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**University of Wisconsin  
System Overview**



# 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 163,000 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 Cities, 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 Cities
Milwaukee	Washington County Waukesha
Platteville	Richland Baraboo Sauk County
Stevens Point	Marathon Marshfield
Whitewater	Rock County

In response to declining enrollment at UW-Platteville- Richland, on November 22, 2022, UW System President Jay Rothman sent a letter to UW-Platteville Interim Chancellor Tammy Evetovich, directing Evetovich to develop a plan to move all Richland instructional programs to either

the Platteville or Baraboo campus beginning in fall, 2023. The letter noted that the plan should include maintaining a suitable UW System presence at the Richland County campus, such as by providing adult learning or enrichment courses. Enrollment at UW-Platteville - Richland has declined from 523 students in fall, 2012 to 75 students in fall, 2021.

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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 typically have seven or 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



**FIGURE 1**

**Campuses of the University of Wisconsin System**



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 six standing committees: education; business and finance; capital planning and budget; audit; personnel matters review; and student discipline and other student appeals. Of these committees, typically the first five meet at two-day Board meetings.

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 designated revenues, including 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 three vice presidents, one each for academic and student affairs, administration and 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 the 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; embrace and encourage student, staff, and faculty diversity in all areas and demonstrate a commitment to equity, diversity, and inclusion; 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, and for UW-Stout and UW-Whitewater in 2021.

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## Enrollment

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Table 2 shows headcount and full-time equivalent (FTE) enrollments for the fall, 2021,

**Table 2: UW Enrollment (Headcount) -- Fall, 2021**

	Headcount			FTE		
	Undergraduate	Graduate and Professional	Total	Undergraduate	Graduate and Professional	Total
Madison	35,386	12,438	47,824	32,009	11,117	43,126
Milwaukee	18,164	4,419	22,583	15,938	3,110	19,048
Eau Claire	9,458	700	10,158	8,808	328	9,136
Green Bay	8,248	523	8,771	5,349	299	5,648
La Crosse	9,393	937	10,330	8,897	675	9,572
Oshkosh	11,961	1,196	13,157	8,198	578	8,776
Parkside	3,376	767	4,143	2,834	399	3,233
Platteville	5,979	507	6,486	5,561	205	5,766
River Falls	5,003	407	5,410	4,487	230	4,717
Stevens Point	6,689	640	7,329	6,087	343	6,430
Stout	6,631	1,061	7,692	5,720	523	6,243
Superior	2,200	409	2,609	1,779	208	1,987
Whitewater	9,121	1,695	10,816	8,328	950	9,278
Branch Campuses	<u>5,672</u>	<u>N.A.</u>	<u>5,672</u>	<u>4,158</u>	<u>N.A.</u>	<u>4,158</u>
Total	137,281	25,699	162,980	118,153	18,965	137,118

semester at each of the 13 four-year institutions and the branch campuses. Headcount enrollments ranged from 2,609 students at Superior to 47,824 students at Madison. The undergraduate focus of the nondoctoral 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 headcount enrollments.

Table 3 shows headcount enrollments by institution from fall, 2012 through fall, 2021. While systemwide, total enrollment decreased by 9.9% over the period, total systemwide enrollment at four-year campuses decreased by 5.7%. Between 2012 and 2021, headcount enrollments decreased at every UW institution except UW-Madison and UW-Green Bay. Enrollment decreased by more than 20% at UW-Milwaukee, UW-Platteville, and UW-Stevens Point over the period.

Table 4 shows branch campus headcount enrollment by campus from fall, 2012 to fall, 2021. Overall branch campus enrollment decreased by nearly 60% over the period. The decrease in enrollment was most significant at UW-Platteville's Richland campus, where enrollment decreased by 85.7% from 523 students in fall, 2012 to 75 students in fall, 2021.

Table 5 shows undergraduate students by residency status in fall, 2021. Resident students make up the majority of all undergraduate students enrolled in UW institutions accounting for 73.2% of total undergraduate enrollments.

Over the past 10 years, the number of

nonresident undergraduate students not covered by reciprocity agreements has increased significantly, from 15,137 in fall, 2011, to 24,269 in fall, 2021. Nonresident students can be an important source of revenue for institutions as they generally pay higher tuition than resident students. For fall 2022, nonresident undergraduate tuition was \$28,631 higher than resident tuition at Madison, \$11,865 higher at Milwaukee, and between \$7,573 and \$9,175 higher at the comprehensive institutions. 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, nonresident 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%

**Table 3: UW System Enrollment (Headcount) Fall, 2012 through Fall, 2021**

	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Change from 2012 to 2021	
											Number	Percent
Madison	42,463	42,903	42,865	43,064	42,994	43,450	44,116	44,993	45,483	47,824	5,361	12.6%
Milwaukee	29,114	27,784	28,013	27,119	26,011	25,381	24,933	23,992	23,001	22,583	-6,531	-22.4
Eau Claire	11,047	10,907	10,692	10,531	10,705	10,825	10,905	10,730	10,592	10,158	-889	-8.0
Green Bay	6,790	6,667	6,921	6,779	7,030	7,178	7,383	7,975	8,056	8,771	1,981	29.2
La Crosse	10,380	10,502	10,664	10,486	10,624	10,534	10,579	10,604	10,543	10,330	-50	-0.5
Oshkosh	13,519	13,902	14,542	14,059	13,955	13,935	14,216	13,942	13,998	13,157	-362	-2.7
Parkside	4,769	4,617	4,584	4,443	4,399	4,308	4,325	4,420	4,465	4,143	-626	-13.1
Platteville	8,678	8,717	8,901	8,950	8,782	8,558	8,106	7,762	7,217	6,486	-2,192	-25.3
River Falls	6,447	6,171	6,184	5,958	5,931	6,110	6,139	5,977	5,862	5,410	-1,037	-16.1
Stevens Point	9,677	9,643	9,322	9,255	8,627	8,208	7,760	7,307	7,385	7,329	-2,348	-24.3
Stout	9,247	9,286	9,371	9,535	9,619	9,401	8,748	8,393	7,970	7,692	-1,555	-16.8
Superior	2,700	2,656	2,589	2,489	2,487	2,590	2,601	2,608	2,559	2,609	-91	-3.4
Whitewater	<u>12,031</u>	<u>12,015</u>	<u>12,159</u>	<u>12,351</u>	<u>12,628</u>	<u>12,430</u>	<u>12,084</u>	<u>11,586</u>	<u>11,224</u>	<u>10,816</u>	<u>-1,215</u>	<u>-10.1</u>
Four Year Institution Subtotal	166,862	165,770	166,807	165,019	163,792	162,908	161,895	160,289	158,355	157,308	-9,554	-5.7%
Branch Campuses*	14,107	14,058	14,172	13,552	12,033	11,608	9,741	7,399	6,411	5,672	-8,435	-59.8%
Total	180,969	179,828	180,979	178,571	175,825	174,516	171,636	167,688	164,766	162,980	-17,989	-9.9%

\*These data include online enrollments.

