

# HOUSE BILL 2787 (2013): Tuition Equity at Oregon Public Universities



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## PREFACE

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In 2013, the Oregon Legislative Assembly passed House Bill 2787 (Oregon Revised Statute 352.287) to expand access to in-state resident tuition and fee rates to certain noncitizens and veterans. The program, known as, “Tuition Equity,” applies to both undergraduate and graduate students who are:

Not citizens or lawful permanent residents of the United States or who are financially dependent upon a person who is not a citizen or a lawful permanent resident of the United States and

Citizens or lawful permanent residents of the United States and who resided outside of Oregon while serving in the Armed Forces of the United States

The statute requires an annual report to the Legislature that includes the number of students who applied and were accepted into public universities under the program and the financial impact on the universities of the program. Due to a staffing shortage, HECC’s Office of Research and Data did not produce the annual report due in 2021. Therefore, this report combines two years, 2019-2020 and 2020-2021, to satisfy the statute requirements. The report should be of interest to Legislators and the Governor, to students, to leadership and staff at Oregon’s public universities, and to policymakers and scholars in the fields of postsecondary education, especially as it relates to immigrants and veterans.

In the context of this report, we note that Oregon’s public universities offer veterans other tuition-related programs in addition to the Tuition Equity program. Some of these programs are unique to the university, some are based on state legislation enacted prior to the 2013 House Bill 2787, and others are national programs. The same can be true for noncitizens eligible to receive the Tuition Equity benefit.

As the single state entity responsible for ensuring pathways to higher educational success for Oregonians statewide, the HECC sets state policy and funding strategies, administers numerous programs and over \$2.5 billion annually of public funding, and convenes partners working across the public and private higher education arena to achieve state goals. More information about HECC can be found at [www.oregon.gov/highered](http://www.oregon.gov/highered). Questions about the HECC should be directed to [info.HECC@state.or.us](mailto:info.HECC@state.or.us), and questions about this report should be directed to the Director of the Office of Research and Data, Amy Cox, at [amy.cox@state.or.us](mailto:amy.cox@state.or.us).

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## EXECUTIVE SUMMARY

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In 2013, the Oregon Legislature passed House Bill 2787 (Oregon Revised Statute 352.287) to extend access to in-state resident tuition and fee rates to two groups of students, certain noncitizens and military veterans. The program, known as, “Tuition Equity,” applies to both undergraduate and graduate students who are:

- Not citizens or lawful permanent residents of the United States or who are financially dependent upon a person who is not a citizen or a lawful permanent resident of the United States and
- Citizens or lawful permanent residents of the United States and who resided outside of Oregon while serving in the Armed Forces of the United States

In both 2019-20 and 2020-21, each of the seven public universities enrolled students under the program. In 2019-20, 903 undergraduate students and 65 graduate students were in the program. During 2020-21, 844 undergraduates and 74 graduate students received Tuition Equity benefits. These students represent approximately one percent of all Oregon resident admitted students at the universities each year.

Students granted Tuition Equity may have enrolled in a public university primarily because the program provided a financial means to do so, or they may still have enrolled in the public university even if the program did not exist. The financial impact of the Tuition Equity program for the public universities may thus be positive, negative, or both. There can be a fiscal benefit from increased enrollment, if students in the program enrolled at the university because of the program, and there can be a fiscal cost associated with the difference between resident and nonresident tuition, if students in the program would have enrolled at the university even without the program.

The maximum possible benefit to the institutions totaled \$8,805,504 in 2020-21, statewide, and represents the total potential revenue institutions would have received if all students in the program enrolled because it provided a means to do so. The maximum possible cost to the institutions totaled \$14,401,295 and represents the total difference between resident and nonresident tuition and fee rates if all students in the program would still have enrolled (and paid nonresident rates) without the program. In addition to these impacts, the program has significant fiscal impacts on students’ budgets. In 2020-21, a full-time undergraduate would save \$12,690 to \$25,452 per year, depending on the institution. The number of students in the program make the potential impacts relatively small for institutions compared to the relatively large and quite meaningful impacts for the students served.

