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# university of wisconsin system overview

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# University of Wisconsin System Overview

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# University of Wisconsin System Overview

This paper provides an overview of the University of Wisconsin System including a description of the System's history, governance, enrollment, admissions, campus characteristics, academic programs, budget, tuition, and personnel.

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## History

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Prior to 1971, the state's institutions of higher education were organized into two separate systems: the University of Wisconsin, consisting of campuses at Madison, Milwaukee, Green Bay, and Parkside plus 10 freshman-sophomore centers and UW-Extension; and the Wisconsin State University System, consisting of the Eau Claire, La Crosse, Oshkosh, Platteville, River Falls, Stevens Point, Stout, Superior, and Whitewater campuses plus four freshman-sophomore centers. Chapter 100, Laws of 1971, merged the two university systems under a single Board of Regents. The 1971 legislation did not create a single, consolidated statutory chapter to govern the system but, rather, provided for a study committee to develop such a chapter for the merged university system. Legislation passed in 1974 completed the merger process by establishing Chapter 36 of the statutes as the statutory foundation of the University of Wisconsin System now consisting of: 13 universities and a statewide extension. The UW system is one of the largest merged systems in the country, enrolling approximately 168,000 students.

The pre-merger University of Wisconsin was created by the State Constitution and implemented by state law in 1848. At the time of merger in 1971, it consisted of the original land-grant university at Madison (1849); four-year campuses at Milwaukee (created by a merger of extension

facilities and a state teacher's college in 1956), Green Bay (1968), and Parkside (1968); 10 freshman-sophomore centers (separated from the statewide extension facilities in 1964); and statewide extension. Total 1971 enrollment was 69,554. Governance was by the Regents of the University of Wisconsin, a board of 10 members, nine of whom were appointed by the Governor and confirmed by the Senate for nine-year terms. The State Superintendent of Public Instruction served as the tenth member of the board.

The Wisconsin State Universities (WSU) System had its origins in an 1857 state law creating the Board of Regents of Normal Schools. The first of nine such institutions (including Milwaukee) was opened at Platteville in 1866 and the last at Eau Claire in 1916. The normal schools operated as two-year institutions until 1927, when they received authority to grant baccalaureate degrees in education and were renamed State Teachers Colleges. With the addition of liberal arts programs in 1951, they became Wisconsin State Colleges and in 1964 were designated Wisconsin State Universities. Stout, established as an independent home economics college, became part of the Wisconsin State Colleges in 1955. At the time of merger in 1971, the Board had 14 members, including the State Superintendent of Public Instruction and 13 citizens appointed by the Governor and confirmed by the Senate for five-year terms. The WSU System consisted of the nine universities and four freshman-sophomore branch campuses with a total enrollment of 64,148.

The current UW System (see Figure 1) consists of two doctoral campuses (Madison, Milwaukee), which grant baccalaureate, master's, doctoral, and advanced professional degrees; eleven comprehensive campuses (Eau Claire, Green Bay, La Crosse, Oshkosh, Parkside, Platteville, River

Falls, Stevens Point, Stout, Superior, and White-water), which grant associate, baccalaureate, and selected graduate and professional doctorate degrees; and thirteen two-year campuses that have been integrated with nearby doctoral or comprehensive campuses (Baraboo, Barron, Fond du Lac, Fox Valley, Manitowoc, Marathon, Marinette, Marshfield, Richland, Rock, Sheboygan, Washington and Waukesha). In November, 2017, the Board of Regents approved a proposal to restructure UW Colleges and UW-Extension, integrating UW Colleges campuses with UW four-year institutions, and assigning divisions within UW-Extension to UW-Madison and UW System Administration. The restructuring was approved by its accreditation agency, the Higher Learning Commission on June 28, 2018. Table 1 shows which UW four-year institution each two-year UW College is associated with under the restructuring.

**Table 1: UW Colleges Restructuring**

<u>Four-Year University</u>	<u>Two Year UW College(s)</u>
Eau Claire	Barron County
Green Bay	Manitowoc Marinette Sheboygan
Oshkosh	Fond du Lac Fox Valley
Milwaukee	Washington County Waukesha
Platteville	Richland Baraboo
Stevens Point	Marathon Marshfield
Whitewater	Rock County

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## Governance

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Chapter 36 establishes a hierarchical system of governance for the UW System. The Board of

Regents has primary responsibility for the governance of the UW System and its institutions, followed by the UW System President, the chancellors, the faculty, the academic staff, and the students.

### Board of Regents

The Board of Regents of the University of Wisconsin System consists of 18 members: 14 citizen members appointed by the Governor and confirmed by the Senate to seven-year, staggered terms; two student members, one of whom must be over the age of 24 and represent the views of nontraditional students, appointed by the Governor to two-year terms; and two ex-officio members, the State Superintendent of Public Instruction and the President of the Wisconsin Technical College System Board or his or her designee from the members of that Board. The Governor must appoint Regents such that there is at least one Regent from each of the state's congressional districts. Service on the Board of Regents is voluntary and Regents are not paid for their service.

The Regents have eight regular meetings a year. Additional special meetings may be scheduled as needed. The Board President, Vice President, a full-time secretary, and a trust officer are elected for one-year terms during the annual meeting in June. The executive committee consists of the President, Vice President, the chairpersons of five of the Regents' standing committees, the immediate past President, and one other member appointed by the President.

The Board President appoints members of all other Regents' committees. In addition to the executive committee, the Board has seven standing committees: education; business and finance; capital planning and budget; research, economic development, and innovation; audit; personnel matters review; and student discipline and other student appeals. Of these committees, the first five meet at two-day Board meetings.



**FIGURE 1**

**Campuses of the University of Wisconsin System**



The Board is charged with establishing the mission of each institution and determining the educational programs to be offered. Chapter 36 gives the Board "all powers necessary or convenient for the operation of the system" except as otherwise limited by that chapter and subject to the Building Commission's authority to sell or lease state-owned property. Specific powers and duties granted to the Board include: (1) the granting of degrees; (2) the establishment of admission policies; (3) the ability to allocate funds to, and adopt budgets for, all UW institutions; (4) the investment of gifts, grants, and donations; (5) the management of, and police authority on, University property; (6) the condemnation of property for the use of the University; and (7) the granting of sabbatical leave to faculty.

The Board appoints the President of the University System; the chancellor of each of the 13 universities and all other UW System employees except those appointed by the UW System President. The Board also appoints the directors of the State Laboratory of Hygiene and the Psychiatric Institute, the State Cartographer, and the State Geologist. The Board of Regents sets the salaries of all UW employees except employees covered by collective bargaining agreements.

Under 2017 Act 59, the Board of Regents or any institution is prohibited from adopting any policy or promulgating any rule that requires the Board to consider only individuals who are faculty members or who have been granted tenure at UW institutions or other institutions of higher education or who hold terminal degrees for appointment as the UW System President or the chancellor or vice chancellor of a UW institution.

### **President and UW System Administration**

The President of the UW System is charged with implementing Regent policies and administering the UW System. The President directs UW System Administration, located in Madison. UW System Administration was established to assist

the Board of Regents and the UW System President in: (1) establishing policies and monitoring, reviewing, and evaluating those policies; (2) coordinating program development and operation among institutions; (3) planning the programmatic, financial, and physical development of the system; (4) maintaining fiscal control; and (5) compiling and recommending educational programs, operating budgets, and building programs for the Board.

In addition to a President, there are four vice presidents, one each for academic and student affairs, administration, finance, and university relations. While the UW System President has the power to appoint and dismiss each System vice president, associate vice president, and assistant vice president, the Board sets the salaries and duties of these administrators.

**Chancellors:** There are 13 chancellors in the UW System; one for each of the thirteen four-year institutions. The chancellors serve at the pleasure of the Board of Regents and report to the UW System President and the Board. As the executive heads of their respective faculties and institutions, chancellors are responsible for administering Board policies under the direction of the UW System President. Subject to Board policy and in consultation with their faculties, the chancellors are responsible for curriculum design; setting degree requirements; determining academic standards; establishing grading systems; defining and administering institutional standards for faculty appointments, evaluation, promotion, and recommendations for tenure; recommending individual merit increases; administering auxiliary services; and budget management.

Under 2011 Act 32, additional responsibilities were granted to the UW-Madison Chancellor. The UW-Madison Chancellor has the authority to set salaries for UW-Madison employees subject to state statutes and the state compensation plan, submits recommendations to the Administrator of the Division of Personnel Management in the

Department of Administration regarding pay plan adjustments for UW-Madison employees, and negotiates contracts with labor organizations representing UW-Madison employees subject to approval by Legislature's Joint Committee on Employment Relations (JCOER). With regard to all other UW institutions and employees, statutes grant these responsibilities to the Board of Regents.

**Faculty:** The faculty of each institution has the primary responsibility for advising the chancellor regarding academic and educational activities and faculty personnel matters. The faculty of each institution has the right to determine their own organizational structure and to select representatives to participate in institutional governance. The faculty of each institution is required to ensure that faculty from academic disciplines related to science, technology, engineering, and mathematics are adequately represented in the faculty organizational structure.

**Academic Staff:** The academic staff members of each institution have the primary responsibility for advising the chancellor regarding the formulation and review of all policies and procedures concerning academic staff, including personnel matters, and must also be represented in the development of those policies. The academic staff of each institution has the right to determine their own organizational structure and to select representatives to participate in institutional governance.

**Students:** The students of each institution have primary responsibility for advising the chancellor regarding the formulation and review of policies concerning student life, services, and interests. In consultation with the chancellor and subject to the final confirmation of the Board, students are responsible for the disposition of those student fees which constitute substantial support for campus student activities. The students of each institution have the right to determine their own organizational structure and to select representatives to participate in institutional governance.

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## Relationships With Other Agencies and Programs

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**Coordination with the Wisconsin Technical College System (WTCS).** Coordination of UW and technical college programs is required by statute. Under Chapter 36, the Board of Regents may not broaden the UW System's post-high school training mission without the approval of the WTCS Board. Likewise, the WTCS Board may not broaden its system's collegiate transfer program offerings without the approval of the Board of Regents. To facilitate coordination between the two systems, the president of each governing board serves as an ex-officio member of the other board.

The UW System and WTCS also work together to facilitate the transfer of students between the two systems. As required by 2013 Act 20, the Board of Regents and the WTCS Board entered into an agreement to allow students to transfer no fewer than 30 general education credits earned at any institution within the two systems to any other institution within the two systems. The agreement, which took effect on July 1, 2014, identifies specific courses offered by the technical colleges and each UW institution whose credits should be transferable. Under the provisions of 2019 Act 46, the agreement must identify an array of not less than 72 credits of core education courses that, beginning in the 2022-23 academic year, will be transferrable.

In addition, UW institutions and technical colleges may enter into articulation agreements or work together on collaborative degree programs. Articulation agreements allow students who have earned a particular certificate or degree at a Wisconsin technical college to receive credit towards a degree offered by a UW institution. There are currently more than 500 program-to-program articulation agreements in place between individual UW institutions and technical college districts.

Collaborative degree programs are degree programs offered by two or more partner institutions.

The WTCS Board and the Board of Regents entered into a data exchange agreement in 2001 to allow the UW System to track transfer students from WTCS institutions, assess the outcomes of these students, and identify potential areas for new transfer students. The UW System Office of Policy Analysis and Research periodically releases studies related to students who have transferred from Wisconsin technical colleges to UW institutions.

**City and County Relationships with the UW Colleges.** The counties, and in some cases the cities, in which the two-year campuses formerly part of UW Colleges are situated own and maintain the buildings, facilities, and grounds of the campuses.

**Educational Communications Board (ECB).** This agency is responsible for maintaining statewide public radio and television networks and for the presentation of educational, cultural, informational, and public service programming. Statutes direct the Board of Regents to maintain and operate a public radio station and a public television station, WHA and WHA-TV, both located in Madison; to enter into an affiliation agreement with ECB; and to provide ECB with access to equipment and space. Prior to the UW Colleges and UW-Extension restructuring, ECB and UW-Extension's Division of Broadcast and Media Innovations jointly operated Wisconsin public radio (WPR) and Wisconsin public television (WPT). In February, 2018, the Board of Regents Executive Committee approved moving Wisconsin Public Radio, Wisconsin Public Television (and UW-Extension's Department of Labor Education) to UW-Madison, effective July 1, 2018. Including WHA, the Board of Regents holds licenses for 16 radio stations, 10 of which are affiliated with WPR. By statute, one UW Regent and one UW System designee sit on the ECB Board.

**Department of Public Instruction (DPI).** This agency is responsible for providing direction and supervision of public elementary and secondary education. The Superintendent of Public Instruction is a member of the Board of Regents.

**Higher Educational Aids Board (HEAB).** This agency has primary responsibility for the state's student financial aid system. The 11 HEAB Board members include a member of the Board of Regents, a financial aid administrator from an institution in the UW System, and a UW student.