**Table 4: UW Branch Campus Enrollment (Headcount) Fall, 2012 through Fall, 2021**

Four-Year Institution	Branch Campus	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Change from 2012 to 2021	
												Number	Percent
Eau Claire	Barron Co.	634	603	613	578	497	512	642	454	423	401	-233	-36.8%
Green Bay	Manitowoc	614	530	461	478	364	334	311	237	287	341	-273	-44.5%
	Marinette	464	507	495	465	292	289	306	203	215	240	-224	-48.3
Oshkosh	Sheboygan	836	753	770	727	637	560	581	381	411	447	-389	-46.5
	Fond du Lac	692	707	627	594	523	563	579	444	394	281	-411	-59.4
Milwaukee	Fox Cities	1,799	1,760	1,702	1,557	1,367	1,286	1,629	1,134	925	714	-1,085	-60.3
	Washington Co.	998	990	937	869	760	730	744	605	500	387	-611	-61.2
Platteville	Waukesha	2,118	2,175	2,261	2,085	1,868	1,740	1,767	1,542	1,221	1,049	-1,069	-50.5
	Richland	523	555	567	528	278	273	366	159	108	75	-448	-85.7
Stevens Point	Baraboo Sauk	597	580	567	538	523	461	494	360	225	216	-381	-63.8
	Wausau	1,275	1,260	1,107	978	841	779	802	587	536	531	-744	-58.4
Whitewater	Marshfield	628	650	623	649	535	541	545	431	395	346	-282	-44.9
	Rock Co.	1,305	1,224	1,152	1,155	1,038	908	975	862	771	644	-661	-50.7
Online*		<u>1,624</u>	<u>1,764</u>	<u>2,290</u>	<u>2,351</u>	<u>2,510</u>	<u>2,632</u>	<u>N.A.</u>	<u>N.A.</u>	<u>N.A.</u>	<u>N.A.</u>	<u>N.A.</u>	<u>N.A.</u>
Total		14,107	14,058	14,172	13,552	12,033	11,608	9,741	7,399	6,411	5,672	-8,435	-59.8%

\*Beginning in fall, 2018, UW System reports online enrollment as part of each campuses' total enrollment.



**Table 5: Undergraduate Students by Residency Status, Fall 2021 (Headcount)**

	Resident	% of Total	Reciprocity	% of Total	Other Nonresidents	% of Total	Total
Madison	19,089	53.9%	3,012	8.5%	13,285	37.5%	35,386
Milwaukee	15,478	85.2	88	0.5	2,598	14.3	18,164
Eau Claire	5,999	63.4	2,790	29.5	669	7.1	9,458
Green Bay	7,487	90.8	106	1.3	655	7.9	8,248
La Crosse	7,632	81.3	1,293	13.8	468	5.0	9,393
Oshkosh	11,080	92.6	31	0.3	850	7.1	11,961
Parkside	2,722	80.6	7	0.2	647	19.2	3,376
Platteville	4,518	75.6	113	1.9	1,348	22.5	5,979
River Falls	2,463	49.2	2,230	44.6	310	6.2	5,003
Stevens Point	5,822	87.0	250	3.7	617	9.2	6,689
Stout	4,278	64.5	1,757	26.5	596	9.0	6,631
Superior	1,180	53.6	686	31.2	334	15.2	2,200
Whitewater	7,513	82.4	45	0.5	1,563	17.1	9,121
Branch Campuses	<u>5,269</u>	92.9	<u>74</u>	1.3	<u>329</u>	5.8	<u>5,672</u>
<b>TOTAL</b>	<b>100,530</b>	<b>73.2%</b>	<b>12,482</b>	<b>9.1%</b>	<b>24,269</b>	<b>17.7%</b>	<b>137,281</b>

nonresident 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 6 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.

### **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

**Table 6: Enrollment According to Attendance Status (Headcount)**

	2021 Fall Semester		
	Full-Time	Part-Time	% Part-Time
Madison	42,236	5,588	11.7%
Milwaukee	17,590	4,993	22.1
Eau Claire	8,862	1,296	12.8
Green Bay	4,448	4,323	49.3
La Crosse	9,192	1,138	11.0
Oshkosh	6,856	6,301	47.9
Parkside	2,756	1,387	33.5
Platteville	5,312	1,174	18.1
River Falls	4,460	950	17.6
Stevens Point	6,153	1,176	16.0
Stout	5,613	2,079	27.0
Superior	1,716	893	34.2
Whitewater	8,527	2,289	21.2
Branch Campuses	<u>3,460</u>	<u>2,212</u>	39.0
TOTAL	127,181	35,799	22.0%

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 7 contains enrollment statistics by race and ethnicity for each campus. In fall, 2021, a total of 29,902 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 (33.2%), Milwaukee (30.2%), the Branch Campuses (21.9%) and Madison (20.5%) while these students make up the lowest percentage of the student body at La Crosse (10.2%), Platteville (10.2%), River Falls (10.7%), and Superior (10.7%).

Table 8 shows total enrollment of students by race and ethnicity in fall, 2011, and fall, 2021. As shown in the table, the number of students of color who were enrolled in UW institutions increased by 32.4% from fall, 2011, to fall, 2021, while total system enrollments decreased by 10.1% over the same time period. As enrollment of students of

**Table 7: Enrollment by Race/Ethnicity\* (Headcount) -- 2021 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	1,090	3,123	746	2,911	120	30	1,768	9,788	47,824	20.5%
Milwaukee	1,551	2,779	638	833	74	27	908	6,810	22,583	30.2
Eau Claire	113	381	154	166	17	5	296	1,132	10,158	11.1
Green Bay	169	575	191	132	84	1	315	1,467	8,771	16.7
La Crosse	71	400	115	134	20	5	311	1,056	10,330	10.2
Oshkosh	269	724	320	217	35	9	401	1,975	13,157	15.0
Parkside	308	720	19	112	14	2	202	1,377	4,143	33.2
Platteville	115	313	33	73	9	7	111	661	6,486	10.2
River Falls	68	207	84	72	7	1	142	581	5,410	10.7
Stevens Point	140	304	136	63	30	10	193	876	7,329	12.0
Stout	139	282	153	103	20	10	216	923	7,692	12.0
Superior	62	91	7	24	45	7	43	279	2,609	10.7
Whitewater	416	795	86	147	18	11	262	1,735	10,816	16.0
Branch Campuses	<u>243</u>	<u>556</u>	<u>147</u>	<u>70</u>	<u>23</u>	<u>4</u>	<u>199</u>	<u>1,242</u>	<u>5,672</u>	21.9
Total	4,754	11,250	2,829	5,057	516	129	5,367	29,902	162,980	18.3%

\*Based on optional self-identification at registration.

