



Minnesota Tuition Reciprocity Annual Report, Academic Year 2020-2021 (Fiscal Year 2021)

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About the Office of Higher Education

The Minnesota Office of Higher Education is a cabinet-level state agency providing students with financial aid programs and information to help them gain access to postsecondary education. The agency also serves as the state's clearinghouse for data, research and analysis on postsecondary enrollment, financial aid, finance and trends.

The Minnesota State Grant Program is the largest financial aid program administered by the Office of Higher Education, awarding more than \$224 million annually in need-based grants to Minnesota residents attending eligible colleges, universities and career schools in Minnesota. The agency oversees other state scholarship programs, tuition reciprocity programs, a student loan program, Minnesota's 529 College Savings Plan, licensing and early college awareness programs for youth.

About This Report

This is a legislative-mandated report. As requested by Minnesota Statutes, section 3.197, this report cost approximately \$3,007.32 to prepare, including staff time.

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Contents

Introduction	1
Statutory Authority	2
History	3
Participation	3
Overview	4
Student Flow	5
Minnesota – Wisconsin Agreement	7
Minnesota – North Dakota Agreement	8
Interstate Payments	10
Marginal Instructional Cost	10
Interstate Payments	10
Tuition Rate Setting Approaches	11
Marginal Instructional Cost Split	11
Minnesota-Wisconsin Interstate Payment Formula	16
Minnesota-North Dakota Interstate Payment Formula	17
Outcomes	18
Appendix A: State Resident Populations	21
Appendix B: Reciprocity Fall Headcounts	22
Appendix C: Interstate Payments	28
Appendix D: Graduates by Institution	30

Introduction

Minnesota’s tuition reciprocity agreements, most of which have been in operation for over 40 years, establish a common market for postsecondary education promoting student choice. Specifically, the agreements aim to expand education opportunities by allowing Minnesota residents and residents of participating states to be treated as a resident for the purposes of admission and tuition, thereby allowing students to attend the institution that best fits their educational needs.

Minnesota’s tuition reciprocity agreements play an important role in providing Minnesota residents with more postsecondary opportunities, some of which may be perceived by students and their families as being of equivalent quality and at a lower cost.

In order to fulfill the requirements of Minnesota Statutes 2021, section 136A.08, Subdivision 7, the Minnesota Office of Higher Education (OHE) prepares an annual report on the tuition reciprocity programs for the Minnesota Legislature that presents data on:

- Participation
- Interstate payments
- Tuition rates
- Reciprocity graduates from Minnesota public institutions

This report describes the statutory basis for reciprocity agreements, reciprocity agreements’ history, student participation, Minnesota’s interstate payment calculations, and student outcomes.

Statutory Authority

Minnesota Statutes 2021, section 136A.08, subdivision 2 states that the purpose of tuition reciprocity is for “the mutual improvement of educational advantages for residents of this state and other states or provinces with whom agreements are made.”

The mutual improvement of educational advantages for Minnesota residents and other states or provinces has been administratively operationalized as eliminating non-resident admission and tuition barriers at participating public institutions.¹ Under the agreements, a Minnesota resident is to be considered like a Wisconsin, North Dakota, South Dakota or Manitoba resident for admission and tuition purposes.² Similarly, residents of reciprocity states are treated as residents of Minnesota when applying for admission to eligible Minnesota public postsecondary education institutions.³

Minnesota Statutes 136A.08 Subd.2 authorizes OHE to enter into tuition reciprocity agreements in consultation with the Commissioner of Minnesota Management and Budget (MMB) and each Minnesota public postsecondary governing board. Tuition reciprocity agreements are not valid until approved by the University of Minnesota (UMN) Board of Regents and the Minnesota State Board of Trustees. The agreements are ongoing and reviewed annually by OHE, and can remain in effect as long as the participating states deem them to be beneficial.

OHE staff administer Minnesota’s tuition reciprocity agreements in consultation with University of Minnesota and Minnesota State, the Minnesota Governor’s Office, and the Minnesota Legislature. In addition, OHE works with comparable agencies in states and jurisdictions that have a tuition reciprocity agreement with Minnesota. Details regarding reciprocity tuition rates and program operations are contained in annual administrative memoranda. Annual administrative memoranda are signed by the executive directors of the higher education boards or agencies in each state before the start of the academic year and disseminated to public postsecondary education campuses.

¹ For example, under tuition reciprocity Minnesota resident undergraduates enrolling at UW-Madison are charged \$7,489 for 15 credits in the fall of 2021 compared to \$19,304 for non-residents (<https://bursar.wisc.edu/tuition-and-fees/tuition-rates>).

² Minnesota’s tuition reciprocity agreements include public postsecondary education institutions in participating states. Typically, all undergraduate and graduate programs of study are available to reciprocity students; however, professional programs may or may not be included in the agreements. Minnesota’s agreement with Wisconsin does not include Wisconsin technical colleges, because Wisconsin’s technical colleges are operated at the local rather than the state level. Minnesota residents can apply directly to Wisconsin technical colleges, and if admitted, pay the Wisconsin technical college Wisconsin resident tuition rate.

³ Removal of nonresident admission and tuition barriers, along with interstate payments, differentiates Minnesota’s state-wide tuition reciprocity agreements from student exchange programs, such as the Midwest Higher Education Compact’s Student Exchange Program. The Midwest Higher Education Compact’s Student Exchange Program sells excess capacity in a limited number of programs and public institutions at a discounted price, which is typically higher than the reciprocity rate.

History

Minnesota signed its first reciprocity agreement with Wisconsin in 1969. The initial agreement limited the number of students and the number of public institutions participating from each state. Recognizing the value of the program, Minnesota and Wisconsin expanded the program every year until 1973. In 1973, following a Minnesota and Wisconsin Governors' initiative to establish a common market for college education, the two states signed an unrestricted statewide tuition reciprocity agreement.⁴ The expanded reciprocity agreement was designed to:

- expand postsecondary education opportunities for state residents, and
- avoid postsecondary institution and program duplication.⁵

Over the next decade, Minnesota entered reciprocity agreements with North Dakota, South Dakota, and a limited agreement with select institutions in Iowa (Table 1).⁶

Table 1: Minnesota Reciprocity Agreements by Date of Inception

Reciprocity State	Date of Inception
Wisconsin	1969
North Dakota	1975
South Dakota	1978
Iowa	1979
Manitoba	1989

Previously, OHE has asked the Iowa Board of Regents to consider expanding tuition reciprocity to include all public institutions in Minnesota and Iowa. To date, the Iowa Board of Regents has not expressed interest in establishing state-wide tuition reciprocity with Minnesota.⁷ Minnesota's reciprocity agreement with the Canadian province of Manitoba in 1989 represents the last major expansion of the program.⁸

⁴ See Associate Press, *Common Market, New Plan Eliminates Out-Of-State Tuition Fees*, September 14, 1973. (<http://news.google.com/newspapers?nid=1346&dat=19730914&id=xIROAAAIBAJ&sjid=cfoDAAAIBAJ&pg=7067,3779501>)

⁵ Specifically, the agreement allowed Wisconsin to secure seats for their residents in Minnesota's School of Veterinary Medicine.

⁶ The state of Minnesota has had a limited reciprocity agreement between Iowa Lakes Community College and Minnesota West Community and Technical College since 1979. Reciprocity students attending the participating institutions pay the resident tuition rate at the institution attended.

⁷ For further information see: Erin Jordan and Lisa Ross: *Colleges look to 'steal' students from outside to further growth*, Des Moines Register, September 7, 2006, Frank Santiago: *Out-of-state colleges lure few*, Des Moines Register, February 8, 2001, and *In-state tuition, out of state*, Chicago Tribune, November 19, 2007.

⁸ Minnesota has also participated in interstate contracting, which allows states to purchase/reserve seats in specific programs at an institution in a participating state for their residents. Historically, these contractual relationships have been limited to professional schools that have limited capacity. For example, the University of Minnesota allowed Wisconsin residents to reserve seats in the College of Veterinary Medicine until Wisconsin established its own Veterinary Medical program (see: Minnesota Higher Education Coordinating

Participation

Overview

In a traditional postsecondary market, students may be disincentivized, or even deterred, from enrolling in an out-of-state institution due to non-resident tuition costs. Non-resident tuition costs can reach nearly two hundred percent of the resident tuition rate.^{9,10} While non-resident tuition revenue remains important for institutional budgets, it may limit postsecondary options for lower- and middle-income, and traditionally underserved students at institutions located closest to students, which they may otherwise consider.

Reciprocity agreements establish a new common market, expanding affordable postsecondary options for Minnesota residents and residents of participating states. Additionally, they allow states to leverage participating states' postsecondary infrastructure and programs, enhancing postsecondary regional efficiencies.¹¹ Specifically, when participating states under the agreements treat out-of-state students as residents for purposes of tuition and admission, they promote student choice by making out-of-state institutions more affordable for Minnesota students and their families.

In practice, although all of Minnesota's reciprocity agreements utilize the resident tuition rate as a baseline, the agreements vary in their tuition setting approaches/frameworks and thus create differing incentives and disincentives that may differentially impact student participation (Table 2). Despite these differences, the common market created by Minnesota's reciprocity agreements provides Minnesota students and families with increased affordable postsecondary options compared to a postsecondary market without these choices.

Table 2: Tuition Rate Setting Approaches Currently Utilized

1. Resident tuition at the institution attended (with or without a surcharge)	2. The higher of the two-states' resident tuition rates at a comparable institution	3. Resident tuition at comparable institution in the student's state of residence
Minnesota residents attending North Dakota institutions, and participating institutions in Manitoba and Iowa	South Dakota and Wisconsin agreements, and North Dakota residents attending a Minnesota institutions	Not currently used

Board. (1985, April 12). The contractual arrangements allowed states to cooperatively provide educational services without incurring the costs associated with developing the program infrastructure needed to offer the same program within their own state's borders.

