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University of Wisconsin Tuition

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Prepared by

Erin Probst

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

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Introduction

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

Tuition Rates

Table 1 shows the amount of tuition and segregated fees charged by each UW institution in 2022-23.

Differential Tuition

Beginning in 1997, the Regents have had the

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

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

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

Table 2 shows differential tuition charged in 2022-23 and the year in which each differential tuition was implemented. As shown by the table, the amount of a differential tuition can vary widely. For instance, all undergraduates at Oshkosh are charged a differential tuition of \$124 per year in 2022-23 compared to \$1,286 at La Crosse. Currently, 11 of the 13 four-year campuses (Eau Claire, La Crosse, Madison, Milwaukee,

Table 1: 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
DOCTORAL					
Undergraduate					
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
Graduate					
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
COMPREHENSIVE CLUSTER					
Undergraduate					
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
Graduate					
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.

Table 2: UW System Schedule of Differential Tuitions for the 2022-23 Academic Year

Institution	Program	Amount	Year Implemented
Eau Claire	All Undergraduates	\$163 per year.	1997
Stout	Customized instruction	Charges market rates for customized programs, certificates, and courses typically offered during the summer, evenings, or weekends.	1999
Stout	All Students	5% of resident undergraduate and graduate tuition, \$11.70 per credit for undergraduates and \$19.40 per credit for graduates in 2020-21.	1999
Whitewater	All Undergraduates	3.5% of resident undergraduate tuition, \$221 per year in 2020-21.	2002
La Crosse	All Students	\$140 per year in 2020-21.	2003
Oshkosh	All Undergraduates	\$124 per year in 2020-21.	2003
Superior	All Undergraduates	\$237 per year.	2003
Milwaukee	Peck School of Arts	\$21.80 per credit for undergraduate courses other than those satisfying general education requirements.	2004
Milwaukee	College of Engineering and Applied Science	\$21.63 per credit for all undergraduate and graduate courses.	2004
Milwaukee	School of Business Administration	\$21.22 per credit for all 200 to 600 level courses.	2004
Milwaukee	College of Nursing	\$31.52 per credit for undergraduates enrolled in clinical major courses.	2004
Milwaukee	School of Architecture and Urban Planning	\$43 per credit for undergraduate and graduate 200 to 800 level courses, \$11.55 for 100 level courses.	2006
Madison	School of Business	\$1,000 per year for students enrolled in bachelor's degree program, \$300 per year for students enrolled in certificate program.	2007
River Falls	All Undergraduates	\$130 per year in 2020-21.	2007
Madison	School of Engineering	\$1,400 per year for students enrolled in bachelor's degree programs.	2008
La Crosse	All Undergraduates	\$1,146 in 2020-21.	2008
Platteville	All Undergraduates	1.9% of resident undergraduate tuition, \$120 per year in 2020-21.	2008
Madison	All Undergraduates	\$1,000 for resident students and \$3,000 for nonresident students.	2009
Eau Claire	All Undergraduates	\$900 in 2020-21.	2010
Superior	Department of Natural Sciences	\$12 per credit.	2011
Stevens Point	All Undergraduates	\$400 per year for all undergraduates.	2016

Oshkosh, Platteville, River Falls, Stevens Point, Stout, Superior, and Whitewater) charge differential tuition. In December, 2015, the Regents approved a new differential tuition for undergraduates at Stevens Point. No additional differential tuition for undergraduates have been approved since then.

Reciprocity Tuition

Under the Minnesota-Wisconsin Higher Education Reciprocity Agreement, Minnesota residents can attend UW institutions without paying nonresident tuition. Instead, Minnesota students attending UW institutions are charged a "reciprocal fee" equal to the higher of the resident tuition charged at the institution in which the student is enrolled and resident tuition at a comparable institution in the student's home state. Most Minnesota students are charged the Minnesota resident tuition rate, which is generally higher than the resident tuition rate at a comparable UW institution. However, UW institutions only retain an amount of tuition equal to what a comparable Wisconsin resident student would have paid. Any tuition paid by Minnesota students in excess of the resident tuition rate is deposited in the state's general fund as GPR-earned. As a result, UW institutions do not receive any more tuition revenue from a Minnesota resident student than from a Wisconsin resident student.

In fall, 2021, 13,205 Minnesota residents attended UW institutions under the reciprocity agreement. The agreement does not cover medical and veterinary students.

In addition to the Minnesota reciprocity program, which is statewide, UW-Marinette also has a reciprocity agreement with two community colleges in Michigan. This reciprocity agreement covers only students who are residents of specified Wisconsin and Michigan counties. In fall, 2022, 129 Michigan resident students attended UW-Green Bay under this agreement, including 97 at the Green Bay Campus and 32 at the Marinette

Campus.

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

Nonresident Tuition

Nonresident students not covered by a reciprocity agreement are charged higher tuition than resident students. In 2022-23, nonresident undergraduate students paid \$28,631 more than resident undergraduates at UW-Madison, \$11,865 more at UW-Milwaukee, between \$7,573 and \$9,175 at the comprehensive institutions, and \$7,571 more at the UW Colleges. Tuition paid by these students exceeds the cost of educating them and can be used to subsidize resident students.

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

Special Programs for Nonresidents

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

By statute, the Board of Regents can remit the nonresident portion of tuition to nonresident undergraduate and graduate students on the basis of

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

Statutes also permit the Board of Regents to exempt up to 300 nonresident juniors and seniors enrolled at UW-Parkside and 225 nonresident students enrolled at UW-Superior from nonresident tuition through the Tuition Award Program (TAP). To be eligible for TAP, students must be enrolled in programs that have been identified as having surplus capacity. In 2021-22, 297 students enrolled at Parkside and three students enrolled at Superior through the TAP program.