**Table 8: Change in Total Enrollment (Headcount) by Race/Ethnicity -- 2011 to 2021**

	Fall 2011		Fall 2021		% Change 2011 to 2021
	Number	% of Total	Number	% of Total	
Students of Color					
African American	5,584	3.1%	4,754	2.9%	-14.9%
Hispanic/Latino	6,434	3.5	11,250	6.9	74.9
Southeast Asian	3,381	1.9	2,829	1.7	-16.3
Other Asian	3,127	1.7	5,057	3.1	61.7
American Indian	880	0.5	516	0.3	-41.4
Hawaiian/Pacific Islander	142	0.1	129	0.1	-9.2
Two or More Races	<u>3,036</u>	1.7	<u>5,367</u>	3.3	76.8
Subtotal	22,584	12.5%	29,902	18.3%	32.4%
International	7,380	4.1%	8,752	5.4%	18.6%
White	149,213	82.3	122,009	74.9	-18.2
Unknown	<u>2,092</u>	1.2	<u>2,317</u>	1.4	10.8
UW System Total	181,269	100.0%	162,980	100.0%	-10.1%

color increased while enrollment in the UW System as a whole decreased, students of color made up a greater percentage (18.3%) of the total student body in fall, 2021, than in fall, 2011 (12.5%).

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. Meanwhile, enrollment by African American students decreased by 14.9%, enrollment by American Indian students decreased by 41.4% and enrollment by white students decreased by 18.2%.

Systemwide, enrollment of international students increased by 18.6% from fall, 2011, to fall, 2021. Over 50% of all international students enrolled in the UW System are enrolled at UW-Madison. These students, many of whom pay the 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 9 shows headcount enrollment by gender, for fall, 2021. Systemwide, 55% of undergraduate students were women. Female

undergraduate enrollment exceeded male undergraduate enrollment by at least 10 percentage points at eight of the 11 comprehensive campuses. Women made up the largest percentage of the student population at Green Bay where they were 69.4% 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 a slightly greater proportion of enrolled students. In fall, 2021, 58.3% of all graduate and professional students were female. Women accounted for more than two-thirds of enrollments in graduate programs at five 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 53.4%. Male enrollment at the graduate level exceeded female enrollments only at Platteville.

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### Admissions

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Regent policy provides minimum admissions

**Table 9: Enrollment by Gender (Headcount) -- 2021 Fall Semester**

	Undergraduate			Graduate and Professional			Total		
	Men	Women	% Women	Men	Women	% Women	Men	Women	% Women
Madison	16,815	18,571	52.5%	5,794	6,644	53.4%	22,609	25,215	52.7%
Milwaukee	8,169	9,995	55.0	1,650	2,769	62.7	9,819	12,764	56.5
Eau Claire	3,646	5,812	61.5	311	389	55.6	3,957	6,201	61.0
Green Bay	2,527	5,721	69.4	194	329	62.9	2,721	6,050	69.0
La Crosse	3,981	5,412	57.6	324	613	65.4	4,305	6,025	58.3
Oshkosh	4,712	7,249	60.6	351	845	70.7	5,063	8,094	61.5
Parkside	1,455	1,921	56.9	381	386	50.3	1,836	2,307	55.7
Platteville	3,835	2,144	35.9	265	242	47.7	4,100	2,386	36.8
River Falls	1,716	3,287	65.7	104	303	74.4	1,820	3,590	66.4
Stevens Point	2,940	3,749	56.0	169	471	73.6	3,109	4,220	57.6
Stout	3,817	2,814	42.4	324	737	69.5	4,141	3,551	46.2
Superior	769	1,431	65.0	104	305	74.6	873	1,736	66.5
Whitewater	4,716	4,405	48.3	747	948	55.9	5,463	5,353	49.5
Branch									
Campuses	<u>2,662</u>	<u>3,010</u>	53.1	<u>N.A.</u>	<u>N.A.</u>		<u>2,662</u>	<u>3,010</u>	53.1
TOTAL	61,760	75,521	55.0%	10,718	14,981	58.3%	72,478	90,502	55.5%

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 from the 2020-21 through 2024-25 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 examination, or other established criteria.

In fall, 2021, the systemwide admission rate for new freshman was 95.8% for Wisconsin residents, 70.5% for Minnesota reciprocity students, and 70.5% for other nonresidents. Fall, 2021 was the first fall term where most applicants had the opportunity to exercise the option to not submit a test score. Therefore UW System is not providing average ACT test scores during this time where providing test scores is optional. In 2021, the most recent year for which data is available, 27.1% of Wisconsin students who graduated from high school in the spring enrolled in a UW institution the following fall.

### **Transfer Students and Agreements**

Transfer students represent a significant portion of new enrollments at UW institutions. During the 2021-22 academic year, 6,970 undergraduates entered from institutions outside of the UW System to the UW System as new transfer students. Of these students, 3,403 (49%) transferred from institutions in other states, 2,726 (39%) transferred from Wisconsin technical colleges, 556 (8%) transferred from private colleges within Wisconsin, and the remaining 285 (4%) transferred from institutions in foreign countries. In addition to students who transferred from institutions outside of the UW System, 2,820 students transferred from one UW institution to another. For students transferring into or within the UW System, the statewide admission rate in fall, 2021 was 91%.

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. All 16 technical colleges now offer liberal arts collegiate transfer programs.

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.

To improve access to transfer information, UW System and WTCS collaborated to create an online credit transfer tool referred to as "Transferology." The tool contains official UW undergraduate transfer information provided by UW institutions to show how they will award credit for transferable courses. Students can utilize the tool to discover how their coursework, exam, and military experiences may transfer to other schools that have equivalent credits. The tool also helps students find courses they can take at another school that will transfer back to their current school.