**Special Programs.** A number of special programs are affiliated with the UW System by statute. Among these programs are: (1) Agricultural Demonstration Stations, established by the Board of Regents through the College of Agricultural and Life Sciences at UW-Madison for the purpose of aiding in agricultural development; (2) the Geological and Natural History Survey, operated by the UW-Extension and located in Madison, which studies the geology, water, soils, plants, fish, and animal life of the state; (3) the State Laboratory of Hygiene, attached to UW-Madison and governed by its own board, which serves as the state's public and environmental health laboratory; (4) the Veterinary Diagnostic Laboratory, attached to UW-Madison and governed by its own board; and (5) the State Cartographer, located at UW-Madison.

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### Missions of UW System Institutions

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As provided in Chapter 36 of the statutes, the mission of the UW System is "to develop human resources, to discover and disseminate knowledge, to extend knowledge and its application beyond the boundaries of its campuses, and to serve and stimulate society by developing in students heightened intellectual, cultural and humane sensitivities, scientific, professional and technological expertise and a sense of purpose. Inherent in

this broad mission are methods of instruction, research, extended training and public service designed to educate people and improve the human condition. Basic to every purpose of the system is the search for truth."

By statute, the Board must establish a mission statement for each institution delineating specific program responsibilities and types of degrees to be granted. In addition to these institutional missions, known as "select missions," the Board has also established two "core missions": one for the two doctoral institutions, Madison and Milwaukee; and one for the eleven comprehensive institutions. These mission statements were initially approved by the Board of Regents in 1974.

### **Core Missions**

**Doctoral Campuses** (Madison and Milwaukee). To offer baccalaureate, master's, doctoral, and professional degrees; conduct organized programs of research; and encourage others in the UW System and in other state and national agencies to seek the benefit of the unique educational and research resources of the doctoral institutions.

**Comprehensive Campuses** (11 four-year institutions). To offer associate, baccalaureate, and selected graduate programs consistent with the institution's mission; offer an environment that emphasizes teaching excellence and meets the educational and personal needs of students through effective teaching, academic advising, counseling, and through university-sponsored cultural, recreational, and extra-curricular programs; offer a core of liberal studies as a foundation for its degrees; offer a program of preprofessional curricular offerings consistent with its mission; expect scholarly activity, including research, scholarship, and creative endeavor, that supports its programs and mission; and participate in interinstitutional relationships.

The core missions of both the doctoral and comprehensive cluster also require those

institutions to promote integration of the extension function, assist UW-Extension in meeting its responsibility for statewide coordination, and encourage faculty and staff to participate in outreach activities; serve the needs of women, minority, disadvantaged, disabled, and non-traditional students and seek racial and ethnic diversification of the student body and staff; and support activities designed to promote the economic development of the state.

### **Select Missions**

The mission of each individual UW institution is known as its "select mission." The select mission of each institution defines the particular purpose and focus of that institution and often lists the types of degree to be granted. These mission statements serve as the planning documents for the growth and development of the institution.

**UW-Extension.** By partnering with UW campuses, county and tribal governments, and other public and private organizations, UW-Extension brings the resources of the University to the people of Wisconsin and beyond. For Wisconsin individuals, families, businesses, and communities, UW-Extension fulfills its mission by supporting personal growth, professional success, and organizational effectiveness through formal and informal learning; offering professionally-focused and cross-disciplinary competency-based credit certificates and associates and baccalaureate degrees in the area of business and management; addressing the changing needs of the state and society by conducting, applying, and conveying relevant university research; and building greater access to educational, cultural, and civic resources through the use of technologies. In addition, Extension supports the UW System mission by providing leadership for the university's statewide public service mission; integrating scholarly approaches to outreach across many academic disciplines; and addressing the specific educational needs of underserved, disadvantaged, and nontraditional students. The restructuring resolution approved by

the Board of Regents in November, 2017, joined UW-Extension's Cooperative Extension Division and the UW-Extension Conference Centers with UW-Madison as well as the Division of Broadcasting and Media Innovations. The remaining divisions were moved to UW System Administration, including the Divisions of Business and Entrepreneurship and Continuing Education, Outreach, and E-Learning, Wisconsin Humanities Council, and Wisconsin Institute for Public Policy and Service.

**UW System Administration.** UW System Administration helps to develop, implement, monitor, and evaluate policies enacted by the Board of Regents to align university programs with the current and future need of the state and nation.

An institution's select mission can be revised following a process provided in Board policy. For example, the Board approved revisions to the select missions of La Crosse and Stout in 2009, of Eau Claire and Oshkosh in 2010, of the UW Colleges in 2011, of Platteville in 2014, of Extension, Stevens Point, and Superior in 2015, and of Oshkosh in 2016. The Board also approved addendums to the select missions of Green Bay, La Crosse, and Stout in 2014 and Eau Claire in

2016. In 2018, the Board approved revisions to the select missions of UW-River Falls and UW-Green Bay.

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## Enrollment

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Table 2 shows headcount and full-time equivalent (FTE) enrollments for the fall, 2019, semester at each of the 13 four-year institutions and the UW Colleges. Headcount enrollments ranged from 2,608 students at Superior to 44,993 students at Madison. The undergraduate focus of the non-doctoral campuses is reflected in the relatively small ratio of graduate students to undergraduate students.

When assessing the budgetary or space needs of a campus, FTE enrollment is often a more relevant statistic than headcount. For undergraduates, FTE enrollment is determined by dividing the total number of credits taken in a semester by 15; for master's students, the divisor is 12; and for doctoral students, the divisor is seven. Campuses with a large number of part-time students have relatively low FTE enrollments compared to their

**Table 2: UW Enrollment (Headcount) -- 2019 Fall Semester**

	Headcount			FTE		
	Undergraduate	Graduate and Professional	Total	Undergraduate	Graduate and Professional	Total
Madison	33,165	11,828	44,993	30,111	10,690	40,801
Milwaukee	19,362	4,630	23,992	17,092	3,237	20,329
Eau Claire	10,065	665	10,730	9,491	312	9,803
Green Bay	7,579	396	7,975	5,210	258	5,468
La Crosse	9,649	955	10,604	9,157	678	9,835
Oshkosh	12,688	1,254	13,942	9,182	595	9,777
Parkside	3,938	482	4,420	3,415	267	3,682
Platteville	6,970	792	7,762	6,466	303	6,769
River Falls	5,581	396	5,977	5,167	234	5,401
Stevens Point	6,812	495	7,307	6,281	280	6,561
Stout	7,289	1,104	8,393	6,309	523	6,832
Superior	2,257	351	2,608	1,889	184	2,073
Whitewater	10,158	1,428	11,586	9,314	777	10,091
Colleges	<u>7,399</u>		<u>7,399</u>	<u>5,483</u>		<u>5,483</u>
Total	142,912	24,776	167,688	124,567	18,338	142,905

**Table 3: 10-Year Change in Enrollment (Headcount)**

	Fall	Fall	Fall	Change from		Change from		Change from	
	2009	2014	2019	Number	Percent	Number	Percent	Number	Percent
Madison	41,654	42,865	44,993	1,211	2.9%	2,128	5.0%	3,339	8.0%
Milwaukee	30,418	28,013	23,992	-2,405	-7.9	-4,021	-14.4	-6,426	-21.1
Eau Claire	11,216	10,692	10,730	-524	-4.7	38	0.4	-486	-4.3
Green Bay	6,638	6,921	7,975	283	4.3	1,054	15.2	1,337	20.1
La Crosse	10,009	10,664	10,604	655	6.5	-60	-0.6	595	5.9
Oshkosh	13,192	14,542	13,942	1,350	10.2	-600	-4.1	750	5.7
Parkside	5,303	4,584	4,420	-719	-13.6	-164	-3.6	-883	-16.7
Platteville	7,803	8,901	7,762	1,098	14.1	-1,139	-12.8	-41	-0.5
River Falls	6,728	6,184	5,977	-544	-8.1	-207	-3.3	-751	-11.2
Stevens Point	9,209	9,322	7,307	113	1.2	-2,015	-21.6	-1,902	-20.7
Stout	9,017	9,371	8,393	354	3.9	-978	-10.4	-624	-6.9
Superior	2,794	2,589	2,608	-205	-7.3	19	0.7	-186	-6.7
Whitewater	11,139	12,159	11,586	1,020	9.2	-573	-4.7	447	4.0
Colleges*	<u>13,789</u>	<u>14,172</u>	<u>7,399</u>	<u>383</u>	2.8	<u>-6,773</u>	-47.8	<u>-6,390</u>	-46.3
Total	178,909	180,979	167,688	2,070	1.2%	-13,291	-7.3%	-11,221	-6.3%

\*These data include online enrollments

headcount enrollments.

Table 3 shows headcount enrollments by institution for the fall of 2009, 2014, and 2019. Systemwide, enrollments increased from the 2009-10 academic year through the 2014-15 academic year, but have declined since that year. Between 2009 and 2019, headcount enrollments decreased at every UW institution except UW-Madison, UW-Green Bay, UW-La Crosse, UW-Oshkosh, and Whitewater. Total systemwide enrollment decreased by 6.3% from 2009 to 2019.

Increases and decreases in enrollment have varied greatly by institution. From 2009-10 through 2014-15, enrollments at Oshkosh and Platteville increased by more than 10% and enrollment at Whitewater increased by 9.1%. Indeed, increases in enrollments at these three institutions accounted for more than half of the total systemwide increase in enrollment during that period. By contrast, Milwaukee, Eau Claire, Parkside, River Falls, and Superior had declines in enrollments during that period, while the UW System as a whole grew by 1.2%.

Similarly, recent enrollment declines have not

been spread evenly across all UW institutions. While total UW System enrollment decreased by 7.3% from fall, 2014, to fall, 2019, enrollments at six institutions (Milwaukee, Platteville, River Falls, Stevens Point, Stout, and Colleges) decreased by more than 10%. Meanwhile, enrollments at four institutions (Eau Claire, Green Bay, Madison, and Stout) actually grew over that five-year period.

Table 4 shows undergraduate students by residency status in fall, 2019. Resident students make up the majority of all undergraduate students enrolled in UW institutions accounting for 74.8% of total undergraduate enrollments.

Over the past 10 years, the number of nonresident undergraduate students not covered by reciprocity agreements has increased significantly, from 13,519 in fall, 2009, to 23,197 in fall, 2019. Nonresident students can be an important source of revenue for institutions as they generally pay higher tuition than resident students. For fall 2020, nonresident undergraduate tuition was \$27,888 higher than resident tuition at Madison, \$11,865 higher at Milwaukee, and between \$7,573 and \$8,819 higher at the comprehensive institutions.

**Table 4: Undergraduate Students by Residency Status, Fall 2019**

	Resident	% of Total	Reciprocity	% of Total	Other Nonresidents	% of Total	Total
Madison	18,903	57.0%	2,736	8.2%	11,526	34.8%	33,165
Milwaukee	16,405	84.7	240	1.2	2,717	14.0	19,362
Eau Claire	6,645	66.0	2,751	27.3	669	6.6	10,065
Green Bay	6,902	91.1	72	0.9	605	8.0	7,579
La Crosse	7,890	81.8	1,284	13.3	475	4.9	9,649
Oshkosh	11,742	92.5	37	0.3	909	7.2	12,688
Parkside	3,245	82.4	7	0.2	686	17.4	3,938
Platteville	5,300	76.0	114	1.6	1,556	22.3	6,970
River Falls	2,696	48.3	2,550	45.7	335	6.0	5,581
Stevens Point	5,916	86.8	226	3.3	670	9.8	6,812
Stout	4,768	65.4	1,911	26.2	610	8.4	7,289
Superior	1,151	51.0	789	35.0	317	14.0	2,257
Whitewater	8,450	83.2	41	0.4	1,667	16.4	10,158
Colleges	<u>6,887</u>	93.1	<u>57</u>	0.8	<u>455</u>	6.1	<u>7,399</u>
TOTAL	106,900	74.8%	12,815	9.0%	23,197	16.2%	142,912

Because nonresident tuition is set at an amount higher than instructional costs, nonresident tuition revenues can be used to fund additional resident students or to partially offset reductions in state general purpose revenue (GPR) funding for the University.

The largest percentages of nonresident students not covered by a reciprocity agreement are found at Madison and Platteville. As the flagship institution, Madison attracts students from a wider geographic area than other UW institutions. The relatively high percentage of non-reciprocity, non-resident students enrolled at Platteville is attributable to a tuition discount which has been offered to Illinois and Iowa students enrolled in certain programs since fall, 2005. In addition to Madison and Platteville, nonresident students not covered by reciprocity agreements made up more than 10% of undergraduate enrollment at Milwaukee, Parkside, Superior, and Whitewater.

Enrollment of nonresident students who are not covered by a reciprocity agreement is limited by Regent policy. Through the 2012-13 academic year, Regent policy limited enrollment of these students to 25% of total undergraduate enrollment at any institution. At the request of UW-Madison,

this policy was modified in December, 2012, such that the three-year average of nonresident, non-reciprocity students should not exceed 27.5% of total undergraduate enrollment at any institution. At that time, UW-Madison pledged to increase the number of Wisconsin students who were admitted and enrolled as new freshmen. In October, 2015, the Regents approved a waiver to the 27.5% non-resident enrollment limit for UW-Madison from 2016-17 through 2019-20, with the provision that UW-Madison must enroll and maintain a minimum of 3,600 Wisconsin residents in each new freshman class. UW-Madison enrolled between 3,617 (fall, 2015) and 3,797 (fall, 2019) Wisconsin freshmen in each year.