In addition to these remissions and exemptions, there are three differential tuition programs that allow nonresident students to pay less than the full nonresident tuition rate. The Return to Wisconsin program, which began in fall, 2004, is a differential tuition pilot program for nonresident undergraduate students who are the children or grandchildren of a specific institution's qualifying alumni. Under the program, the nonresident student must be a legal resident of a state other than Wisconsin or Minnesota. The differential rate is equal to the nonresident tuition rate less 25%. Participating institutions include Eau Claire, Green Bay, La Crosse, Oshkosh, Parkside, River Falls, Stevens Point, Stout, and Whitewater. In fall, 2021, 87 students attended UW institutions through the Return to Wisconsin program.

In 2005, Wisconsin joined the Midwest Student Exchange Program (MSEP). This program allows undergraduate and graduate students from participating states, including Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, Nebraska, and North Dakota, to attend select

colleges and universities in other participating states at a tuition rate of no more than 150% of resident tuition. All four-year UW institutions except Madison and Platteville currently participate in MSEP as do the Branch campuses of UW Green Bay- Marinette and UW Whitewater - Rock County. In fall, 2021, 3,402 undergraduate students and 181 graduate students attended UW institutions through MSEP.

Finally, in the fall of 2005, UW-Platteville implemented the Tri-State Initiative (TSI) which was designed to increase enrollment by 2,000 undergraduate students in 10 years. Through TSI, nonresident undergraduate students from Illinois and Iowa who have been admitted to certain programs of study are charged the resident tuition rate plus a premium of \$4,700 per year. In fall, 2021, 1,112 students enrolled in Platteville through the Tri-State Initiative.

Nonresident Enrollment

Table 3 shows the total number of nonresident students and the number of those students who were reciprocity students, received remissions, enrolled through a special program for nonresidents, or paid full nonresident tuition in fall, 2021. Of the 36,751 nonresident undergraduate students who were enrolled in the UW System in fall, 2021, 43% paid nonresident tuition. Of those nonresident undergraduate students who did not pay full nonresident tuition, 60% were Minnesota or Michigan residents enrolled under a reciprocity agreement, 25% enrolled through a special program for nonresident students, and 15% received a remission of nonresident tuition.

Compared to nonresident undergraduate students enrolled at UW comprehensive institutions, nonresident undergraduate students enrolled at Madison and Milwaukee are more likely to be charged full, nonresident tuition. This is because a smaller percentage of nonresident undergraduate students enrolling at Madison and Milwaukee are Minnesota reciprocity students than at the

Table 3: Nonresident Students by Tuition Status (Fall, 2021)

	Number of Nonresident Students	Nonresident Students			Paying Full Nonresident Tuition
		Reciprocity Students*	Receiving Remission	Enrolling Through Special Programs**	
Undergraduate					
Madison	16,297	3,023	306	93	12,875
Milwaukee	2,686	89	111	1,879	607
Comprehensives	<u>17,768</u>	<u>9,395</u>	<u>2,639</u>	<u>3,352</u>	<u>2,382</u>
Subtotal	36,751	12,507	3,056	5,324	15,864
Graduate and Professional					
Madison	7,906	245	6,792	19	850
Milwaukee	1,506	21	457	250	778
Comprehensives	<u>2,845</u>	<u>432</u>	<u>300</u>	<u>115</u>	<u>1,998</u>
Subtotal	12,257	698	7,549	384	3,626
TOTAL	49,008	13,205	10,605	5,708	19,490

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

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

comprehensive institutions (16% versus 53%). Madison also does not participate in the MSEP which accounts for 17% of the nonresident students enrolled at Milwaukee and the comprehensive institutions.

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

Tuition Rates for Special Programs

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

tuition rate. Because many service-based programs charge one rate to all students, tuition charged to nonresidents is often less than the general nonresident tuition rate.

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

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

charged for all programs including for service-based pricing programs, distance education programs, and special course fees.

UW Flexible Option

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

Students enrolled in UW Flexible Option programs have two tuition options. The first, known as the "all-you-can-learn" option, allows students to complete as many competencies as they can during a three-month period for a flat rate of \$2,250. The second option allows students to complete a single competency set during a three-month period at a cost of \$1,125. For some programs, only the "all-you-can-learn" option is available.

Other Tuition Policies

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

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

Many graduate programs also charge tuition using the plateau system. In most cases, graduate students at Madison and Milwaukee pay the same price for eight or more credits while graduate students at the comprehensive institutions pay the same price for nine or more credits. The number of credits at which professional school students are charged full-time tuition varies.

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

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

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

Regent Tuition Authority and Limits on Resident Undergraduate Tuition Increases

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

Prior to the 1980-81 academic year, the Board of Regents established tuition rates by applying a set percentage to the total estimated cost per student (an estimate based on standard accounting procedures that identified direct and indirect student-related costs funded by general purpose revenue (GPR) and tuition). This percentage varied by student class (undergraduate or graduate), residency status, and, in some years, the type of institution. Beginning in 1980-81, the percentage of cost per student funded through tuition increased incrementally. This happened as the Board of Regents increased tuition to offset GPR budget reductions, the Legislature funded certain instructional items entirely through tuition revenues, and tuition revenues increased as the result of higher enrollments without subsequent increases in the amount of GPR funding.

Prior to the 2011-12 year, the Board of Regents could only increase resident undergraduate tuition by an amount sufficient to fund all of the following: (a) the amount shown in the statutory appropriation schedule for academic student fees; (b) the pay plan approved by the Legislature's Joint Committee on Employment Relations for UW employees; (c) the projected loss of revenue caused by a change in the number of enrolled undergraduate, graduate, resident, and nonresident students; (d) state imposed costs not covered by state general purpose revenue as determined by

the Board; (e) distance education, nontraditional courses, and intersession courses; and (f) differential tuition.