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### **Campus Characteristics**

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Table 10 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

**Table 10: Select Characteristics of UW Four-Year Institutions**

	Profile of New	Undergraduate Enrollment*		% of Undergrad Courses Taught by:				Average Undergraduate Class Size	Most Popular Bachelor's Degrees**
	Freshmen* % of Applicants Admitted	% Full-Time	% Under Age 25	Faculty	Academic Staff	Teaching Assistants	Combination		
Madison	64%	90%	94%	32%	34%	5%	29%	31	Computer and Information Science Economics
Milwaukee	98	81%	83%	29	57	14	0	24	Marketing Psychology
Eau Claire	87	91%	96%	64	34	0	2	26	Business Administration Psychology
Green Bay	100	53%	81%	48	50	0	2	25	Business Administration Psychology
La Crosse	82	94%	98%	61	39	0	0	27	Biology Sports, Kinesiology, and Physical Education
Oshkosh	98	56%	91%	53	45	0	2	21	Registered Nursing Teacher Education and Professional Development
Parkside	89	76%	80%	56	43	0	1	20	Business Administration Psychology
Platteville	97	87%	91%	59	38	0	3	22	Mechanical Engineering Industrial Production Technologies
River Falls	97	86%	92%	61	39	0	0	24	Animal Sciences Business Administration
Stevens Point	98	84%	91%	76	23	0	1	23	Teacher Education and Professional Development Environmental/Natural Resources Mgmt. and Policy
Stout	98	81%	86%	62	38	0	0	22	Business Administration Design and Applied Arts
Superior	97	74%	71%	62	38	0	0	16	Elementary Education Business Administration
Whitewater	95	86%	90%	55	44	0	1	24	Environ./Natural Resources Management Policy Elementary Education

\*For Fall, 2021.

\*\*For 2021-22 graduates.

both a relatively low admission rate and historically a 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 76%. By contrast, less than 50% of contact hours are taught solely by faculty at Milwaukee (29%) and Madison (32%). 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, 14% of all undergraduate courses are taught by teaching assistants, and 5% at Madison. The largest class sizes for undergraduate students are at Madison, Eau Claire, La Crosse, and Green Bay. 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 2021-22 at four of the 13 UW four-year institutions. The popularity of nursing degrees at Oshkosh, mechanical engineering at Platteville, animal sciences at River Falls, and environmental and natural resources management policy at Whitewater reflects an emphasis on those disciplines at those institutions.

Table 11 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 59.3% for new freshmen in fall, 2005, to 65.8% for new freshmen in fall, 2015. Graduation rates increased at all but two of the four-year UW institutions over that time period. The increase in the six-year graduation rate was particularly significant at Milwaukee, Parkside, and Whitewater.

Because graduation rates are not available until six years after a class of students first enrolls, first-

**Table 11: First-to-Second Year Retention Rate, Six-Year Graduation Rates, and Credits to Degree by Institution**

	<u>First-to-Second Year Retention Rate</u>		<u>Six-Year Graduation Rate At Same UW Institution</u>		<u>Average Attempted Credits by Bachelor's Degree Recipients</u>	
	Fall, 2010	Fall, 2020	Fall, 2005	Fall, 2015	2010-11	2020-21
Madison	93.9%	95.2%	82.0%	89.2%	127	121
Milwaukee	71.2	75.6	40.4	47.3	145	141
Eau Claire	84.0	78.0	65.1	68.1	139	127
Green Bay	74.2	72.2	54.5	54.6	135	129
La Crosse	84.9	84.1	68.1	73.0	140	130
Oshkosh	75.3	68.9	50.2	55.2	146	135
Parkside	58.6	65.4	27.7	41.5	146	138
Platteville	74.1	75.9	52.5	59.0	143	137
River Falls	71.9	71.8	50.8	56.6	137	124
Stevens Point	80.3	74.6	61.2	55.4	143	131
Stout	71.2	67.8	52.5	56.1	139	132
Superior	68.3	64.7	43.8	43.0	138	130
Whitewater	77.2	74.7	53.9	63.5	139	133
UW System Total	79.6	80.9	59.3	65.8	137	129

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 79.6% for new freshmen enrolling in fall, 2010, to 80.9% for new freshmen in fall, 2020. However, retention rates decreased at nine 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.

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 137 in 2010-11 to 129 in 2020-21. (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 2020-21 ranged from 121 credits at Madison to 141 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 30 at Superior to 133 at Madison. Most institutions offer traditional liberal arts degrees as well as undergraduate deg-

rees 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 2021-22, the most common majors for students graduating with bachelor's degrees were business administration, biology, marketing, 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 13 at Eau Claire, Platteville, and Superior to 25 at La Crosse. Milwaukee offers 67 master's programs while Madison offers 153. 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 35. 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, UW Extended Campus was spun off from one division of former UW-Extension which now supports online education, including managing all UW Flexible Option programs, in partnership with all UW campuses within the UW System. In addition, 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). During the 2021-22 year, a total of 1,219 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. Beginning in March, 2020, UW System institutions began taking a series of actions in response to the pandemic including limiting and canceling programs, limiting campus access, and moving spring and summer instruction to online/alternative delivery. UW-System also implemented a series of temporary changes to admission policies including reducing the undergraduate application fee (except at UW-Madison), making application fee waivers available for students experiencing financial hardship due to the pandemic, 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. 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.

Three federal acts allocated federal funds to higher education in response to the COVID-19 pandemic, the Coronavirus Aid, Relief, and Economic Security (CARES) Act signed into law on March 27, 2020; the Coronavirus Response and Relief Supplemental Appropriations Act (CRRSA), part of the Consolidated Appropriations Act of 2021, signed on December 27, 2020; and the American Rescue Plan Act (ARPA), signed on March 11, 2021.

Under the CARES Act, \$13.95 billion was provided 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 is to 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.

CRRSA provided additional funding totaling \$82 billion for the education stabilization fund created under the CARES Act, including \$22.7 billion for the Higher Education Emergency Relief Fund. Of that amount, \$20.2 billion is allocated to public and non-profit institutions. UW System received \$105.2 million of these funds for institutional aid, and \$47 million for direct aid to

students. Technical colleges received an additional \$20.1 million for financial aid for students, and \$77.9 million for institutional aid. Under the CRRSA Act, higher education institutions may use funds received to: defray expenses associated with coronavirus (including lost revenue, reimbursement for expenses already incurred, technology costs associated with a transition to distance education, faculty and staff trainings and payroll; to carry out student support activities authorized by the Higher Education Act (HEA) that address needs related to coronavirus; or provide financial aid grants to students (including students exclusively enrolled in distance education) which may be used for any component of the student's cost of attendance or for emergency costs that arise due to coronavirus, such as tuition, food, housing, health care (including mental health care) or child care. In making financial aid grants to students, an institution of higher education is required to prioritize grants to students with exceptional need such as students who receive Pell grants. The Act specifies that higher education institutions may not use the funds for recruitment activities, athletics facilities, endowments, religious instruction, or senior administrator salaries, bonuses, or stock options.