In December, 2019, the Board approved a revised enrollment policy for UW-Madison, which requires UW-Madison to enroll a minimum of 5,200 new in-state undergraduate students each calendar year, based on a three-year average. In-state students are defined under the policy as Wisconsin residents and Minnesota reciprocity students (reciprocity students were not counted as residents under the prior 3,600 minimum resident requirement). The policy further states, "The Board of Regents expects UW-Madison to continue to honor its commitment to enroll 3,600



Wisconsin freshmen within this broader policy but recognizes UW-Madison's commitment to in-state students is best measured by more than just incoming freshmen and should include reciprocity and transfer students alike."

The Minnesota-Wisconsin Higher Education Reciprocity Agreement allows Minnesota and Wisconsin residents to attend higher education institutions in either state without paying nonresident tuition. The largest percentages of reciprocity students are found at UW institutions located closest to the Minnesota border (Eau Claire, La Crosse, River Falls, Stout, and Superior) and UW-Madison. More information on tuition reciprocity programs can be found in the Legislative Fiscal Bureau's informational paper entitled, "Education and Income Tax Reciprocity Agreements."

To indicate student attendance patterns, Table 5 shows the numbers of students attending part-time and full-time at each campus. The relatively high proportion of part-time students at campuses formerly part of the UW Colleges, Green Bay, and Oshkosh reflect the commuter nature of those institutions.

**Table 5: Enrollment According to Attendance Status (Headcount)**

	2019 Fall Semester		
	Full-Time	Part-Time	% Part-Time
Madison	39,654	5,339	11.9%
Milwaukee	18,764	5,228	21.8
Eau Claire	9,574	1,156	10.8
Green Bay	4,461	3,514	44.1
La Crosse	9,451	1,153	10.9
Oshkosh	7,613	6,329	45.4
Parkside	3,294	1,126	25.5
Platteville	6,208	1,554	20.0
River Falls	5,167	810	13.6
Stevens Point	6,307	1,000	13.7
Stout	6,234	2,159	25.7
Superior	1,810	798	30.6
Whitewater	9,398	2,188	18.9
Colleges	<u>4,647</u>	<u>2,752</u>	37.2
Total	132,582	35,106	20.9%

## Students of Color, Diversity Planning, and International Students

Beginning in 1987, the Board of Regents has enacted a series of initiatives to increase diversity and improve educational quality and access for all UW students. The Board of Regents adopted a framework known as "Inclusive Excellence" in March, 2009, to address equity, diversity, and inclusion. Unlike previous initiatives, "Inclusive Excellence" has no set end date nor any specific goals. The central premise of "Inclusive Excellence" is that, to be successful, UW System institutions must integrate their diversity efforts into the core aspects of their institutions. Under "Inclusive Excellence" the UW System will continue efforts to increase the number of students of color enrolled and the number of employees who are people of color. In addition, each institution will focus on efforts to create learning environments in which both students of color and white students can succeed.

Table 6 contains enrollment statistics by race and ethnicity for each campus. In fall, 2019, a total of 28,699 students of color were enrolled in the UW System. Over half of these students were enrolled either at Madison or Milwaukee. Students of color made up the greatest percentage of the student body at Parkside (33.5%), Milwaukee (28.4%), the former UW Colleges (20.3%) and Whitewater (15.9%) while these students make up the lowest percentage of the student body at La Crosse (10.3%), River Falls (10.4%), Platteville (10.6%), and Superior (10.7%).

Table 7 shows total enrollment of students by race and ethnicity in fall, 2009, and fall, 2019. As shown in the table, the number of students of color who were enrolled in UW institutions increased by 46.3% from fall, 2009, to fall, 2019, while total system enrollments decreased by 6.3% over the same time period. As enrollment of students of color increased while enrollment in the UW System as a whole decreased, students of color made up a greater percentage (17.1%) of the total student body in fall, 2019, than in fall, 2009 (9.8%).

**Table 6: Enrollment\* by Race/Ethnicity\* (Headcount) -- 2019 Fall Semester**

	African American	Hispanic/Latino	Southeast Asian	Other Asian	American Indian	Hawaiian/Pacific Islander	Two or More Races	Total Students of Color	Total Enrollment	Percent Students of Color
Madison	910	2,408	627	2,281	100	35	1,450	7,811	44,993	17.4%
Milwaukee	1,594	2,611	741	810	85	24	942	6,807	23,992	28.4
Eau Claire	114	379	213	155	25	3	300	1,189	10,730	11.1
Green Bay	164	525	185	131	110	4	293	1,412	7,975	17.7
La Crosse	89	383	124	117	19	3	355	1,090	10,604	10.3
Oshkosh	267	719	351	200	72	14	376	1,999	13,942	14.3
Parkside	354	764	23	137	9	6	189	1,482	4,420	33.5
Platteville	146	398	31	84	13	8	145	825	7,762	10.6
River Falls	79	209	114	62	6	3	148	621	5,977	10.4
Stevens Point	140	280	163	62	34	8	180	867	7,307	11.9
Stout	143	262	210	92	32	11	232	982	8,393	11.7
Superior	47	83	8	18	41	3	78	278	2,608	10.7
Whitewater	448	786	76	127	19	8	373	1,837	11,586	15.9
Colleges	<u>279</u>	<u>664</u>	<u>147</u>	<u>107</u>	<u>28</u>	<u>8</u>	<u>266</u>	<u>1,499</u>	<u>7,399</u>	20.3
Total	4,774	10,471	3,013	4,383	593	138	5,327	28,699	167,688	17.1%

\*Based on optional self-identification at registration.

**Table 7: Change in Total Enrollment (Headcount) by Race/Ethnicity -- 2009 to 2019**

	Fall 2009		Fall 2019		% Change 2009 to 2019
	Number	% of Total	Number	% of Total	
Students of Color					
African American	5,396	3.0%	4,774	2.8%	-11.5%
Hispanic/Latino	5,168	2.9	10,471	6.2	102.6
Southeast Asian	2,980	1.8	3,013	1.8	1.1
Other Asian	3,284	1.7	4,383	2.6	33.5
American Indian	1,095	0.8	593	0.4	-45.8
Hawaiian/Pacific Islander	150	0.0	138	0.1	-8.0
Two or More Races	<u>1,538</u>	0.0	<u>5,327</u>	3.3	246.4
Subtotal	19,611	9.8%	28,699	17.1%	46.3%
International	6,512	3.2%	9,482	5.7%	45.6%
White	148,621	84.7	127,749	76.2	-14.0
Unknown	<u>4,165</u>	<u>2.4</u>	<u>1,758</u>	<u>1.0</u>	-57.8
UW System Total	178,909	100.0%	167,688	100.0%	-6.3%

Changes in enrollment varied significantly by racial and ethnic group. Enrollment of Hispanic/Latino, Asian American, and students of Two or More Races all increased with the number of Hispanic/Latino students and students of Two or More Races more than doubling. Meanwhile, enrollment by African American students decreased by 11.5%, enrollment by American Indian

students decreased by 45.8% and enrollment by white students decreased by 14%.

Systemwide, enrollment of international students increased by 45.6% from fall, 2009, to fall, 2019. Over 50% of all international students enrolled in the UW System are enrolled at UW-Madison. These students, many of whom pay the

**Table 8: Enrollment by Gender (Headcount) -- 2019 Fall Semester**

	Undergraduate			Graduate and Professional			Total		
	Men	Women	% Women	Men	Women	% Women	Men	Women	% Women
Madison	16,073	17,092	51.5%	5,656	6,172	52.2%	21,729	23,264	51.7%
Milwaukee	8,958	10,404	53.7	1,823	2,807	60.6	10,781	13,211	55.1
Eau Claire	3,815	6,250	62.1	286	379	57.0	4,101	6,629	61.8
Green Bay	2,680	4,899	64.6	145	251	63.4	2,825	5,150	64.6
La Crosse	4,234	5,415	56.1	368	587	61.5	4,602	6,002	56.6
Oshkosh	4,882	7,806	61.5	429	825	65.8	5,311	8,631	61.9
Parkside	1,785	2,153	54.7	251	231	47.9	2,036	2,384	53.9
Platteville	4,468	2,502	35.9	442	350	44.2	4,910	2,852	36.7
River Falls	2,008	3,573	64.0	105	291	73.5	2,113	3,864	64.6
Stevens Point	3,170	3,642	53.5	130	365	73.7	3,300	4,007	54.8
Stout	4,178	3,111	42.7	366	738	66.8	4,544	3,849	45.9
Superior	829	1,428	63.3	102	249	70.9	931	1,677	64.3
Whitewater	5,186	4,972	48.9	610	818	57.3	5,796	5,790	50.0
Colleges	<u>3,446</u>	<u>3,953</u>	53.4	_____	_____		<u>3,446</u>	<u>3,953</u>	53.4
Total	65,712	77,200	54.0%	10,713	14,063	56.8%	76,425	91,263	54.4%

full non-resident tuition rate, can be an important source of revenue for UW institutions. Madison and Platteville charge international students an additional \$1,000 above nonresident tuition.

### Enrollment by Gender

Table 8 shows headcount enrollment by gender, for fall, 2019. Systemwide, 54.4% of undergraduate students were women. Female undergraduate enrollment exceeded male undergraduate enrollment by at least 10 percentage points at six of the 11 comprehensive campuses. Women made up the largest percentage of the student population at Green Bay where they were 64.6% of total undergraduates. Conversely, 64.1% of undergraduates were male at Platteville. Male undergraduate students also outnumber female undergraduate students at Stout and Whitewater.

At the graduate level, women made up an even greater proportion of enrolled students. In fall, 2019, 56.8% of all graduate and professional students were female. Women accounted for more than two-thirds of enrollments in graduate programs at four UW System institutions. However, graduate and professional enrollment at Madison, which accounts for nearly half of all such enrollment systemwide, was nearly equal with female

students representing a slight majority at 52.2%. Male enrollment at the graduate level exceeded female enrollments only at Parkside and Platteville.

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### Admissions

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Regent policy provides minimum admissions requirements for freshman applicants but allows the institutions to establish additional, more specific requirements. When considering applicants for admission, the institutions are instructed to perform a comprehensive review of each application and are directed to consider the following criteria: (1) academics, including quality and rigor of coursework, grade point average, class rank, and trend in grades; (2) ACT or SAT scores; and (3) other factors. Other factors that should be considered include student experiences, work experiences, leadership qualities, motivation, community service, special talents, status as a nontraditional or returning adult student, veteran status, whether the applicant is socioeconomically disadvantaged, and whether the applicant is a member of a historically underrepresented racial or ethnic group.

To be considered for admission as a freshman at any UW System institution, an applicant must meet the following requirements: (1) graduate from a recognized high school or the equivalent; (2) complete and submit the admissions application by the required deadline; (3) submit ACT or SAT scores to the institution; and (4) satisfy certain academic requirements described below. Institutions have the discretion to waive one or more of the above requirements for particular students. The Board of Regents has suspended the requirement for the submission of ACT or SAT scores for the 2020-21 and 2021-22 academic years.

To satisfy the academic requirements for admission, students must have earned 17 high school units including: (1) four units of English; (2) three units of social science; (3) three units of mathematics; (4) three units of natural science; and (5) four units of elective courses. Elective courses may include foreign language, fine arts, computer sciences, other academic areas, or additional units of English, social sciences, mathematics, and natural sciences.

Regent policy allows students who have attended high schools that do not use the traditional unit structure to submit a competency-based profile in lieu of a traditional transcript. To be considered for admission, the applicant's profile must indicate evidence of preparation at a level comparable to that of the traditional academic unit requirements. In addition, students who have not or will not graduate from a recognized high school must provide evidence that the requirements for a high school equivalency certificate or diploma have been satisfied by either the GED examination, the Wisconsin High School Equivalency Program, or other established criteria.

In fall, 2019, the systemwide admission rate for new freshman was 88.8% for Wisconsin residents, 76.8% for Minnesota reciprocity students, and 64.5% for other nonresidents. The average ACT score for new freshmen enrolling in

fall, 2019, was 24. In 2019, the most recent year for which data is available, 28.6% of Wisconsin students who graduated from high school in the spring enrolled in a UW institution the following fall. This rate is down slightly from 31.9% in 2009.

## **Transfer Students and Agreements**

Transfer students represent a significant portion of new enrollments at UW institutions. During the 2019-20 academic year, 7,262 undergraduates entered from institutions outside of the UW System to the UW System as new transfer students. Of these students, 3,385 (47%) transferred from institutions in other states, 2,996 (41%) transferred from Wisconsin technical colleges, 610 (8%) transferred from private colleges within Wisconsin, and the remaining 271 (4%) transferred from institutions in foreign countries. In addition to students who transferred from institutions outside of the UW System, 3,876 students transferred from one UW institution to another. For students transferring into or within the UW System, the statewide admission rate in fall, 2019 was 85%.