# INTRODUCTION

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## BACKGROUND

In 2013, the Oregon Legislature passed House Bill 2787 (subsequently yielding Oregon Revised Statute, ORS, 352.287) that expanded access to in-state resident tuition and fees to two groups of students: (1) individuals who are not citizens or lawful permanent residents of the United States or who are financially dependent upon a person who is not a citizen or a lawful permanent resident of the United States and (2) individuals who are citizens or lawful permanent residents of the United States and who resided outside of Oregon while serving in the Armed Forces of the United States. This program exempting these groups of students from paying nonresident tuition and fees is known as “Tuition Equity.”

The exemption from paying nonresident tuition and fees applies to both undergraduate and graduate students. If eligible for the program, students are allowed the exemption for up to five years from initial enrollment at an Oregon public university, including transfers to another public university.

For noncitizens and their dependents, eligibility criteria are:

- High school diploma from an Oregon high school, or high school equivalency completed in Oregon
- Attendance at an Oregon elementary, middle, or high school for each of the three years immediately preceding high school completion
- Attendance at a U.S. elementary, middle, or high school for each of the five years immediately preceding high school completion
- Demonstrated intent to become a lawful permanent resident or citizen of the United States

The Tuition Equity program allows eligible veterans to pay Oregon resident tuition without having to re-establish Oregon residency. Eligible veterans for the Tuition Equity program can also be eligible for other veteran programs. It is important to note that two of these veteran programs also offer resident tuition and fees for nonresident veterans: Oregon’s Nonresident Veteran Tuition Benefits referenced in [ORS 350.290](#) and the federal [Yellow Ribbon Veteran program](#). The criteria for eligibility to receive resident tuition rates in Oregon’s public universities are similar for all three programs. Figure 1 below identifies the eligibility requirements for the three veteran programs.

Tuition Equity Program for Veterans	Nonresident Tuition Veteran Benefits Program	USA Yellow Ribbon Veteran Program
<ul style="list-style-type: none"> <li>•Served in the U.S. Armed Forces with an honorable or general discharge;</li> <li>•High school diploma from an Oregon high school, or high school equivalency completed in Oregon</li> <li>•Attendance at an Oregon elementary, middle, or high school for each of the three years immediately preceding high school completion</li> <li>•Attendance at a U.S. elementary, middle, or high school for each of the five years immediately preceding high school completion</li> </ul> <p>(Oregon Revised Statute 352.287)</p>	<ul style="list-style-type: none"> <li>•Served in the U.S. Armed Forces of the United States with an honorable or general discharge and establishes a physical presence in Oregon within 12 months of enrollment; and</li> <li>•Was a resident of Oregon within the previous five years who left the state to serve in the military; or</li> <li>•Was a resident of Oregon more than five years ago who left the state to serve in the military and never established residency in another state</li> </ul> <p>(Oregon Revised Statute 350.290)</p>	<ul style="list-style-type: none"> <li>•Served at least 36 months on active duty (either all at once or with breaks in service) and were honorably discharged <b>or</b></li> <li>•Received a Purple Heart on or after September 11, 2001, and were honorably discharged after any amount of service, <b>or</b></li> <li>•Served for at least 30 continuous days (all at once, without a break) on or after September 11, 2001, and were discharged or released from active duty for a service-connected disability, <b>or</b></li> <li>•A dependent child using benefits transferred by a Veteran, <b>or</b></li> <li>•A Fry Scholar (eligible for the Yellow Ribbon Program on or after August 1, 2018).</li> </ul>

**Figure 1. Eligibility Requirements for Veteran’s Programs that Offer Resident Tuition and Fee Rates for Nonresident Veterans**

Because of these overlapping criteria and benefits across the multiple veteran’s tuition programs as shown in Figure 1, previous Tuition Equity reports submitted to the Oregon Legislature undercounted the veterans served by the Tuition Equity program in some years. Specifically, Oregon State University and Portland State University updated their processes to prioritize the Tuition Equity program (Oregon Revised Statute 352.287). This report, especially *Figure 2. Tuition Equity Participation, 2013-14 through 2020-21*, shows the updated numbers since the Tuition Equity program has been in effect. The universities will benefit from continued State guidance on whether one program should be prioritized over another when the benefit is the same.



