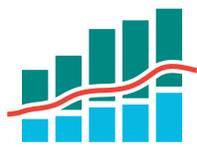




# SHEEO

STATE HIGHER EDUCATION EXECUTIVE OFFICERS ASSOCIATION



# SHEF

STATE HIGHER EDUCATION FINANCE

# 2021

## REPORT: STUDENT RESIDENCY IN HIGHER EDUCATION FINANCE

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## INTRODUCTION

Over the last several decades, postsecondary institutions have increasingly enrolled out-of-state and international nonresident students.<sup>1</sup> The increase in out-of-state enrollment has important implications for state higher education funding and policy. Public institutions, particularly research institutions, increased nonresident student enrollment in part to increase their tuition revenue as state funding declined and became less stable.<sup>2</sup> Nonresident student enrollment can increase tuition revenue for public institutions in two ways. First, institutions are more likely to have control over setting and raising nonresident tuition rates.<sup>3</sup> Second, out-of-state and international nonresident students pay much higher tuition rates than state residents. In the 2020-2021 academic year, public four-year institutions charged out-of-state students over 2.5 times the rate of in-state tuition, on average.<sup>4</sup>

Despite the growing importance of nonresident tuition revenue in many public institutions' budgets, there is little information about exactly how much of an institution's tuition revenue comes from nonresident tuition and fees. To fill this gap and provide useful data for states and institutions, SHEEO began collecting data on residency annually as part of the fiscal year (FY) 2020 State Higher Education Finance (SHEF) project. This report provides the first look at a new set of state-level data on tuition revenue and student enrollment by residency for FY 2020 and 2021. All data presented in this report are for four-year public institutions.

A complete dataset is available online at [shef.sheeo.org/data-downloads](https://shef.sheeo.org/data-downloads).

## MEASURES AND METHODS

Data on full-time equivalent (FTE) enrollment and net tuition and fees by student residency were collected as part of the expanded State Higher Education Finance (SHEF) data collection. Four-year public institution residency data were a newly required part of the FY 2021 SHEF data collection and were challenging for many state higher education agencies to collect and provide. As a result of these data collection challenges, many states reported estimates for one or more components of residency data. All estimates and missing data are clearly marked in figure, table, and data download notes.

Residency was determined according to state and/or institutional residency requirements for in-state tuition, regardless of citizenship. Nonresident enrollment was classified as out-of-state,

1. National Center for Education Statistics. (2021). Table 309.30. Residence and migration of all first-time degree/certificate-seeking undergraduates in 4-year degree-granting postsecondary institutions who graduated from high school in the previous 12 months, by state or jurisdiction: Fall 2020. *Digest of Education Statistics*. [nces.ed.gov/programs/digest/d21/tables/dt21\\_309.30.asp](https://nces.ed.gov/programs/digest/d21/tables/dt21_309.30.asp); National Center for Education Statistics. (1990). Table 189. Residence and migration of all freshmen students in 4-year colleges graduating from high school in the past 12 months, by State: Fall 1988. *Digest of Education Statistics*. [nces.ed.gov/pubs91/91660.pdf](https://nces.ed.gov/pubs91/91660.pdf)
2. Jaquette, O., & Curs, B. R. (2015). Creating the out-of-state university: Do public universities increase nonresident freshman enrollment in response to declining state appropriations? *Research in Higher Education*, 56(6), 535–565. [doi.org/10.1007/s11162-015-9362-2](https://doi.org/10.1007/s11162-015-9362-2)
3. State Higher Education Executive Officers Association internal dataset on state tuition, fee, and financial assistance policies [Website in preparation.]
4. Ma, J., Pender, M., & Libassi, C.J. (2020). *Trends in college pricing and student aid 2020*. College Board. [research.collegeboard.org/media/pdf/trends-college-pricing-student-aid-2020.pdf](https://research.collegeboard.org/media/pdf/trends-college-pricing-student-aid-2020.pdf)

regardless of the tuition rate a student paid. For example, out-of-state enrollment includes nonresident graduate students who receive a tuition waiver and any nonresident students participating in state exchange programs or reciprocity agreements. DACA and undocumented students were classified based on state or institutional policy; if they received in-state tuition rates, they were counted as residents.

## PRIMARY MEASURES

The primary measures of residency data can be broken into three categories: net FTE enrollment by sector and state; net tuition and fee revenue by sector and state; and state and local support for resident students by sector and state.

### NET FTE ENROLLMENT

Net FTE enrollment by residency at public institutions is available for FY 2020 and 2021. Net FTE enrollment is a measure of enrollment equal to one student enrolled full time for one academic year, calculated from the aggregate number of enrolled credit hours (including summer session enrollments). Net FTE excludes non-credit or non-degree program and medical school enrollments but includes coursework creditable for a degree plus coursework in vocational or technical programs which result in a certificate or some other formal recognition.

SHEEO collected net FTE for in-state and out-of-state students at the sector level (two-year, four-year), but only the four-year data elements were required. Thirty-two states provided both years of two-year net FTE by residency; these data are available upon request.<sup>5</sup>

Institutional sector is determined using the Carnegie Basic Classification.<sup>6</sup> Four-year net FTE enrollment for in-state and out-of-state students (reported separately) includes Carnegie Baccalaureate, Master's, and Doctoral Colleges, and Special Focus Four-Year Institutions. Six states reported estimates of four-year net FTE by residency for FY 2020 and 2021, and four states (Massachusetts, Pennsylvania, Texas, and Wisconsin) were not able to provide four-year net FTE by residency (*Table 1*).

### NET TUITION AND FEE REVENUE

Net tuition and fee revenue by residency at public institutions is available for FY 2020 and 2021. Net tuition and fee revenue is the sum of all tuition revenue received by the state from undergraduate and graduate students, excluding state-funded student aid, institutional tuition discounts and waivers, and tuition revenue paid by medical students. This is a measure of the resources available from tuition and fees to support instruction and related operations at public higher education institutions. Net tuition revenue generally reflects the share of instructional support received from students and their families, although it is not the same as and does not take into account many factors that need to be considered in analyzing the "net price" students pay for higher education.

SHEEO collected net tuition and fee revenue for in-state and out-of-state students at the sector level (two-year, four-year), but only the four-year data elements were required. Twenty-eight states provided both years of two-year net tuition and fee revenue by residency; these data are available upon request.

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5. Contact [shef@sheeo.org](mailto:shef@sheeo.org) to request unpublished residency data.

6. See [carnegieclassifications.acenet.edu](http://carnegieclassifications.acenet.edu) for more information about the Carnegie Basic Classification.

Institutional sector is determined using the same methodology as for net FTE enrollment, described above. Sixteen states provided estimates of net tuition and fee revenue by residency, two states (New York and Rhode Island) provided data for some institutional systems but not others, and four states (Massachusetts, North Dakota, Pennsylvania, and Wisconsin) were not able to provide four-year net tuition and fee revenue by residency (*Table 1*).