In recent years, the Board of Regents has adopted policies to facilitate student transfers from Wisconsin technical college institutions to the UW System. Under current Regent policy, which was most recently modified in 2015, students may generally transfer up to 72 credits from a non-baccalaureate institution, including a Wisconsin technical college, to a four-year UW institution. Students who have completed an Associate of Arts or an Associate of Science degree through a WTCS liberal arts collegiate transfer program that is specifically aligned with associate degrees awarded by UW institutions are considered to have satisfied the general education requirements of the receiving UW institution. There are currently liberal arts collegiate transfer programs at five technical colleges: Chippewa Valley, Madison, Milwaukee, Nicolet, and Western.

In addition, the Board of Regents and the WTCS Board entered into an agreement in June, 2014, which allows students to transfer no fewer than 30 general education credits earned at any institution within the two systems to any other institution within the two systems. Current law requires that beginning in the 2022-23 academic year, the agreement must identify an array of not less than 72 credits of core education credit that will be transferrable.

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### Campus Characteristics

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Table 9 contains various statistics illustrating the unique nature of each UW institution. Madison, the UW System's "flagship" research university, has the lowest admission rate of any UW institution and its freshmen class enters with the highest average test scores. Of the comprehensive institutions, La Crosse is the most selective with both a relatively low admission rate and relatively high average ACT score. Along with Madison, Eau Claire, La Crosse, Platteville, River Falls, Stevens Point, and Whitewater all have largely "traditional" student populations meaning that most students are under the age of 25 and are enrolled full-time. Compared to other UW institutions, Green Bay, Parkside, and Superior enroll larger numbers of older students and students enrolled part-time, frequently referred to as "nontraditional" students.

Of UW institutions, Stevens Point has the highest percentage of contact hours taught solely by faculty, at 80%. By contrast, less than 50% of contact hours are taught solely by faculty at Milwaukee (28%) and Madison (37%). Milwaukee and Whitewater rely heavily on academic staff to perform undergraduate teaching. Madison and Milwaukee also use a significant number of graduate students as instructors. At Milwaukee, 13% of all undergraduate courses are taught by teaching assistants, and 7% at Madison. The largest class

sizes for undergraduate students are at Madison, Eau Claire, La Crosse, and River Falls. By contrast, courses offered by Parkside, Platteville, Stout, and Superior are more likely to be smaller.

Degrees in business administration were the most common bachelor's degrees awarded to graduates in 2019-20 at seven of the 13 UW four-year institutions. The popularity of nursing degrees at Milwaukee and Oshkosh, mechanical engineering at Platteville, animal sciences at River Falls, and finance and financial management services at Whitewater reflects an emphasis on those disciplines at those institutions.

Table 10 shows three measures of institutional productivity: the six-year graduation rate, the first-to-second year retention rate, and the average number of credits attempted by bachelor's degree recipients. As shown in the table, the six-year graduation rate increased for the UW System as a whole during the most recent 10-year period for which data is available from 59.7% for new freshmen in fall, 2003, to 65.4% for new freshmen in fall, 2013. Graduation rates increased at all but four of the four-year UW institutions over that time period. The increase in the six-year graduation rate was particularly large at Madison, Oshkosh, Parkside, and Whitewater.

Because graduation rates are not available until six years after a class of students first enrolls, first-to-second year retention rates are often used as early indicators of student and institutional success. The first-to-second year retention rate for the UW System as a whole increased from 80.2% for new freshmen enrolling in fall, 2008, to 82.1% for new freshmen in fall, 2018. However, retention rates decreased at six of the 13 four-year UW institutions over that time period. The increase in the systemwide retention rate is primarily attributable to increases in retention at large institutions, such as Madison and Milwaukee, which more than offset decreases in retention at other, smaller institutions.

**Table 9: Select Characteristics of UW Four-Year Institutions**

	Profile of New Freshmen*		Undergraduate Enrollment*		% of Undergrad Courses Taught by:				Average Undergraduate Class Size	Most Popular Bachelor's Degrees**
	Average ACT Score	% of Applicants Admitted	% Full-Time	% Under Age 25	Faculty	Academic Staff	Teaching Assistants	Combination		
* Madison	29	60%	90%	93%	37%	35%	7%	20%	31	Biology Economics
Milwaukee	22	93	81%	81%	28	56	13	3	24	Nursing Marketing
Eau Claire	23	90	92%	95%	63	35	0	2	29	Business Administration Marketing
Green Bay	21	100	58%	79%	53	44	0	3	24	Business Administration Liberal Arts
La Crosse	25	80	94%	97%	61	39	0	1	27	Biology Psychology
Oshkosh	21	94	60%	90%	56	37	0	8	24	Nursing Human Services Leadership
Parkside	20	89	80%	80%	52	46	0	1	23	Business Administration Psychology
Platteville	23	96	86%	90%	54	43	0	3	23	Mechanical Engineering Industrial Technology Management
River Falls	22	92	90%	92%	57	42	0	1	26	Business Administration Animal Sciences
Stevens Point	22	95	85%	91%	80	19	0	1	22	Business Administration Biology
Stout	22	97	82%	85%	58	41	0	1	22	Business Administration Management
Superior	21	99	76%	72%	56	44	0	0	17	Business Administration Elementary Education
Whitewater	22	93	87%	91%	53	47	0	0	23	Marketing Finance and Financial Management

\*For fall, 2019.

\*\*For 2019-20 graduates.

**Table 10: First-to-Second Year Retention Rate, Six-Year Graduation Rates, and Credits to Degree by Institution**

	First-to-Second Year Retention Rate		Six-Year Graduation Rate At Same UW Institution		Average Attempted Credits by Bachelor's Degree Recipients	
	Fall, 2008	Fall, 2018	Fall, 2003	Fall, 2013	2008-09	2018-19
Eau Claire	85.7%	81.9%	64.5%	66.8%	139	128
Green Bay	74.4	73.3	51.8	52.8	136	128
La Crosse	83.9	84.0	68.9	69.5	140	133
Madison	93.8	95.3	81.0	87.6	127	122
Milwaukee	73.3	76.5	42.7	43.9	145	143
Oshkosh	75.8	73.8	51.4	61.2	148	138
Parkside	64.3	72.5	26.7	44.5	142	140
Platteville	74.0	78.8	56.1	55.9	146	138
River Falls	74.9	73.8	55.2	57.9	137	126
Stevens Point	78.4	75.2	60.5	60.2	143	134
Stout	71.0	72.0	55.4	60.0	141	132
Superior	71.6	63.8	41.4	48.1	135	131
Whitewater	78.0	80.1	55.7	62.5	141	134
UW System Total	80.2	82.1	59.7	65.4	138	131

The number of credits attempted by students who have earned a bachelor's degree reflects the amount of time and money students spend in earning their degree. The UW System average credits-to-degree has fallen from 138 in 2008-09 to 131 in 2018-19. (For context, most UW institutions require a minimum of 120 credits for a bachelor's degree.) The average number of credits taken by bachelor's degree recipients in 2018-19 ranged from 122 credits at Madison to 143 credits at Milwaukee. Several factors can influence the number of credits that undergraduate students take while earning bachelor's degrees, including student factors and institutional factors. Student factors include the accumulation of college credit through high school advanced placement courses, changes in major, transferring to another institution, and taking extra electives. Institutional factors include the number of credits required for degree completion, course availability, academic advising programs, and the number of credits accepted for transfer.

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### Academic Programs

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At the 13 UW institutions, the number of undergraduate majors ranges from 29 at Superior to 132 at Madison. Most institutions offer traditional liberal arts degrees as well as undergraduate degrees in business and education. Degrees in psychology are offered at all 13 institutions while degrees in accounting, biology, chemistry, economics, English, history, mathematics, and political science are offered by 12 of the 13 institutions. In 2019-20, the most common majors for students graduating with bachelor's degrees were business administration, biology, and nursing.

Seven UW institutions offer undergraduate engineering degrees (Green Bay, Madison, Milwaukee, Oshkosh, Platteville, Stevens Point, and Stout) and three offer undergraduate programs in agriculture (Madison, Platteville, and River Falls). There are four schools of nursing in the UW System (Eau Claire, Madison, Milwaukee, and Oshkosh) and one school of architecture at Milwaukee.

The number of master's degree programs offered by the comprehensive institutions ranges from 12 at Parkside to 24 at Stout. Milwaukee offers 61 master's programs while Madison offers 147. The most common master's degree programs are in business, education, and the health professions. Master's of business administration (MBA) degrees are offered at Madison, Milwaukee, Eau Claire, La Crosse, Oshkosh, Parkside, River Falls, and Whitewater. In addition, an MBA in applied learning and leadership has been offered at Stevens Point since May, 2019.

Madison and Milwaukee are the only UW institutions that offer research doctoral degrees (Ph.D.). Madison offers 107 Ph.D. programs while Milwaukee offers 34. In addition, seven of the comprehensive institutions currently offer professional or clinical doctorates. The professional schools of law, medicine, veterinary medicine, and pharmacy are all located on the Madison campus.

### **Online and Distance Learning Programs**

All UW institutions offer distance learning programs, the majority of which are now offered online. These programs have been aggregated by the UW System at its "e-Campus" site. Currently, more than 150 online degrees and certificates are accessible via the UW System "e-Campus." In addition, a small number of courses are offered through video or audioconferencing or in print or multimedia formats. Some distance courses are "blended" meaning that they include some number of on-campus, in-person sessions in addition to online sessions.

Beginning in January, 2014, students have been able to enroll in self-paced, competency-based programs offered through the UW Flexible Option platform. Designed for working adults, these programs are offered entirely online and do not use the traditional semester-based calendar. Instead, students enroll in 12-week "subscription

periods" which begin each month. As competency-based programs, students review the learning resources and complete assessments at their own pace without deadlines. Students receive individualized instructional and other supports as needed and make progress towards a degree by completing assessments to demonstrate that they have mastered a competency.

As part of the UW System restructuring of UW Colleges and UW-Extension, in January, 2018, all UW institutions were authorized to offer the associate of arts and sciences degree in the online format effective July 1, 2018, as a collaborative online degree program. Other changes resulted in UW-Milwaukee offering the associate of arts and sciences degree in the UW Flexible Option platform (previously offered by UW Colleges), and UW-Parkside offering the BS-Business Administration (previously offered by UW-Extension). The degrees in nursing and biomedical sciences diagnostic imaging are only open to individuals who have already completed an associate's degree or have earned a license (for example, RN) in those fields. During the 2019-20 year, a total of 1,071 students enrolled in UW Flexible Option programs.

### **UW System Response to COVID-19**

In January, 2020, the UW System Emergency Operation Center (EOC) began working to respond to the novel coronavirus, a virus strain that began spreading in December, 2019. The EOC, which includes a team of health, risk, international security, emergency management, legal counsel, and communication experts was initially focused on international issues when it began its work to respond to the virus in China. As the virus spread, the UW System EOC shifted its focus to local impacts. The EOC and individual campus teams are actively monitoring and responding to developing events related to the spread of COVID-19. In February, 2020, the EOC shared UW-Platteville's pandemic plan with all campuses and asked campuses to update their own plans accordingly. The



EOC and campus teams are following guidance from the U.S. Department of State and Centers for Disease Control, the Wisconsin Department of Health Services, and local public health departments. UW health directors are working with these local health department officials.

Beginning in March, 2020, UW System institutions began taking a series of actions in response to the novel coronavirus pandemic. These included: recalling spring study abroad students, suspending spring study abroad programs, and cancelling summer study abroad programs; cancelling University-sponsored travel, including athletic travel; closing residence halls (with some exceptions for students unable to find alternative lodging, or for those with special approval); limiting access to campus buildings to essential personnel with non-essential employees telecommuting; cancelling campus events; moving spring and summer instruction to online/alternative delivery; and providing select campus buildings for state and local government or health system use (for example, UW-Stevens Point's Hyler Hall was available for city emergency management services use). To make it easier for students to enroll for summer and fall, 2020, UW-System implemented a series of changes to admission policies including reducing the undergraduate application fee for all UW System institutions except UW-Madison by \$50 (to \$25) and making application fee waivers available for students experiencing financial hardship due to COVID-19, accepting unofficial high school transcripts for admission consideration, and holding students harmless for changes in admission testing, grading formats, and other standard requirements as a result of the COVID-19 pandemic such as cancellation of ACT or SAT testing dates, or a high school or college moving to a pass-fail grading system. To address fiscal challenges due to COVID-19, the Board of Regents authorized the UW System to implement a variety of workforce reduction and cost-saving measures, including furloughs. Furloughed employees remain in employment status and are eligible to continue their health insurance benefits. Furlough policies

differ significantly across UW System institutions and UW System administration.

The federal CARES Act of 2020 was signed into law on March 27, 2020 and provided \$13.95 billion to institutions of higher education, of which 90% was provided directly to each institution of higher education to prevent, prepare for, and respond to the coronavirus. Of this, 75% is apportioned according to each institution's relative share of enrollment of Federal Pell Grant recipients and 25% based on relative share of non-Pell Grant recipients. The Act specifies that no less than 50% of this funding be used to provide emergency financial aid grants to students for expenses related to the disruption of campus operations due to coronavirus (including eligible expenses under a student's cost of attendance, such as food, housing, course materials, technology, health care, and child care). The remaining 50% of funds may be used to cover any costs associated with significant changes to the delivery of instruction due to the coronavirus, so long as such costs do not include payment to contractors for the provision of pre-enrollment instruction, or religious worship. UW System received \$94 million under the Act, of which half was utilized for emergency student aid to approximately 42,500 students, most of whom were Pell Grant recipients, with an average grant award of \$962.