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

While the 2011-13 through 2019-21 biennial budgets restricted the Board of Regents' ability to set tuition for resident undergraduate students, the Board retained the authority to set tuition levels for all other students. The Board opted to freeze nonresident and graduate student tuition during the 2013-15 biennia but approved tuition increases for some nonresident and graduate students at some institutions during the 2015-17, 2017-19, 2019-21, and 2021-23 biennia. There are also no current restrictions on the amount of tuition increases the Regents may impose on graduate, nonresident, and other students.

Tuition and the State Biennial Budget

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

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

Historically, the Regents have not included a proposed percentage increase in resident undergraduate tuition in their budget request. One reason for this is that compensation adjustments for UW employees are approved by the Joint Com-

mittee on Employment Relations through a process separate from the biennial budget process. Due to the manner in which UW employee salaries are funded, increases in UW employee compensation and fringe benefit costs typically contribute to tuition increases. Without knowing the amount by which salary and fringe benefit costs will increase, the Regents are not able to estimate the amount by which tuition would have to increase to fund those costs.

During the budget process, the Governor and Legislature may either approve the GPR/fee split requested by the Regents by providing the amount of GPR funding requested or alter the split by providing a different level of GPR support. Due to the relationship between tuition and GPR support, when the amount of GPR provided is less than requested, or is reduced, increases in tuition may be higher. Conversely, if the amount of GPR provided is greater than requested by the Regents, tuition increases may be smaller.

The UW System can carryover unexpended tuition revenues from one year to the next creating a tuition revenue balance. Beginning in 2014, the Board of Regents has been required to report the tuition revenue balances held by each institution and those balances as a percentage of each institution's state GPR and tuition expenditures less GPR debt service. As of June 30, 2022, tuition revenue balances held by UW institutions totaled \$298.3 million. This represents a decrease of \$253.2 million from June 30, 2013, when the UW System's tuition balance peaked at \$551.5 million. Table 5 shows tuition revenue balances by institution and those balances as a percentage of each institution's GPR and tuition expenditures less GPR debt service. [Further information on tuition and other program revenue balances held by the UW System can be found in the Legislative Fiscal Bureau's informational paper entitled, "University of Wisconsin System Overview."]

Table 5: Tuition Revenue Balances by Institution as of June 30, 2022

	Tuition Revenue Balance	Balance as a % of GPR and Tuition Budget*
Eau Claire	\$26,676,825	21.9%
Green Bay	14,900,783	18.8
La Crosse	11,966,312	9.9
Madison	50,588,965	3.7
Milwaukee	47,773,395	13.8
Oshkosh	16,789,470	14.6
Parkside	10,794,648	19.6
Platteville	9,520,360	11.2
River Falls	17,058,636	27.1
Stevens Point	20,788,587	21.7
Stout	9,061,848	11.2
Superior	7,915,501	19.6
Whitewater	30,257,648	24.6
UW Systemwide	<u>24,211,319</u>	32.0
UW System Total	\$298,304,297	10.8%

*Excludes GPR debt service.

Historic Tuition Rates and Tuition Increases

Over the 10-year period prior to the tuition freeze, 2002-03 to 2012-13, resident undergraduate tuition increased by more than 100% at Madison (from \$3,854 to \$9,273), Milwaukee (from \$3,738 to \$8,091), and the comprehensives (from \$3,039 to \$6,686), while resident tuition at the former UW colleges increased by 76% (from \$2,700 to \$4,750). Over the same time period, the CPI increased by 27.6%.

Tables 6 and 7 show undergraduate and graduate student tuition for resident and nonresident students, excluding tuition for the professional schools of law, medicine and veterinary medicine and for pharmacy and business master's students, from 2012-13 to 2022-23. As shown in Table 6, the tuition freeze and decision by the Regents not to increase undergraduate resident tuition in fiscal years 2021-22 and 2022-23 resulted in zero increase in tuition for those students over the time

period shown. From 2012-13 to 2022-23, CPI increased by 27%.

As shown in Table 7, resident graduate tuition has been frozen at Madison and Milwaukee since 2012-13. Tuition for nonresident graduate students has been frozen since 2010-11 at Madison and was frozen from 2010-11 to 2014-15 at Milwaukee.

Table 8 shows resident and nonresident tuition charged by the professional schools of law, medicine, veterinary medicine, and pharmacy, all of which are located at UW-Madison, from 2012-13 to 2022-23.

Primary Causes of Resident Undergraduate Tuition Increases

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

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

Due to the tuition freeze, the Regents could not increase resident undergraduate tuition to

Table 6: Tuition for Undergraduate Students

Year	Madison				Milwaukee				Comprehensives			
	Resident		Nonresident		Resident		Nonresident		Resident*		Nonresident**	
	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change
2012-13	\$9,273	7.9%	\$25,523	4.9%	\$8,091	5.5%	\$17,820	2.4%	\$6,686	6.0%	\$14,158	2.6%
2013-14	9,273	0.0	25,523	0.0	8,091	0.0	17,820	0.0	6,698	0.2	14,154	0.0
2014-15	9,273	0.0	25,523	0.0	8,091	0.0	17,820	0.0	6,704	0.1	14,145	-0.1
2015-16	9,273	0.0	28,523	11.8	8,091	0.0	18,265	2.5	6,715	0.2	14,422	2.0
2016-17	9,273	0.0	31,253	9.6	8,091	0.0	18,499	1.3	6,766	0.8	14,590	1.2
2017-18	9,273	0.0	33,523	7.3	8,091	0.0	19,371	4.7	6,767	0.0	14,636	0.3
2018-19	9,273	0.0	35,523	6.0	8,091	0.0	19,370	0.0	6,780	0.2	14,648	0.1
2019-20	9,273	0.0	36,333	2.3	8,091	0.0	19,661	1.5	6,797	0.3	14,800	1.0
2020-21	9,273	0.0	37,161	2.3	8,091	0.0	19,956	1.5	6,787	-0.1	14,719	-0.5
2021-22	9,273	0.0	37,161	0.0	8,091	0.0	19,956	0.0	6,777	-0.1	14,773	0.4
2022-23	9,273	0.0	37,904	2.0	8,091	0.0	19,956	0.0	6,813	0.5	15,302	3.6
Total % Increase		0.0%		48.5%		0.0%		12.0%		1.9%		8.1%
Annualized Increase		0.0		4.0		0.0		1.1		0.2		0.8