## STATE AND LOCAL SUPPORT

Unlike net FTE enrollment and net tuition and fee revenue, state and local support were not separately collected for in-state and out-of-state students. Instead, in this report, we provide standard measures of education appropriations, general public operating appropriations, and state public financial aid calculated on an in-state per-FTE basis only for FY 2021. While these appropriations might fund both residents and nonresidents, for our state and local support calculations we assume all state funding is allocated for and used to serve resident students only. While this assumption is true in several states, in most states, funding is not reserved for resident students only. Therefore, tables and figures that show state and local support for resident students are conceptual in nature and do not reflect the funding reality in most states.

This report includes state and local support for resident students at four-year public institutions only. However, similar tables and figures for two-year public institutions are available upon request for the 32 states that provided two-year net FTE enrollment by residency. Institutional sector is determined using the same methodology as for net FTE enrollment, described above.

- Education appropriations are a measure of state and local support available for public higher education operating expenses and student financial aid, excluding appropriations for research, hospitals, and medical education. Sector-level education appropriations include any portion of federal stimulus funding allocated specifically to each sector, but exclude state agency funding.
- General public operating appropriations are a measure of state support directly allocated to public two- and four-year institutions. General public operating excludes local appropriations, agency funding, RAM, and student financial aid.
- State public financial aid is any state appropriated student financial aid for public institutions, excluding loans and aid for students attending medical schools. For many states, it includes aid for both tuition costs and living expenses.

To calculate education appropriations, general public operating appropriations, and state public financial aid for resident students, we divided each measure by four-year in-state resident net FTE enrollment.

## DATA USES AND CAUTIONS

The data presented in this report and accompanying dataset should be used with caution. Collecting residency-level data on net tuition and fee revenue, and even in some cases net FTE enrollment, was very difficult for the state higher education agencies who provide data for the SHEF report. *Table 1* lists the states that provided estimates or were not able to provide data for FTE enrollment and net tuition and fees by residency for each sector. Two-year residency data were an optional part of the SHEF data collection due to states' anticipated difficulty in providing the data.

A primary issue for states in providing four-year public net tuition and fee revenue by residency was breaking out data on state public financial aid by student residency. Many states do not separate their financial aid allocations by residency, and some do not have access to this information. While many state financial aid programs are for residents only, in states where nonresident students were eligible for at least one financial aid program, providing this breakout became a challenge. As a result, states had to estimate the portion of state public financial aid that should be removed from in-state and out-of-state gross tuition and fee revenue when providing net tuition and fee revenue by residency.

At least one state and one system were not able to break out institutional aid (also called discounts and waivers) by student residency, and could not collect this information from their public campuses. Similarly, one state and one system reported that while they could break out tuition revenue by residency, they could not break out fees by residency and had to list all fees as uncategorizable.

In a number of states, four-year public net tuition and fee revenue by residency data are estimates based on average tuition rates for in-state and out-of-state students and student enrollment proportions. SHEEO provided the following formula for states to use to estimate their net tuition and fee revenue by residency:

- $(\text{in-state net FTE} * \text{average published in-state tuition and fees}) / ((\text{in-state net FTE} * \text{average published in-state tuition and fees}) + (\text{out-of-state net FTE} * \text{average published out-of-state tuition and fees})) * \text{total net tuition and fee revenue}$

States that had to estimate four-year public net FTE enrollment by residency typically used data from the Integrated Postsecondary Education Data System (IPEDS) survey on residency and migration and converted the data from headcount to FTE.

TABLE 1

**SHEF RESIDENCY DATA COLLECTION: STATES PROVIDING ESTIMATES OR MISSING DATA, BY SECTOR**

FTE ENROLLMENT		NET TUITION AND FEES
<b>TWO-YEAR</b>		
MISSING	AZ, DE, FL, GA (TCSG 2020), HI (2020), IL, MD, MA, MI, NJ, NY (CUNY), NC, PA, SC, SD (2020), TX, VT, WI	AZ, AR, DE, FL, GA (TCSG), HI, IL, MD, MA, MI, MS, NV, NJ, NY, NC, ND, OR, PA, SC (2020), SD (2020), VT, WI
<b>FOUR-YEAR</b>		
ESTIMATES	AL, CT, DE, MI, OK, WA	AL, AZ, CT, DE, GA, HI, LA, ME, MD, MI, NV, NM, OH, OK, TN, WA
MISSING	MA, PA, TX, WI	MA, ND, NY (SUNY), PA, RI (RIC, CCRI), WI

**NOTES:**

1. Two-year sector residency data were an optional part of the SHEF data collection.
2. States that provided less than 85% of data by residency are considered missing.
3. There are no two-year public institutions in Alaska or the District of Columbia.

**SOURCE:** State Higher Education Executive Officers Association

## NET FTE ENROLLMENT BY RESIDENCY

In FY 2021, 6.6 million net FTE students enrolled in U.S. public four-year institutions, a 0.9% year-over-year decline.<sup>7,8</sup> Across the states, in-state resident FTE enrollment at four-year public institutions totaled 4.2 million students. This is a 0.8% decline from 2020. Out-of-state student enrollment declined more steeply (1.7%) in 2021 with a total of 1.2 million FTE students. Overall, the proportion of FTE students attending in-state public four-year colleges and universities (77.3%) was greater than the proportion of out-of-state enrollment (22.4%).<sup>9</sup>

### STATE COMPARISONS

Table 2 shows net FTE enrollment for public four-year institutions by state for FY 2021, separately for in-state and out-of-state students.

- In 2021, California (620,037) and New York (287,249) enrolled the greatest number of in-state FTE students in their public four-year institutions. Eleven states had increases in in-state enrollment from 2020 to 2021. The largest increases were in Florida (2.5%) and California (2.4%).
- Washington, D.C., (1,945) enrolled the fewest in-state FTE students in 2021, followed by Wyoming (6,704) and Vermont (6,981). Thirty-four states and Washington, D.C., had declines in in-state enrollment from 2020 to 2021. The largest decline was in Washington, D.C., (19.6%, but on a very small base), followed by Connecticut (8.3%) and Alaska (7.8%).

Out-of-state FTE enrollment varied greatly across states in FY 2021 with some states enrolling more than 70,000 out-of-state FTE students while others enrolled fewer than 1,000.

- Table 2 shows that Arizona (89,087) and California (71,142) enrolled the greatest number of out-of-state FTE students at their public four-year colleges and universities. Out-of-state FTE enrollment increased in 17 states and Washington, D.C., from 2020 to 2021. Of these increases, Louisiana (58.1%) and New Mexico (26.9%) were the only two states where enrollment increased by more than 10%.
- Alaska (550), Washington, D.C. (766), and Wyoming (3,441) enrolled the fewest out-of-state FTE students in 2021. Twenty-nine states had in-state enrollment declines from 2020 to 2021. Of these states, the two with the lowest out-of-state enrollment, Alaska and Wyoming, experienced the largest year-over-year declines. Alaska's out-of-state FTE enrollment decreased by 27.0% while Wyoming's decreased by 9.5%.

