction when the market allows. Nonresident rates should be competitive with those charged at peer institutions and sensitive to institutional nonresident enrollment changes and objectives.

4. Where general budget increases are not sufficient to maintain educational quality, supplemental tuition increases should assist in

redressing the imbalance between needs and resources.

5. Tuition increases should be moderate and predictable, subject to the need to maintain quality.

6. GPR financial aid and graduate assistant support should "increase at a rate no less than that of tuition" while staying "commensurate with the increased student budget needs of students attending the UW System." In addition, support should also reflect "increases in the number of aid eligible students."

7. General tuition revenue, to cover regular budget increases under a 65% GPR and 35% Fees split, should continue to be pooled systemwide. Special fees may be earmarked for particular institutions and/or programs increasing those fees.

8. When considering tuition increases beyond the regular budget, an evaluation of doctoral graduate tuition should consider impacts on multi-year grants and the need to self-fund waivers or remissions from base reallocation within departmental budgets.