⁹ Minnesota institution's 2019-20 resident and non-resident tuition rates can be found here:

<http://www.ohe.state.mn.us/sPages/TuitionChart.cfm?SchState=MN&pageID=651>

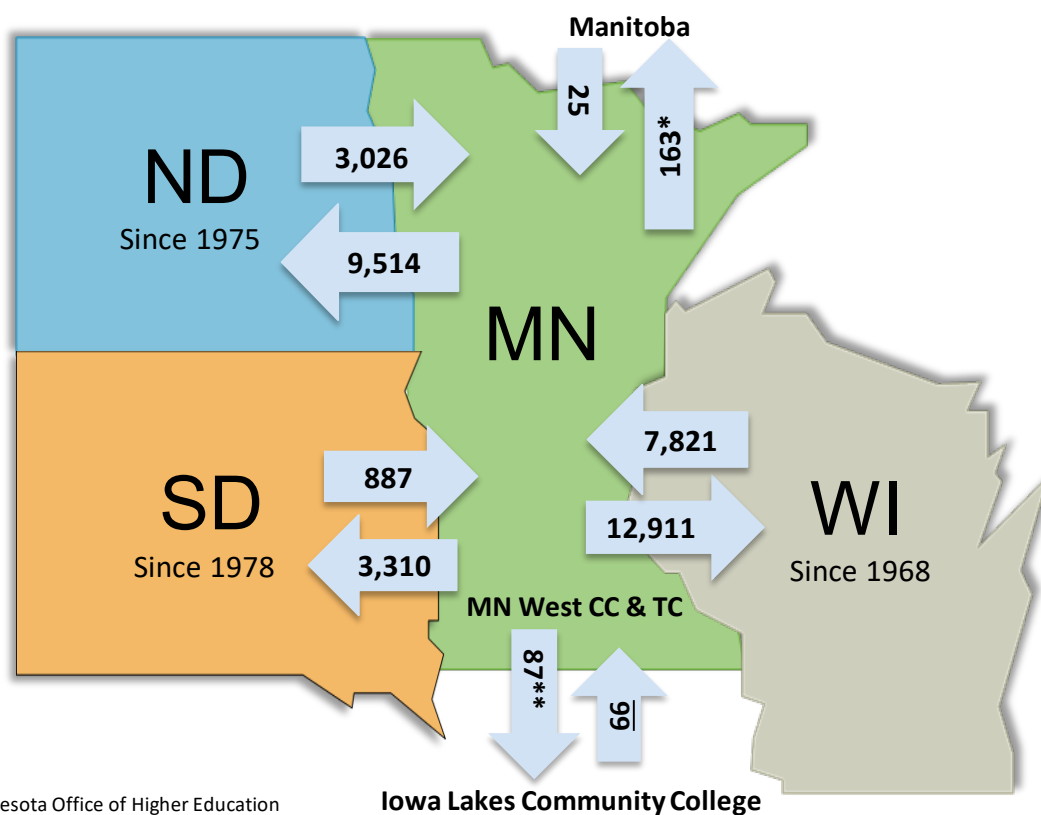
¹⁰ Some Minnesota State Universities do not charge a non-resident rate that differs from their resident rate.

¹¹ The enrollment of North Dakota students at Minnesota State Community Technical College and Northland Community and Technical College may be an example of a regional efficiency (see Figure 5).

Student Flow

Figure 1 shows reciprocity enrollments by participating states.¹² In fall 2020, a total of 37,810 students participated in tuition reciprocity (94% were undergraduate students).¹³ Of the participating students, 25,985 (69%) were Minnesota residents enrolled in reciprocity institutions in participating states, while 11,825 (31%) were residents of participating states enrolled in Minnesota public postsecondary institutions. Minnesota’s reciprocity agreements with Wisconsin and North Dakota represent the bulk of all reciprocity enrollments (88%). Minnesota’s agreement with South Dakota composes an additional 11 percent of the total participation, while Minnesota’s agreements with Iowa and Manitoba enroll less than 200 students each year.¹⁴

Figure 1: Reciprocity Participation by State, Fall 2020 Enrollment



Source: Minnesota Office of Higher Education

*Count of MN students in Manitoba is for full-year '20-'21

**Count of MN students at Iowa Lakes Community College is for fall 2021

Historically, Minnesota residents participated in reciprocity in greater numbers than residents of participating states, largely because Minnesota’s population is substantially larger than most of its participating neighbors,

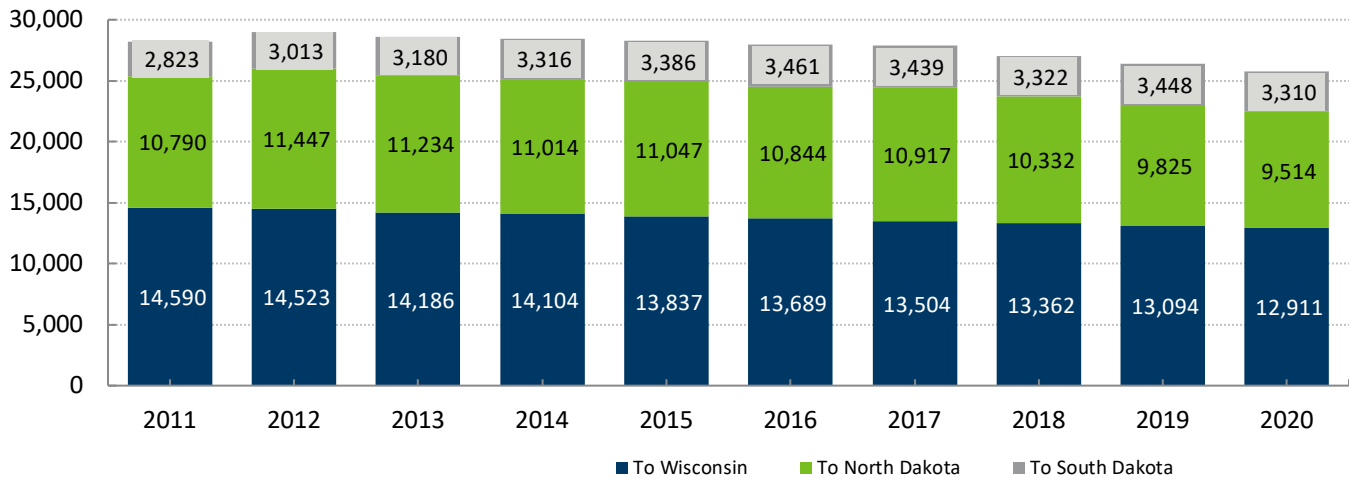
¹² See Table 5 in Appendix B for historical fall enrollment data.

¹³ The number of Minnesota residents enrolling in Manitoba is for the full academic year 2019-20.

¹⁴ As previously stated, the agreement with Iowa allows Iowa residents to attend Minnesota West Community & Technical College and Minnesota residents to attend Iowa Lakes Community College.

except Wisconsin as shown in Figure 13 in Appendix A. However, the difference in participation by Minnesota residents as compared to residents of reciprocity states has increased over the past ten years.¹⁵ Since 2011, the number of Minnesota residents under the reciprocity agreements with Wisconsin, North Dakota, and South Dakota declined from 28,203 students in fall 2011 to 25,735 students in fall 2020, which indicates that the difference in the number of students participating did not result from increases in the number of Minnesota students participating (Figure 2).

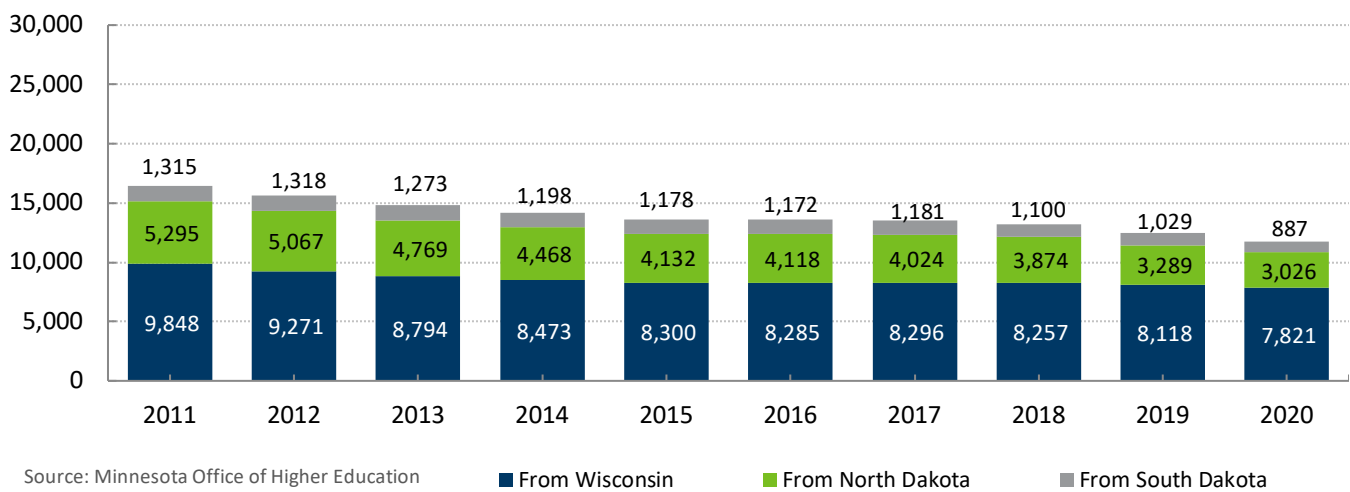
Figure 2: Reciprocity Participation of Minnesota Residents, Fall 2011 to Fall 2020



Source: Minnesota Office of Higher

Over the same period, participation by residents of Wisconsin, North Dakota, and South Dakota decreased 29 percent, from 16,458 students in fall 2011 to 11,734 students in fall 2020 (Figure 3). Specifically, Wisconsin’s participation decreased by about 21 percent, and North Dakota’s decreased by 43 percent.

Figure 3: Reciprocity Participation of Minnesota Institutions by Students’ State of Origin, fall 2011 to Fall 2020



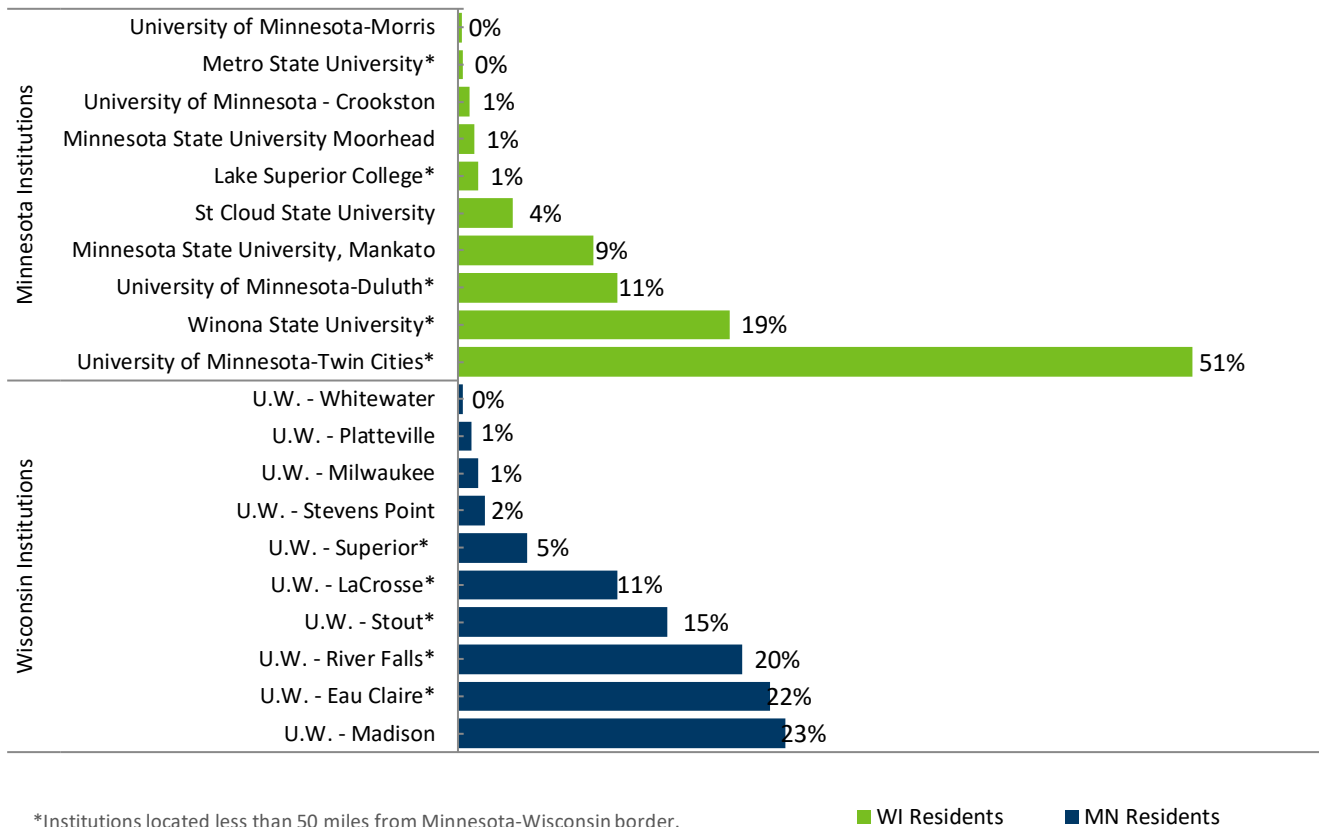
Source: Minnesota Office of Higher Education

¹⁵ Data from the mid-1980s show the same trends.