ARPA provides an additional \$39,584.6 million for the Higher Education Emergency Relief Fund, including an estimated \$560.2 million for Wisconsin institutions. Under ARPA, institutions are required to distribute at least 50% of their allocations as direct financial aid to students, with the exception of 2% of funds that are allocated based on the institution's relative share of distance learning students. The remainder of the funds can be used to defray expenses associated with coronavirus (including lost revenue, reimbursement for expenses already incurred, technology costs associated with a transition to distance education, faculty and staff trainings and payroll). ARPA also created the State Fiscal Recovery Fund (SFRF) to distribute funds directly to state government based on population and unemployment to support their response to the COVID-19 pandemic. Wisconsin's SFRF allocation totaled \$2,533.2 million. The

**Table 12: Net Impact of COVID-19 to UW System (\$ in Millions)**

	Amount
Out of Pocket Expenses (including student financial aid/emergency grants)	-\$299
Lost Revenue (including tuition losses)	-513
Federal Aid Revenue	<u>602</u>
Total	-\$210

Governor allocated \$25 million to UW System campuses to keep in-state tuition costs constant through the state's biennial budget. State funding for this tuition freeze was included in the Governor's 2021-23 budget proposal, but was removed from the budget as enacted. An additional \$5 million to UW System was allocated for increased mental health services including telehealth counselling and increased mental health staff.

As of March, 2022, the most recent data available, UW System estimates a net loss due to the COVID-19 pandemic of approximately \$210 million as shown in Table 12.

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### Budget

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The University's 2022-23 operating budget totals \$6,874.7 million of which \$1,238.5 million, or 18.0%, is funded from state general purpose revenue (GPR). The University's operating budget is shown by fund source in Table 13. Not all of the

**Table 13: UW System Operating Budget -- 2022-23 Fiscal Year (\$ in Millions)**

Source of Funds	Amount	Percent
State GPR	\$1,238.5	18.0%
Tuition	1,659.0	24.1
Federal Grants and Contracts	1,427.1	20.8
Auxiliary Operations	1,005.4	14.6
Gifts and Grants	747.0	10.9
Operational Receipts	531.9	7.7
Indirect Cost Reimbursement	210.8	3.1
Services Provided to Hospital Authority	<u>55.0</u>	<u>0.8</u>
TOTAL	\$6,874.7	100.0%

funding listed in the table is available for 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 (\$1,427.1 million); (2) auxiliary operations for activities such as dormitories, athletics, and student centers (\$1,005.4 million); (3) gifts and grants (\$747.0 million); and (4) state-funded debt service payments (\$211.4 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. In 2022-23, the University had a general program operations budget of \$2.86 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 14 shows the UW System budget by fund source and FTE enrollments from 2012-13 to 2022-23. As shown in the table, the UW System's total budget increased from \$5.9 billion to \$6.9 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. As the

number of full-time equivalent students has declined by 11.4% from 2012-13 to 2021-22, the amount of GPR provided per FTE student increased from \$7,331 in 2012-13 to \$8,837 in 2021-22, the most recent year for which final enrollment data is available. When GPR funding for debt service is excluded, GPR per FTE student increased from \$6,009 to \$7,336.

### 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

**Table 14: 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
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	1,392.2	1,670.7	895.6	578.5	492.8	6,059.5	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	148,170	7,078	5,621
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	140,289	8,429	6,868
2021-22	1,005.9	1,211.7	1,587.8	1,424.4	911.9	727.4	709.0	6,572.4	137,123	8,837	7,336
2022-23	1,027.1	1,238.5	1,659.0	1,427.1	1,005.4	747.0	797.7	6,874.7	N.A.	N.A.	N.A.
Annualized Rate of Change											
2012-13											
2022-23	1.0%	0.9%	2.6%	-1.7%	2.2%	2.5%	7.1%	1.5%	-1.3%	2.1%	2.2%

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

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. In fiscal year 2021-22, UW System distributed \$48.75 million using the formula, including funding for the branch campuses and UW Extension as shown in Table 15.

**Table 15: Fiscal Year 2021-22 Outcomes Based Funding Allocations**

Institution	2021-22 Outcomes Funding Allocation*	%
Eau Claire	\$2,689,002	5.5%
Green Bay	1,484,645	3.0
La Crosse	2,219,310	4.6
Madison	20,346,637	41.7
Milwaukee	7,238,442	14.8
Oshkosh	2,434,368	5.0
Parkside	1,219,436	2.5
Platteville	1,602,436	3.3
River Falls	1,485,833	3.0
Stevens Point	2,034,335	4.2
Stout	1,813,030	3.7
Superior	870,614	1.8
Whitewater	<u>2,304,536</u>	4.7
Subtotal	\$47,742,624	97.9%
UW Extension	604,426	1.3
UW Systemwide	<u>402,950</u>	<u>0.8</u>
Total	\$48,750,000	100.0%

\*Includes Branch Campus Allocations

Source: UW System Fiscal Year 2021-22 Outcomes Based Funding Report

### **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.

Funding provided for the Hub is allocated using the proportions proposed but not enacted during the 2019 legislative session in 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.

According to the fiscal year 2021-22 report, dairy hub accomplishments at UW-Madison include seven new postdoctoral fellowships awarded and ongoing funding for seven postdoctoral fellowships initially funded in fiscal year 2019-20; 10 new awards for short-term research projects and ongoing funding for 13 projects initially funded in fiscal year 2020-21; three faculty positions recruited in dairy food science, land and water stewardship, and immunology; and ongoing funding for six graduate student assistantships, including two for collaboratively mentored students from UW-Platteville and UW-River Falls. Accomplishments at UW-River Falls included: four new awards for faculty research fellowships and ongoing funding for four projects initially funded in 2020-21; two faculty position recruitments in atmospheric science and climate resiliency and agricultural water management; nine new awards for supplies and equipment; and planning for a dairy pilot plant capitol project. UW-Platteville accomplishments included: one new assistant professor recruitment in dairy food science and management; recruitment of one postdoctoral teaching scholar in the area of environment and society; one dairy research technician added at Pioneer Farm; five new awards for faculty fellowships and ongoing funding for six projects initially funded in fiscal year 2020-21; and six new awards for supplies

and equipment.

## **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** (21.9% of the total budget for 2022-23). 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** (19.3%). 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. This also includes grants administration costs including proposal development and accounting services. Research excludes departmental research that is not separately budgeted.

3. **Public Service** (4.3%). 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** (7.0%). 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** (14.9%). 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** (7.0%). 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** (6.4%). 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** (3.1%). Principal and interest payments on general obligation debt.

Table 16 provides detail of 2022-23 budget allocations by institution and program, including debt service on academic buildings. The amounts shown for auxiliary enterprises in Tables 14 and 16 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 \$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 17 shows program revenue balances held by each UW institution by fund category as of June 30, 2022.