Also included in the Act was the creation of the Coronavirus Relief Fund (CRF) to distribute money directly to state, local, tribal, and territorial governments. A total of \$37 million from the CRF has been allocated for financial assistance to institutions of higher education with \$35 million distributed to technical colleges, private non-profit campuses, and the University of Wisconsin System, with the remaining \$2 million distributed to Wisconsin tribal colleges. Of the \$35 million, \$18.9 million was allocated to the UW System including \$3.97 million to UW-Madison. An additional \$32.3 million was allocated to UW system institutions to assist with the costs of COVID-19 testing, including \$8.3 million for UW-Madison

and \$24 million for the rest of the UW System. Under the UW System's plan, the \$24 million will be used to purchase a total of 276,000 tests, of which 246,000 will be allocated to UW institutions and 30,000 held in reserve to be used for peaks or shortages. The money will also cover the costs of personal protective equipment and staff to administer the tests. UW-Madison will use the \$8.3 million for testing, personal protective equipment, and staff. UW-Madison will purchase 134,000 tests with this funding.

Through summer 2020, classes remained online, with some in-person instruction resuming in fall, 2020 with social distancing guidelines and testing procedures in place. According to the UW System President's office, the UW System has taken a lead role in expanding COVID-19 testing in Wisconsin. The EOC provides updated data online regarding coronavirus statistics and a snapshot of COVID-19 testing from each campus is available daily through the coronavirus dashboard. In November, 2020, the System's universities opened surge testing sites in partnership with the U.S. Department of Health and Human Services, which has provided 250,000 rapid-results antigen tests that provide a result within 15 minutes. These testing sites are free and open to the general public, and as of December 10, more than 110,000 of these rapid-result antigen tests have been administered across the state. As of December 10, 2020, UW system institutions had conducted over 310,000 COVID-19 tests on campuses including rapid-results antigen tests.

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### Budget

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The University's 2020-21 budget totals \$6,539.3 million of which \$1,182.5 million, or 18.1%, is funded from state general purpose revenue (GPR). The University's operating budget is shown by fund source in Table 11. Not all of the funding listed in the table is available for

**Table 11: UW System Operating Budget -- 2020-21 Fiscal Year**

Source of Funds	Amount	Percent
State GPR	\$1,182,465,900	18.1%
Tuition	1,574,822,074	24.1
Federal	1,438,108,239	22.0
Auxiliary Operations	946,316,971	14.5
Gifts and Trust Income	733,653,599	11.2
Operational Receipts	438,961,491	6.7
Indirect Cost Reimbursement	169,929,314	2.6
Services Provided to Hospital Authority	<u>55,000,000</u>	<u>0.8</u>
<b>Total</b>	<b>\$6,539,257,588</b>	<b>100.0%</b>

discretionary use by the Regents to support university programs. Significant amounts are dedicated to specific purposes such as: (1) federal grants, contracts, and appropriations, including funding for research and student financial aid other than direct student loans (\$622.1 million); (2) federal direct student loans (\$816 million); (3) auxiliary operations for activities such as dormitories, athletics, and student centers (\$946.3 million); (4) gifts and trust income (\$733.7 million); and (5) state-funded debt service payments (\$219 million). Indirect cost reimbursements are federal monies for indirect costs related to grants and contracts. Operational receipts are fees for services and includes fees charged for non-credit outreach programs.

The University combines its GPR-general program operations allocation with money received from tuition and a portion of federal indirect cost reimbursements and operational receipts to create a pool of funds that it uses to fund its general program operations. This pool is known as the "GPR/fees pool." The GPR/fees pool excludes tuition generated by differential tuition, self-supporting programs, and increases in enrollment as well as GPR provided for debt service. In 2020-21, the University had a general program operations budget of \$2.5 billion.

Under the provisions of 2011 Act 32, many of the UW System's GPR, program revenue (PR), and federal appropriations were consolidated. Unlike other state agencies, Act 32 authorized the

UW System to retain any interest earnings associated with balances in its PR appropriations. Typically, these earnings would accrue to the benefit of the general fund.

A new appropriation was created in 2017 Act 59 under the UW System for general program operations of the Tommy G. Thompson Center on Public Leadership with \$1.5 million GPR annually. Act 59 created the Center that has as its mission the facilitation of research, teaching, outreach, and needed policy reforms regarding effective public leadership that improve the practice of American government.

Other than federal funds provided for financial aid, most federal grants and contracts result from specific project proposals at individual institutions. Gifts are usually provided to specific institutions, as opposed to the system as a whole, and may be provided for a specific purpose. Many donors choose to give to foundations established for the benefit of UW institutions and associated campuses instead of to the institution or college campus itself. These foundations are separate entities and are not included in the UW System's budget

or financial reports, although transfers from the foundations to their respective institutions and campuses are included. Due to the manner in which federal grants and contracts and gifts are generated, Madison accounts for the largest share of these funds.

Table 12 shows the UW System budget by fund source and FTE enrollments from 2010-11 to 2020-21. As shown in the table, the UW System's total budget increased from \$5.6 billion to \$6.5 billion over that time period. This increase in the UW System's budget is primarily due to increases in federal, tuition, and auxiliary revenues including the one-time use of tuition balances. While the level of total GPR funding provided for the University increased slightly (by 0.27%) between 2010-11 and 2020-21; GPR funding excluding debt service has declined by nearly 6% over that time period. As the number of full-time equivalent students has declined by 8.4% from 2010-11 to 2019-20, the amount of GPR provided per FTE student increased from \$7,558 in 2010-11 to \$8,086 in 2019-20, the most recent year for which final enrollment data is available. When GPR funding for debt service is excluded, GPR per FTE

**Table 12: Ten-Year Change in UW Budget, by Fund Source (\$ in Millions)**

	State GPR Excluding Debt Service	State GPR	Tuition	Federal Grants & Contracts	Auxiliary Enterprises	Gifts & Trust	Other*	Total	Fall Enrollment (FTE)	State GPR/FTE Student	State GPR Excluding Debt Service/ FTE Student
2010-11	\$1,023.9	\$1,179.3	\$1,111.7	\$1,607.9	\$717.9	\$573.1	\$401.2	\$5,591.1	156,039	\$7,558	\$6,562
2011-12	903.1	1,001.5	1,209.0	1,641.7	765.7	574.4	396.9	5,589.2	155,163	6,455	5,820
2012-13	930.5	1,135.2	1,277.4	1,693.4	811.1	580.8	403.4	5,901.3	154,843	7,331	6,009
2013-14	915.5	1,151.4	1,318.9	1,673.5	834.4	574.3	444.6	5,997.1	153,252	7,513	5,974
2014-15	933.1	1,178.2	1,349.0	1,665.0	848.2	572.8	484.7	6,097.9	152,773	7,712	6,108
2015-16	802.5	1,029.7	1,526.9	1,670.7	895.6	578.5	492.8	6,194.2	150,832	6,827	5,320
2016-17	832.9	1,048.7	1,537.1	1,663.8	902.0	581.0	524.0	6,256.6	148,326	7,070	5,538
2017-18	840.4	1,063.6	1,510.0	1,603.5	934.5	582.4	529.8	6,223.8	146,909	7,240	5,721
2018-19	904.5	1,123.1	1,534.1	1,563.7	934.4	646.4	546.8	6,348.5	145,554	7,716	6,214
2019-20	936.2	1,155.5	1,548.0	1,425.5	1,013.9	617.9	620.9	6,381.7	142,906	8,086	6,551
2020-21	963.5	1,182.5	1,574.8	1,438.1	946.3	733.7	663.9	6,539.3	NA	NA	NA
Annualized Rate of Change 2010-11											
2020-21	-0.6%	0.0%	3.5%	-1.1%	2.8%	2.5%	5.2%	1.6%	-1.0%	0.8%	0.0%

\* Includes indirect cost reimbursements, operational receipts, and hospital authority payments.

student declined slightly from \$6,562 to \$6,551.

### **Performance/Outcomes Based Funding**

The 2017-19 budget (2017 Act 59) provided \$26.25 million GPR of ongoing funding beginning in 2018-19 to be distributed to UW System institutions for outcomes-based funding. Act 59 created s. 36.112 of the statutes governing outcomes-based funding for the UW System which establishes the following goals for the UW System: (a) growing and ensuring student access; (b) improving and excelling at student progress and completion; (c) expanding contributions to the workforce; and (d) enhancing operational efficiency and effectiveness.

For each goal, the Board of Regents was required to identify at least four metrics to measure an institution's progress toward meeting the goal. Act 59 also required the Board to develop a formula for distributing the \$26.25 million among the institutions based on each institution's performance with respect to the metrics subject to approval by the Joint Committee on Finance. In April, 2018, the Joint Committee on Finance approved the outcomes-based funding formula proposal submitted by the UW System. For each statutory goal, four metrics were established. For example, for the goal of growing and ensuring student success, metrics include the number of: (a) Wisconsin high school graduates enrolled as degree-seeking undergraduates; (b) Pell-eligible students enrolled as undergraduates; (c) under-represented students enrolled as undergraduates; and (d) transfer students enrolled as undergraduates.

Under the funding formula proposal approved by the Committee, the starting point for the allocation of the \$26.25 million of outcomes-based funding is the share each UW-System institution receives of total GPR/tuition revenues, after removing moneys associated with specific expenditure purposes such as energy costs and debt service. This base of adjusted GPR/tuition revenues is used to establish each institution's initial

percentage share of the outcomes-based funding. Because of the ongoing restructuring of the UW System, UW Colleges and UW-Extension were removed from consideration for the outcomes-based funding formula. Each institution's initial percentage share will be modified by its relative performance on the metrics established under the proposal.

An additional \$22.5 million each year for performance funding beginning in fiscal year 2019-20 was provided in 2019 Act 9, for a total of \$48.75 million annually.

### **Dairy Initiative (Innovation Hub)**

Under 2019 Act 9, \$1,000,000 GPR in 2019-20 and \$7,800,000 GPR in 2020-21 was provided in the Joint Committee on Finance supplemental appropriation for release to the UW System upon request and approval by the Committee for a UW System Dairy Initiative (Innovation Hub). On October 2, 2019, the Committee approved the UW System's request for release of the funds, including the specification that the \$7.8 million GPR in fiscal year 2020-21 be ongoing. In addition to the annual reporting requirements to the Board of Regents identified under the request, the Committee required that the reports also be made to the appropriate standing committees of the Legislature having jurisdiction over matters relating to agriculture, and the Joint Committee on Finance. This required reporting includes: (a) an identification of all positions created and whether each position is filled or vacant; and (b) a description of the major accomplishments of the Dairy Innovation Hub since its creation and in the immediately preceding year. Consistent with 2019 Senate Bill 186/Assembly Bill 207, the initial annual report is due July 1, 2021, and subsequent reports would be due July 1 of each subsequent year.

Funding provided for the Hub is allocated in accordance with the breakdown of funding under 2019 SB 186/AB 207: 52 percent to UW-Madison, 24 percent to UW-Platteville, and 24 percent to

UW-River Falls to reflect the variation in size between the three universities as well as the difference in research capacity of UW-Madison versus the comprehensive institutions. The approved proposal specified that funds would be utilized for faculty positions, postdoctoral fellows, research farms, labs, and equipment at the three campuses.

### **Budgeted Expenditure Categories**

The University assigns all of its budgeted expenditures to one of 11 programs described by the National Association of College and University Business Officers (NACUBO) in its Financial and Reporting Manual for Higher Education. The first three programs (instruction, research, and public service) are considered the primary activities of the University with all other programs supporting those activities. Under the NACUBO definitions debt service payments for academic buildings are included in the physical plant category. However, UW System budget documents show debt service on academic buildings separately. Consistent with this practice, this paper shows debt service on academic buildings separately from physical plant.

1. **Instruction** (23.9% of the total budget for 2020-21). All activities through which a student may earn credit toward a degree or certificate granted by the University. Expenditures for remedial instruction are also included even though these courses do not carry degree credit. This program also includes costs for curriculum development, departmental research, and public service not separately budgeted; course catalogs, bulletins, and timetables; computing costs charged back to users; library, media services, and special course fees; departmental computer labs; credit-bearing internships; recruitment and retention of instructional faculty; and the administration of study abroad programs. Instruction excludes: (a) all non-credit instruction other than remedial instruction; (b) separately budgeted academic advising; (c) separately budgeted course and curriculum development; (d) professional development for faculty members and sabbaticals; and (e)

campus, college, or school-wide computer labs.

2. **Research** (17.6%). All activities organized to produce research outcomes, whether commissioned by an external agency or funded by an institution's operating budget. Included are expenditures for individual and project research, as well as those of research institutes and centers. Also includes grants administration costs including proposal development and accounting services. Research excludes departmental research that is not separately budgeted.