## ANNUAL REPORT

The statute requires a report be submitted annually to the Legislature that details: (a) the number of students who applied and were accepted into public universities under the provisions of this Legislation and (b) the financial impact on the universities of this program. The Higher Education Coordinating Commission (HECC), as the entity that coordinates postsecondary education and training across the state, has received responsibility for completing this report.

## PREVIOUS FINDINGS

The 2020 annual report on the Tuition Equity program found statewide growth in the number of students participating in the program, from 2013-14 to 2018-19, with all seven public universities participating. Undergraduate students comprised the majority of students in the program, as they do with the student body overall. The total number of undergraduate students participating in Tuition Equity (918 students in 2018-19) represented one percent of the total statewide undergraduate student headcount. Thus, the program was found to provide strong impacts in terms of personal cost savings for the students receiving the tuition exemption, but these students represent a very small numerical subgroup to institutions.

Still, the program was found to have financial impacts to the public universities. As the prior report discussed, Tuition Equity yields two potential fiscal impacts to the institutions: (1) a fiscal benefit from increased enrollment (i.e., these students may not have otherwise enrolled at the institution if not for the financial benefit of the program) and (2) a fiscal cost associated with the difference between resident and nonresident tuition for the Tuition Equity students.

With the available data, we cannot ascertain whether students granted Tuition Equity would still have enrolled in the public university without the program or whether they enrolled in the public university primarily because the program provided a means to do so. Without the program, students may have paid nonresident tuition at the public university, may have enrolled in an institution that had easier or no residency requirements instead of a public university, or may not have enrolled in postsecondary education at all.<sup>1</sup> Therefore, the financial impact to the public universities may be positive, negative, or both.

## DATA & METHODS

This year's report examines the use and impact of the Tuition Equity program during both academic years 2019-20 and 2020-21. Specifically, we show:

- The number of students participating in Tuition Equity

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<sup>1</sup> As Perez (2007) notes, many students are not aware of their undocumented status until they face a structural constraint, such as being unable to secure a job or internship or when applying to college. Facing this constraint could force children of immigrants in particular to choose the most affordable postsecondary option. (Perez, W. (2009). *We are Americans: Undocumented students pursuing the American dream*. Stylus Publishing, LLC.)

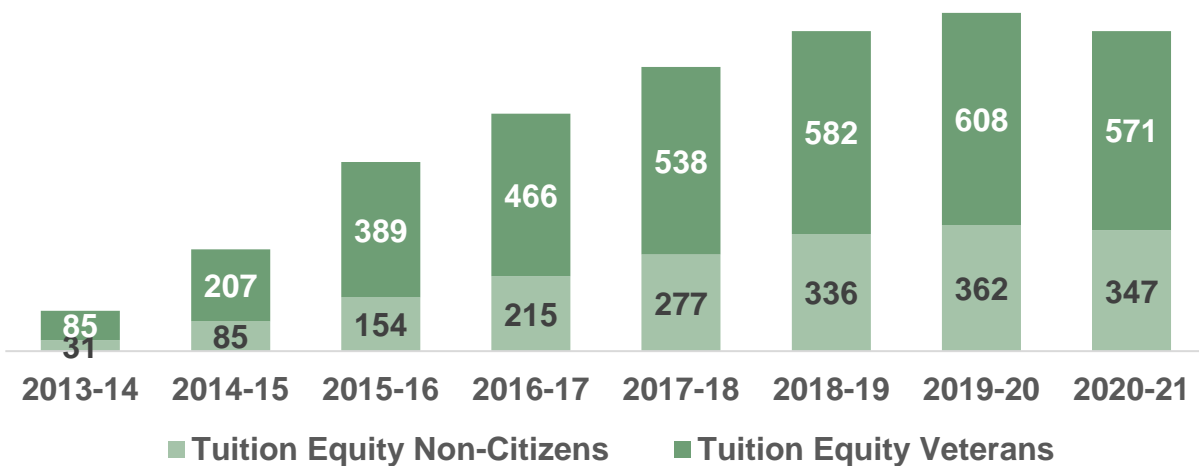
- The savings per student for those participating in Tuition Equity
- The financial impacts of Tuition Equity on the institutions