Minnesota – Wisconsin Agreement

The Minnesota – Wisconsin reciprocity agreement represents Minnesota’s largest in terms of student flow. In fall 2020, 12,911 students from Minnesota chose to enroll at a Wisconsin institution through reciprocity, and 7,821 Wisconsin students attended a Minnesota institution. Students participating under the Minnesota – Wisconsin agreement pay the higher of the two states’ resident tuition rates at a comparable institution, thus both Minnesota and Wisconsin students typically pay Minnesota tuition rates.¹⁶ Under this approach, Wisconsin students may be disincentivized from attending a Minnesota institution compared to the costs of enrolling in a comparable Wisconsin institution. Minnesota students, however, are neither incentivized nor disincentivized from enrolling in a Wisconsin institution in terms of tuition because they pay the same tuition rate they would have paid to attend a comparable Minnesota institution. While residents of both states benefit from additional postsecondary options – as the program intended – only Minnesota residents gain additional postsecondary options at an equivalent price to what they would have paid in their home state.¹⁷

Figure 4: Top 10 Institutions for Reciprocity Enrollments under the MN-WI Agreement, Fall 2020



¹⁶ Minnesota’s tuition rates are typically higher than Wisconsin, except the University of Wisconsin Colleges (two-year colleges).

¹⁷ Both sides benefit when compared to the traditional non-resident rate. In practice, however, even if reciprocity ended, students would likely only pay a portion of the non-resident rate if they chose to utilize the Midwest Higher Education Compact’s Student Exchange Program, which charges 150% of the resident rate (<http://msep.mhec.org/>).

Figure 4 shows the top 10 Minnesota and Wisconsin institutions students chose to enroll in under the agreement in fall 2020. The top ten institutions in Wisconsin and Minnesota comprise 99 and 98 percent of all reciprocity enrollment under the agreement, respectively.¹⁸ Over half of all Wisconsin students enrolled at the University of Minnesota – Twin Cities (4,002 students or 51%). Correspondingly, the highest number of Minnesota students enroll at the University of Wisconsin – Madison (2,945 students or 23%) – both research universities. Despite the price disincentive, Wisconsin students continue to enroll in significant numbers at the University of Minnesota, indicating they see attending the University of Minnesota – Twin Cities as a value despite incurring higher tuition costs. However, the data suggest that the same enrollment behavior may not be true at regional universities.

Enrollment of Minnesota students at Wisconsin’s regional public four-year universities also remains strong - 8,684 Minnesota students (67%) enrolled in four regional universities (River Falls, Eau Claire, Stout, and La Crosse). All of the Wisconsin regional universities are located within 50 miles of Minnesota’s border, thus indicating proximity may play a key role in students’ decisions. Conversely, the next four largest Minnesota regional universities (Winona State, University of Minnesota-Duluth, Minnesota State University Mankato, and St. Cloud State University) only enrolled 3,388 (43%) Wisconsin students, representing less than half of Minnesota’s participation at regional universities. The differences in enrollment at the regional universities account for a measurable proportion of the overall difference in the student flow between the two states.

Minnesota – North Dakota Agreement

In fall 2020, 9,514 Minnesota students chose to attend a reciprocity institution in North Dakota as shown in Figure 1. Comparatively, 3,026 North Dakota students chose to enroll in Minnesota. The difference in the number of students participating between the two states largely results from the difference in the states’ populations as shown in Figure 13 in Appendix A. Minnesota residents attending North Dakota institutions pay the resident tuition rate at the institution attended plus a surcharge. The surcharge for 2020-2021 was 12 percent for undergraduates and 27 percent for graduate students. North Dakota residents attending Minnesota institutions pay the higher of the two states’ resident tuition rates at comparable institutions. North Dakota residents typically pay the Minnesota tuition rate which may disincentivize them from choosing a Minnesota institution. Since 2011, the number of North Dakota students enrolled at a participating Minnesota reciprocity institution has steadily declined as shown in Figure 3.

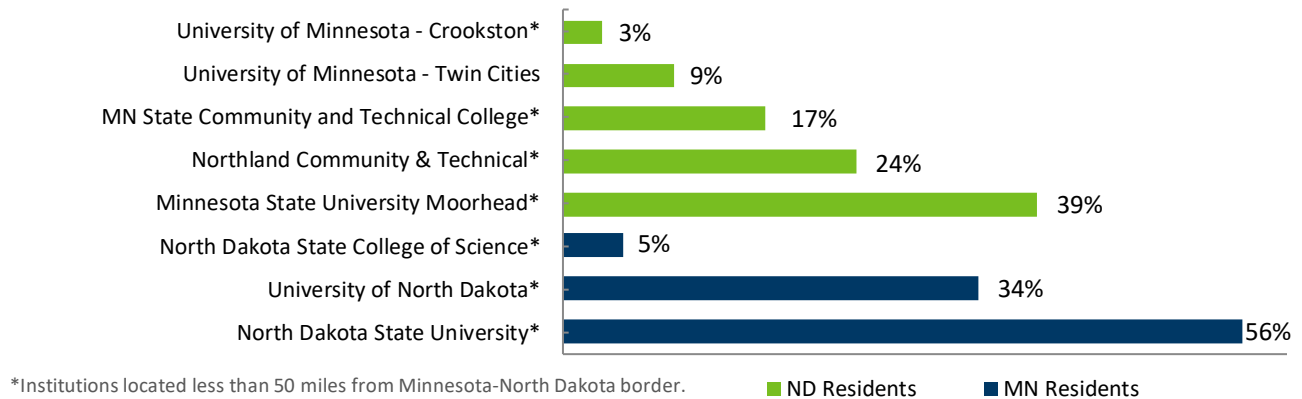
The reciprocity agreement with North Dakota is Minnesota’s only agreement that utilizes two different tuition policies for participating students. This divergent tuition-setting approach resulted from changes to the agreement in 2013 that reduced Minnesota’s interstate payment obligation. Prior to 2013, both Minnesota and North Dakota students essentially paid the higher of the two state rates at a comparable institution. Under the prior agreement, Minnesota State Universities were identified as the comparable institutions to the University of North Dakota and North Dakota State University, rather than the University of Minnesota Twin Cities.¹⁹

¹⁸ For a detailed breakout of enrollment by institution, see Table 6 in Appendix B.

¹⁹ The agreement only utilizes tuition, and does not include fees.

North Dakota students primarily attend Minnesota institutions located close to the North Dakota border (83%) as shown in Figure 5. Over 40 percent of students enrolled at Minnesota State Community and Technical College and Northland Community and Technical College. Both of these Minnesota colleges are located within 50 miles of the state line highlighting their regional role. The majority of Minnesota students (90%) enrolled at the University of North Dakota (UND) and North Dakota State University (NDSU). Both of these institutions are also located within 50 miles of the state line.

Figure 5: Top Institutions for Reciprocity Enrollments under the MN-ND Agreement, Fall 2020



Minnesota’s annual interstate payment to North Dakota is largely determined by the difference in number of students participating between the states and the amount of tuition Minnesota students paid. As a result of more Minnesota residents participating than North Dakota students, the tuition paid by Minnesota participants doesn’t cover the marginal instructional costs. Minnesota issues an interstate payment to North Dakota for the difference.

In 2017, OHE renegotiated Minnesota’s agreement with North Dakota to accomplish two broad goals:

1. **To limit Minnesota’s annual financial obligation:** The revised agreement limits Minnesota's interstate payment obligation to the lesser of the program costs for each fiscal year or the annual amount appropriated by the state legislature for the current biennium – resulting in a lower interstate payment beginning with the 2018 fiscal year.²⁰ In exchange, North Dakota can increase the surcharge charged to Minnesota residents without Minnesota's approval if Minnesota lowers its annual appropriation amount.
2. **Ensure state parity:** The modified agreement also allows either North Dakota or Minnesota to increase the surcharge with the mutual agreement of the other state (except in the circumstances described above). Previously, only North Dakota could initiate an increase in the surcharge (with Minnesota’s approval). Under the previous agreement, Minnesota couldn’t initiate a surcharge increase. A termination clause was also added that allows either North Dakota or Minnesota to cancel the agreement. To be clear, neither state expressed a desire or is seeking to terminate the agreement.

The Interstate Payment section of this report provides a detailed explanation of the program cost formula and the resulting interstate payment.

²⁰ Assuming Minnesota would have increased its appropriation to cover the required obligation in future biennium.

Interstate Payments

According to Minnesota Statutes 2021, section 136A.08, subdivisions 3 and 4, Minnesota’s reciprocity agreements may include a provision for interstate tuition reciprocity payments according to a formula mutually acceptable to the participating states. Currently, Minnesota has long-standing interstate payment agreements with Wisconsin, North Dakota, and South Dakota. However, Minnesota and South Dakota have historically agreed to waive the interstate payment in the annual memorandum of understanding due to the small number of students participating between the states.