*Weighted average for new freshmen. Although resident undergraduate tuition was frozen from 2013-14 through 2020-21, average tuition varied slightly due to changes in enrollments. The increase in 2016-17 is largely attributable to the implementation of a differential tuition at UW-Stevens Point. Most recent year data is preliminary.

Table 7: Tuition for Graduate Students

Year	Madison				Milwaukee				Comprehensives*			
	Resident		Nonresident		Resident		Nonresident		Resident		Nonresident	
	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change
2012-13	10,728	4.2	24,054	0.0	10,387	4.2	22,852	0.0	7,690	4.5	16,793	1.6
2013-14	10,728	0.0	24,054	0.0	10,387	0.0	22,852	0.0	7,693	0.0	16,793	0.0
2014-15	10,728	0.0	24,054	0.0	10,387	0.0	22,852	0.0	7,694	0.0	16,794	0.0
2015-16	10,728	0.0	24,054	0.0	10,387	0.0	23,424	2.5	7,776	1.1	16,950	0.9
2016-17	10,728	0.0	24,054	0.0	10,387	0.0	23,424	0.0	7,889	1.5	17,211	1.5
2017-18	10,728	0.0	24,054	0.0	10,387	0.0	23,424	0.0	7,945	0.7	17,410	1.2
2018-19	10,728	0.0	24,054	0.0	10,387	0.0	23,424	0.0	8,007	0.8	17,619	1.2
2019-20	10,728	0.0	24,054	0.0	10,543	1.5	23,775	1.5	8,151	1.8	17,782	0.9
2020-21	10,728	0.0	24,054	0.0	10,701	1.5	24,132	1.5	8,152	0.0	17,627	-0.9
2021-22	10,728	0.0	24,054	0.0	10,701	0.0	24,132	0.0	8,155	0.0	17,618	-0.1
2022-23	10,728	0.0	24,054	0.0	10,701	0.0	24,132	0.0	8,264	1.3	18,140	3.0
Total % Increase		0.0%		0.0%		3.0%		5.6%		7.5%		8.0%
Annualized Increase		0.0%		0.0%		0.3%		0.5%		0.7%		0.8%

*Weighted averages. Most recent year data is preliminary.

Table 8: Tuition for Professional School Students

Year	<u>Law</u>				<u>Medical</u>				<u>Veterinary</u>				<u>Pharmacy</u>			
	<u>Resident</u>		<u>Nonresident</u>		<u>Resident</u>		<u>Nonresident</u>		<u>Resident</u>		<u>Nonresident</u>		<u>Resident</u>		<u>Nonresident</u>	
	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change	Amount	% Change
2012-13	\$20,235	8.8%	\$38,932	3.2%	\$23,807	1.8%	\$33,704	0.0%	\$17,925	2.5%	\$24,769	0.0%	\$15,157	5.5%	\$27,614	2.9%
2013-14	20,235	0.0	38,932	0.0	23,807	0.0	33,704	0.0	17,925	0.0	24,769	0.0	15,157	0.0	27,614	0.0
2014-15	20,235	0.0	38,932	0.0	23,807	0.0	33,704	0.0	17,925	0.0	24,769	0.0	15,157	0.0	27,614	0.0
2015-16	20,235	0.0	38,932	0.0	26,117	9.7	36,013	6.9	19,676	9.8	29,769	20.2	16,521	9.0	30,100	9.0
2016-17	20,235	0.0	38,932	0.0	28,650	9.7	38,546	7.0	21,626	9.9	34,769	16.8	18,008	9.0	32,809	9.0
2017-18	21,235	4.9	39,932	2.6	31,429	9.7	42,285	9.7	25,626	18.5	41,269	18.7	19,773	9.8	36,024	9.8
2018-19	22,235	4.7	40,932	2.5	34,478	9.7	46,387	9.7	29,626	15.6	47,769	15.8	21,711	9.8	39,554	9.8
2019-20	24,235	9.0	42,932	4.9	36,266	5.2	50,201	8.2	30,515	3.0	49,202	3.0	23,711	9.2	41,554	5.1
2020-21	26,235	8.3	44,932	4.7	38,143	5.2	54,319	8.2	31,430	3.0	50,678	3.0	25,711	8.4	43,554	4.8
2021-22	28,835	9.9	47,352	5.4	38,563	1.1	54,917	1.1	32,216	2.5	51,945	2.5	25,711	0.0	43,554	0.0
2022-23	31,635	9.7	50,332	6.3	39,681	2.9	56,510	2.9	33,021	2.5	53,244	2.5	25,711	0.0	43,554	0.0
Total % Increase Annualized		56.3%		29.3%		66.7%		67.7%		84.2%		115.0%		69.6%		57.7%
Increase		4.6%		2.6%		5.2%		5.3%		6.3%		8.0%		5.4%		4.7%

generate the tuition portion of the pay plan approved for UW employees or estimated increases in fringe benefit costs from 2013-15 through 2019-21. Under 2017 Act 59, 2% general wage adjustments were provided on July 1, 2018, and January 1, 2019. Under 2019 Act 59, further 2% general wage adjustments were provided on January 1, 2020, and January 1, 2021, and 2021 Act 58 provided similar 2% annual general wage adjustments in the 2021-23 biennium. Additional information on faculty and academic staff compensation is contained in the Legislative Fiscal Bureau's informational paper entitled, "University of Wisconsin System Overview." As mentioned previously, while the 2021 budget act did not include a tuition freeze provision, the Board of Regents opted not to increase resident undergraduate tuition in academic years 2021-22 and 2022-23.