We draw on two sources of data to measure these metrics: (1) student records submitted to the HECC by the individual institutions and (2) tuition and fees information published by each institution. Together, we use these data and measures to demonstrate the use and impact of the Tuition Equity program during academic years 2019-20 and 2020-2021.

## USE & IMPACT OF TUITION EQUITY

### STUDENT ACCESS & FINANCIAL IMPACT

During academic year 2019-20, a total of 970 students participated in Tuition Equity across the Oregon public universities. This is an increase of 52 students, or roughly 6 percent, over 2018-19 and represents the latest in a steady increase of students in the program since its inception (Figure 2). However, there was a decline in the number of students benefiting from the Tuition Equity program in 2020-21, most likely due to the impact of the COVID-19 pandemic on patterns of enrollment in universities. Despite that, during the first seven years of the program, the number of students in both the Tuition Equity for Noncitizens program and the Tuition Equity for Veterans program have risen steadily.



**Figure 2. Tuition Equity Participation, 2013-14 through 2020-21.**

Source: HECC analysis of student records.

As in previous years, undergraduate students made up the vast majority of those participating in the program in 2019-20, totaling 903 of the 970 students in the program (Table 1) and in 2020-

21, totaling 844 of the 918 students in the program. Just over a third of the undergraduates, 342 students, utilized the Tuition Equity for Noncitizens program, and the remaining 561 undergraduates utilized the Tuition Equity for Veterans program. In 2020-21, five percent fewer students utilized the Tuition Equity for Noncitizens program and seven percent fewer students utilized the Tuition Equity for Veterans program (Table 2).

In comparison, only 18 graduate students participated in the Tuition Equity for Noncitizens program and 47 graduate students participated in Tuition Equity for Veterans in 2019-2020, representing less than 1 percent of all resident graduate students. Slightly more graduate students took advantage of the Tuition Equity program in 2020-21: 23 graduate students participated in the Tuition Equity for Noncitizens program and 51 graduate students participated in Tuition Equity for Veterans.

Not all students receiving Tuition Equity attended full-time. Among undergraduate Tuition Equity students, the full-time equivalent (FTE) among noncitizens was 253 and among veterans was 445, for a total of 698 FTE in 2019-20, and among noncitizens was 229, and among veterans was 420, for a total of 649 FTE in 2020-21. Among graduate students, FTE among noncitizens was 18 and among veterans was 47, for a total of 65 FTE in 2020-21. (See Table 1 and Table 2.)

All seven public universities enrolled undergraduate students who participated in Tuition Equity for Noncitizens as well as Tuition Equity for Veterans in 2019-20 and 2020-21. Due to the small numbers of graduate students participating in Tuition Equity and to protect student identity, we do not break out the graduate student totals by institution. However, six of seven public universities enrolled graduate students in either Tuition Equity for Noncitizens or Tuition Equity for Veterans in 2020-2021, an increase of one public university since 2019-2020.