7. State Higher Education Executive Officers Association. (2022). *State higher education finance: FY 2021*. [shef.sheeo.org/wp-content/uploads/2022/06/SHEEO\\_SHEF\\_FY21\\_Report.pdf](https://shef.sheeo.org/wp-content/uploads/2022/06/SHEEO_SHEF_FY21_Report.pdf)

8. This U.S. total and percentage decline include all states, including those excluded from Table 2 due to missing data.

9. This U.S. average was calculated using the net FTE enrollment totals of states that submitted net FTE by residency. States that did not submit net FTE enrollment by residency are excluded due to missing data.

**TABLE 2**
**FOUR-YEAR NET FULL-TIME EQUIVALENT ENROLLMENT BY RESIDENCY AND STATE, FY 2020-2021**

	IN-STATE NET FTE ENROLLMENT		OUT-OF-STATE NET FTE ENROLLMENT		% IN-STATE NET FTE ENROLLMENT	
	2021	% CHANGE SINCE 2020	2021	% CHANGE SINCE 2020	2021	CHANGE SINCE 2020
ALABAMA*	89,112	-5.3%	54,073	2.9%	62.2%	-1.9
ALASKA	13,189	-7.8%	550	-27.0%	96.0%	1.0
ARIZONA	110,954	-2.7%	89,087	-2.7%	55.5%	0.0
ARKANSAS	56,964	-3.9%	20,448	-1.8%	73.6%	-0.4
CALIFORNIA	620,037	2.4%	71,142	-6.8%	89.7%	0.9
COLORADO	90,586	-3.0%	32,575	-4.0%	73.6%	0.2
CONNECTICUT*	29,423	-8.3%	24,820	1.1%	54.2%	-2.4
DELAWARE*	10,504	-1.9%	17,419	5.9%	37.6%	-1.8
FLORIDA	269,670	2.5%	34,083	0.2%	88.8%	0.2
GEORGIA	227,908	1.5%	51,176	4.1%	81.7%	-0.4
HAWAII	13,743	1.9%	6,712	-1.9%	67.2%	0.9
IDAHO	27,072	-4.6%	11,845	2.7%	69.6%	-1.5
ILLINOIS	125,989	-0.8%	39,868	1.6%	76.0%	-0.4
INDIANA	119,157	-2.3%	59,692	-1.3%	66.6%	-0.2
IOWA	41,290	-2.8%	25,525	-6.1%	61.8%	0.8
KANSAS	54,653	-4.2%	21,342	-0.5%	71.9%	-0.8
KENTUCKY	69,889	-0.9%	27,107	2.8%	72.1%	-0.7
LOUISIANA	115,251	-0.4%	8,876	58.1%	92.8%	-2.5
MAINE	17,369	-3.4%	6,568	8.5%	72.6%	-2.2
MARYLAND	92,417	-1.0%	30,333	0.8%	67.5%	-0.7
MASSACHUSETTS		N/A		N/A		N/A
MICHIGAN*	197,406	-3.3%	43,871	-2.1%	81.8%	-0.2
MINNESOTA	72,337	-5.8%	29,503	0.3%	71.0%	-1.3
MISSISSIPPI	45,130	-0.7%	24,188	-2.2%	65.1%	0.3
MISSOURI	78,629	-2.7%	29,448	-5.4%	72.8%	0.6
MONTANA	17,926	-6.5%	9,569	-1.3%	65.2%	-1.2
NEBRASKA	37,685	1.4%	12,198	-3.0%	75.5%	0.8
NEVADA	38,879	1.0%	9,040	-7.7%	81.1%	1.4
NEW HAMPSHIRE	12,489	-4.6%	11,793	-5.9%	51.4%	0.3
NEW JERSEY	134,642	1.2%	29,555	-5.3%	82.0%	1.0
NEW MEXICO	28,382	-4.2%	8,794	26.9%	76.3%	-4.7
NEW YORK	287,249	-0.5%	30,779	-9.5%	90.0%	0.9
NORTH CAROLINA	186,933	1.2%	30,684	-2.8%	85.9%	0.5
NORTH DAKOTA	10,890	-2.9%	14,517	-1.5%	42.9%	-0.3
OHIO	207,561	-5.5%	56,454	-8.1%	78.6%	0.5
OKLAHOMA*	66,274	-3.8%	18,963	-3.8%	77.0%	0.0
OREGON	49,939	-2.0%	29,507	-4.2%	62.9%	0.5
PENNSYLVANIA		N/A		N/A		N/A
RHODE ISLAND	13,253	-2.5%	9,179	1.7%	59.1%	-1.4
SOUTH CAROLINA	72,386	0.0%	38,159	-1.4%	65.5%	0.3
SOUTH DAKOTA	14,646	-2.8%	11,463	3.6%	56.1%	-1.6
TENNESSEE	90,629	-0.2%	21,864	2.5%	80.6%	-0.4
TEXAS		N/A		N/A		N/A
UTAH	86,655	1.5%	17,999	2.6%	82.8%	-0.2
VERMONT	6,981	-7.0%	10,046	-4.2%	41.0%	-0.7
VIRGINIA	156,055	0.9%	48,672	-3.0%	76.2%	0.7
WASHINGTON*	86,710	1.5%	25,158	-4.0%	77.5%	1.0
WEST VIRGINIA	32,515	-3.6%	20,099	-2.8%	61.8%	-0.2
WISCONSIN		N/A		N/A		N/A
WYOMING	6,704	-3.0%	3,441	-9.5%	66.1%	1.6
<b>U.S.</b>	<b>4,234,062</b>	<b>-0.8%</b>	<b>1,228,184</b>	<b>-1.7%</b>	<b>77.3%</b>	<b>0.1</b>
D.C.	1,945	-19.6%	766	1.2%	71.7%	-4.4

**NOTES:**

1. Full-time equivalent (FTE) enrollment by residency is the breakout of FTE enrollment at public institutions based on state or institutional residency requirements. Medical FTE are excluded, but dual enrollment students are included in state totals.
2. In-state FTE includes students that meet state or institutional residency requirements. Out-of-state FTE includes international students and students that do not meet residency requirements.
3. Four-year FTE enrollment by residency are estimates for Alabama, Connecticut, Delaware, Michigan, Oklahoma, and Washington. These states are noted with an asterisk (\*).
4. In Maryland, New York, and Oklahoma, in-state and out-of-state percentages may not add up to 100 due to a portion of FTE enrollment that could not be categorized by residency.
5. Massachusetts, Pennsylvania, Texas, and Wisconsin were unable to provide residency breakdowns for four-year FTE enrollment.

**SOURCE:** State Higher Education Executive Officers Association

## DISTRIBUTION OF FTE ENROLLMENT BY RESIDENCY

With a few exceptions, most states enrolled more in-state students than out-of-state students in FY 2021 (see *Table 2*). Nationally, the percentage of in-state net FTE enrollment increased by 0.1 percentage point from 2020 to 2021.