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 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



**Table 16: University of Wisconsin System, 2022-23 Budget -- Budget Allocations by Cluster, Institution and Program (All Funds)\***

	2022-23 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	\$3,995,232,836	\$805,259,004	\$1,243,690,055	\$223,393,009	\$209,109,280	\$55,000,000	\$15,239,697	\$332,451,668	\$387,200,509	\$202,527,041	\$287,884,529	\$145,218,042	\$88,260,000
Milwaukee	<u>680,100,324</u>	<u>156,754,684</u>	<u>62,720,803</u>	<u>22,745,199</u>	<u>63,276,360</u>	<u>0</u>	<u>0</u>	<u>72,356,685</u>	<u>154,467,733</u>	<u>53,192,961</u>	<u>33,558,521</u>	<u>36,091,978</u>	<u>24,935,400</u>
Subtotal	\$4,675,333,158	\$962,013,688	\$1,306,410,858	\$246,138,208	\$272,385,640	\$55,000,000	\$15,239,697	\$404,808,353	\$541,668,242	\$255,720,002	\$321,443,050	\$181,310,020	\$113,195,400
Eau Claire	\$246,349,370	\$69,250,941	\$1,049,040	\$2,010,965	\$21,127,179	\$0	\$0	\$30,230,852	\$51,259,822	\$36,787,087	\$9,515,885	\$16,005,299	\$9,112,300
Green Bay	152,560,720	38,517,415	1,144,560	4,842,717	15,166,373	0	0	19,624,359	39,532,580	9,714,600	8,061,002	10,389,913	5,567,200
La Crosse	235,022,053	66,302,059	3,748,857	2,255,874	18,187,725	0	0	26,428,998	53,077,618	26,004,288	11,889,459	13,098,875	14,028,300
Oshkosh	214,214,473	71,297,096	3,117,827	3,115,131	19,580,584	0	0	27,195,814	52,133,716	30,450,479	11,608,466	13,228,860	9,486,500
Parkside	98,547,482	20,848,977	734,986	1,433,134	10,021,548	0	0	12,001,344	26,906,100	8,379,952	6,049,030	6,305,011	5,867,400
Platteville	167,642,650	34,859,808	1,928,979	1,964,352	19,192,520	0	1,550,880	19,970,539	39,942,884	20,371,680	10,183,483	10,603,025	7,074,500
River Falls	138,092,652	34,404,710	2,808,306	1,948,524	9,390,447	0	1,427,805	17,626,714	30,652,271	16,796,923	5,943,487	7,489,866	9,603,600
Stevens Point	212,631,212	45,742,353	2,822,115	10,266,790	17,940,529	0	0	23,611,111	50,766,465	21,504,479	15,154,098	12,493,172	12,330,100
Stout	187,305,394	49,289,402	586,994	8,258,311	16,882,069	0	0	18,721,590	39,903,451	23,652,889	8,790,652	11,603,236	9,616,800
Superior	72,874,311	17,562,360	4,514,382	656,380	4,921,656	0	0	9,248,235	17,299,532	4,386,917	3,704,909	5,893,140	4,686,800
Whitewater	<u>265,930,890</u>	<u>69,327,567</u>	<u>219,341</u>	<u>6,287,676</u>	<u>21,530,837</u>	<u>0</u>	<u>0</u>	<u>25,376,051</u>	<u>73,980,725</u>	<u>30,670,467</u>	<u>11,146,499</u>	<u>16,568,827</u>	<u>10,822,900</u>
Subtotal	\$2,018,171,207	\$517,402,688	\$22,675,387	\$43,039,854	\$173,941,467	\$0	\$2,978,685	\$230,035,607	\$475,455,164	\$228,719,761	\$102,046,970	\$123,679,224	\$98,196,400
Systemwide	<u>181,280,896</u>	<u>24,501,373</u>	<u>1,478,206</u>	<u>5,290,569</u>	<u>33,855,576</u>	<u>0</u>	<u>0</u>	<u>3,704,950</u>	<u>9,010,519</u>	<u>0</u>	<u>16,900,373</u>	<u>86,539,330</u>	<u>0</u>
TOTAL	\$6,874,785,261	\$1,503,917,749	\$1,330,564,451	\$294,468,631	\$480,182,683	\$55,000,000	\$18,218,382	\$638,548,910	\$1,026,133,925	\$484,439,763	\$440,390,393	\$391,528,574	\$211,391,800
% of Total	100.0%	21.9%	19.3%	4.3%	7.0%	0.8%	0.3%	9.3%	14.9%	7.0%	6.4%	5.7%	3.1%

\*Includes one-time use of tuition balances.

**Table 17: UW System Program Revenue Balances by Institution and Fund Category as of June 30, 2022\***

	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	\$26,676,825	\$25,566,732	\$10,397,720	\$581,635	\$697,207	-\$1,303,490	\$2,004,612	\$279,619	\$2,078,492	\$66,979,352
Green Bay	14,900,783	19,204,058	9,384,563	1,428,980	1,047,717	1,541,473	221,698	-693,968	224,118	47,259,422
La Crosse	11,966,312	14,892,193	8,409,902	205,612	338,718	1,221,383	-149,917	795,048	434,911	38,114,162
Madison	50,588,965	153,314,709	34,180,750	16,113,624	215,591,136	398,585,195	125,267,992	-12,596,466	-10,233,364	970,812,541
Milwaukee	47,773,395	49,122,649	26,705,862	3,776,868	11,009,700	-340,261	-789,235	-2,970,986	2,680,238	136,968,230
Oshkosh	16,789,470	1,886,921	-2,947,654	131,026	-321,597	578,140	71,351	-5,748,726	234,664	10,673,595
Parkside	10,794,648	3,433,799	1,777,096	440,514	216,952	139,631	150,297	715,209	638,981	18,307,127
Platteville	9,520,360	16,752,094	1,565,334	-15,729	157,745	-588,316	-25,328	1,224,228	577,171	29,167,559
River Falls	17,058,636	15,457,582	1,853,285	39,574	403,977	7,332	127,653	233,776	810,014	35,991,829
Stevens Point	20,788,587	26,881,109	9,476,467	527,839	534,330	610,255	-1,135,544	1,208,972	2,152,008	61,044,023
Stout	9,061,848	3,106,377	11,491,943	161,813	1,139,719	-267,099	619,938	-5,275	1,390,333	26,699,597
Superior	7,915,501	2,865,195	2,155,161	73,097	1,021,623	-85,717	251,645	-758,380	33,116	13,471,241
Whitewater	30,257,648	19,970,932	7,570,106	135,276	1,677,439	204,761	1,205,528	-621,775	1,172,972	61,572,887
UW Systemwide	<u>24,211,319</u>	<u>1,646,042</u>	<u>25,389,839</u>	<u>10,924,880</u>	<u>20,120,102</u>	<u>9,104,015</u>	<u>-25,261,944</u>	<u>35,835,650</u>	<u>-4,988</u>	<u>101,964,915</u>
UW System Total	\$298,304,297	\$354,100,392	\$147,410,374	\$34,525,009	\$253,634,768	\$409,407,302	\$102,558,746	\$16,896,926	\$2,188,666	\$1,619,026,480