**Table 1. Tuition Equity Participation, 2019-20**

	<b>Tuition Equity for Noncitizens (Headcount)</b>	<b>Tuition Equity for Veterans (Headcount)</b>	<b>Tuition Equity for Noncitizens (FTE)</b>	<b>Tuition Equity for Veterans (FTE)</b>
<b>Undergraduate</b>	<b>342</b>	<b>561</b>	<b>253</b>	<b>445.0</b>
<b>EOU</b>	10	34	4.9	15.0
<b>OIT</b>	15	70	10.3	55.0
<b>OSU</b>	47	202	37.8	160
<b>PSU</b>	149	50	108.8	37
<b>SOU</b>	10	24	7.0	17.8
<b>UO</b>	44	152	32.0	135.2
<b>WOU</b>	67	29	51.7	25.2
<b>Graduate</b>	<b>18</b>	<b>47</b>	<b>15.5</b>	<b>44.4</b>

Source: HECC analysis of student records.

Notes: To protect student confidentiality, the number of graduate students participating in Tuition Equity are not shown separately by institution.

**Table 2. Tuition Equity Participation, 2020-21**

	<b>Tuition Equity for Noncitizens (Headcount)</b>	<b>Tuition Equity for Veterans (Headcount)</b>	<b>Tuition Equity for Noncitizens (FTE)</b>	<b>Tuition Equity for Veterans (FTE)</b>
<b>Undergraduate</b>	<b>324</b>	<b>520</b>	<b>229</b>	<b>420.1</b>
<b>EOU</b>	7	16	4.2	8.4
<b>OIT</b>	13	81	9.0	63.0
<b>OSU</b>	45	187	31.4	154.1
<b>PSU</b>	143	49	96.1	38.6
<b>SOU</b>	7	11	5.2	6.8
<b>UO</b>	38	146	32.0	128.7
<b>WOU</b>	71	30	50.7	20.5
<b>Graduate</b>	<b>23</b>	<b>51</b>	<b>17.7</b>	<b>47.4</b>

Source: HECC analysis of student records.

Notes: To protect student confidentiality, the number of graduate students participating in Tuition Equity are not shown separately by institution.

Undergraduate students participating in Tuition Equity experience considerable savings on their postsecondary costs (Table 3), ranging from \$12,645 to \$23,895 in 2019-20 and \$12,690 to \$26,044 in 2020-21 (based on FTE and assuming enrollment of 15 credits per term). For students enrolled for five years (the maximum length of the Tuition Equity program), total savings range from \$63,450 to \$130,219 in 2020-21. It is important to note that the median time to degree among both veterans and noncitizens receiving Tuition Equity benefits is four years, yielding a savings range from \$50,760 to \$101,809 in 2020-21. These savings are substantial for all Tuition Equity participants, though particularly so for students participating in Tuition Equity for Noncitizens who are often not eligible for federal student aid.

**Table 3. Undergraduate Tuition & Fees at Oregon Public Universities, 2019-20**

	<b>Resident Tuition + Fees</b>	<b>Nonresident Tuition + Fees</b>	<b>Tuition Equity Savings Per Student</b>
EOU	\$ 9,101	\$ 21,746	\$ 12,645
OIT	\$ 10,718	\$ 29,870	\$ 19,152
OSU	\$ 11,715	\$ 31,215	\$ 19,500
PSU	\$ 9,578	\$ 28,410	\$ 18,833
SOU	\$ 10,479	\$ 26,814	\$ 16,335
UO	\$ 12,720	\$ 36,615	\$ 23,895
WOU	\$ 9,768	\$ 27,678	\$ 17,910

Source: HECC analysis of student records.

Notes: Tuition and fees reflect base tuition and enrollment in 15 credits per term for fall, winter, and spring terms.