Marginal Instructional Cost

In order to understand the costs associated with reciprocity agreements, it is essential to understand the “marginal instructional cost.” The marginal instructional cost is the economic cost of one additional enrollment. For purposes of tuition reciprocity agreements, the agreements assume that each participating state has existing instructional costs associated with educating their own residents (e.g. infrastructure, personnel) and that incrementally adding additional non-residents will not increase the cost of instruction at a rate that is equal to or greater than the average full instructional cost.²¹ In Minnesota’s reciprocity agreements, the marginal instructional cost is set at 64 percent of the per-student instructional costs.²²

Interstate Payments

If the reciprocity agreement requires an interstate payment, then the responsibility for covering the marginal instructional cost falls not only to students, through tuition payments, but also to participating states, through interstate payments. A cost-based formula that accounts for the total reciprocity tuition paid by students and the number of enrolled reciprocity students determines a state’s interstate payment. First, the cost formula calculates the tuition a reciprocity student pays. Then the remaining marginal instructional costs are paid by the general fund of a reciprocity student’s state of residence, as shown in the following formula.

$$\begin{aligned} & \text{Marginal Instructional Costs per Student} \\ & - \text{Reciprocity Tuition Paid per Student} \\ & = \text{State General Fund Obligation per Student} \end{aligned}$$

All else being equal, increasing the tuition paid per student decreases a state’s general fund obligation for tuition reciprocity. Conversely, decreasing the tuition paid per student increases a state’s general fund obligation.

²¹ The validity of these assumptions has not been studied for the tuition reciprocity program. It is also unclear whether the large number of students participating in the program results in a violation of the assumption that the cost of instruction will not increase at a rate that is equal to or greater than the average full instructional cost. Given the high participation, it may be the case that some states and/or institutions are simply swapping enrollments. A review of the higher education literature does suggest that the marginal instructional cost for incremental enrollment is less than the average instructional costs for undergraduate instruction (Vedder, 2004).

²² It is OHE’s current understanding that the 64 percent marginal instructional cost rate estimate was originally based on historical research. OHE, however, has been unable to identify the original source document.

Approaches to Tuition Rate Setting

The tuition students pay under the reciprocity agreements, along with the student flow between the states, determine the interstate payment amounts under Minnesota's agreements with North Dakota and Wisconsin. Tuition rates used in Minnesota's tuition reciprocity agreements reflect agreement among the participating states and their public postsecondary education systems. Since the inception of tuition reciprocity in the 1960s, Minnesota's reciprocity agreements have utilized a variety of the tuition rate setting approaches, including:

1. **The resident tuition rate at the institution attended, with or without a surcharge.** This is the current policy for Minnesota residents attending North Dakota institutions and participating institutions in Manitoba and Iowa.
2. **The higher of the two-state resident tuition rates at a comparable institution.** This is the current policy in place for the South Dakota and Wisconsin agreements and for North Dakota residents attending Minnesota institutions.
3. **The resident tuition rate at a comparable institution in the student's state of residence, with or without a surcharge.** None of Minnesota's agreements currently utilize this approach.

Generally, tuition setting approaches change as a result of 1) a state's desire to reduce its interstate payment, 2) institutions' desire to capture more revenue or sustain existing revenue streams, or 3) state policy concerns (e.g. out-of-state students paying less tuition to attend an in-state institution than resident students). Changing the tuition setting approach utilized under an agreement to achieve a policy goal may result in other intended or unintended consequences. For example, decreasing the interstate payment often results in increasing the amount students and their families pay in tuition. Understanding how a proposed change aligns with the program's purpose of promoting "the mutual improvement of educational advantages for residents" remains a core consideration.

Advantages and Disadvantages of Tuition Setting Approaches

While some of the approaches may be more beneficial to Minnesota students and their families than others, Minnesota students benefit more with a common marketplace than the traditional postsecondary marketplace where students pay non-resident tuition rates. Below the advantages and disadvantages of the three tuition rate setting approaches are briefly described.

Approach 1: Students charged the resident tuition rate at the institution attended with or without a surcharge.

This approach functions most like a competitive market in that students pay the resident rate set by the institution they attend. It also has the advantage of being easily understood by students and their families, and rewards informed consumers from higher-priced states. Under this approach, students and their families benefit from attending an institution of equivalent quality at a lower price in a reciprocity state than a comparable institution in their home state. Minnesota residents benefit under this approach when attending an out-of-state institution. However, this approach may create a price incentive for students from states with higher resident tuition rates such as Minnesota to leave their state of residence, resulting in a decline in institutional tuition revenue for in-state institutions.

Minnesota's agreements with Manitoba and Iowa Lakes Community College utilize this approach without a surcharge, thus Minnesota students pay the resident tuition rate at the institution attended. Minnesota residents

attending North Dakota University System institutions pay the resident rate plus a surcharge. North Dakota students attending Minnesota institutions pay the higher of two states' residents' rate for the type of institution attended. As previously stated, the surcharge was implemented in fall 2013 to reduce Minnesota's general fund obligation to North Dakota. The modification to the North Dakota agreement created a policy misalignment that still exists today in that the tuition setting approach differs based on the students' state of residence.

Historically, states implemented or increased a surcharge to reduce the state's interstate payment obligation. While implementing or increasing a surcharge reduces the states' obligation, it shifts more of the marginal instructional costs onto students and their families thus increasing their direct costs of pursuing a postsecondary education. As the price of attending an out-of-state institution increasingly aligns with costlier in-state options, fewer students may choose to enroll out-of-state, thus limiting student choice and the number of lower-priced postsecondary institutions available to students. The cost shift as a result of the surcharge may also increase student debt, which is an often-cited concern of policymakers.

Approach 2. Students charged the higher of the two states' resident tuition rates at a comparable institution.

Minnesota's public postsecondary institutions' tuition rates are generally higher than the tuition rates at comparable institutions in reciprocity states. Under this approach, Minnesota resident reciprocity students pay the higher Minnesota tuition rate charged at a comparable Minnesota institution. Thus, Minnesota students are neither incentivized nor disincentivized from enrolling in a participating out-of-state institution because they pay the same tuition rate they would have paid to attend a comparable in-state institution. However, this approach does increase the costs Minnesota reciprocity students pay to enroll in a participating out-of-state institution compared to the first approach. Conversely, reciprocity students attending Minnesota public postsecondary institutions pay the higher Minnesota tuition rate at the institution attended thus creating a disincentive for them to enroll in a Minnesota institution.²³

This second approach advantages institutions in the state with higher resident tuition rates as they may retain more in-state students. Additionally, assuming no changes to enrollment behavior as a result of the increased costs to students from higher priced states, out-of-state institutions would collect additional tuition revenue.²⁴ This approach disadvantages students and their families compared to the first approach, but still provides them with a discount compared to paying non-resident rates. The approach is used for all students under Minnesota's reciprocity agreements with South Dakota and Wisconsin, and for North Dakota residents attending Minnesota institutions.

Approach 3: Students charged the resident tuition rate at a comparable institution in the student's state of residence.

Under this approach, Minnesota students attending an out-of-state reciprocity institution pay a tuition rate equal to the resident rate they would have paid at a comparable Minnesota institution. Again, Minnesota's tuition rates are typically higher than the resident rates in participating reciprocity states, thus this approach increases the cost of postsecondary education for Minnesota students participating in reciprocity as compared to option #1.

²³ If the gap between the two states' resident tuition rates begins to narrow, the impact of the disincentive would diminish.

²⁴ As the gap between the two states' resident tuition rates increases, there will likely be greater fall off in reciprocity enrollment, which may offset any revenue gains acquired from the higher tuition price.

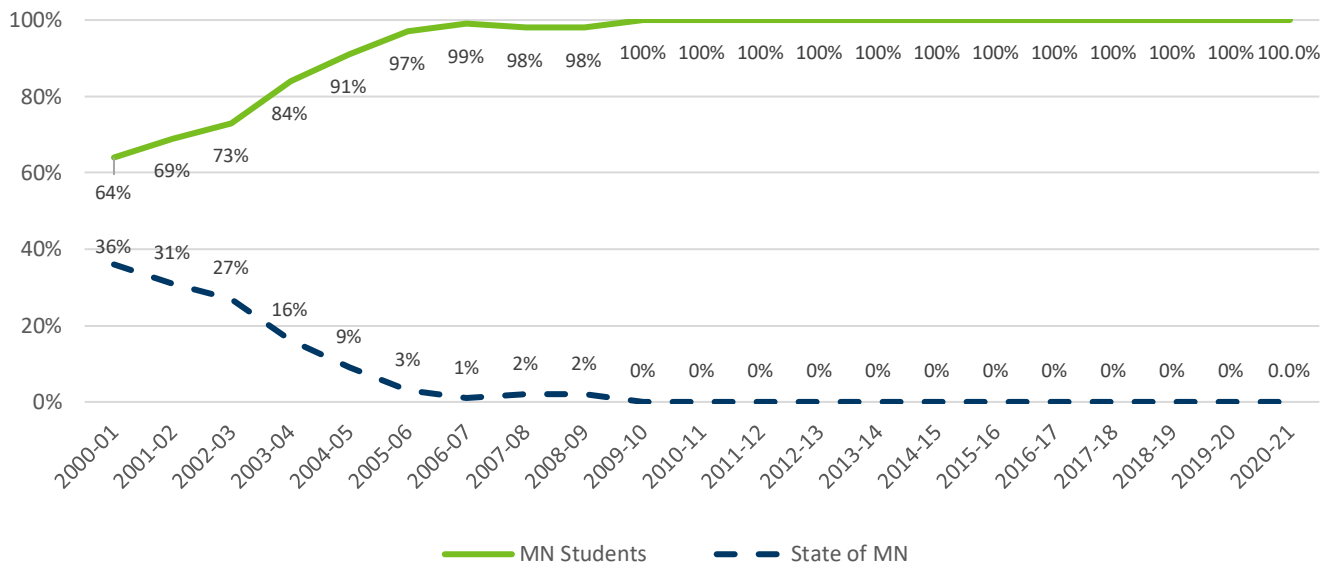
Additionally, institutions in the state with the higher resident tuition rates would also collect less tuition revenue from a reciprocity student than from a resident student. For example, a Wisconsin student attending the University of Minnesota would pay the University of Wisconsin’s resident rate, which is lower than the University of Minnesota’s resident rate. The Minnesota-Wisconsin tuition reciprocity agreement used this approach prior to 2007. The agreement was modified to address three concerns: 1) The University of Minnesota wanting to capture a larger share of revenue, 2) Wisconsin students paying less tuition to attend the University of Minnesota than Minnesota residents, and 3) Wisconsin’s desire to reduce its interstate payment to Minnesota.

In summary, Minnesota’s current reciprocity agreements vary in their tuition setting approaches based on state, and have changed or combined approaches used over the last 40 years to achieve state and institutional priorities, such as lowering the interstate payment and allowing institutions to capture (or maintain) revenue.

Marginal Instructional Cost Split

Students cover the majority of the marginal instructional costs through the tuition they pay. The marginal instructional cost split between students and the state under the Wisconsin and North Dakota agreements are shown in Figures 7 and 8 respectively. For the 2020-2021 academic year, the tuition paid by Minnesota residents attending Wisconsin institutions exceeded the marginal instructional cost, up from 64 percent in 2000-2001 (Figure 7).²⁵

Figure 7: Allocation of Marginal Instructional Costs (Agreement with Wisconsin), 2000-2001 to 2020-2021



Minnesota residents’ tuition paid in North Dakota covered 81 percent of the marginal instructional cost, which is down from 100 percent in 2001-02 through 2004-05. Minnesota, through the interstate payment, is responsible for the remaining 19 percent as shown in Figure 8.