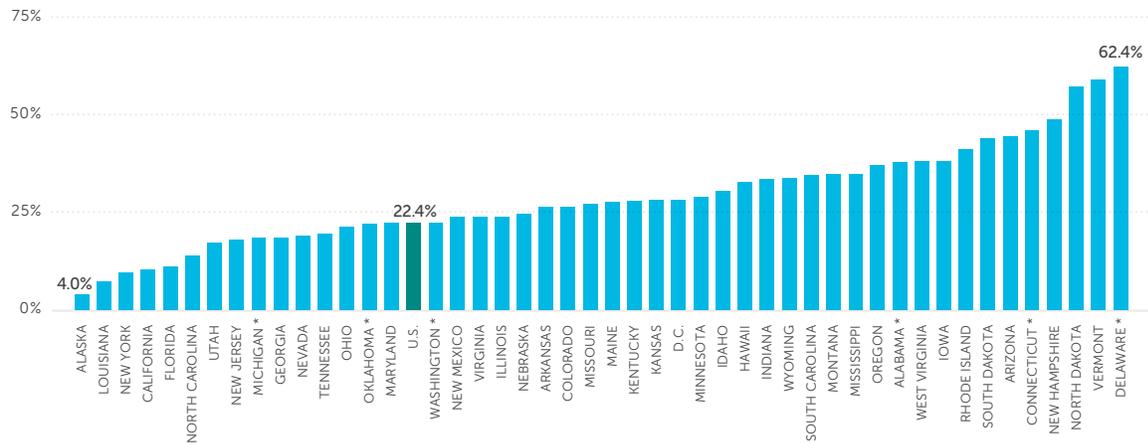
- Alaska (96.0%), Louisiana (92.8%), and New York's CUNY system (90.0%) were the only states to enroll at least 90% in-state students. Another three states, Delaware (37.6%), Vermont (41.0%), and North Dakota (42.9%),<sup>10</sup> were the only states to enroll less than 50% in-state FTE students.
- The percentage of in-state students increased in 20 states from 2020 to 2021. Wyoming (1.6), Nevada (1.4), and New Jersey (1.0) were the only states with year-over-year percentage point changes greater than 1.0. Of the 25 states and Washington, D.C., with declines in the percentage of in-state enrollment from 2020 to 2021, four states (Connecticut, Louisiana, Maine, and New Mexico) and Washington, D.C., declined by more than 2.0 percentage points. New Mexico (-4.7) and Washington, D.C. (-4.4), had the largest percentage point declines in 2021.

In FY 2021, the proportion of out-of-state FTE enrollment ranged widely by state.

- *Figure 1* shows that the proportion of out-of-state FTE enrolled in public four-year institutions ranged from 4.0% in Alaska to 62.4% in Delaware.
- Thirty-one states and Washington D.C., had above average out-of-state enrollment in their public four-year institutions. In three states (Delaware, North Dakota, and Vermont), public institutions enrolled more nonresidents than residents.

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10. In North Dakota, many in-state resident students attend part time. Additionally, North Dakota has tuition reciprocity agreements with Midwestern Higher Education Compact and Western Interstate Commission for Higher Education states, which increases the state's out-of-state enrollment.

**FIGURE 1**
**OUT-OF-STATE STUDENTS AS A PERCENTAGE OF NET FTE ENROLLMENT AT FOUR-YEAR PUBLIC INSTITUTIONS BY STATE, FY 2021**

**NOTES:**

1. Full-time equivalent (FTE) enrollment by residency is the breakout of FTE enrollment at public institutions based on state or institutional residency requirements. Medical FTE are excluded, but dual enrollment students are included in state totals.
2. In-state FTE includes students that meet state or institutional residency requirements. Out-of-state FTE includes international students and students that do not meet residency requirements.
3. Four-year FTE enrollment by residency are estimates for Alabama, Connecticut, Delaware, Michigan, Oklahoma, and Washington. These states are noted with an asterisk (\*). In Maryland, New York, and Oklahoma, in-state and out-of-state percentages may not add up to 100 due to a portion of FTE enrollment that could not be categorized by residency. Massachusetts, Pennsylvania, Texas, and Wisconsin were unable to provide residency breakdowns for four-year FTE enrollment and are excluded from this figure.

**SOURCE:** State Higher Education Executive Officers Association

## NET TUITION AND FEE REVENUE BY RESIDENCY

Net tuition and fee revenue is a measure of resources from undergraduate and graduate students, excluding state-funded student aid, institutional tuition discounts and waivers, and tuition revenue paid by medical students that supports instructional operations at colleges and universities. In FY 2021, four-year public institution net tuition and fee revenue decreased in 40 states, averaging \$9,295 per FTE at the national level.<sup>11,12</sup> When broken out by student residency, the average in-state net tuition and fee revenue per student at four-year institutions was \$6,857. This is a 6.3% year-over-year decline from 2020. The average out-of-state net tuition and fee revenue per FTE declined 3.6% to \$17,605 in 2021.

11. State Higher Education Executive Officers Association. (2022). *State higher education finance: FY 2021*. [shef.sheeo.org/wp-content/uploads/2022/06/SHEEO\\_SHEF\\_FY21\\_Report.pdf](https://shef.sheeo.org/wp-content/uploads/2022/06/SHEEO_SHEF_FY21_Report.pdf)

12. This U.S. average was calculated using all states' net tuition and fee revenue totals, including those excluded from Table 3 due to missing data.

## STATE COMPARISONS

Table 3 shows the variation in resident and nonresident net tuition and fee revenue across states.

- Public four-year institutions in seven states (Alabama, Delaware, Iowa, Michigan, Minnesota, Ohio, and Oklahoma) received more than \$10,000 in net tuition and fee revenue per FTE from in-state students. Delaware was the only state to exceed \$20,000 and Michigan was the only other state to exceed \$15,000 per FTE.
- In 11 states and Washington, D.C., public four-year institutions received less than \$5,000 in tuition and fee revenue per FTE from in-state students. Of these states, three (Florida, Nevada, and Wyoming) received less than \$3,000 per FTE from in-state students.
- In-state net tuition and fee revenue increased at public four-year institutions in nine states and Washington, D.C., in 2021. The largest increases were in Rhode Island (19.7%) and Washington, D.C. (11.6%). Net tuition and fee revenue from in-state students declined in 34 states. In four of these states (California, New Mexico, New York, and Wyoming) in-state net tuition and fee revenue declined by more than 20%.

Average out-of-state net tuition and fee revenue varied greatly in 2021, ranging from \$4,300 per FTE in New York's CUNY system to \$37,160 in Michigan, as seen in Table 3. On average, out-of-state net tuition and fee revenue exceeded revenue derived from in-state students by \$10,748 per FTE in 2021.