\*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 18: UW System Program Revenue Balances as of June 30, 2013 Thru June 30, 2022**

	June 30, 2013	June 30, 2016	June 30, 2018	June 30, 2020	June 30, 2021	June 30, 2022
<b>Unrestricted</b>						
Tuition	\$551,499,294	\$295,604,100	\$300,850,175	\$227,265,785	\$333,223,329	\$298,304,297
Auxiliary Operations	188,731,478	253,571,870	282,157,791	250,223,558	295,489,229	354,100,392
General Operations	171,803,168	108,548,645	103,917,847	100,630,381	124,026,795	147,410,374
Federal Indirect Cost Reimbursement	148,183,494	154,371,947	145,407,362	127,118,645	180,599,560	253,634,768
Other Unrestricted	<u>36,957,876</u>	<u>71,172,874</u>	<u>74,592,404</u>	<u>68,003,398</u>	<u>29,025,362</u>	<u>34,525,009</u>
Subtotal	\$1,097,175,310	\$883,269,436	\$906,925,579	\$773,241,767	\$962,364,275	\$1,087,974,840
<b>Restricted</b>	\$176,311,045	\$305,214,720	\$416,552,448	\$452,582,313	\$509,794,423	\$531,051,640
<b>Total</b>	\$1,273,486,355	\$1,188,484,156	\$1,323,478,027	\$1,225,824,080	\$1,472,158,698	\$1,619,026,480

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 18 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 increased from \$1,273.5 million on June 30, 2013, to \$1,619.0 million on June 30, 2022, which represents an increase of \$345.5 million. Gifts, which make up the majority of the UW System's restricted program revenue, increased by \$259.9 million, from \$149.5 million in 2012-13 to \$409.4 million in 2021-22. In contrast, unrestricted program revenue balances, which include tuition revenues and other student fees, decreased slightly from \$1,097.2 million on June 30, 2013, to \$1,088.0 million on June 30, 2022. Over that time period, the tuition revenue balance decreased from \$551.5 million to \$298.3 million. However, the auxiliary revenue balance, which includes student housing, dining, and parking fees, increased from \$188.7 million to \$354.1 million.

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 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 five of the last six 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. Beginning in the 2013-15 biennium, each biennial budget act until 2021 Act 58 prohibited increases in resident undergraduate tuition rates. Excluding differential tuition, in the previous six years from 2006-07 through 2012-13, resident undergraduate tuition generally increased by 5.5% annually, except at UW Colleges where it was frozen for four of those six years.

As the 2021-23 budget act (2021 Act 58) did not include a tuition freeze provision, there were no limits on the Regents' authority to set resident undergraduate tuition beginning in the 2021-22 academic year under current law. However, the Board opted not to increase resident

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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

undergraduate tuition in the 2021-22 or 2022-23 academic years.

While biennial budgets from 2011-13 through 2019-21 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 in subsequent biennia. Additional information related to tuition is included in the Legislative Fiscal Bureau's informational paper entitled, "University of Wisconsin Tuition."

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 2022-23, segregated fees at the four-year institutions range from \$1,149 at Whitewater to \$1,632 at Superior, while fees at the two-year campuses range from \$348 to \$600. Total tuition and fees by campus are shown in Table 19.

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 \$7,029 at La Crosse to \$11,217 at Madison.

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### UW Personnel

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In 2021-22, the UW System had 35,865

budgeted full-time equivalent (FTE) positions. This total includes 33,821 faculty and staff and 2,044 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 2021-22, there were 5,797 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.

Systemwide, 42.5% of UW faculty are full professors, 30.1% are associate professors, 27.2% are assistant professors, and 0.2% are instructors or other unranked faculty. The percentage of full professors at the four-year campuses ranges from 22.4% (Green Bay) to 52.1% (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 2021-22, there were 19,907 budgeted FTE academic staff positions within the UW System. The Madison campus accounts for 61.4% of all academic staff.

The UW System groups academic staff into ten categories: (1) academic administrators (includes executives); (2) instructional academic staff; (3)

**Table 19: UW System Consolidated Schedule of Annual Tuition and Segregated Fees -- 2022-23**

	<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	\$37,904	\$1,523	\$10,796	\$39,427
Milwaukee	8,091	19,956	1,529	9,620	21,485
Milwaukee at Washington County	4,750	12,321	434	5,184	12,755
Milwaukee at Waukesha	4,750	12,321	434	5,184	12,755
<b>Graduate</b>					
Madison	10,728	24,054	1,523	12,251	25,577
Madison -- Business	26,265	49,913	1,523	27,788	51,436
Law	31,635	50,332	1,523	33,158	51,855
Medicine	39,681	56,510	1,523	41,204	58,033
Veterinary Medicine	33,021	53,244	1,523	34,544	54,767
Milwaukee	10,701	24,132	1,529	12,230	25,661
Milwaukee-Business	13,384	28,178	1,529	14,913	29,707
<b>COMPREHENSIVE CLUSTER</b>					
<b>Undergraduate</b>					
Eau Claire	7,361	16,074	1,413	8,774	17,487
Eau Claire- Barron County	4,750	12,321	500	5,250	12,821
Green Bay	6,298	14,516	1,575	7,873	16,091
Green Bay,					
Manitowoc Campus	4,750	12,321	424	5,174	12,745
Marinette Campus	4,750	12,321	424	5,174	12,745
Sheboygan Campus	4,750	12,321	424	5,174	12,745
La Crosse	7,585	16,404	1,473	9,058	17,877
Oshkosh	6,422	13,995	1,373	7,795	15,368
Fond du Lac Campus	4,750	12,321	526	5,276	12,847
Fox Cities Campus	4,750	12,321	348	5,098	12,669
Parkside	6,298	14,568	1,168	7,466	15,736
Platteville	6,418	15,356	1,224	7,642	16,580
Platteville-					
Baraboo Sauk County	4,750	12,882	544	5,294	13,426
Richland	4,750	12,882	600	5,350	13,482
River Falls	6,428	14,421	1,528	7,956	15,949
Stevens Point	6,698	15,402	1,533	8,231	16,935
Stevens Point at					
Marshfield	4,750	12,321	404	5,154	12,725
Wausau	4,750	12,321	447	5,197	12,768
Stout*	234	509	49	283	558
Superior	6,535	14,108	1,632	8,167	15,740
Whitewater	6,519	15,694	1,149	7,668	16,843
Whitewater at Rock County	4,750	12,321	382	5,132	12,703
<b>Graduate</b>					
Eau Claire	8,188	18,603	1,413	9,601	20,016
Green Bay	7,996	17,551	1,575	9,571	19,126
La Crosse	8,651	18,637	1,473	10,124	20,110
Oshkosh	8,108	17,798	1,373	9,481	19,171
Parkside	8,028	17,622	1,168	9,196	18,790
Platteville	7,831	17,191	1,224	9,055	18,415
River Falls	7,793	17,274	1,528	9,321	18,802
Stevens Point	8,066	17,706	1,533	9,599	19,239
Stout*	414	894	67	481	961
Superior	7,640	16,771	1,632	9,272	18,403
Whitewater	8,436	18,516	1,149	8,957	19,665