²⁵ The trends are similar for Wisconsin students and the State of Wisconsin’s share of the marginal instructional cost.

Figure 8: Allocation of Marginal Instructional Costs (Agreement with North Dakota), 2000-2001 to 2020-2021

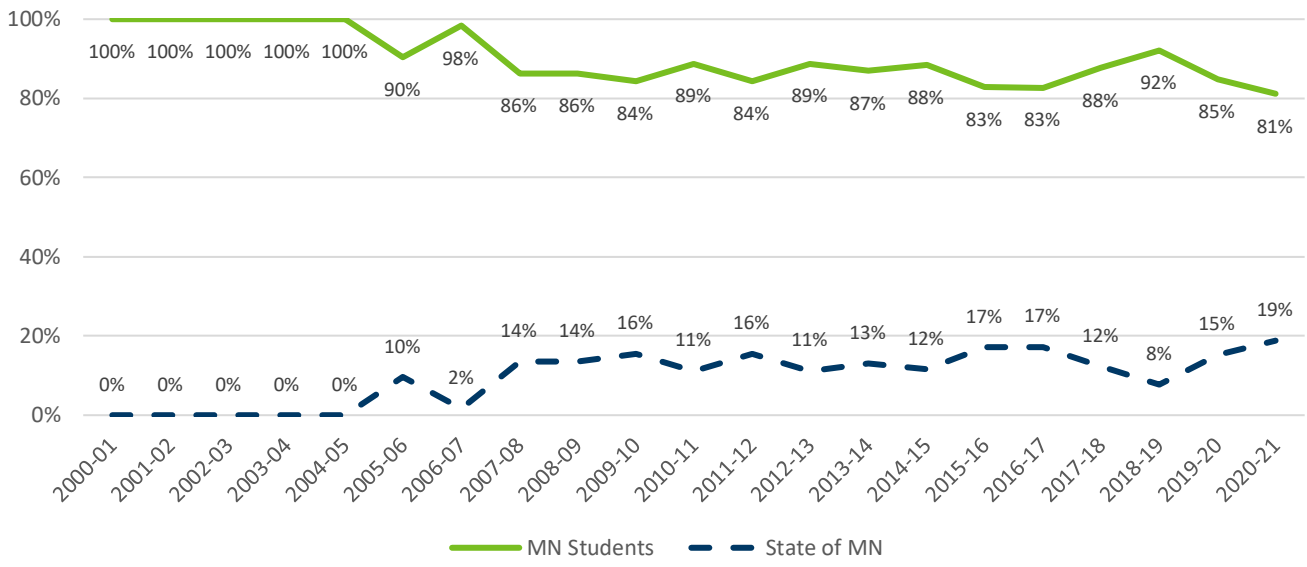
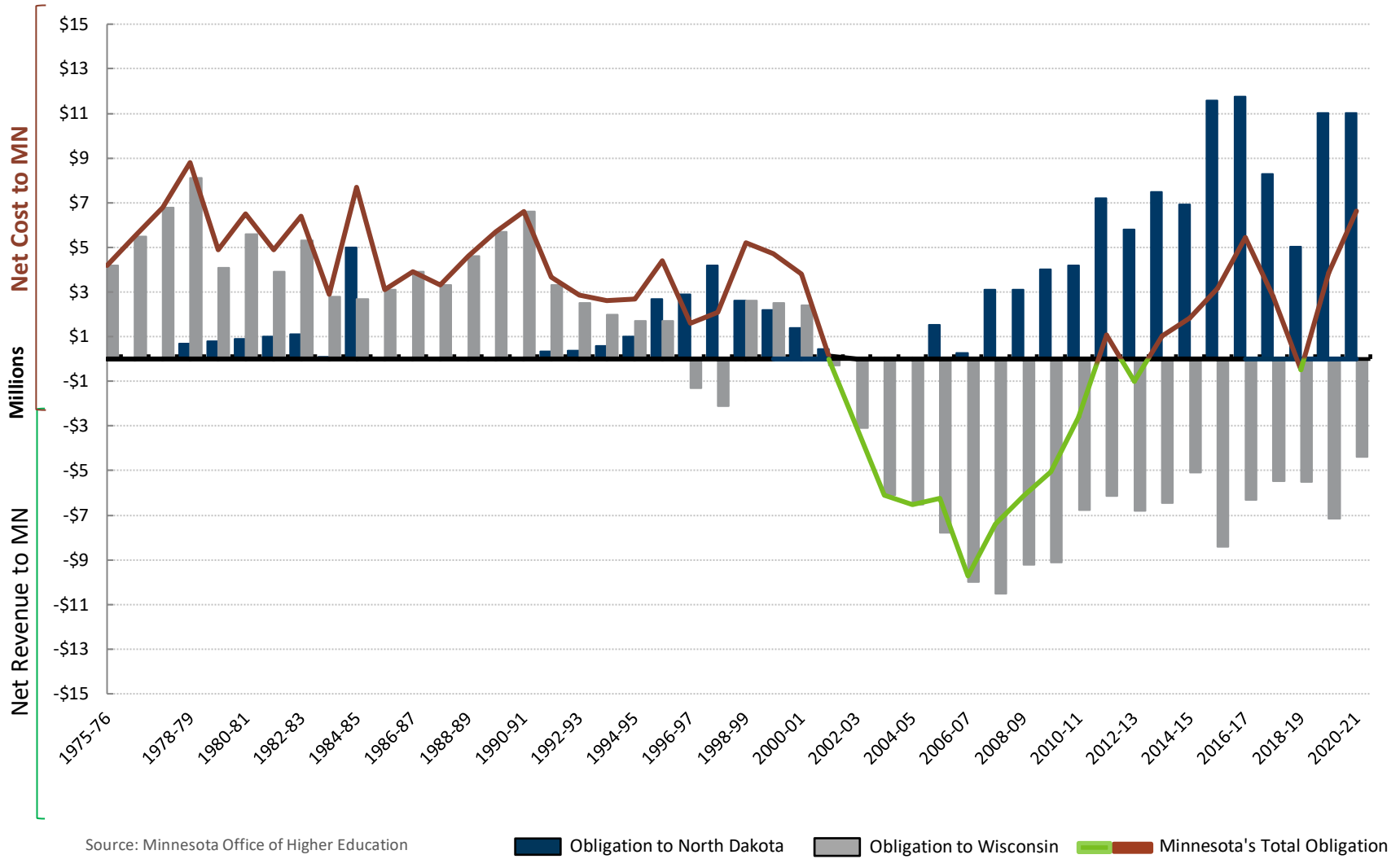


Figure 9: Minnesota's General Fund Obligation, 1975-1976 to 2020-2021



Interstate Payments

Prior to 2002-2003, both of Minnesota's reciprocity agreements with North Dakota and Wisconsin resulted in a general fund obligation for Minnesota as shown in Figure 9. Beginning in 2002-2003, changes to the agreement with Wisconsin and tuition increases resulted in Wisconsin issuing an interstate payment to Minnesota. Initially after 2002-2003, the payments from Wisconsin exceeded Minnesota's interstate payments to North Dakota. Beginning 2014-2015, growth in Minnesota's obligation to North Dakota and decline in Wisconsin's obligation to Minnesota resulted in an overall net program cost for Minnesota. Changes in North Dakota's tuition formula caused additional increases in Minnesota's obligation for 2019-2020 and later. The tuition formula change occurred when North Dakota combined tuition and fees into a single tuition number, which is then used to calculate the marginal instructional costs. For 2020-2021, Minnesota's obligation to North Dakota of \$11.02 million was offset by Wisconsin's obligation to Minnesota of \$4.39 million and resulted in a net cost to Minnesota's tuition reciprocity program of \$6.63 million. Further detail on the individual state payment arrangements appears below.

Minnesota-Wisconsin Interstate Payment Formula

Modest changes to payments occurred year to year over the history of the agreement. However, for the 2020-21 academic year, the one-year change in each state's payment amount changed dramatically. Specifically, the balance of what Wisconsin owed Minnesota changed by \$7.74 million and what Minnesota owed Wisconsin changed by \$5.04 million – an overall shift of \$12 million dollars in a single year. Per the existing tuition reciprocity agreement and Memorandum of Understanding (MOU), Minnesota and Wisconsin agreed to enter into mediation regarding the 2020-21 academic year interstate payment.

The mediation achieved the following:

1. Determined the cost differentials to be used for the 2020-21 academic year. The final agreed upon payment amounts are shown in Table 3.
2. Determined the cost differentials to be used until a new interstate payment model could be established that both states agreed upon. Both states will use the 2020-21 cost differentials moving forward with an annual Higher Education Cost Adjustment (HECA) inflation adjustment until a new model is developed.
3. Developed a new, simpler, and more transparent interstate payment model. The new model is still in process.

For the 2020-2021 academic year, the tuition paid by Wisconsin students attending Minnesota institutions was \$3.26 million less than the marginal instructional costs, while the tuition paid by Minnesota residents attending Wisconsin institutions exceeded the marginal instructional costs by \$1.13 million. This resulted in a payment from Wisconsin to Minnesota of \$4.39 million for the 2020-2021 academic year.

Table 3: Minnesota-Wisconsin Interstate Payment Calculation: 2020-2021 (\$ millions)

Payment Variable	WI Obligation to MN	MN Obligation to WI
Marginal Instructional Costs	\$98.99	\$110.65
Student Paid Tuition	\$95.73	\$111.78
Remainder	\$3.26	(\$1.13)
Difference = \$4.39 million WI payment to MN General Fund		

Note: Differences due to rounding; Source: Minnesota Office of Higher Education

Minnesota-North Dakota Interstate Payment Formula

The Minnesota-North Dakota agreement uses a marginal cost formula based on the state educating the greatest number of students, defined as “GAP full-time equivalent (GAP FTE) Students” as shown in Table 4. Currently, more Minnesota residents enroll in North Dakota public institutions than the reverse. As a result, Minnesota issues North Dakota an interstate payment.

For the 2020-2021 academic year, Minnesota obligation to North Dakota was \$14,761,946.²⁶ However, Minnesota’s interstate payment is capped at \$11,018,000 as a result of the 2017 renegotiated agreement. The agreement caps Minnesota’s interstate payment at the lesser of: 1) the actual remaining marginal instructional cost balance which was \$14,761,946 for 2020-2021, or 2) the annual amount appropriated by the Minnesota legislature which was \$11,018,000 for 2020-2021. North Dakota agreed to forgo any balance that exceeds the annual appropriation amount in exchange for the ability to increase the surcharge Minnesota students pay without approval from Minnesota if the legislature reduces the annual appropriation amount.