**Table 4. Undergraduate Tuition & Fees at Oregon Public Universities, 2020-21**

	<b>Resident Tuition + Fees</b>	<b>Nonresident Tuition + Fees</b>	<b>Tuition Equity Savings Per Student</b>
EOU	\$ 9,502.50	\$ 22,192.50	\$ 12,690
OIT	\$ 11,268.90	\$ 31,378.95	\$ 20,110
OSU	\$ 12,503.13	\$ 33,188.13	\$ 20,685
PSU	\$ 10,112.25	\$ 29,001.00	\$ 18,889
SOU	\$ 10,917.00	\$ 28,197.00	\$ 17,280
UO	\$ 13,856.16	\$ 39,308.40	\$ 25,452
WOU	\$ \$10,194.00	\$ 29,004.00	\$ 18,810

Source: HECC analysis of student records.

Notes: Tuition and fees reflect base tuition and enrollment in 15 credits per term for fall, winter, and spring terms.

Savings for graduate students are also considerable though not as large (Table 5 and Table 6), ranging from \$3,546 to \$13,851 per academic year (based on FTE and assuming enrollment of 12 credits per term). Estimating the total savings for graduate students is more difficult than for undergraduates, as graduate programs vary considerably in length. However, for a two-year master's program, Tuition Equity yields a total savings of \$7,092 to \$27,702.

**Table 5. Graduate Tuition & Fees at Oregon Public Universities, 2019-20**

	<b>Resident Tuition + Fees</b>	<b>Nonresident Tuition + Fees</b>	<b>Tuition Equity Savings Per Student</b>
EOU	\$ 15,158	\$ 18,704	\$ 3,546
OIT	\$ 18,087	\$ 29,044	\$ 10,957
OSU	\$ 15,569	\$ 29,420	\$ 13,851
PSU	\$ 17,124	\$ 25,296	\$ 8,172
SOU	\$ 19,002	\$ 22,314	\$ 3,312
UO	\$ 17,238	\$ 29,091	\$ 11,853
WOU	\$ 17,148	\$ 27,192	\$ 10,044

Source: HECC analysis of student records.

Notes: Tuition and fees reflect base tuition and enrollment in 12 credits per term for fall, winter, and spring terms.

In 2020-21, the savings among graduate students who participated in Tuition Equity ranged from \$0 to \$13,851 per academic year (based on FTE and assuming enrollment of 12 credits per term). We note that in 2020-21, Eastern Oregon University removed the differential tuition based on residency for graduate students. While it is difficult to estimate the total savings for graduate students, the Tuition Equity program saved eligible graduate students between \$0 to \$27,702 over two years.

**Table 6. Graduate Tuition & Fees at Oregon Public Universities, 2020-21**

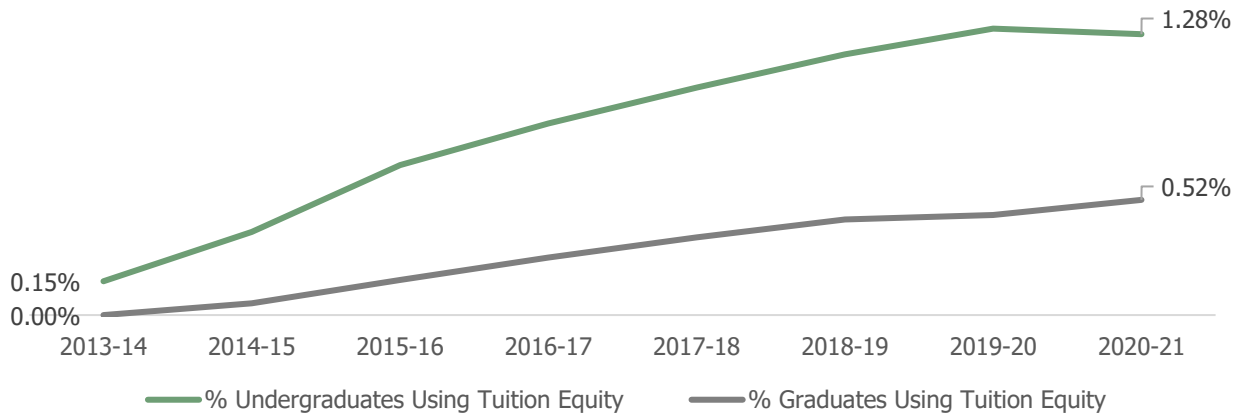
	<b>Resident Tuition + Fees</b>	<b>Nonresident Tuition + Fees</b>	<b>Tuition Equity Savings Per Student</b>
EOU	\$ 17,550.00	\$ 17,550.00	\$ -
OIT	\$ 19,007.10	\$ 30,511.62	\$ 11,505
OSU	\$ 15,569.13	\$ 29,420.13	\$ 13,851
PSU	\$ 17,625.00	\$ 25,797.00	\$ 8,172
SOU	\$ 19,773.00	\$ 23,445.00	\$ 3,672
UO	\$ 17,787.75	\$ 29,991.75	\$ 12,204
WOU	\$ 17,970.00	\$ 28,518.00	\$ 10,548