- Twelve states collected at least \$20,000 per FTE from out-of-state net tuition and fee revenue in 2021. Revenue in 11 of these 12 states ranged from \$20,258 per FTE (North Carolina) to \$28,722 per FTE (Colorado), with Michigan being the only state to exceed \$30,000.
- Public four-year institutions in only nine states (Florida, Hawaii, Missouri, Nevada, New Jersey, New York's CUNY system, New Mexico, South Dakota, and Wyoming) and Washington, D.C., received less than \$10,000 per FTE in net tuition and fee revenue from out-of-state students.
- Nine states experienced a year-over-year increase in net tuition and fee revenue from out-of-state students. However, only three states had increases greater than 3%: Rhode Island (14.9%), Nevada (6.3%), and Arizona (4.7%).
- Thirty-six states and Washington, D.C., had declines in out-of-state net tuition and fee revenue in 2021. Louisiana (23.8%), New York (23.7%), Wyoming (21.9%), New Mexico (21.8%), and Connecticut (20.3%) were the only states to experience year-over-year declines greater than 20%.

**TABLE 3**
**CHANGE IN FOUR-YEAR TUITION AND FEE REVENUE PER FTE BY RESIDENCY AND STATE, FY 2020-2021 (CONSTANT ADJUSTED DOLLARS)**

	IN-STATE NET TUITION AND FEE REVENUE PER FTE		OUT-OF-STATE NET TUITION AND FEE REVENUE PER FTE		% IN-STATE NET TUITION AND FEE REVENUE	
	2021	% CHANGE SINCE 2020	2021	% CHANGE SINCE 2020	2021	CHANGE SINCE 2020
ALABAMA*	\$12,485	-2.3%	\$26,198	0.4%	44.0%	-2.7
ALASKA	\$4,504	3.2%	\$16,341	2.7%	86.9%	3.0
ARIZONA*	\$4,622	-11.4%	\$22,174	4.7%	20.6%	-2.9
ARKANSAS	\$6,629	-2.6%	\$12,537	-2.2%	59.6%	-0.6
CALIFORNIA	\$3,378	-22.2%	\$21,512	-0.1%	57.4%	-3.7
COLORADO	\$8,965	-1.5%	\$28,722	-2.3%	46.5%	0.5
CONNECTICUT*	\$7,444	-19.0%	\$17,292	-20.3%	33.8%	-1.8
DELAWARE*	\$21,768	-13.1%	\$22,851	-11.1%	36.5%	-2.3
FLORIDA	\$1,176	-9.5%	\$9,840	-5.0%	48.6%	-0.6
GEORGIA*	\$4,606	-8.7%	\$10,123	-6.6%	67.0%	-1.0
HAWAII*	\$4,750	-2.8%	\$8,624	1.0%	53.0%	0.0
IDAHO	\$8,264	8.4%	\$13,929	-3.3%	57.4%	0.9
ILLINOIS	\$8,808	-6.1%	\$14,741	-4.7%	65.3%	-0.8
INDIANA	\$7,814	0.4%	\$24,245	-0.9%	39.1%	0.0
IOWA	\$10,133	3.8%	\$21,972	-3.6%	42.7%	2.6
KANSAS	\$6,469	-5.1%	\$18,631	-5.1%	47.1%	-0.9
KENTUCKY	\$9,141	-5.8%	\$17,751	-6.8%	57.0%	-0.7
LOUISIANA*	\$5,351	0.0%	\$13,619	-23.8%	83.6%	-2.4
MAINE*	\$5,746	-2.4%	\$14,968	-7.1%	50.4%	-1.6
MARYLAND*	\$7,796	-1.8%	\$14,928	-3.4%	54.3%	0.6
MASSACHUSETTS		N/A		N/A		N/A
MICHIGAN*	\$15,171	0.0%	\$37,160	-7.1%	64.8%	1.4
MINNESOTA	\$11,463	1.1%	\$16,390	-5.6%	63.2%	0.1
MISSISSIPPI	\$8,265	-2.7%	\$12,985	-5.5%	51.3%	0.2
MISSOURI	\$9,201	-2.9%	\$9,201	-2.9%	72.8%	0.6
MONTANA	\$4,862	-3.6%	\$14,303	-2.3%	36.3%	-1.9
NEBRASKA	\$7,704	-2.0%	\$13,594	-0.7%	63.6%	0.7
NEVADA*	\$2,930	6.3%	\$5,143	6.3%	71.0%	1.9
NEW HAMPSHIRE	\$9,199	-4.9%	\$14,798	0.1%	39.7%	-0.9
NEW JERSEY	\$9,577	-1.4%	\$9,578	-1.4%	82.0%	1.0
NEW MEXICO*	\$3,438	-21.8%	\$9,742	-21.8%	53.3%	-6.9
NEW YORK	\$4,359	-23.7%	\$4,300	-23.7%	92.0%	0.0
NORTH CAROLINA	\$5,461	-2.0%	\$20,258	-5.2%	62.2%	1.7
NORTH DAKOTA		N/A		N/A		N/A
OHIO*	\$12,391	0.2%	\$12,901	0.1%	77.9%	0.5
OKLAHOMA*	\$10,301	-2.6%	\$10,304	-2.5%	77.0%	0.0
OREGON	\$8,019	0.2%	\$13,480	-5.4%	40.6%	1.1
PENNSYLVANIA		N/A		N/A		N/A
RHODE ISLAND	\$6,796	19.7%	\$14,828	14.9%	28.5%	0.0
SOUTH CAROLINA	\$9,519	-4.2%	\$22,668	-2.9%	42.4%	0.0
SOUTH DAKOTA	\$9,339	-2.2%	\$9,582	-8.3%	55.5%	0.0
TENNESSEE*	\$8,188	-3.8%	\$16,022	-10.2%	67.9%	0.9
TEXAS		N/A		N/A		0.0
UTAH	\$5,929	-9.5%	\$11,285	-14.6%	71.7%	1.0
VERMONT	\$9,508	-3.8%	\$21,327	-4.1%	23.7%	-0.5
VIRGINIA	\$8,211	-1.3%	\$22,741	2.3%	53.7%	0.1
WASHINGTON*	\$7,270	-7.4%	\$13,198	-9.9%	65.5%	1.9
WEST VIRGINIA	\$6,017	-1.2%	\$12,660	-4.9%	42.0%	0.6
WISCONSIN		N/A		N/A		N/A
WYOMING	\$1,845	-23.7%	\$5,664	-21.9%	38.8%	1.1
<b>U.S.</b>	<b>\$6,857</b>	<b>-6.3%</b>	<b>\$17,605</b>	<b>-3.6%</b>	<b>58.1%</b>	<b>-0.4</b>
D.C.	\$3,660	11.6%	\$7,700	-17.7%	54.7%	1.8