Tuition Revenues

In 2022-23, the UW System's budget includes \$1,659 million in tuition revenues. This includes one-time use of program revenue tuition balances. These tuition revenues account for 24.1% of the UW System's \$6.87 billion all funds budget. Table 9 compares budgeted tuition revenues, state GPR, and the UW System's total all funds budget

from 2013-14 to 2022-23. As shown in the table, tuition revenues have exceeded state GPR for the UW System since 2013-14. Tuition revenues increased by 25.8% from 2013-14 to 2022-23 while state GPR for the UW System increased by 7.6% and the UW System's total budget increased by 14.6%. As tuition revenues have increased at a faster rate than the total budget, tuition revenues made up a greater proportion of the UW System's total budget in 2022-23 than in 2013-14.

Table 10 shows 2021-22 tuition revenues less remissions by student level and resident status. Tuition received from Minnesota reciprocity students is included in the "Residents" column. While non-reciprocity, nonresident undergraduates made up only 12.5% of the undergraduate population systemwide based on fall, 2021, enrollment, these students generated 29.7% of undergraduate student tuition revenues. At Madison, these students represent approximately 38% of the undergraduate population but generated 52% of undergraduate tuition revenues. These figures demonstrate the relative importance of out-of-state students, particularly those at Madison, to tuition revenues. Madison, with its relatively high tuition levels and nonresident enrollment, generates an estimated 56% of total systemwide tuition revenue despite enrolling only 29.3% of all students in the UW System.

Table 9: UW System Budget by Fund Source, 2013-14 through 2022-23*

	Budgeted Tuition	State GPR	Total All Funds Budget	Tuition as a % of Total Budget	State GPR As a % of Total Budget
2013-14	\$1,318,901,215	\$1,151,402,700	\$5,997,076,252	22.0%	19.2%
2014-15	1,348,961,629	1,178,197,283	6,097,870,862	22.1	19.3
2015-16	1,526,945,474	1,029,650,900	6,194,179,374	24.7	16.6
2016-17	1,537,059,240	1,048,705,300	6,256,551,185	24.6	16.8
2017-18	1,510,041,163	1,063,550,300	6,223,796,354	24.3	17.1
2018-19	1,534,122,225	1,123,105,633	6,348,527,703	24.2	17.7
2019-20	1,548,008,781	1,155,530,300	6,381,809,273	24.3	18.1
2020-21	1,574,822,074	1,182,465,899	6,539,257,586	24.1	18.1
2021-22	1,587,829,904	1,211,736,265	6,572,403,437	24.2	18.4
2022-23	1,659,020,182	1,238,467,248	6,874,785,264	24.1	18.0
Percent Change	25.8%	7.6%	14.6%		

*Includes one-time use of tuition revenues.

Table 10: Estimated Tuition Revenues Less Remissions, 2021-22*

	Tuition Revenue	% Paid by:	
		Residents**	Nonresidents
Madison			
Undergraduate	\$632,521,159	48.0%	52.0%
Graduate	169,613,224	86.7	13.3
Milwaukee			
Undergraduate	129,003,175	96.2	3.8
Graduate	29,584,262	87.7	12.3
Comprehensive Institutions			
Undergraduate	433,072,735	95.1	4.9
Graduate	37,667,889	96.2	3.8
TOTAL	\$1,431,462,444	73.3%	26.7%

*Includes Summer 2021, Fall 2021, Intersession, and Spring 2022, excludes differential tuition, self-supporting programs and distance education fees.

**Includes Minnesota reciprocity students.

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

Segregated Fees

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

The total segregated fee amount paid by the student consists of allocable fees and nonallocable fees. According to Board of Regents policy, allocable fees are those fees that constitute substantial support for student activities such as student organizations, concerts, lectures, and bus passes.

By statute, the disposition of the allocable portion of the segregated fee is determined by the students of each institution in consultation with the chancellor and subject to the final confirmation of the Board of Regents.

Nonallocable fees are defined as fees that support fixed obligations and programs that require stable funding such as debt service, base operating funds for student unions, and minimum student health services. Chancellors, following consultation with the students of their institutions, are responsible for the development of budgets and expenditures for the nonallocable portions of the segregated fee.

Unlike tuition rates, segregated fees are determined on an institution-by-institution and campus-by-campus basis. In 2022-23, annual segregated fees at the four-year institutions range from \$1,149 at Whitewater to \$1,632 at Superior. Table 11 shows segregated fees charged at each of the four-year institutions from 2012-13 to 2022-23. Resident undergraduate tuition remained at the same rate from 2012-13 through 2022-23 due to the tuition freezes under five consecutive biennial budget acts and the decision by the Board of Regents not to increase tuition during academic years 2021-22 and 2022-23.

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

In addition, 10 of the four-year UW institutions require freshmen and sophomore students to live in residence halls. This requirement does not apply to students who live with a parent or guardian, are married, are veterans, or if there is insufficient space. Students living in residence halls must pay room and board charges in addition to

tuition and segregated fees. Table 12 shows these room and board rates by institution for 2012-13 to 2022-23.