Source: HECC analysis of student records.

Notes: Tuition and fees reflect base tuition and enrollment in 12 credits per term for fall, winter, and spring terms.

### FINANCIAL IMPACT ON INSTITUTIONS

Across all seven universities and including both undergraduate and graduate students, the Tuition Equity program had a maximum potential cost of \$14,725,146 in 2019-20 and a maximum potential benefit of \$8,817,349. In 2020-21, the impacts of Tuition Equity are a maximum potential cost of \$14,401,295 and a maximum potential benefit of \$8,805,504. While both the negative and financial impacts are sizeable, each amount represents tuition and fee differences from roughly one percent of the resident undergraduate and graduate students enrolled at the public universities, albeit that has been increasing steadily for both undergraduates and graduate students. See Figure 3.



**Figure 3. Percentage of Admitted Students at Oregon’s Public Universities Using Tuition Equity by Year and Student Level, 2013-14 through 2020-21**

To assess financial impact, we calculated the difference between total resident and nonresident tuition and fees for students participating in Tuition Equity (FTE) by institution. The total potential cost would be realized if all students in the program would have enrolled in the public universities even without the program, paying nonresident tuition. Table 7 shows the maximum

potential cost to the universities of the Tuition Equity program for undergraduate students. This cost ranged from \$251,214 to \$3,995,775 in 2019-20 and from \$160,740 to \$4,089,327 (Table 8). This large range is due to the difference in tuition and fees as well as the variation in the number of Tuition Equity students enrolled at each institution. Statewide, the maximum potential cost for undergraduate Tuition Equity in 2019-20 is \$13,999,568 and in 2020-21 is \$13,624,893.

However, some or all of these students may not have enrolled in these institutions without the Tuition Equity program. The program may also attract students to the universities that results in institutions receiving a financial benefit from the program. The maximum potential benefit of the program from undergraduate students ranged from \$180,797 to \$2,127,067 across the institutions, or \$7,826,873 statewide in 2019-20 (Table 7). In 2020-21, the maximum potential benefit ranged from \$120,365 to \$2,226,223 across the institutions, or \$7,695,536 statewide (Table 8). The total potential benefit would be realized if all students in the program enrolled in the public universities primarily because they were able to pay resident tuition rates.