**NOTES:**

1. Net tuition and fee revenue by residency is the breakout of net tuition and fee revenue at public institutions based on state or institutional residency requirements.
2. In-state net tuition and fee revenue includes students that meet state or institutional residency requirements. Out-of-state net tuition and fee revenue includes international students and students that do not meet residency requirements.
3. Texas was unable to provide full-time equivalent (FTE) enrollment by residency and is excluded from net FTE portions of the table.
4. The State University of New York (SUNY) system did not provide a breakout of four-year tuition and fee revenue by residency. New York totals and percentages represent the City University of New York (CUNY) system only.
5. Four-year tuition and fee revenue by residency for Rhode Island includes the University of Rhode Island only (83% of the state's net tuition and fee revenue).
6. Four-year breakout of tuition and fee revenue by residency are estimates for Alabama, Arizona, Connecticut, Delaware, Georgia, Hawaii, Louisiana, Maine, Maryland, Michigan, Nevada, New Mexico, Ohio, Oklahoma, Tennessee, and Washington. These states are noted with an asterisk (\*).
7. U.S. totals exclude Massachusetts, North Dakota, Pennsylvania, and Wisconsin due to missing data. The U.S. total for in-state and out-of-state net tuition revenue per FTE excludes Texas due to missing FTE data.
8. Adjustment factors to arrive at constant dollar figures include Cost of Living Index (COLI) and Higher Education Cost Adjustment (HECA).

**SOURCE:** State Higher Education Executive Officers Association

## DISTRIBUTION OF NET TUITION AND FEE REVENUE BY RESIDENCY

In FY 2021, over half of states received more than half of their total net tuition and fee revenue from in-state students. Overall, the total percentage of tuition and fee revenue derived from all in-state student net tuition and fees was 58.2% in 2021, a 0.2 percentage point decline from FY 2020.<sup>13</sup>

- In total, 29 states and Washington, D.C., received more than half of their net tuition and fee revenue from in-state students in 2021. In 28 states and Washington, D.C., the proportion of total net tuition and fee revenue from in-state students increased in 2021 (see *Table 3*).

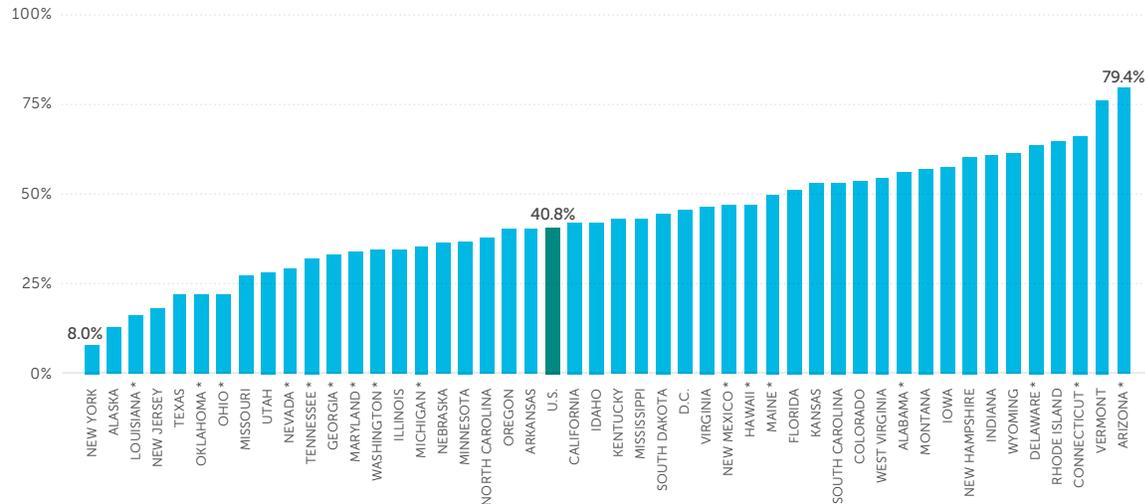
*Figure 2* shows that 40.8% of four-year public net tuition and fee revenue came from out-of-state students at the national level and that a total of 16 states derived more than 50% of their four-year net tuition and fee revenue from out-of-state students in 2021.

- In eight states, more than 60% of four-year net tuition and fee revenue came from out-of-state students. Vermont (76.3%) and Arizona (79.4%) had the highest reliance on out-of-state tuition revenue at four-year public institutions.
- Twenty-one states had below-average reliance on out-of-state net tuition and fee revenue. New York's CUNY system (8.0%), Alaska (13.1%), Louisiana (16.4%), and New Jersey (18.0%) were the only states where less than 20% of their total net tuition and fee revenue came from out-of-state students.
- In 22 states, the proportion of tuition and fee revenue from out-of-state students increased in the last year.

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13. The total percentage of tuition and fee revenue derived from in-state student tuition dollars is calculated from total in-state tuition and fee revenue from all four-year institution in-state students, not per FTE.

**FIGURE 2**  
**OUT-OF-STATE TUITION AS A PERCENTAGE OF NET TUITION AND FEE REVENUE**  
**AT FOUR-YEAR PUBLIC INSTITUTIONS BY STATE, FY 2021**



**NOTES:**

1. Net tuition and fee revenue by residency is the breakout of net tuition and fee revenue at public institutions based on state or institutional residency requirements.
2. In-state net tuition and fee revenue includes students that meet state or institutional residency requirements. Out-of-state net tuition and fee revenue includes international students and students that do not meet residency requirements.
3. The State University of New York (SUNY) system did not provide a breakout of four-year tuition and fee revenue by residency. New York totals and percentages represent the City University of New York (CUNY) system only. Four-year tuition and fee revenue by residency for Rhode Island includes the University of Rhode Island only (83% of the state's net tuition and fee revenue). Four-year breakout of tuition and fee revenue by residency are estimates for Alabama, Arizona, Connecticut, Delaware, Georgia, Hawaii, Louisiana, Maine, Maryland, Michigan, Nevada, New Mexico, Ohio, Oklahoma, Tennessee, and Washington. These states are noted with an asterisk (\*). U.S. totals exclude Massachusetts, North Dakota, Pennsylvania, and Wisconsin due to missing data.