3. **Public Service** (4.4%). Activities that primarily benefit individuals or groups external to the institution and all non-credit instruction other than remedial instruction. This program includes community service programs, cooperative extension services, conferences, institutes, general advisory services, reference bureaus, radio and television, and consulting services. Radio and television broadcasts that primarily support instruction or are operated as a student service program are excluded.

4. **Academic Support** (6.7%). Activities that primarily support the institution's instructional, research, and public service missions. These activities include: (a) the retention, preservation, and display of educational materials, generally in libraries or museums; (b) the provision of services that directly assist the academic functions of the institution, such as demonstration schools; (c) media, such as audiovisual services, and technology, such as computing support; (d) academic administration and personnel development; and (e) separately budgeted support for course and curriculum development.

5. **Hospitals** (0.8%). This program was removed from the UW budget in 1996-97 due to the transfer of the UW Hospital and Clinics to a separate hospital authority. The moneys remaining in the budget represent expenditures by UW-Madison that are reimbursed by the University of Wisconsin Hospital and Clinics Authority.

6. **Farm Operations** (0.3%). All activities that provide laboratory farm support including field stations.

7. **Student Services** (9.3%). All activities whose primary purpose is to contribute to the emotional and physical well-being of students and their intellectual, cultural, and social development outside of formal instruction. These activities include student activities, cultural events, student newspapers, intramural athletics, student organizations, intercollegiate athletics, counseling, career guidance, student aid administration, student health services, child care, and transportation. This program also includes the admissions and registrar functions of the institution including orientation programs and the maintenance of student records.

8. **Financial Aid** (15.2%). All scholarships, fellowships, and loans provided to students. This program excludes student employment, which is budgeted among the various other programs where such employment is used, and administrative costs, which are budgeted under student services.

9. **Auxiliary Enterprises** (7.2%). Self-supporting activities that exist to provide goods or services to students, faculty, and staff, and that charge fees directly related to the cost of those goods and services. This program includes housing, food services, retail sales, and parking.

10. **Physical Plant** (5.6%). All expenditures related to the operation and maintenance of facilities and grounds other than those charged to auxiliary enterprises. This program includes facilities planning and capital budgeting, utilities, fire protection, and similar items. Operations and maintenance services provided to auxiliary enterprises are shown in that program and excluded here.

11. **Institutional Support** (5.7%). This program includes: (a) executive management, including the chancellor, the chancellor's cabinet, and their immediate office support staff, costs related

to the Board of Regents and the faculty Senates, and legal services; (b) fiscal operations, including the accounting office, budget office, bursar, and audit functions; (c) general administration and logistical services, including personnel administration and payroll, space management, risk management, purchasing, institutional research, campus-wide communications, and protective services; (d) administrative computer support; and (e) public relations and development.

Institutional support excludes administrative duties related to specific functions, like an academic department secretary or a research grant administrator, which are included under the functional area they support, such as instruction or research.

12. **Debt Service on Academic Buildings** (3.3%). Principal and interest payments on general obligation debt.

Table 13 provides detail of 2020-21 budget allocations by institution and program, including debt service on academic buildings, and by fund source. GPR funding for individual institutions is determined by the Board of Regents and is based on past allocations and funding changes approved by the Legislature. The amounts shown for auxiliary enterprises in Tables 12 and 13 differ because certain activities, such as intercollegiate athletics and student health services, are classified as auxiliary enterprises in one table and as student services in the other.

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### Program Revenue Balances

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All of the UW System's program revenue appropriations are continuing appropriations. This means that unspent balances can be carried over from one year to the next. In April, 2013, legislators became aware that the UW System had program revenue appropriation balances totaling over

**Table 13: University of Wisconsin System, 2020-21 Budget -- Allocations by Cluster, Institution and Program (All Funds)**

	2020-21 Budget Total	Instruction	Research	Public Service	Academic Support	Hospitals	Farm Operations	Student Services	Financial Aid	Auxiliary Enterprises	Physical Plant	Instit'l Support	Debt Service on Academic Buildings
Madison	\$3,606,812,342	\$869,671,259	\$1,061,335,930	\$203,887,222	\$178,015,545	\$55,000,000	\$16,275,969	\$311,386,206	\$293,952,764	\$171,243,613	\$222,916,294	\$129,376,241	\$93,751,300
Milwaukee	<u>684,240,836</u>	<u>153,551,131</u>	<u>66,795,913</u>	<u>28,314,956</u>	<u>56,014,439</u>	<u>0</u>	<u>0</u>	<u>66,302,765</u>	<u>161,519,733</u>	<u>56,492,643</u>	<u>30,434,681</u>	<u>40,659,274</u>	<u>24,155,300</u>
Subtotal	\$4,291,053,178	\$1,023,222,390	\$1,128,131,843	\$232,202,178	\$234,029,984	\$55,000,000	\$16,275,969	\$377,688,971	\$455,472,497	\$227,736,256	\$253,350,975	\$170,035,515	\$117,906,600
Eau Claire	\$248,428,379	\$68,026,429	\$436,518	\$1,789,100	\$21,738,647	\$0	\$0	\$28,018,718	\$54,990,580	\$38,582,898	\$8,545,912	\$16,131,877	\$10,167,700
Green Bay	146,870,525	34,373,127	981,883	4,827,589	13,911,598	0	0	18,652,326	39,303,280	9,583,076	7,732,091	11,174,155	6,331,400
La Crosse	236,317,534	68,233,438	3,789,964	2,233,979	18,201,353	0	0	26,006,866	55,826,422	24,448,485	10,545,329	12,688,098	14,343,600
Oshkosh	252,618,927	70,994,750	2,686,071	4,947,429	19,888,542	0	0	28,753,411	59,055,103	31,663,441	11,245,816	13,139,464	10,244,900
Parkside	107,794,078	21,586,077	642,335	1,581,317	9,502,018	0	0	11,588,000	35,254,103	10,142,734	5,968,332	6,003,962	5,525,200
Platteville	188,436,051	36,548,283	1,755,929	2,351,239	23,788,898	0	1,498,811	20,556,920	50,858,164	23,800,650	10,809,649	10,079,808	6,387,700
River Falls	142,418,134	35,278,400	2,369,136	2,281,362	10,307,668	0	1,351,900	17,283,744	32,344,952	19,343,425	5,823,816	7,159,731	8,874,000
Stevens Point	209,039,641	44,515,709	3,685,461	11,693,097	15,493,053	0	0	19,126,182	46,921,614	24,585,430	13,895,654	16,947,041	12,176,400
Stout	206,562,850	53,573,777	820,751	9,416,620	16,891,929	0	0	19,834,908	54,001,323	23,531,859	8,440,184	10,047,599	10,003,900
Superior	71,413,344	17,252,219	1,924,408	718,925	4,679,957	0	0	9,358,646	17,133,728	5,575,719	3,592,921	5,187,521	5,989,300
Whitewater	<u>271,076,834</u>	<u>61,005,285</u>	<u>268,202</u>	<u>6,664,465</u>	<u>21,745,100</u>	<u>0</u>	<u>0</u>	<u>26,089,059</u>	<u>85,909,803</u>	<u>32,522,088</u>	<u>10,741,749</u>	<u>15,033,783</u>	<u>11,097,300</u>
Subtotal	\$2,080,976,297	\$511,387,494	\$19,360,658	\$48,505,122	\$176,148,763	\$0	\$2,850,711	\$225,268,780	\$531,599,072	\$243,779,805	\$97,341,453	\$123,593,039	\$101,141,400
Systemwide	<u>167,228,113</u>	<u>25,234,977</u>	<u>840,338</u>	<u>6,448,010</u>	<u>28,757,465</u>	<u>0</u>	<u>0</u>	<u>2,447,371</u>	<u>6,919,718</u>	<u>0</u>	<u>17,104,173</u>	<u>79,476,061</u>	<u>0</u>
TOTAL	\$6,539,257,588	\$1,559,844,861	\$1,148,332,839	\$287,155,310	\$438,936,212	\$55,000,000	\$19,126,680	\$605,405,122	\$993,991,287	\$471,516,061	\$367,796,601	\$373,104,615	\$219,048,000
% of Total	100.0%	23.9	17.6	4.4	6.7	0.8	0.3	9.3	15.2	7.2	5.6	5.7	3.3

\*Includes one-time use of tuition balances.

\$1 billion as of June 30, 2012, including \$414.1 million in tuition revenue balances. In response, the 2013-15 biennial budget bill was modified to require the UW System to transfer a portion of those funds to the Higher Educational Aids Board (HEAB) to fund the Wisconsin Grant program for UW students in 2013-14. The UW System was also required to fund a number of initiatives that had been included in the Governor's budget bill with program revenue balances instead of with new GPR as initially proposed. In addition, the Legislature froze resident undergraduate tuition rates at the 2012-13 level in both years of the biennium.

To ensure future monitoring of the UW's program revenue balances, the 2013-15 biennial budget act (2013 Act 20) required the Board of Regents to develop a methodology for the calculation of program revenue balances and reserves and to propose limits on those balances. Following review, modification, and approval by the Joint Legislative Audit Committee (JLAC) and the Joint Committee on Finance (JFC), the Board of Regents is required to submit a report to both committees annually by October 15 that includes the balances by institution as of June 30 of that year for the following revenue categories: (1) tuition; (2) auxiliary operations; (3) general operations; (4) other unrestricted program revenue; (5) federal indirect cost reimbursement; (6) gifts; (7) nonfederal grants and contracts; (8) federal grants and contracts; and (9) other restricted program revenue. Table 14 shows program revenue balances held by each UW institution by fund category as of June 30, 2020.

The Regents are also required to report balances for tuition, auxiliary operations, general operations, and other unrestricted program revenue as a percentage of expenditures for the fiscal year ending on June 30 of that year for each institution. Tuition balances are reported as a percentage of combined GPR and tuition expenditures less GPR expenditures for debt service. Institutions whose tuition, auxiliary operations, general operations,

and other unrestricted program revenue balances that exceed 12% must submit justifications for those balances to the Board of Regents for approval. UW System Administration is also required to submit justifications for the UW Systemwide balance to the Regents for approval. Institutions that have negative tuition or auxiliary revenue balances must submit a plan to eliminate the negative balance within a reasonable amount of time to the Regents for approval. These justifications and plans are included in the Regents report to JLAC and JFC.

Table 15 shows total UW System program revenue balances by fund source as of June 30 for selected years. As shown in the table, the UW System's total program revenue balances decreased from \$1,273.5 million on June 30, 2013, to \$1,225.8 million on June 30, 2020, which represents a decrease of \$47.7 million. Gifts, which make up the majority of the UW System's restricted program revenue, increased by \$193.4 million, from \$149.5 million in 2012-13 to \$342.9 million in 2019-20. In contrast, unrestricted program revenue balances, which include tuition revenues and other student fees, decreased from \$1,097.2 million on June 30, 2013, to \$773.2 million on June 30, 2020. Over that time period, the tuition revenue balance decreased from \$551.5 million to \$227.3 million. However, the auxiliary revenue balance, which includes student housing, dining, and parking fees, increased from \$188.7 million to \$250.2 million.

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### **Tuition and Fees**

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The Board of Regents is delegated the authority to set tuition under s. 36.27 of the statutes. By statute, the Regents are permitted to set separate rates for resident and nonresident students, different classes of students, extension courses, summer sessions, and special programs. UW institutions



**Table 14: UW System Program Revenue Balances by Institution and Fund Category as of June 30, 2020\***

	Unrestricted Balances					Restricted Balances				Total
	Tuition	Auxiliary Operations	General Operations	Other Unrestricted Program Revenue	Federal Indirect Cost Reimbursement	Gifts	Nonfederal Grants and Contracts	Federal Grants and Contracts	Other Restricted Program Revenue	
Eau Claire	\$15,073,508	\$26,352,972	\$10,107,251	\$139,565	\$721,594	-\$2,592,128	\$1,480,600	-\$151,651	\$2,338,884	\$53,470,595
Green Bay	12,330,905	11,251,909	6,544,979	1,305,396	1,064,681	910,517	419,519	-320,321	774,341	34,281,926
La Crosse	4,824,596	14,332,653	9,802,812	769,377	70,915	850,689	-235,727	106,568	171,752	30,693,635
Madison	50,063,458	113,866,651	15,776,909	35,383,415	110,150,527	336,297,097	95,385,892	-20,604,147	1,819,814	738,139,616
Milwaukee	29,117,215	40,864,665	24,865,302	2,214,195	7,898,252	-1,830,281	-2,675,292	-1,012,584	5,577,033	105,018,505
Oshkosh	10,818,647	9,551,214	-876,388	566,523	487,645	687,852	-423,255	-1,114,831	562,085	20,259,492
Parkside	8,642,480	1,009,226	1,779,576	286,939	243,314	322,057	60,940	141,691	118,063	12,604,286
Platteville	7,795,609	3,189,140	719,803	6,673,157	312,074	-19,461	72,035	-405,014	1,194,065	19,531,408
River Falls	9,530,542	3,270,024	524,338	5,098,303	204,189	22,597	535	132,712	1,324,840	20,108,080
Stevens Point	7,079,863	5,920,329	4,257,375	92,426	573,830	421,390	-1,384,460	30,021	3,941,001	20,931,775
Stout	-133,181	5,116,847	4,576,454	154,057	549,859	-522,854	305,148	-392,351	2,166,307	11,820,286
Superior	4,873,078	1,606,967	975,742	151,054	968,515	-66,019	252,165	-476,253	149,861	8,435,110
Whitewater	2,908,572	12,069,625	3,670,653	4,707,504	1,345,692	62,475	912,021	-4,334,378	1,808,809	23,150,973
UW System Administration	1,530,754	994,868	3,471,717	20,374	2,192,887	329,320	548,362	0	0	9,088,282
UW Systemwide	<u>62,809,739</u>	<u>826,468</u>	<u>14,433,858</u>	<u>10,441,113</u>	<u>334,671</u>	<u>8,033,486</u>	<u>-24,491,515</u>	<u>48,932,824</u>	<u>-3,030,533</u>	<u>118,290,111</u>
UW System Total	\$227,265,785	\$250,223,558	\$100,630,381	\$68,003,398	\$127,118,645	\$342,906,737	\$70,226,968	\$20,532,286	\$18,916,322	\$1,225,824,080

\*Negative balances shown reflect instances, such as gifts and grants, when an institution may have expenditures but the revenue has not yet been received.