Table 4: Minnesota-North Dakota Interstate Payment Formula: 2020-2021 Academic Year

Operational Expenditure per full-time equivalent (FTE)		\$19,278
Marginal Expenditure Rate	x	0.64
Marginal Expenditure per FTE	=	\$12,338
Resident Tuition Rate (NDSU/UND)	-	\$8,573
Remaining Marginal Expenditures per FTE	=	\$3,765
GAP FTE Students	x	6,355
Gross State Obligation	=	\$23,928,977
Student Payment	-	\$9,167,031
<i>Net State Obligation</i>	=	<i>\$14,761,946</i>
<i>MN Annual Appropriation (MN obligation capped at this amount)</i>		<i>\$11,018,000</i>

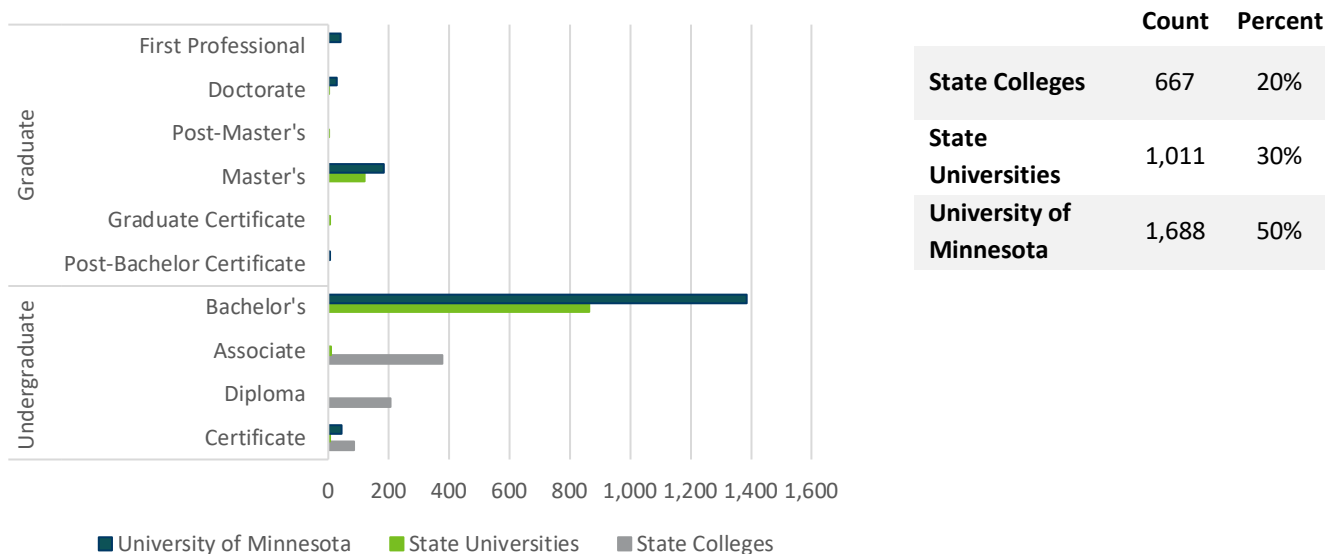
²⁶ The North Dakota agreement uses the resident tuition rate at North Dakota State University and the University of North Dakota.

Outcomes

The participation by Minnesota residents and residents of reciprocity states indicates that Minnesota’s reciprocity agreements successfully expanded affordable postsecondary options for students. This section explores the postsecondary outcomes of reciprocity students. Outcomes explored include: the number of credentials awarded by out-of-state reciprocity students that enrolled at Minnesota institutions by sector, type, and trends over time.²⁷ Additionally, the section closes by examining whether or not Minnesota residents, and out-of-state residents enrolling in Minnesota are employed in the state following graduation.

During the 2020-2021 academic year, out-of-state residents enrolled in Minnesota institutions through reciprocity earned 3,366 postsecondary credentials as shown in Figure 10. Undergraduate degrees represented 88% of all the degrees awarded with out-of-state students primarily pursuing bachelor’s degrees (67%). Graduate degrees composed the remaining 12% of credentials awarded. The 3,366 credentials conferred were split evenly between Minnesota State (50%; State Colleges 20%, State Universities 30%), and the University of Minnesota (50%).

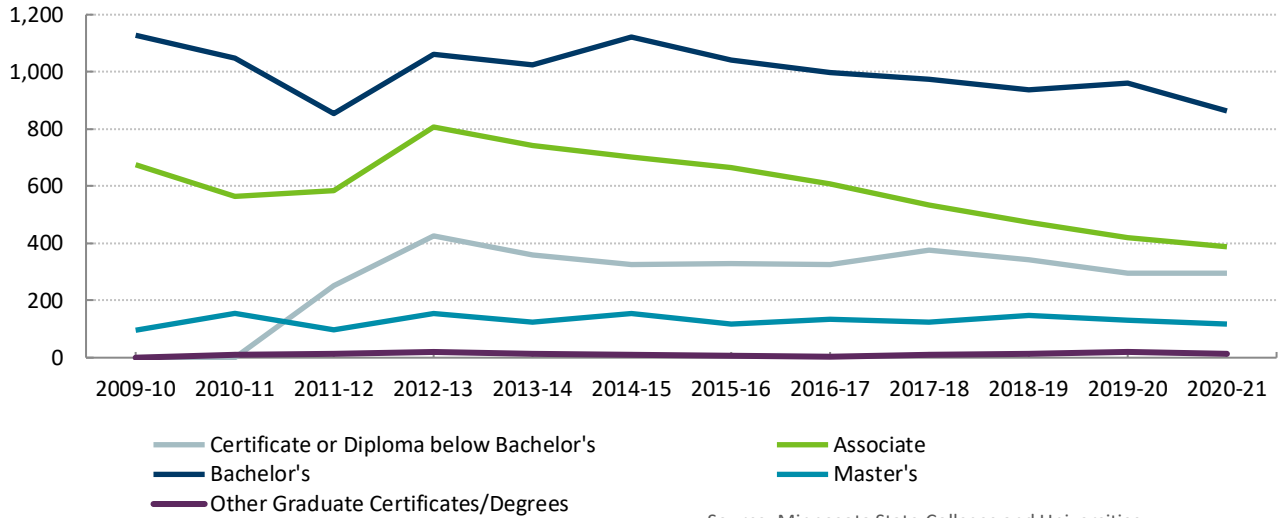
Figure 10: Credentials Awarded by Type and Sector, 2020-21 Academic Year



Figures 10 and 11 show varying trends in reciprocity graduates by award type at Minnesota State institutions and the University of Minnesota. Generally, the number of reciprocity graduates have decreased in the past ten years corresponding to declines in enrollment as shown in Figure 3. Enrollments typically increase during periods of economic distress (e.g., the great recession) and decline as the economy recovers and displaced workers begin re-entering the labor market.

²⁷ Credential data by participating Minnesota institutions for 2020-21 are in Appendix D.

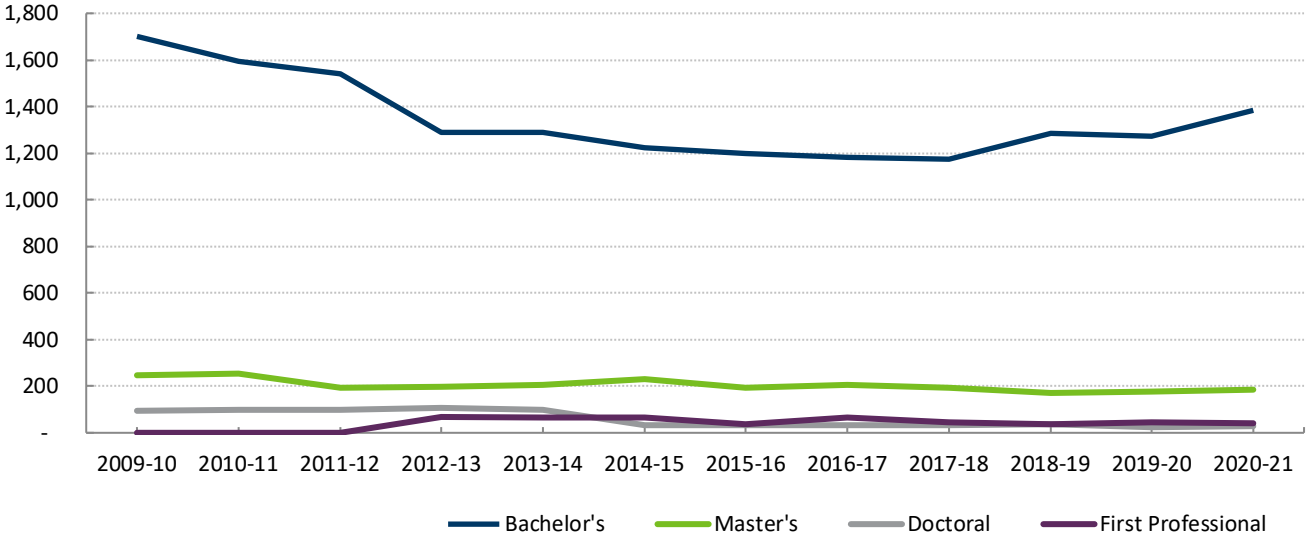
Figure 11: Minnesota State Colleges and Universities Reciprocity Graduates, 2009-10 to 2020-21



Source: Minnesota State Colleges and Universities

The number of bachelor’s degrees awarded to reciprocity participants at the University of Minnesota have declined from 1,701 in 2009-2010 to 1,384 in 2020-2021 with modest increases since 2017-2018. Within Minnesota State, the number of bachelor’s degrees awarded declined from 1,128 in 2009-2010 to 864 in 2020-2021, and the number of associate’s degrees decreased from 676 to 388 over the same time period. These trends mirror the decline in out-of-state residents participating in the reciprocity program and declines in enrollment at institutions overall.

Figure 12: University of Minnesota Reciprocity Graduates, 2009-10 to 2020-21



Source: University of Minnesota

A key question asked by policymakers is: do Minnesota students participating in reciprocity return to Minnesota to work following graduation? Previous research shows that more than 60% of Minnesota reciprocity participants

that graduated from a participating institution in Wisconsin, North Dakota, or South Dakota returned to Minnesota's workforce within three years of graduation.²⁸ Specifically, 66% of Minnesota students graduating from a Wisconsin institution had wages in Minnesota within three years of graduation. Likewise, 62% of Minnesota students graduating from a North Dakota institution reemerged in Minnesota's workforce during the same period. While 50% of the Minnesota students graduating from South Dakota institutions had wages in Minnesota within three years of graduating. Additionally, Minnesota retained almost 40% of reciprocity graduates that attended a participating Minnesota institution from Wisconsin, North Dakota, and South Dakota.

Comparatively, data from Minnesota's Statewide Longitudinal Education Data System (SLEDS) shows that 75% of graduates from Minnesota institutions, including Minnesota residents and non-residents that enrolled at both private and public institutions had wages in Minnesota two years following graduation.²⁹ Although the measures differ in terms of population, institutions included, and time period, these comparisons indicate that Minnesota students participating in reciprocity return to Minnesota at reasonably high rates.