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

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 69.2% of the total academic staff. Professionals are the largest group of academic staff; in 2021-22, 46% 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 16.6% 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 2021-22, 95.9% of research academic staff positions were 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 2021-22, there were 8,117 budgeted FTE university staff positions within the UW System.

All UW positions, including faculty, academic staff, and university staff, 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.

Table 20 shows full-time equivalent faculty and staff as budgeted in the UW System's internal budget system by institution for 2021-22, the most recent year for which data was available, for all funding sources, excluding student assistants.

Table 21 shows the UW authorized position counts in the state's budget system for October of each fiscal year from 2012-13 to 2021-22. As shown in Table 21, the UW System had 35,926 authorized positions, including 17,815 authorized GPR positions, in October, 2021. 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 18,111 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 20: 2021-22 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	149	102	95	0	346	560	341	1,247
Green Bay	44	91	60	1	196	370	187	753
La Crosse	110	127	147	1	385	479	304	1,168
Madison	1,174	453	627	0	2,254	12,227	4,369	18,850
Milwaukee	245	350	96	0	691	2,069	796	3,556
Oshkosh	134	122	64	0	320	778	339	1,437
Parkside	32	59	39	0	130	241	157	528
Platteville	99	79	69	0	247	422	277	946
River Falls	95	34	65	0	194	339	165	698
Stevens Point	137	86	75	8	306	487	317	1,110
Stout	100	57	95	0	252	445	305	1,002
Superior	35	25	31	1	92	196	83	371
Whitewater	109	161	112	2	384	592	339	1,315
Subtotal	2,463	1,746	1,575	13	5,797	19,205	7,979	32,981
Systemwide**	0	0	0	0	0	702	138	840
Total	2,463	1,746	1,575	13	5,797	19,907	8,117	33,821

\*Includes vacant positions. Does not include 2,044 student assistant positions in the UW System.

\*\*Administrative positions are shown within systemwide.

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

**Table 21: UW Authorized FTE Positions 2012-13 to 2021-22 (October 1, 2021 Payroll)**

Year	GPR Positions	Total Positions
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
2020-21	17,814.5	35,676.5
2021-22	17,814.5	35,926.0

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.

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 22 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 22: Salary Increases for Continuing Faculty Members\***

Campus	2017-18	2018-19	2019-20	2020-21	2021-22
Madison	3.6%	5.6%	5.9%	6.7%	3.5%
Milwaukee	1.1	4.7	2.8	2.9	2.9
Eau Claire	3.2	3.2	2.7	3.3	2.4
Green Bay	0.1	2.3	4.3	3.1	2.4
La Crosse	1.5	2.4	4.1	2.4	2.0
Oshkosh	1.3	2.5	2.3	3.2	2.2
Parkside	0.9	2.6	3.9	4.6	5.9
Platteville	3.0	6.0	2.7	2.6	2.2
River Falls	2.1	4.3	3.2	2.1	2.6
Stevens Point	1.0	3.4	3.2	2.9	2.2
Stout	4.8	4.8	2.6	3.0	1.1
Superior	0.6	3.0	2.1	3.2	2.4
Whitewater	1.0	2.5	2.5	2.2	2.2
Systemwide Average	1.8	3.6	3.3	3.2	2.6
Approved Faculty & Academic Pay Plan	0.0	2.0	2.0	2.0	2.0
CPI	2.1	2.4	1.8	1.2	4.7

\*In the 2021-23 budget, salary increases were provided for state employees, including UW faculty, of 2% on January 1, 2022 and a further 2% on January 1, 2023.

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



**Table 23: Average Salaries of Full-Time, Nine-Month Faculty -- 2021-22**

Campus	Professor	Associate Professor	Assistant Professor	Instructor
Madison	\$167,000	\$121,000	\$105,500	\$75,200
Milwaukee	111,500	84,300	83,900	56,900
Eau Claire	85,700	72,200	75,300	58,800
Green Bay	76,400	65,400	69,800	NA
La Crosse	84,000	73,200	71,500	69,200
Oshkosh	82,000	70,400	67,300	NA
Parkside	87,700	68,600	68,900	NA
Platteville	80,100	70,600	65,600	NA
River Falls	80,600	72,600	72,500	50,900
Stevens Point	74,300	64,100	62,100	61,000
Stout	77,600	71,000	67,800	NA
Superior	70,200	64,000	60,700	NA
Whitewater	81,600	77,000	79,600	NA
National Avg Public Doctoral	\$148,414	\$101,871	\$88,834	\$60,114
National Avg Public Comprehensive	\$104,175	\$85,663	\$75,105	\$55,117
National Avg Public 2-year	\$91,282	\$75,053	\$64,515	\$51,771

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

Table 23 shows average faculty salaries, by institution and faculty rank, for 2021-22. 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 24 shows approved salary ranges and actual salaries for selected UW System senior executives for 2022-23.

**Table 24: Salary Ranges for UW System Senior Executives -- 2022-23**

	Approved Range		Actual Salary
	Minimum	Maximum	
President	\$522,470	\$783,706	\$550,000
Senior Vice Presidents <sup>1</sup>	250,011	375,016	333,835
Vice Presidents <sup>2</sup>	219,049	328,573	276,000
Chancellor, UW-Madison	600,126	900,190	750,000
Chancellor, UW-Milwaukee	451,440	677,160	452,090
Other Chancellors (average)	244,188	366,282	265,958
Provost/Vice Chancellor, UW-Madison	378,993	568,490	525,298
Provost/Vice Chancellor, UW-Milwaukee <sup>3</sup>	299,890	449,835	305,000
Other Provost/Vice Chancellors (average)	181,051	271,577	197,620

<sup>1</sup> UW System has one interim senior vice president

<sup>2</sup> UW System has two vice president positions; average salary shown.

<sup>3</sup> UW-Milwaukee's vice chancellor/provost is interim.