**Table 15: UW System Program Revenue Balances as of June 30, 2013 Thru June 30, 2020**

	June 30, 2013	June 30, 2014	June 30, 2016	June 30, 2018	June 30, 2020
<b>Unrestricted</b>					
Tuition	\$551,499,294	\$395,398,273	\$295,604,100	\$300,850,175	\$227,265,783
Auxiliary Operations	188,731,478	227,463,042	253,571,870	282,157,791	250,223,557
General Operations	171,803,168	117,873,553	108,548,645	103,917,847	100,630,381
Federal Indirect Cost					
Reimbursement	148,183,494	173,758,520	154,371,947	145,407,362	127,118,643
Other Unrestricted	<u>36,957,876</u>	<u>58,847,505</u>	<u>71,172,874</u>	<u>74,592,404</u>	<u>68,003,396</u>
Subtotal	\$1,097,175,310	\$973,340,893	\$883,269,436	\$906,925,579	\$773,241,760
<b>Restricted</b>					
Gifts	\$149,518,003	\$178,651,888	\$230,228,194	\$315,121,799	\$342,906,738
Federal Grants and Contracts	13,906,362	22,637,055	28,308,280	36,224,756	20,532,285
Other Restricted	<u>12,886,680</u>	<u>10,996,466</u>	<u>46,678,246</u>	<u>65,205,893</u>	<u>89,143,293</u>
Subtotal	\$176,311,045	\$212,285,409	\$305,214,720	\$416,552,448	\$452,582,316
<b>Total</b>	<b>\$1,273,486,355</b>	<b>\$1,185,626,302</b>	<b>\$1,188,484,156</b>	<b>\$1,323,478,027</b>	<b>\$1,225,824,076</b>

have been permitted to charge differential tuition rates with the approval of the Board of Regents since 1996-97. Differential tuition rates may be for an entire institution or for a specific program within an institution.

During the five most recent biennia, the Legislature has included provisions in the biennial budget act that have limited the amount by which the Regents could increase resident undergraduate tuition rates. Under 2011 Act 32, the Regents were prohibited from increasing tuition for resident undergraduate students by more than 5.5% annually in 2011-12 and 2012-13. The following four budget acts (2013 Act 20, 2015 Act 55, 2017 Act 59, and 2019 Act 9) froze resident undergraduate tuition for the 2013-15, 2015-17, 2017-19, and 2019-21 biennia. An exception to the resident undergraduate tuition freeze under 2015 Act 55 allowed the Board of Regents to approve a differential tuition at UW-Stevens Point that increased resident undergraduate tuition at that institution in 2016-17, which was implemented over three fiscal years.

Unless modified by the Legislature during the 2021-23 session, there will be no limits on the Regents' authority to set resident undergraduate

tuition beginning in 2021-22 academic year under current law. While the 2011-13, 2013-15, 2015-17, 2017-19, and 2019-21 biennial budgets restricted the Board of Regents' ability to set tuition for resident undergraduate students, the Board retained the authority to set tuition levels for all other students. The Board opted to freeze nonresident and graduate student tuition during the 2013-15 biennia but approved tuition increases for some nonresident and graduate students at some institutions during the 2015-17, 2017-19 and 2019-21 biennia. Consistent with past biennia, there will also be no restrictions on the amount of tuition increases the Regents may impose on graduate, nonresident, and other students during the 2021-23 biennium unless the Legislature modifies current law. Additional information related to tuition is included in the Legislative Fiscal Bureau's informational paper entitled, "University of Wisconsin Tuition."

Table 16 shows annual tuition for full-time resident undergraduate students enrolled in UW institutions from 2010-11 to 2020-21. The table also shows resident undergraduate tuition as a percentage of instructional costs funded by state GPR and tuition revenues in each year. Instructional costs include instructional faculty and academic staff

**Table 16: Annual Resident Undergraduate Tuition**

Year	Madison		Milwaukee		Comprehensives*		Colleges		% of Instructional Cost			
	Amt	% Chg	Amt	% Chg	Amt	% Chg	Amt	% Chg	Madison	Milw.	Comp.	Colleges
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%
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
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
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
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
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
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
2017-18	9,273	0.0	8,091	0.0	6,767	0.0	4,750	0.0	60.8	75.1	69.1	49.7
2018-19	9,273	0.0	8,091	0.0	6,780	0.2	4,750	0.0	51.2	70.4	66.0	44.2
2019-20	9,273	0.0	8,091	0.0	6,797	0.3	4,750	0.0	NA	NA	NA	NA
2020-21	9,273	0.0	8,091	0.0	6,797	0.0	4,750	0.0	NA	NA	NA	NA

\* Weighted average for new freshmen. Although resident undergraduate tuition was frozen from 2013-14 through 2020-21, 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.

salaries and fringe benefits, supplies and services, administration, libraries, and student services and support costs.

In addition to tuition charges, all students are assessed segregated fees to finance a wide variety of student activities including parking and transportation services, student activities, student unions and student centers, and intramural and intercollegiate athletics. Unlike tuition rates, segregated fees are determined by institution. In 2020-21, segregated fees at the four-year institutions range from \$1,047 at Whitewater to \$1,605 at Superior, while fees at the two-year campuses range from \$193 to \$597. Total tuition and fees by campus are shown in Table 17. Under 2017 Act 59, the Board of Regents was required to revise its policies regarding student segregated fees to ensure that the classification of those fees as allocable or nonallocable is consistent across institutions. Those revised policies were approved by the Joint Committee on Finance under a 14-day passive review process in December, 2017.

Ten of the four-year UW institutions also 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. Standard room and board charges for the academic year range from \$6,566 at Superior to \$11,017 at Madison.

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### UW Personnel

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In 2019-20, the UW System had 35,487 budgeted full-time equivalent (FTE) positions. This total includes 33,847 faculty and staff and 1,640 student assistants. University personnel consist of four general categories of employees: faculty, academic staff, university staff, and student assistants.

Faculty are defined as individuals holding a specific rank within an academic department or its functional equivalent. Duties of faculty members include teaching, research, and public service. In 2019-20, there were 6,065 budgeted FTE faculty positions at UW institutions. There are four ranks of faculty: instructor, assistant professor, associate professor, and full professor. All full professors and associate professors have been granted tenure.

Prior to 2015 Act 55, statutes authorized the Board of Regents to grant tenure to faculty members under certain conditions and specified that

**Table 17: UW System Consolidated Schedule of Annual Tuition and Segregated Fees -- from Fall of 2020-21**

	<u>Tuition</u>		Segregated Fees Paid by all Students	<u>Total Tuition and Fees</u>	
	Residents	Nonresidents		Residents	Nonresidents
<b>DOCTORAL</b>					
<b>Undergraduate</b>					
Madison	\$9,273	\$37,161	\$1,469	\$10,742	\$38,630
Milwaukee	8,091	19,956	1,163	9,254	21,119
Milwaukee at Washington County	4,750	12,321	332	5,083	12,654
Milwaukee at Waukesha	4,750	12,321	340	5,090	12,661
<b>Graduate</b>					
Madison	10,728	24,054	1,469	12,196	25,523
Madison--Business	23,365	47,013	1,469	24,833	48,482
Law	26,235	44,932	1,469	27,704	46,400
Medicine	38,143	54,319	1,469	39,612	55,788
Veterinary Medicine	31,430	50,678	1,469	32,899	52,147
Milwaukee	10,701	24,132	1,163	11,864	25,295
Milwaukee--Business	13,384	28,178	1,163	14,547	29,341
<b>COMPREHENSIVE</b>					
<b>Undergraduate</b>					
Eau Claire	7,361	15,637	1,369	8,730	17,005
Eau Claire- Barron County	4,750	12,321	485	5,236	12,807
Green Bay	6,298	14,516	1,575	7,873	16,091
Green Bay, Manitowoc Campus	4,750	12,321	229	4,980	12,550
Marinette Campus	4,750	12,321	229	4,980	12,550
Sheboygan Campus	4,750	12,321	229	4,980	12,550
La Crosse	7,585	16,404	1,401	8,986	17,805
Oshkosh	6,422	13,995	1,295	7,717	15,290
Oshkosh, Fond du Lac Campus	4,750	12,321	513	5,263	12,834
Fox Cities Campus	4,750	12,321	513	5,263	12,834
Parkside	6,298	14,568	1,146	7,444	15,714
Platteville	6,418	14,693	1,205	7,623	15,898
Platteville- Baraboo Sauk County	4,750	12,321	541	5,291	12,862
Richland	4,750	12,321	597	5,347	12,918
River Falls	6,428	14,001	1,462	7,890	15,464
Stevens Point	6,698	15,402	1,472	8,171	16,874
Stevens Point at Marshfield	4,750	12,321	193	4,944	12,515
Wausau	4,750	12,321	193	4,944	12,515
Stout	234*	499*	43*	277*	542*
Superior	6,535	14,108	1,605	8,140	15,713
<b>COMPREHENSIVE</b>					
<b>Undergraduate</b>					
Whitewater	\$6,519	\$15,391	\$1,047	\$7,566	\$16,437
Whitewater at Rock County	4,750	12,321	382	5,132	12,703
<b>Graduate</b>					
Eau Claire	8,027	18,061	1,369	9,396	19,430
Green Bay	7,996	17,551	1,575	9,571	19,126
La Crosse	8,651	18,637	1,401	10,052	20,038
Oshkosh	7,949	17,449	1,295	9,244	18,743
Parkside	8,028	17,622	1,146	9,174	18,768
Platteville	7,640	16,771	1,205	8,845	17,976
River Falls	7,640	16,771	1,462	9,103	18,234
Stevens Point	8,066	17,706	1,472	9,539	19,179
Stout	398*	859*	59*	457*	918*
Superior	7,640	16,771	1,605	9,245	18,376
Whitewater	8,270	18,153	1,047	9,317	19,199

\*Stout charges a per-credit tuition and segregated fee rate.

faculty members who had been granted tenure could be dismissed only for just cause and only after due notice and hearing. Act 55 repealed the statutory provisions related to tenure, but did not prohibit the Board of Regents from granting tenure to faculty. In March, 2016, the Board of Regents adopted a policy regarding faculty tenure. The language of that policy is identical to the statutory provisions related to tenure that had been repealed.

In addition to repealing the statutory language related to tenure, Act 55 also authorized the Board of Regents to terminate faculty and academic staff members when such an action is deemed necessary due to a budget or program decision regarding program discontinuance, curtailment, modification, or redirection and specified procedures to be used in the case of such layoffs. In March, 2016, the Board of Regents adopted a policy that established procedures for faculty layoff in the case of financial emergency or when a program is eliminated or closed based on educational considerations.

Systemwide, 41.1% of UW faculty are full professors, 30.6% are associate professors, 28.1% are assistant professors, and 0.2% are instructors or other unranked faculty. The percentage of full professors at the four-year campuses ranges from 19.2% (Parkside) to 54.3% (Madison). For each faculty rank, there is a systemwide minimum salary, but no maximum.

Academic staff are defined statutorily as professional and administrative personnel other than faculty whose duties are primarily associated with higher education institutions or their administration. Academic staff positions may involve teaching, research, public service, academic support activities, or academic program administration. Other positions are designated as academic staff because their duties require close peer relationships with members of the faculty and academic administrators or because the position is distinct to higher education. In 2019-20, there

were 19,066 budgeted FTE academic staff positions within the UW System. The Madison campus accounts for 62.5% of all academic staff.

The UW System groups academic staff into ten categories: (1) academic administrators (includes executives); (2) instructional academic staff; (3) research academic staff; (4) administrative directors; (5) administrative officers; (6) other academic staff; (7) program managers; (8) professionals; (9) employees in training; and (10) other special use. Administrative director, administrative officer, professional, program manager, and other academic staff titles are assigned to one of thirteen salary grades with a specified salary minima and maxima. Instructional and research academic staff titles are assigned a minimum salary, but no maximum salary.