**SOURCE:** State Higher Education Executive Officers Association

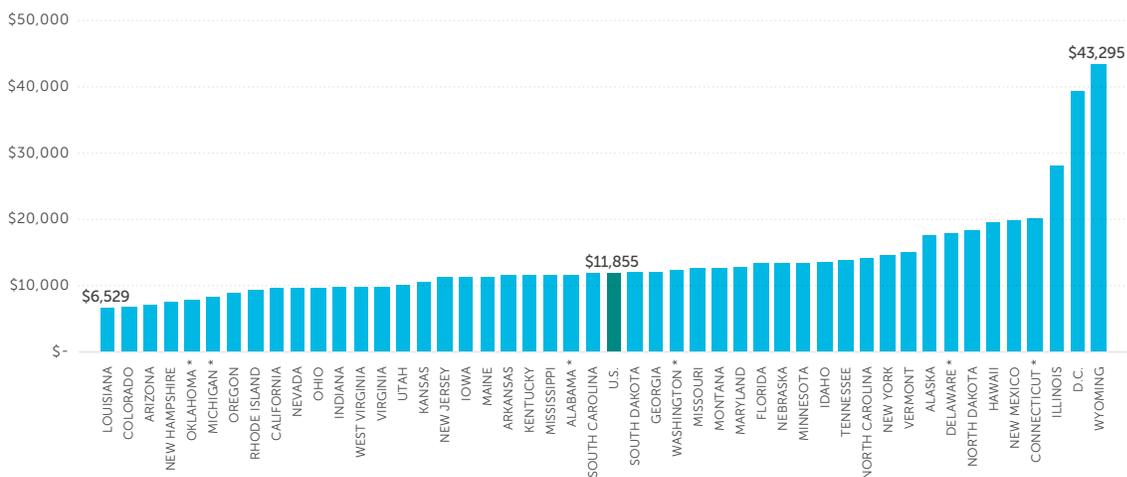
## STATE FUNDING FOR IN-STATE STUDENTS

As previously discussed, the SHEF data collection did not include state and local funding broken out by residency. Instead, this section provides a conceptual analysis wherein we assume that all state and local funding supports in-state students. Some states intentionally fund only resident students, but others include nonresident students in their funding allocations. Still, state funding for in-state students is a useful measure to understand how each state contributes to and supports higher education for state residents. This section begins with four-year education appropriations, a measure of state and local funding for public institutions net of research, agricultural extension, and medical funding. Federal stimulus funding allocated by states and used for four-year general operating is included. Next, this section focuses on two subcomponents of education appropriations: general public operating appropriations, which flow directly to public four-year institutions, and state public financial aid, which is awarded to students attending four-year public institutions.

## EDUCATION APPROPRIATIONS FOR RESIDENT FTE ENROLLMENT

In FY 2021, states averaged \$11,855 in four-year education appropriations per in-state resident FTE (Figure 3). However, this U.S. average excludes Massachusetts, Pennsylvania, Texas, and Wisconsin. States ranged widely in their per-resident FTE calculations, from less than \$7,000 per FTE in Louisiana (\$6,529) and Colorado (\$6,824) to over \$20,000 per FTE in Connecticut (\$20,160), Illinois (\$28,116),<sup>14</sup> Washington, D.C. (\$39,283), and Wyoming (\$43,295).

**FIGURE 3**  
**EDUCATION APPROPRIATIONS PER IN-STATE RESIDENT FTE ENROLLMENT AT FOUR-YEAR PUBLIC INSTITUTIONS BY STATE, FY 2021**



### NOTES:

1. Education appropriations are a measure of state and local support available for public higher education operating expenses and student financial aid, excluding appropriations for research, hospitals, and medical education. Sector-level education appropriations include any portion of federal stimulus funding allocated specifically to each sector, but exclude state agency funding.
2. In-state FTE includes students that meet state or institutional residency requirements. Out-of-state FTE includes international students and students that do not meet residency requirements.
3. Four-year FTE enrollment by residency are estimates for Alabama, Connecticut, Delaware, Michigan, Oklahoma, and Washington. These states are noted with an asterisk (\*). Massachusetts, Pennsylvania, Texas, and Wisconsin were unable to provide residency breakdowns for four-year FTE enrollment and are excluded from this figure.
4. Adjusted to account for interstate differences using the Cost of Living Index (COLI). The COLI is not a measure of inflation over time.

**SOURCE:** State Higher Education Executive Officers Association

14. A large portion of education appropriations in Illinois is not available for operations at public institutions. See the [Illinois State Spotlight](#) in the 2021 SHEF report to learn more.

## GENERAL PUBLIC OPERATING FOR RESIDENT FTE ENROLLMENT

On average, public four-year institutions received \$9,791 in general public operating appropriations from states in 2021 (*Table 4*). General operating appropriations are education appropriations net of local appropriations, state public financial aid, and federal stimulus funding. Two states provided less than \$5,000 in public four-year general operating appropriations for resident students: Colorado (\$2,135)<sup>15</sup> and Louisiana (\$3,109). On the other hand, two states, Illinois (\$26,075) and Wyoming (\$27,895), provided more than \$20,000 per resident FTE student in 2021. Washington, D.C., provided the highest amount, \$30,593 per resident FTE student.

## STATE PUBLIC FINANCIAL AID FOR RESIDENT FTE ENROLLMENT

Although some state public financial aid dollars are awarded to nonresident students, we provide state public financial aid for resident FTE enrollment as a benchmark of how well states support their resident FTE population, on average. In many states, the bulk of their financial aid awards goes to in-state residents. On average, states provided \$1,642 in state public financial aid per resident FTE enrollment in FY 2021 (*Table 4*). Michigan provided the smallest amount of financial aid (\$17), although this was based on an estimate of in-state and out-of-state FTE proportions. Two additional states provided less than \$100 in resident financial aid—New Hampshire (\$61) and Arizona (\$98). Wyoming provided the highest state public financial aid per resident FTE, at \$4,192. Three other states, Georgia (\$3,461), South Carolina (\$3,455), and Tennessee (\$3,374), awarded more than \$3,000 per resident FTE in state public financial aid in 2021.

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15. Colorado's general public operating appropriations are unusually low because in FY 2021, 42.1% of the state's education appropriations came from federal stimulus funding (not included in general public operating). Colorado's state funding is expected to increase substantially in FY 2022.