Comparative Statistics

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

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

Table 13 shows tuition and fees charged to resident and nonresident undergraduate and graduate students at each public Big Ten university in 2021-22 and 2022-23. While resident undergraduate tuition and fees at UW-Madison ranked tenth out of the 13 public Big Ten universities in 2022-23, nonresident undergraduate tuition ranked fourth.

For 2022-23, resident graduate tuition and fees ranked ninth of 13 and were \$7,061 below the peer midpoint while nonresident graduate tuition

and fees ranked thirteenth, the lowest public big ten university, at \$8,558 below the midpoint.

Table 14 shows increases in tuition and fees for resident undergraduate students at public, Big Ten universities in both percentage and dollar terms from 2016-17 to 2022-23. As shown in the table, resident undergraduate tuition and fees at those institutions, excluding Wisconsin, increased by an average of 11.8% over the last six years. Tuition changes at individual institutions ranged from -0.1% to 24.4%. The total tuition increase at UW-Madison was well below the peer average in dollar terms and in percent terms. This is because tuition charged by UW-Madison has been frozen by law for four of the six years in this time period. Tuition and fee increases have moderated in recent years; as shown in Table 13, resident undergraduate tuition and fees increased by an average of 2.5% in 2022-23 at UW-Madison's Big Ten peers.

Tables 15 and 16 compare undergraduate tuition and fees charged by UW-Milwaukee and the UW comprehensive institutions to tuition and fees at their respective peer institutions. As shown in Table 15, Milwaukee's resident undergraduate tuition ranked tenth of the 15 institutions in its peer group and was \$538 below the peer midpoint in 2022-2023. Meanwhile, nonresident tuition and fees ranked thirteenth of 15 and were \$4,165 below the peer midpoint in that year. Table 16 indicates that the tuition and fees charged to resident and nonresident undergraduates at each UW comprehensive institution is lower than the peer average and peer midpoint. Resident undergraduate tuition at UW-La Crosse, which is the highest amongst the comprehensive institutions, is lower than 28 of the 34 peer institutions shown. Nonresident undergraduate tuition charged by UW-La Crosse, which is also the highest amongst the comprehensive institutions, is lower than that charged by 21 of the institutions shown. Resident undergraduate tuition and fees charged by UW-Parkside, which are the lowest amongst the

Table 11: Segregated Fees by Campus, 2012-13 to 2022-23

	Madison	Milwaukee	Eau Claire	Green Bay	La Crosse	Oshkosh	Parkside	Platteville	River Falls	Stevens Point	Stout*	Superior	Whitewater
2012-13	\$1,105	\$1,090	\$1,128	\$1,350	\$987	\$929	\$989	\$897	\$1,129	\$1,071	\$877	\$1,363	\$859
2013-14	1,130	1,209	1,146	1,378	1,010	979	1,018	901	1,149	1,109	908	1,411	906
2014-15	1,137	1,300	1,180	1,460	1,036	1,015	1,028	908	1,176	1,189	953	1,459	923
2015-16	1,142	1,338	1,261	1,526	1,073	1,065	1,043	915	1,357	1,193	979	1,501	956
2016-17	1,215	1,402	1,272	1,580	1,332	1,122	1,069	911	1,396	1,282	1,016	1,552	966
2017-18	1,260	1,474	1,290	1,580	1,337	1,165	1,090	963	1,424	1,341	1,069	1,574	978
2018-19	1,282	1,497	1,309	1,580	1,348	1,199	1,090	1,153	1,434	1,390	1,098	1,591	1,008
2019-20	1,452	1,507	1,339	1,575	1,368	1,234	1,123	1,205	1,442	1,420	1,218	1,597	1,010
2020-21	1,469	1,538	1,369	1,575	1,401	1,295	1,146	1,205	1,462	1,472	1,299	1,605	1,047
2021-22	1,447	1,519	1,373	1,575	1,436	1,311	1,146	1,205	1,484	1,503	1,364	1,620	1,037
2022-23	1,523	1,529	1,413	1,575	1,473	1,373	1,168	1,224	1,528	1,533	1,474	1,632	1,149
Total % Increase	37.8%	40.3%	25.3%	16.7%	49.3%	47.8%	18.1%	36.5%	35.3%	43.1%	68.1%	19.7%	33.8%
Annualized Increase	3.3	3.4	2.3	1.6	4.1	4.0	1.7	3.2	3.1	3.7	5.3	1.8	3.0

*UW-Stout charges tuition and segregated fees on a per credit basis. Segregated fees shown are for 30 credits.

Table 12: Room and Board Fees by Campus, 2012-13 to 2022-23

	Madison	Milwaukee**	Eau Claire*	Green Bay	La Crosse*	Oshkosh*	Parkside*	Platteville*	River Falls*	Stevens Point	Stout*	Superior*	Whitewater*
2012-13	\$8,024	\$8,594	\$6,182	\$5,950	\$6,000	\$6,248	\$6,382	\$6,440	\$5,957	\$6,158	\$6,054	\$5,610	\$5,786
2013-14	8,287	8,836	6,465	6,200	5,950	6,460	6,572	6,770	6,198	6,238	6,234	5,780	5,900
2014-15	8,546	8,894	6,775	6,200	5,910	6,702	6,696	7,050	6,384	6,390	6,434	6,085	6,144
2015-16	8,828	9,178	7,167	6,200	5,850	6,826	6,852	7,130	6,424	6,883	6,504	6,085	6,214
2016-17	9,074	9,326	6,985	6,320	6,025	7,030	6,938	7,130	6,525	7,089	6,624	6,265	6,326
2017-18	9,350	9,606	7,506	7,030	6,206	7,282	7,114	7,130	6,526	7,293	6,744	6,450	6,442
2018-19	9,971	10,178	8,189	6,609	6,341	8,004	6,826	7,580	6,513	7,595	7,022	7,006	6,601
2019-20	11,067	10,409	8,002	7,214	6,465	8,034	7,637	7,995	6,526	7,512	6,834	6,566	6,918
2020-21	11,217	10,463	8,210	7,245	6,637	8,178	7,663	8,150	6,786	7,630	6,998	6,566	6,964
2021-22	10,917	10,463	8,350	7,425	6,804	8,441	7,735	8,720	7,022	7,800	7,748	7,205	7,173
2022-23	11,217	10,548	8,785	7,698	7,029	8,669	7,805	8,807	7,234	8,250	8,048	7,417	7,309
Total % Increase	39.8%	22.7%	42.1%	29.4%	17.2%	38.7%	22.3%	36.8%	21.4%	34.0%	32.9%	32.2%	26.3%
Annualized Increase	3.4	2.1	3.6	2.6	1.6	3.3	2.0	3.2	2.0	3.0	2.9	2.8	2.4