Professionals, instructional academic staff, and research academic staff are three of the largest academic staff categories. Combined, these three categories make up 68.7% of the total academic staff. Professionals are the largest group of academic staff; in 2019-20, 44% of all budgeted academic staff belonged to this group. Examples of titles categorized as professionals include librarian, academic planner, advisor, budget planner, counselor, database administrator, editor, facility planning specialist, information manager, institutional planner, psychologist, residence hall manager, student health nurse, student services coordinator, and legal counsel.

Instructional academic staff is another large academic staff category at 17.9% of the total. Instructional academic staff provide credit instruction and training to students in an academic discipline. Research academic staff account for an additional 6.8% of all academic staff. Research academic staff conduct research, identify research problems, design methodology, and perform other related activities. In 2019-20, 94.8% of research academic staff positions are assigned to Madison which reflects its large research program.

University staff are defined by statute as all UW employees other than faculty, academic staff, persons whose employment is a necessary part of their training, student assistants, and student hourly help. This category includes a wide range of position titles including custodians, food service workers, accountants, data services workers, police officers, and research technicians. In 2019-20, there were 8,695 budgeted FTE university staff positions within the UW System.

Prior to July 1, 2015, university staff positions were part of the state's classified service. On that date, all classified positions that were assigned to UW System institutions were transferred from the state's personnel system to one of two new UW personnel systems created by the Board of Regents and UW-Madison.

Under 2011 Act 32, the Board of Regents and the UW-Madison Chancellor were granted the authority to create two new personnel systems: one for all employees assigned to UW-Madison and one for all other UW employees. These personnel systems were to take effect on July 1, 2013, but 2013 Act 20 delayed the effective date of the personnel systems until July 1, 2015. The new personnel systems were required to include a civil service system, a grievance procedure that addresses employee terminations, and provisions that address employee discipline and workplace safety. The personnel systems could not be implemented unless first approved by Joint Committee on Employment Relations (JCOER). JCOER approved the personnel systems in April, 2014.

UW employees who held classified staff positions as of June 30, 2015, retain some of the protections they had under the state's civil service system. These employees may only be removed, suspended without pay, discharged, reduced in base pay or demoted for just cause and may appeal all such actions.

Following the implementation of the new

personnel systems, all UW positions, including faculty, academic staff, and university staff, now belong to either the UW-Madison personnel system or the personnel system for all other UW employees. These positions are governed by statute, administrative rules, and UW Board of Regents policy. There are no longer any UW positions that are part of the state's civil service or that are subject to the administrative rules established by the Division of Personnel Management in the Department of Administration.

Table 18 shows full-time equivalent faculty and staff as budgeted in the UW System's internal budget system by institution for 2019-20, the most recent year for which data was available, for all funding sources, excluding student assistants.

Table 19 shows the UW authorized position counts in the state's budget system for October of each fiscal year from 2010-11 to 2019-20. As shown in Table 19, the UW System had 35,581 authorized positions, including 17,815 authorized GPR positions, in October, 2019. These positions represent approximately half of the state's total authorized GPR and all funds positions.

Most of the University's GPR positions are funded through the GPR/fees pool meaning that they are funded through a combination of GPR and tuition. Nearly half of all GPR positions are related to instruction. Additional GPR positions are found in the areas of academic support, physical plant, institutional support, and student services. The other 17,767 positions authorized for the UW are funded with other revenue sources including federal contracts, gift and grants, auxiliary operations revenues, and segregated funds.

More than half of all UW positions funded by sources other than GPR and tuition are related to research. Non-GPR, non-tuition positions are also found in public service, auxiliary operations, and student services.

Under current law, the Board of Regents and

**Table 18: 2019-20 Budgeted Faculty and Staff Positions\* (Full-Time Equivalent)**

Institution	Prof.	Assoc. Prof.	Asst. Prof.	Instructor	Total Faculty	Academic Staff	Univ. Staff	Total Staff
Eau Claire	154	116	84	0	355	545	349	1,248
Green Bay	48	92	60	0	199	333	196	728
La Crosse	106	135	169	0	410	476	310	1,196
Madison	1,209	497	521	0	2,227	11,906	4,607	18,741
Milwaukee	250	384	116	0	750	1,958	869	3,577
Oshkosh	137	122	84	1	344	702	356	1,402
Parkside	23	59	39	0	120	233	167	520
Platteville	95	64	108	0	267	449	324	1,040
River Falls	97	32	127	0	256	243	186	685
Stevens Point	136	82	124	6	348	420	351	1,119
Stout	95	72	111	0	277	414	335	1,027
Superior	36	32	37	0	105	160	96	361
Whitewater	118	172	133	4	427	488	369	1,284
Subtotal	2,503	1,859	1,712	11	6,085	18,325	8,517	32,927
System Admin	0	0	0	0	0	86	33	118
Systemwide	0	0	0	0	0	655	146	801
TOTAL	2,503	1,859	1,712	11	6,085	19,066	8,695	33,847

\*Includes vacant positions. Does not include 1,640 student assistant positions in the UW System.

**Table 19: UW Authorized FTE Positions 2010-11 to 2020-21**

Year	GPR Positions	Total Positions
2010-11	18,454.9	33,897.8
2011-12	18,403.8	34,542.7
2012-13	18,432.8	34,677.4
2013-14	18,432.8	35,062.1
2014-15	18,432.8	35,113.0
2015-16	18,100.9	35,553.9
2016-17	17,813.5	35,562.3
2017-18	17,721.5	36,021.6
2018-19	17,813.5	36,373.3
2019-20	17,814.5	35,581.4

the UW-Madison Chancellor may create or abolish positions funded through all appropriations other than the UW's GPR general program operations appropriation without restriction. The Board must report the number of these positions that were created or abolished to the Department of Administration (DOA) and the Co-Chairs of the Joint Finance Committee annually. The Board of Regents and the UW-Madison Chancellor may create or abolish faculty and academic staff positions funded by the UW's GPR general program operations appropriation under the terms of a

memorandum of understanding with DOA. The Board and the Chancellor must report the number of positions that were created or abolished under this authority to DOA and the Finance Committee's Co-Chairs annually.

### Compensation

The Joint Committee on Employment Relations (JCOER) approves a pay plan for UW employees which is separate from the pay plan approved for all other state employees. This pay plan covers all UW employees except employees that are represented by labor organizations. The Board of Regents and the UW-Madison Chancellor submit pay plan recommendations for UW employees to the administrator of the Division of Personnel Management (DPM) in the Department of Administration. The DPM administrator submits a proposal for adjusting compensation and employee benefits to JCOER which can approve, modify, or reject the DPM administrator's recommendation. Any modification by JCOER of the DPM administrator's recommendation is subject to gubernatorial veto.

UW employees who are represented by labor organizations may collectively bargain for base wage increases. Increases in base wages are limited to increases in the consumer price index (CPI). (An increase exceeding the CPI would require the approval of the voters in a statewide referendum.) Labor organizations representing UW-Madison employees must negotiate with the UW-Madison Chancellor and those representing employees at all other UW institutions must negotiate with the Board of Regents. Contracts negotiated by the Board of Regents or the UW-Madison Chancellor require approval by JCOER and the full Legislature before they can take effect.

Because salary and fringe benefit adjustments are approved through a process that is separate from the biennial budget process, funding for salary and fringe benefit adjustments approved by JCOER is usually not included in agency appropriations during the biennium for which they are approved. Instead, the funding is provided in the state compensation reserve for later allocation to UW and other state agencies.

Although the pay plan process officially occurs outside the biennial budget process, provisions directly related to the compensation of UW faculty and academic staff have been included in past biennial budgets. The 1985-87 and 1989-91 biennial budgets provided funding to support increases in faculty and academic staff salaries. Provisions of the 1997-99, 1999-01, and 2001-03 budget allowed the University to use tuition revenues to support the unfunded portion of compensation plans for faculty and academic staff in those biennia.

In addition to salary adjustments approved by JCOER, statutes authorize the Board of Regents to increase salaries to recognize merit, correct inequities, fund job reclassifications or promotions, and to recognize competitive factors. Generally, these salary increases are funded by internal reallocations; however, funding was provided in the

2005-07, 2007-09, and 2009-11 biennial budgets to support competitive compensation for faculty and academic staff in high-demand disciplines.

Table 20 shows the average salary increase for continuing faculty members (those faculty members employed in consecutive years) by institution for the past five years, along with salary increases as part of the compensation plan for UW unclassified employees and changes in the consumer price index. The year-to-year salary increases for continuing faculty differs from the approved faculty and academic staff pay plan because of adjustments made to fund job reclassifications or promotions, correct salary inequities, or recognize competitive factors.

Table 21 shows average faculty salaries, by institution and faculty rank, for 2019-20. National averages are shown for the purpose of comparison.

Statutes require the Board of Regents to set salary ranges for certain senior executive positions. These positions include the UW System President and senior, associate, and assistant vice presidents; the chancellors, provost, vice chancellors, and assistant and associate vice chancellors of each UW institution; and the administrative directors and associate directors of physical plant, general operations, and auxiliary operations at each UW institution and UW System Administration.

Under Regent policy, the Board uses peer group salaries to calculate salary ranges for the UW System President, senior vice presidents, and vice presidents and for the chancellor and provost of each UW institution. The midpoint of each range is set at 95% of the median of the peer group salaries. The salary range is between 80% and 120% of the midpoint.

Table 22 shows approved salary ranges and actual salaries for selected UW System senior executives for 2019-20.



**Table 20: Salary Increases for Continuing Faculty Members\***

Campus	2015-16	2016-17	2017-18	2018-19	2019-20
Madison	3.0%	3.1%	3.6%	5.6%	5.9%
Milwaukee	1.3	1.0	1.1	4.7	2.8
Eau Claire	0.8	1.5	3.2	3.2	2.7
Green Bay	1.3	1.8	0.1	2.3	4.3
La Crosse	2.4	3.2	1.5	2.4	4.1
Oshkosh	3.0	2.0	1.3	2.5	2.3
Parkside	0.4	1.9	0.9	2.6	3.9
Platteville	1.0	2.2	3.0	6.0	2.7
River Falls	1.3	1.8	2.1	4.3	3.2
Stevens Point	1.9	2.8	1.0	3.4	3.2
Stout	1.1	1.9	4.8	4.8	2.6
Superior	1.1	1.4	0.6	3.0	2.1
Whitewater	0.8	1.6	1.0	2.5	2.5
Colleges	2.2	1.7	0.7	N/A	N/A
Systemwide Average	1.5	2.0	1.8	3.6	3.3
Approved Faculty & Academic Pay Plan	0.0%	0%	0%	2%	2%
CPI	0.1%	1.3%	2.1%	2.4	1.8

\*In the 2019-21 budget, salary increases were provided for state employees, including UW faculty, of 2% on January 1, 2020 and a further 2% on January 1, 2021.

Source: American Association of University Professors Annual Report on the Economic Status of the Profession

**Table 21: Average Salaries of Full-Time, Nine-Month Faculty -- 2019-20**

Campus	Professor	Associate Professor	Assistant Professor	Instructor	Average
Madison	\$148,900	\$112,500	\$97,100	\$69,900	\$115,400
Milwaukee	108,500	81,900	76,000	58,400	78,300
Eau Claire	82,000	69,100	69,100	56,600	70,000
Green Bay	71,700	63,200	62,000	74,000	61,400
La Crosse	83,000	69,100	67,500	N/A	66,000
Oshkosh	79,900	66,200	70,500	N/A	67,800
Parkside	76,000	67,700	62,900	61,700	62,500
Platteville	76,400	64,800	62,800	N/A	63,100
River Falls	78,800	68,400	68,000	56,200	69,500
Stevens Point	72,100	59,800	59,500	N/A	62,800
Stout	76,100	68,500	64,800	62,600	65,700
Superior	69,100	58,600	60,400	N/A	58,700
Whitewater	80,100	71,800	77,900	N/A	70,500
National Avg Public Doctoral	\$145,900	\$99,700	\$86,800	\$59,100	\$104,600
National Avg Public Comprehensive	\$102,000	\$83,100	\$73,000	\$52,700	80,500

Source: American Association of University Professors Annual Report on the Economic Status of the Profession.

**Table 22: Salary Ranges for UW System Senior Executives -- 2019-20**

	<u>Approved Range</u>		Actual Salary
	Minimum	Maximum	
President	\$489,334	\$734,000	\$525,000
Vice Presidents*	209,476	314,214	232,733
Chancellor, UW-Madison**	493,240	739,860	594,269
Chancellor, UW-Milwaukee	342,000	513,000	404,143
Other Chancellors	228,000	342,000	255,237
Vice Chancellor, UW-Madison	361,000	541,500	504,900
Vice Chancellor, UW-Milwaukee	273,600	410,400	296,342
Other Vice Chancellors	176,627	264,941	187,886

\*The UW System has four vice president positions. The amount shown is the average salary for those positions, two of which are currently filled on an interim basis.

\*\* The UW-Madison chancellor's salary includes \$100,000 in compensation from private sources.