Additionally, a recent report from North Dakota showed that only 22% of out-of-state students that graduated from the North Dakota University System had wages in North Dakota three years following graduation.³⁰ The number of out-of-state graduates staying in North Dakota declined each subsequent year following graduation. While the population examined in the report was broader than out-of-state reciprocity participants, Minnesota reciprocity students would have been included, providing an additional point of comparison.

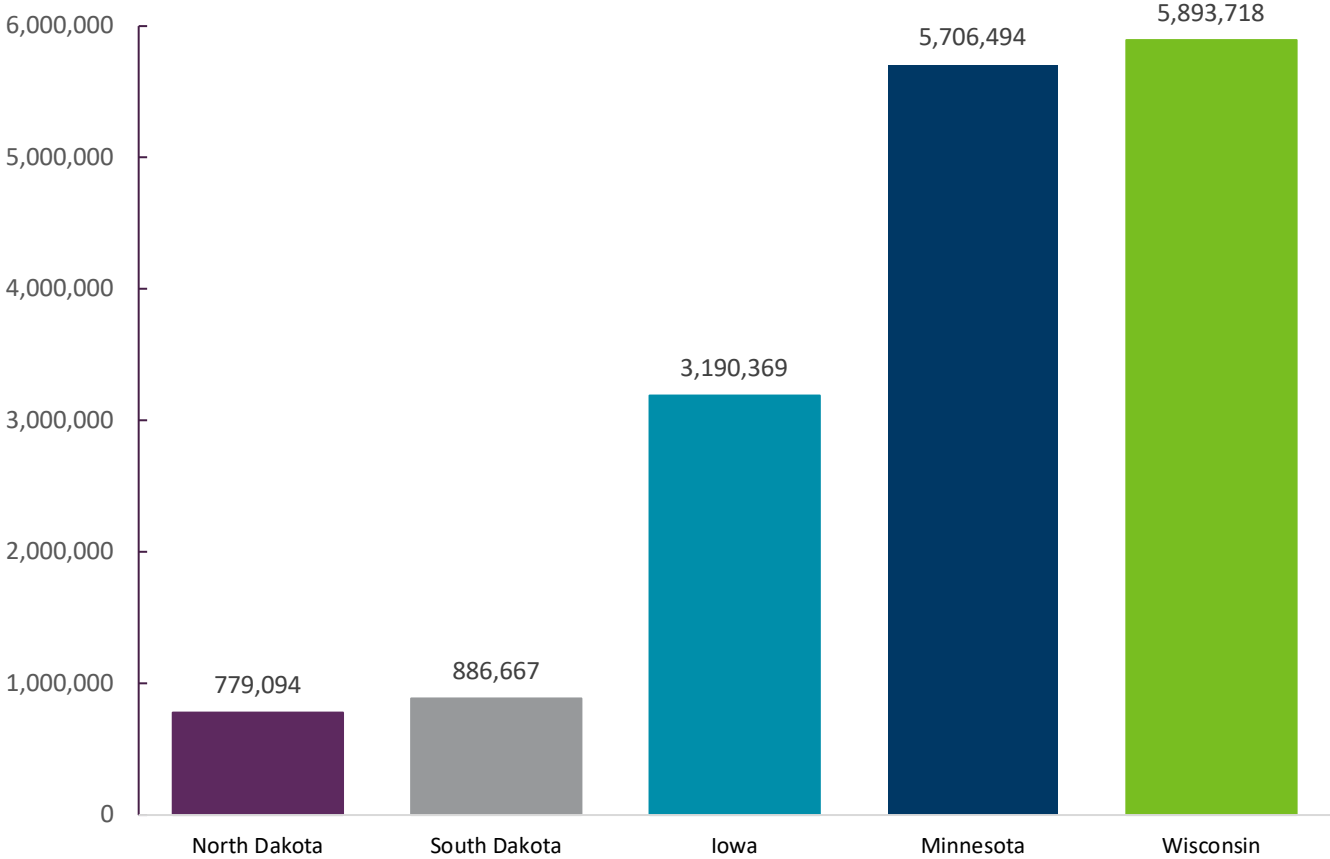
²⁸ Office of the Legislative Auditor (2003, September). *Evaluation Report: Higher Education Tuition Reciprocity*. St. Paul, MN, Retrieved from <https://www.auditor.leg.state.mn.us/ped/pedrep/0308all.pdf>

²⁹ Based on the 2013 graduation cohort, retrieved from http://www.sleds.mn.gov/#employment/orgId--999999000_groupType--state_employmentCOHORTID--2013_employmentAward--All+Awards_p--7

³⁰ North Dakota Statewide Longitudinal Data System (2017, January 5). NDUS Graduate Retainment and Waiver Report. Retrieved from <https://www.slds.nd.gov/sites/www/files/documents/pdfs/NDUS-Graduate-Retainment-and-Waiver-Report.pdf>

Appendix A: State Resident Populations

Figure 13: State Resident Population, 2020 Census



Source: U.S. Census Bureau
Resident Population for the 50 States, the District of Columbia, and Puerto Rico: 2020 Census

Appendix B: Reciprocity Fall Headcounts

Table 5: Fall Reciprocity Student Headcounts, 2011-2020

Year	Minnesota and Wisconsin		Minnesota and North Dakota		Minnesota and South Dakota	
	MN Residents Attending in WI	WI Residents Attending in MN	MN Residents Attending in ND	ND Residents Attending in MN	MN Residents Attending in SD	SD Residents Attending in MN
2011	14,590	9,848	10,790	5,295	2,823	1,315
2012	14,523	9,282	11,447	5,067	3,013	1,318
2013	14,186	8,794	11,234	4,769	3,180	1,273
2014	14,104	8,473	11,014	4,468	3,316	1,198
2015	13,837	8,300	11,047	4,132	3,386	1,178
2016	13,689	8,285	10,884	4,118	3,461	1,172
2017	13,504	8,296	10,917	4,024	3,439	1,181
2018	13,362	8,257	10,332	3,874	3,322	1,100
2019	13,094	8,118	9,825	3,289	3,448	1,029
2020	12,911	7,821	9,514	3,026	3,310	887

Source: Minnesota Office of Higher Education

Table 6: Minnesota-Wisconsin Reciprocity Participation, Fall 2020
6A: Minnesota Residents Enrolled in Wisconsin Institutions

Institution	Undergraduate	Graduate	Total
University of Wisconsin-Eau Claire	2,774	33	2,807
University of Wisconsin-Green Bay	36	3	39
University of Wisconsin-La Crosse	1,321	111	1,432
University of Wisconsin-Madison	2,794	151	2,945
University of Wisconsin-Milwaukee	154	24	178
University of Wisconsin-Oshkosh	35	-	35
University of Wisconsin-Parkside	6	-	6
University of Wisconsin-Platteville	118	-	118
University of Wisconsin-River Falls	2,489	71	2,560
University of Wisconsin-Stevens Point	229	11	240
University of Wisconsin-Stout	1,835	50	1,885
University of Wisconsin-Superior	583	39	622
University of Wisconsin-Whitewater	42	2	44
University of Wisconsin College System	-	-	-
Total	12,416	495	12,911

Table 6B: Wisconsin Residents Enrolled in Minnesota Institutions under MN-WI Agreement, Fall 2020

Institution	Undergraduate	Graduate	Total
Anoka-Ramsey Community College	-	-	-
Bemidji State University	9	1	10
Central Lakes College	-	-	-
Century College	15	-	15
Fond du Lac Tribal & Community College	-	-	-
Hibbing Community College	2	-	2
Inver Hills Community College	-	-	-
Itasca Community College	7	-	7
Lake Superior College	112	-	112
Mesabi Range College	4	-	4
Metro State University	22	5	27
Minneapolis College	19	-	19
Minnesota State Community & Technical College	15	-	15
Minnesota State University Moorhead	77	10	87
Minnesota State University, Mankato	722	17	739
Minnesota West Community & Technical College	14	-	14
Normandale Community College	2	-	2
North Hennepin Community College	-	-	-
Northland Community & Technical College	3	-	3
Rainy River Community College	1	-	1
Ridgewater College	2	-	2
Riverland Community College	-	-	-
Rochester Community & Technical College	1	-	1
Southwest Minnesota State University	13	1	14
St Cloud State University	273	27	300
University of Minnesota Crookston	65	-	65
University of Minnesota Duluth	816	54	870
University of Minnesota Morris	23	-	23
University of Minnesota Twin Cities	3,600	402	4,002
Vermilion Community College	8	-	8
Winona State University	1,418	61	1,479
Total	7,243	578	7,821

Table 7: Minnesota-North Dakota Reciprocity Participation, Fall 2020
7A: Minnesota Residents Enrolled in North Dakota Institutions

Institution	Undergraduate	Graduate	Professional	Total
Bismarck State College	22	-	-	22
Dakota College at Bottineau	12	-	-	12
Dickinson State University	10	-	-	10
Lake Region State College	62	-	-	62
Mayville State University	116	-	-	116
Minot State University	51	-	-	51
North Dakota State College of Science- Wahpeton	474	-	-	474
North Dakota State University-Fargo	5,092	267	-	5,359
University of North Dakota-Grand Forks	2,865	409	-	3,274
University of North Dakota-Williston	2	-	-	2
Valley City State University	132	-	-	132
Total	8,838	676	-	9,514

Table 7B: North Dakota Residents Enrolled in Minnesota Institutions, Fall 2020

Institution	Undergraduate	Graduate	Professional	Total
Alexandria Technical College	-	-	-	-
Anoka Technical College	-	-	-	-
Anoka-Ramsey Community College	-	-	-	-
Bemidji State University	11	-	-	11
Central Lakes College	-	-	-	-
Century College	-	-	-	-
Dakota County Technical College	-	-	-	-
Fond du Lac Tribal & Community College	-	-	-	-
Hennepin Technical College	-	-	-	-
Hibbing Community College	-	-	-	-
Inver Hills Community College	-	-	-	-
Itasca Community College	2	-	-	2
Lake Superior College	5	-	-	5
Mesabi Range College	1	-	-	1
Metro State University	2	-	-	2

Institution	Undergraduate	Graduate	Professional	Total
Minneapolis College	-	-	-	-
Minnesota State Community & Technical College	507	-	-	507
Minnesota State College-Southeast Technical	3	-	-	3
Minnesota State University Moorhead	1,025	164	-	1,189
Minnesota State University, Mankato	27	4	-	31
Minnesota West Community & Technical College	3	-	-	3
Normandale Community College	2	-	-	2
North Hennepin Community College	-	-	-	-
Northland Community & Technical College	737	-	-	737
Northwest Technical College-Bemidji	3	-	-	3
Pine Technical College	-	-	-	-
Rainy River Community College	1	-	-	1
Ridgewater College	3	-	-	3
Riverland Community College	-	-	-	-
Rochester Community & Technical College	-	-	-	-
South Central College	-	-	-	-
Southwest Minnesota State University	6	-	-	6
St Cloud State University	46	5	-	51
St Cloud Technical College	-	-	-	-
St Paul College	-	-	-	-
University of Minnesota Crookston	98	-	-	98
University of Minnesota Duluth	60	7	-	67
University of Minnesota Morris	20	-	-	20
University of Minnesota Twin Cities	248	27	3	278
Vermilion Community College	1	-	-	1
Winona State University	4	1	-	5
Total	2,815	208	3	3,026