**TABLE 4**
**FOUR-YEAR STATE FUNDING PER IN-STATE RESIDENT FTE BY STATE, FY 2021 (ADJUSTED)**

	FOUR-YEAR EDUCATION APPROPRIATIONS PER RESIDENT FTE		FOUR-YEAR GENERAL PUBLIC OPERATING PER RESIDENT FTE		FOUR-YEAR STATE PUBLIC FINANCIAL AID PER RESIDENT FTE	
	2021	INDEX TO U.S. AVERAGE	2021	INDEX TO U.S. AVERAGE	2021	INDEX TO U.S. AVERAGE
ALABAMA*	\$11,690	0.99	\$11,102	1.13	\$588	0.36
ALASKA	\$17,691	1.49	\$15,812	1.61	\$804	0.49
ARIZONA	\$7,020	0.59	\$5,769	0.59	\$98	0.06
ARKANSAS	\$11,553	0.97	\$9,304	0.95	\$1,914	1.17
CALIFORNIA	\$9,520	0.80	\$7,395	0.76	\$2,125	1.29
COLORADO	\$6,824	0.58	\$2,135	0.22	\$1,223	0.74
CONNECTICUT*	\$20,160	1.70	\$19,628	2.00	\$532	0.32
DELAWARE*	\$17,856	1.51	\$13,582	1.39	\$1,310	0.80
FLORIDA	\$13,316	1.12	\$10,465	1.07	\$2,851	1.74
GEORGIA	\$12,124	1.02	\$8,639	0.88	\$3,461	2.11
HAWAII	\$19,646	1.66	\$19,335	1.97	\$138	0.08
IDAHO	\$13,497	1.14	\$12,768	1.30	\$595	0.36
ILLINOIS	\$28,116	2.37	\$26,075	2.66	\$1,762	1.07
INDIANA	\$9,731	0.82	\$7,704	0.79	\$2,028	1.23
IOWA	\$11,326	0.96	\$11,190	1.14	\$100	0.06
KANSAS	\$10,499	0.89	\$8,107	0.83	\$268	0.16
KENTUCKY	\$11,572	0.98	\$8,421	0.86	\$2,087	1.27
LOUISIANA	\$6,529	0.55	\$3,109	0.32	\$2,866	1.74
MAINE	\$11,411	0.96	\$10,004	1.02	\$594	0.36
MARYLAND	\$12,885	1.09	\$12,005	1.23	\$610	0.37
MASSACHUSETTS		N/A		N/A		N/A
MICHIGAN*	\$8,405	0.71	\$8,388	0.86	\$17	0.01
MINNESOTA	\$13,412	1.13	\$10,733	1.10	\$1,286	0.78
MISSISSIPPI	\$11,640	0.98	\$9,225	0.94	\$887	0.54
MISSOURI	\$12,512	1.06	\$9,920	1.01	\$789	0.48
MONTANA	\$12,688	1.07	\$10,823	1.11	\$130	0.08
NEBRASKA	\$13,361	1.13	\$12,963	1.32	\$398	0.24
NEVADA	\$9,593	0.81	\$7,450	0.76	\$2,129	1.30
NEW HAMPSHIRE	\$7,530	0.64	\$5,199	0.53	\$61	0.04
NEW JERSEY	\$11,290	0.95	\$9,478	0.97	\$1,728	1.05
NEW MEXICO	\$19,861	1.68	\$19,514	1.99	\$221	0.13
NEW YORK	\$14,452	1.22	\$12,698	1.30	\$1,581	0.96
NORTH CAROLINA	\$14,081	1.19	\$13,340	1.36	\$741	0.45
NORTH DAKOTA	\$18,305	1.54	\$16,917	1.73	\$1,208	0.74
OHIO	\$9,656	0.81	\$8,084	0.83	\$510	0.31
OKLAHOMA*	\$7,784	0.66	\$6,570	0.67	\$1,214	0.74
OREGON	\$8,878	0.75	\$8,095	0.83	\$756	0.46
PENNSYLVANIA		N/A		N/A		N/A
RHODE ISLAND	\$9,435	0.80	\$8,031	0.82	\$295	0.18
SOUTH CAROLINA	\$11,709	0.99	\$5,930	0.61	\$3,455	2.10
SOUTH DAKOTA	\$12,014	1.01	\$11,081	1.13	\$624	0.38
TENNESSEE	\$13,802	1.16	\$10,317	1.05	\$3,374	2.05
TEXAS		N/A		N/A		N/A
UTAH	\$10,136	0.86	\$9,789	1.00	\$347	0.21
VERMONT	\$14,958	1.26	\$9,012	0.92	\$874	0.53
VIRGINIA	\$9,895	0.83	\$8,401	0.86	\$1,417	0.86
WASHINGTON*	\$12,435	1.05	\$9,491	0.97	\$2,810	1.71
WEST VIRGINIA	\$9,770	0.82	\$7,434	0.76	\$2,336	1.42
WISCONSIN		N/A		N/A		N/A
WYOMING	\$43,295	3.65	\$27,895	2.85	\$4,192	2.55
<b>U.S.</b>	<b>\$11,855</b>	<b>1.00</b>	<b>\$9,791</b>	<b>1.00</b>	<b>\$1,642</b>	<b>1.00</b>
D.C.	\$39,283	3.31	\$30,593	3.12	\$983	0.60

**NOTES:**

1. Education appropriations are a measure of state and local support available for public higher education operating expenses and student financial aid, excluding appropriations for research, hospitals, and medical education. Sector-level education appropriations include any portion of federal stimulus funding allocated specifically to each sector, but exclude state agency funding.
2. State public operating appropriations are a measure of state support directly allocated to public two- and four-year institutions. State public operating excludes local appropriations, agency funding, RAM, and student financial aid.
3. State public financial aid is any state appropriated student financial aid for public institutions, excluding loans and aid for students attending medical schools. For many states, it includes aid for both tuition costs and living expenses.
4. In-state FTE includes students that meet state or institutional residency requirements. Out-of-state FTE includes international students and students that do not meet residency requirements.
5. Four-year FTE enrollment by residency are estimates for Alabama, Connecticut, Delaware, Michigan, Oklahoma, and Washington. These states are noted with an asterisk (\*).
6. Massachusetts, Pennsylvania, Texas, and Wisconsin were unable to provide residency breakdowns for four-year FTE enrollment and are excluded from this table.
7. Adjusted to account for interstate differences using the Cost of Living Index (COLI). The COLI is not a measure of inflation over time.

**SOURCE:** State Higher Education Executive Officers Association

## CONCLUSION

This report found that over three-quarters (77.3%) of four-year students attended colleges within their state of residence in 2021. Three states (Delaware, North Dakota, and Vermont) enrolled more out-of-state students than in-state resident students at four-year public institutions in 2021. On the other hand, Alaska, Louisiana, and New York's CUNY system enrolled 90% or more in-state residents.

Although nonresident students made up only 22.4% of four-year FTE enrollment, more than one third (40.8%) of net tuition and fee revenue at public institutions came from nonresident students in 2021. Additionally, in 16 states, more than half of tuition and fee revenue was collected from nonresident students. Arizona and Vermont relied on nonresident students for more than 75% of their tuition and fee revenue.

The data presented in this report are a snapshot of FTE enrollment, net tuition and fee revenue, and state support for resident and nonresident students across two unique years. Fiscal years 2020 and 2021 were a tumultuous time for U.S. higher education, as enrollment declined substantially during the COVID-19 pandemic.<sup>16</sup> Both in-state (0.8%) and out-of-state (1.7%) four-year net FTE enrollment declined in 2021; however, the steeper decline in out-of-state enrollment may be an indication that students were hesitant to enroll, or maintain enrollment, in out-of-state institutions during the pandemic.

Meanwhile, public four-year institutions have become more reliant on nonresident tuition and fees to increase their revenues,<sup>17</sup> meaning institutional budgets are affected by declines in both in-state and out-of-state enrollment trends. Overall, in-state tuition and fee revenue took a harder year-over-year hit than revenue from out-of-state students in 2021, with a 6.3% decline from 2020. However, if out-of-state enrollment continues to decline, this will have a greater real dollar impact on public institutions' budgets. In FY 2021, in-state per FTE tuition and fee revenue decreased by \$462, while out-of-state tuition and fee revenue decreased by \$649 per FTE. As institutions return to pre-pandemic operations, SHEEO will continue to collect residency data and analyze these trends.

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Suggested citation:

Laderman, S., & Kunkle, K. (2023). SHEF FY 2021 Report: Student Residency in Higher Education Finance. State Higher Education Executive Officers Association.

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