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

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

Table 13: Annual Tuition and Fees at Public Big Ten Universities*

	Undergraduate			Graduate		
	2021-22	2022-23	% Change	2021-22	2022-23	% Change
Resident Students						
Pennsylvania State	18,898	19,286	2.1%	23,612	24,466	3.6%
Illinois	16,866	17,138	1.6	18,196	18,512	1.7
Michigan	16,178	16,736	3.4	25,230	26,226	3.9
Rutgers	15,804	16,263	2.9	20,495	21,060	2.8
Minnesota	15,254	15,859	4.0	19,494	20,315	4.2
Michigan State	14,850	15,372	3.6	19,714	20,382	3.4
Ohio State	11,936	12,485	4.6	12,425	12,997	4.6
Indiana	11,333	11,447	1.0	11,329	11,467	1.2
Maryland	10,955	11,233	2.5	20,067	20,111	0.2
UW-Madison	10,720	10,796	0.7	12,174	12,251	0.6
Iowa	9,942	10,353	4.1	12,065	12,564	4.1
Purdue	9,992	9,992	0.0	9,992	9,992	0.0
Nebraska	9,590	9,620	0.3	9,900	9,930	0.3
Average (excl. WI)	13,466	13,815	2.5%	16,877	17,335	2.5%
Mid-Point (excl. WI)	13,388	13,929		18,845	19,312	
UW Distance to Mid-Point	-2,668	-3,133		-6,671	-7,061	
Nonresident Students						
Michigan	53,232	55,334	3.9%	50,464	52,456	3.9%
Michigan State	40,662	41,958	3.2	38,638	39,876	3.2
Maryland	38,638	39,469	2.2	42,579	43,090	1.2
UW-Madison	38,608	39,427	2.1	25,501	25,577	0.3
Indiana	38,353	39,120	2.0	33,353	33,367	0.0
Pennsylvania State	36,476	38,102	4.5	39,778	41,602	4.6
Ohio State	35,018	36,722	4.9	38,377	39,598	3.2
Illinois	34,316	35,110	2.3	33,484	34,106	1.9
Minnesota	33,817	35,099	3.8	29,262	30,425	4.0
Rutgers	33,005	33,963	2.9	33,227	34,164	2.8
Iowa	31,905	32,316	1.3	31,012	31,511	1.6
Purdue	28,794	28,794	0.0	28,794	28,794	0.0
Nebraska	26,750	26,750	0.0	25,620	25,650	0.1
Average (excl. WI)	35,914	36,895	2.6%	35,382	36,220	2.2%
Mid-Point (excl. WI)	34,667	35,916		33,419	34,135	
UW Distance to Mid-Point	3,941	3,511		-7,918	-8,558	

* Tuition and fees.

Table 14: Change in Tuition and Fees for Resident Undergraduates at Public Big Ten Universities (2016-17 to 2022-23)*

	Six-Year Change	
	Amount	Percent
Ohio State	\$2,448	24.4%
Michigan	2,334	16.2
Rutgers	1,891	13.2
Iowa	1,778	20.7
Minnesota	1,717	12.1
Illinois	1,440	9.2
Pennsylvania State	1,386	7.7
Michigan State	1,309	9.3
Nebraska	1,083	12.7
Indiana	1,059	10.2
Maryland	1,052	10.3
UW-Madison	308	2.9
Purdue	-10	-0.1
Average (excl. WI)	\$1,457	12.2%
Mid-Point (excl. WI)	\$1,413	11.2%

* Tuition and Fees reflects tuition for new students.

Table 15: Undergraduate Tuition and Fees at UW-Milwaukee and Peers (2022-23)*

	Resident	Nonresident
Temple	\$18,060	\$31,788
U. of Texas-Dallas	16,412	44,812
U. of Illinois-Chicago	15,784	30,392
Rutgers-Newark	15,648	33,348
Wayne State	14,670	31,359
U. of Cincinnati	13,176	28,510
U. of Louisville	12,520	28,866
Cleveland State	12,324	17,499
U. of Akron	12,246	15,500
U. of Missouri-Kansas City	11,829	29,639
U. of Toledo	11,674	21,034
SUNY-Buffalo	10,782	28,702
Georgia State	10,268	29,306
UW-Milwaukee	9,620	21,485
U. of New Orleans	9,454	14,290
Average (Excl. WI)	\$13,203	\$27,503
Mid-Point (Excl. WI)	\$12,422	\$29,086
WI Distance to Mid-Point	-\$2,802	-\$7,601

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

Table 16: Undergraduate Tuition and Fees at UW Comprehensive Campuses and Peers (2022-23)*