Table 8: Minnesota-South Dakota Reciprocity Participation, Fall 2020
8A: Minnesota Residents Enrolled in South Dakota Institutions

Institution	Undergraduate	Graduate	Total
Black Hills State University	31	1	32
Dakota State University	216	10	226
Northern State University	146	17	163
South Dakota School of Mines & Technology	251	21	272
South Dakota State University-Brookings	1,984	163	2,147
University of South Dakota-Vermillion	367	103	470
Total	2,995	315	3,310

Table 8B: South Dakota Residents Enrolled in Minnesota Institutions, Fall 2020

Institution	Undergraduate	Graduate	Total
Anoka-Ramsey Community College	-	-	-
Bemidji State University	7	-	7
Central Lakes College	-	-	-
Century College	-	-	-
Fond du Lac Tribal & Community College	-	-	-
Hibbing Community College	-	-	-
Inver Hills Community College	-	-	-
Itasca Community College	1	-	1
Lake Superior College	-	-	-
Mesabi Range College	-	-	-
Metro State University	4	-	4
Minneapolis College	2	-	2
Minnesota State Community & Technical College	-	-	-
Minnesota State University Moorhead	90	9	99
Minnesota State University, Mankato	201	3	204
Minnesota West Community & Technical College	-	-	-
Normandale Community College	5	-	5
North Hennepin Community College	-	-	-
Northland Community & Technical College	-	-	-
Rainy River Community College	-	-	-
Ridgewater College	1	-	1
Riverland Community College	-	-	-

Institution	Undergraduate	Graduate	Total
Rochester Community & Technical College	-	-	-
South Central College	-	-	-
Southwest Minnesota State University	66	8	74
St Cloud State University	28	3	31
St Paul College	1	-	1
University of Minnesota Crookston	20	-	20
University of Minnesota Duluth	29	6	35
University of Minnesota Morris	17	-	17
University of Minnesota Twin Cities	322	42	364
Vermilion Community College	1	-	1
Winona State University	20	1	21
Total	815	72	887

Appendix C: Interstate Payments

Table 9: Minnesota's General Fund Obligation, 1989-90 to 2020-2021 (dollars in millions)

Year	Obligation to North Dakota	Obligation to Wisconsin	Minnesota's Total Obligation
1975-76	\$0	\$4.20	\$4.20
1976-77	\$0	\$5.50	\$5.50
1977-78	\$0	\$6.80	\$6.80
1978-79	\$0.70	\$8.10	\$8.80
1979-80	\$0.80	\$4.10	\$4.90
1980-81	\$0.90	\$5.60	\$6.50
1981-82	\$1.00	\$3.90	\$4.90
1982-83	\$1.10	\$5.30	\$6.40
1983-84	\$0.10	\$2.80	\$2.90
1984-85	\$5.00	\$2.70	\$7.70
1985-86	\$0	\$3.10	\$3.10
1986-87	\$0	\$3.90	\$3.90
1987-88	\$0	\$3.30	\$3.30
1988-89	\$0	\$4.60	\$4.60
1989-90	\$0	\$5.70	\$5.70
1990-91	\$0	\$6.60	\$6.60
1991-92	\$0.35	\$3.30	\$3.65
1992-93	\$0.37	\$2.50	\$2.87
1993-94	\$0.60	\$2.00	\$2.60
1994-95	\$1.00	\$1.70	\$2.70
1995-96	\$2.70	\$1.70	\$4.40
1996-97	\$2.90	\$(1.30)	\$1.60
1997-98	\$4.20	\$(2.10)	\$2.10
1998-99	\$2.60	\$2.60	\$5.20
1999-00	\$2.20	\$2.50	\$4.70

Year	Obligation to North Dakota	Obligation to Wisconsin	Minnesota's Total Obligation
2000-01	\$1.40	\$2.40	\$3.80
2001-02	\$0.43	\$(0.30)	\$0.13
2002-03	\$0	\$(3.10)	\$(3.10)
2003-04	\$0	\$(6.10)	\$(6.10)
2004-05	\$0	\$(6.51)	\$(6.51)
2005-06	\$1.54	\$(7.77)	\$(6.23)
2006-07	\$0.28	\$(10.00)	\$(9.72)
2007-08	\$3.10	\$(10.50)	\$(7.40)
2008-09	\$3.10	\$(9.23)	\$(6.13)
2009-10	\$4.03	\$(9.10)	\$(5.07)
2010-11	\$4.20	\$(6.77)	\$(2.57)
2011-12	\$7.20	\$(6.13)	\$1.07
2012-13	\$5.80	\$(6.80)	\$(1.00)
2013-14	\$7.49	\$(6.46)	\$1.03
2014-15	\$6.94	\$(5.10)	\$1.84
2015-16	\$11.57	\$(8.40)	\$3.17
2016-17	\$11.74	\$(6.30)	\$5.44
2017-18	\$8.28	\$(5.48)	\$2.80
2018-19	\$5.03	\$(5.51)	\$(0.48)
2019-20	\$11.02	\$(7.16)	\$3.86
2020-21	\$11.02	\$(4.39)	\$6.63

Notes: The Office of Higher Education renegotiated its agreement with ND in 2017. In terms of the interstate payment, the revised agreement limits Minnesota's interstate payment obligation to the lesser of the marginal expenditure calculation for each fiscal year or the annual amount appropriated by the state legislature for the current biennium. If Minnesota lowers its annual appropriation amount, North Dakota can increase the surcharge charged to Minnesota residents without Minnesota's approval.

Appendix D: Graduates by Institution

Table 10: University of Minnesota Reciprocity Graduates, 2020-2021

Campus	Certificate Pre-Bachelor's	Bachelor's	Certificate Post-Bachelor's	Master's	Doctoral	First Professional	Total
Crookston	1	49					50
Duluth	9	199		25			233
Morris		25					25
Rochester		1					1
Twin Cities	34	1110	6	160	29	40	1379
Total	44	1384	6	185	29	40	1688

Source: University of Minnesota

Table 11: Minnesota State Reciprocity Graduates, Final Fiscal Year 2020

11A: Minnesota State Colleges Graduates by Degree Type, Final Fiscal Year 2020

Minnesota State Colleges	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
Alexandria Technical and Community College	2	1	7						10
Anoka Colleges									
<i>Anoka-Ramsey Community College</i>									
<i>Anoka Technical College</i>									
Central Lakes College									
Century College			5						5
Dakota County Technical College		1	1						2
Fond du Lac Tribal and Community College									
Hennepin Technical College									
Inver Hills Community College									
Lake Superior College	4	4	35						43
Minneapolis College	2		6						8
Minnesota State College Southeast Technical	18	26	17						61
Minnesota State Community and Technical College	12	56	137						205
Minnesota West Community and Technical College	6	6	19						31
Normandale Community College			1						1
North Hennepin Community College									
Northeast Higher Education District									

Minnesota State Colleges	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
<i>Hibbing Community College</i>			4						4
<i>Itasca Community College</i>			8						8
<i>Mesabi Range College</i>	3		1						4
<i>Rainy River Community College</i>									
<i>Vermilion Community College</i>	3		12						15
Northland Community and Technical College	43	92	131						266
Northwest Technical College Bemidji									
Pine Technical College	1	9	6						16
Ridgewater College	2	1	10						13
Riverland Community College			1						1
Rochester Community and Technical College	1								1
St. Cloud Technical and Community College			5						5
Saint Paul College	1	1	3						5
South Central College			2						2
Subtotal	98	197	411						706

Table 11B: Minnesota State Universities Graduates by Degree Type, Final Fiscal Year 2020

Minnesota Universities	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
Bemidji State University				13		1			14
Metropolitan State University				10		1			11
Minnesota State University, Mankato			2	184		15	1		202
Minnesota State University Moorhead	1		2	282	3	77	5	4	374
St. Cloud State University	1		1	96		18			116
Southwest Minnesota State University				27	2	8			37
Winona State University			3	349	2	11		2	367
Subtotal Universities	2		8	961	7	131	6	6	1,121

11C: Minnesota State Total of Graduates by Degree Type, Final Fiscal Year 2020

Minnesota State Colleges	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
Subtotal Colleges	98	197	411						706
Subtotal Universities	2		8	961	7	131	6	6	1,121
System Total	100	197	419	961	7	131	6	6	1,827

Source: Minnesota State Colleges and Universities

Table 12: Minnesota State Reciprocity Graduates, Preliminary Fiscal Year 2021

12A: Minnesota State Colleges Graduates by Degree Type, Preliminary Fiscal Year 2021

Minnesota State Colleges	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
Alexandria Technical and Community College			1						1
Anoka Colleges									
<i>Anoka-Ramsey Community College</i>									
<i>Anoka Technical College</i>									
Central Lakes College									
Century College	2		5						7
Dakota County Technical College									
Fond du Lac Tribal and Community College									
Hennepin Technical College									
Inver Hills Community College									
Lake Superior College	5	6	32						43
Minneapolis College		1	3						4
Minnesota State College - Southeast Technical	19	24	23						66
Minnesota State Community and Technical College	9	45	127						181
Minnesota West Community and Technical College	6	11	12						29
Normandale Community College			1						1
North Hennepin Community College									
Northeast Higher Education District									
<i>Hibbing Community College</i>			2						2
<i>Itasca Community College</i>	1		4						5

Minnesota State Colleges	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
<i>Mesabi Range College</i>	2		1						3
<i>Rainy River Community College</i>									
<i>Vermilion Community College</i>	1		6						7
Northland Community and Technical College	36	103	143						282
Northwest Technical College Bemidji									
Pine Technical College	3	11	8						22
Ridgewater College			4						4
Riverland Community College									
Rochester Community and Technical College									
St. Cloud Technical and Community College		3	6						9
Saint Paul College		1							1
South Central College									
Subtotal	84	205	378						667

12B: Minnesota State Universities Graduates by Degree Type, Preliminary Fiscal Year 2021

Minnesota Universities	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
Bemidji State University			1	10		3			14
Metropolitan State University				10		1			11
Minnesota State University, Mankato			3	183		10			196
Minnesota State University Moorhead	2		1	264	2	66	3	4	342
St. Cloud State University	3			96		16			115
Southwest Minnesota State University			1	26		9	1		37
Winona State University			4	275	3	14			296
Subtotal	5		10	864	5	119	4	4	1,011

12C: Minnesota State Total of Graduates by Degree Type, Preliminary Fiscal Year 2021

Minnesota State Colleges	Certificate	Diploma	Associate	Bachelor's	Graduate Certificate	Master's	Post-Master's	Doctorate's	Total
Subtotal Colleges	84	205	378						667
Subtotal Universities	5		10	864	5	119	4	4	1,011
System Total	89	205	388	864	5	119	4	4	1,678

Source: Minnesota State Colleges and Universities



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