	Resident	Nonresident
Illinois		
Northeastern Illinois	\$14,623	\$27,236
Univ. Illinois-Springfield	14,297	24,062
Eastern Illinois	13,027	15,455
Western Illinois	12,441	12,441
Chicago State	11,926	11,926
So. Illinois-Edwardsville	12,558	12,558
Indiana		
Indiana State	\$10,066	\$21,500
Indiana U.-Purdue U.-Fort Wayne	8,984	21,574
Purdue-Northwest	8,174	11,859
Indiana Univ.-South Bend	7,836	20,942
Indiana Univ.-Northwest	7,836	20,942
Indiana Univ.-Southeast	7,836	20,942
U. of Southern Indiana	8,475	20,520
Iowa		
U. of Northern Iowa	\$9,411	\$20,565
Michigan		
Michigan Tech.	\$18,217	\$30,177
Central Michigan	13,200	13,200
U. Michigan-Dearborn	14,320	29,584
Oakland	14,476	23,873
Ferris State	13,076	13,076
Grand Valley State	13,952	19,856
Western Michigan	13,850	17,313
Eastern Michigan	14,510	14,510
U. Michigan-Flint	13,524	25,830
Northern Michigan	12,574	18,070
Saginaw Valley State	10,800	25,380
Minnesota		
U. Minn.-Duluth	\$14,126	\$19,516
Bemidji State	10,130	10,130
Minnesota State-Moorhead	10,236	19,072
Winona State	10,491	17,223
St. Cloud State	10,118	20,002
Minnesota State-Mankato	9,441	18,812
Ohio		
U. Akron	\$12,426	\$15,500
Wright State	10,814	21,158
Youngstown St.	10,478	10,838
Wisconsin		
La Crosse	\$9,058	\$17,877
Eau Claire	8,774	17,487
Superior	8,167	15,740
Stevens Point	8,231	16,935
Green Bay	7,873	16,091
River Falls	7,956	15,949
Stout	8,490	16,740
Oshkosh	7,795	15,368
Whitewater	7,668	16,843
Platteville	7,642	16,580
Parkside	7,466	15,736
Average (Excl. WI)	\$11,713	\$19,283
Mid-Point (Excl. WI)	12,176	19,686

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

comprehensives, is lower than the resident undergraduate tuition and fees charged by all of the peer institutions.

Cross-state comparisons are often used as benchmarks or justifications for establishing tuition levels. It could be argued, however, that resident tuition charged in other states is not relevant to the tuition setting process in this state. Students generally qualify for resident tuition in only one state and, consequently, resident tuition in other states should not affect the decisions of students in this state. In addition, different states may have different human capital needs, goals, and strategies. Tuition decisions made in other states may not be consistent with this state's budgetary priorities, educational and workforce needs, or broader education policies.

Another approach to evaluating tuition levels is to examine the relationship between tuition levels and state income measures, representing ability to pay. Table 17 compares resident undergraduate tuition and fees for public Midwestern Big Ten institutions in 2021-22 and median household incomes in those states. As shown in the table, UW-Madison's tuition and fees were equal to 16.0% of the state's median household income in 2021. Taken as a measure of affordability, this made UW-Madison the third most affordable public midwestern Big Ten University behind Iowa and Purdue.

However, tuition and fees at these public institutions have been becoming less affordable over time as tuition and fees have increased at a faster rate than incomes. In 2005-06, tuition and fees at UW-Madison were equal to 13.3% of Wisconsin's median household income compared to 16.0% in 2021-22. To the extent that resident tuition is not affordable to all Wisconsin students, tuition rates impact access to higher education and may increase the need for financial aid.

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

Table 17: Tuition and State Income Measures (2021-22)

Institution	Resident Undergraduate Tuition and Fees	Median Household Income*	Tuition as a % of Median Household Income
Michigan	\$16,178	\$63,498	25.5%
Michigan State	14,840	63,498	23.4
Illinois	16,866	72,205	23.4
Minnesota	15,254	77,720	19.6
Ohio State	11,936	62,262	19.2
Indiana	11,333	62,743	18.1
Wisconsin	10,720	67,125	16.0
Purdue	9,992	62,743	15.9
Iowa	9,942	65,600	15.2

*Data from the U.S. Census Bureau most recent American Community Survey 1-Year Estimates

APPENDIX

University of Wisconsin Board of Regents Tuition Policy

The current tuition policy, which was most recently revised by the Regents in 2008 is as follows:

1. Tuition and financial aid in the UW System should balance educational quality, access, and ability to pay.
2. As a matter of fiscal and educational policy, the state should, at a minimum, strive to provide a GPR funding share of 65% of regular budget requests for cost-to-continue, compensation, and new initiatives, and fully fund tuition increases in state financial aid programs.
3. Nonresident students should pay a larger share of instructional costs than resident students should, and at least the full cost of instruction when the market allows. Nonresident rates should be competitive with those charged at peer institutions and sensitive to institutional nonresident enrollment changes and objectives.
4. Where general budget increases are not sufficient to maintain educational quality, supplemental tuition increases should assist in redressing the imbalance between needs and resources.
5. Tuition increases should be moderate and predictable, subject to the need to maintain quality.
6. GPR financial aid and graduate assistant support should increase at a rate no less than that of tuition while staying commensurate with the increased student budget needs of students attending the UW System. In addition, support should also reflect increases in the number of aid eligible students.
7. General tuition revenue, to cover regular budget increases under a 65% GPR and 35% Fees split, should continue to be pooled systemwide. Special fees may be earmarked for particular institutions and/or programs increasing those fees.
8. When considering tuition increases beyond the regular budget, an evaluation of doctoral graduate tuition should consider impacts on multi-year grants and the need to self-fund waivers or remissions from base reallocation within departmental budgets.