**Table 7. Cost of Undergraduate Students Receiving Tuition Equity at Public Universities, 2019-20**

	<b>Tuition Equity for Noncitizens (FTE)</b>	<b>Tuition Equity for Veterans (FTE)</b>	<b>Total Resident Tuition + Fees, Maximum Fiscal Benefit</b>	<b>Total Nonresident Tuition + Fees</b>	<b>Maximum Fiscal Cost to Institutions</b>
EOU	4.9	15.0	\$ 180,797	\$ 432,011	\$ (251,214)
OIT	10.3	55.0	\$ 699,982	\$ 1,950,849	\$ (1,250,868)
OSU	37.8	160.0	\$ 2,411,083	\$ 6,387,310	\$ (3,976,227)
PSU	108.8	37.0	\$ 1,396,612	\$ 4,142,809	\$ (2,742,431)
SOU	7.0	17.8	\$ 259,413	\$ 663,795	\$ (404,382)
UO	32.0	135.2	\$ 2,127,067	\$ 6,122,842	\$ (3,995,775)
WOU	51.7	25.2	\$ 751,919	\$ 2,130,591	\$ (1,378,672)
<b>Total</b>	<b>252.5</b>	<b>445.2</b>	<b>\$ 7,826,873</b>	<b>\$ 1,830,207</b>	<b>\$ (13,999,568)</b>

Source: HECC analysis of student records.

**Table 8. Cost of Undergraduate Students Receiving Tuition Equity at Public Universities, 2020-21**

	<b>Tuition Equity for Noncitizens (FTE)</b>	<b>Tuition Equity for Veterans (FTE)</b>	<b>Total Resident Tuition + Fees, Maximum Fiscal Benefit</b>	<b>Total Nonresident Tuition + Fees</b>	<b>Maximum Fiscal Cost to Institutions</b>
EOU	4.2	8.4	\$ 120,365	\$ 281,105	\$ (160,740)
OIT	9.0	63.0	\$ 810,860	\$ 2,257,890	\$ (1,447,030)
OSU	31.4	154	\$ 2,319,053	\$ 6,155,661	\$ (3,836,608)
PSU	96.1	39	\$ 1,362,008	\$ 3,906,112	\$ (2,544,105)
SOU	5.2	6.8	\$ 130,761	\$ 337,737	\$ (206,976)
UO	32.0	128.7	\$ 2,226,223	\$ 6,315,550	\$ (4,089,327)
WOU	50.7	20.5	\$ 726,266	\$ 2,066,374	\$ (1,340,108)
<b>Total</b>	<b>229</b>	<b>420</b>	<b>\$ 7,695,536</b>	<b>\$ 21,320,429</b>	<b>\$ (13,624,893)</b>

Source: HECC analysis of student records.

In comparison, the maximum statewide cost of graduate-level Tuition Equity in 2019-20 is \$725,578 (Table 9). For 2020-21, the maximum cost at the graduate level was \$776,402 (Table 10). This smaller cost, compared to the cost for undergraduates, is due to the many fewer students participating in the program as well as the smaller difference between resident and nonresident graduate tuition. This total potential cost would be realized if all the graduate students in the program would have enrolled in the public universities regardless of the program.

The maximum statewide benefit of graduate-level Tuition Equity in 2019-20 was \$990,477 (Table 9) and in 2020-21 was \$1,109,968 (Table 10). This total potential benefit would be realized if all the graduate students in the program enrolled in the public universities primarily because of Tuition Equity.

**Table 9. Impacts on Institutions of Graduate Students Receiving Tuition Equity at Public Universities, 2019-20**

	<b>Tuition Equity for Noncitizens (FTE)</b>	<b>Tuition Equity for Veterans (FTE)</b>	<b>Total Resident Tuition + Fees, Maximum Fiscal Benefit</b>	<b>Total Nonresident Tuition + Fees</b>	<b>Maximum Fiscal Cost to Institutions</b>
<b>Total</b>	15.5	44.4	\$ 990,477	\$ 1,716,055	\$ (725,578)

Source: HECC analysis of student records.

Notes: To protect student confidentiality, the number of graduate students participating in Tuition Equity are not shown separately by institution.

**Table 10. Financial Impacts on Institutions of Graduate Students Receiving Tuition Equity at Public Universities, 2020-21**

	<b>Tuition Equity for Noncitizens (FTE)</b>	<b>Tuition Equity for Veterans (FTE)</b>	<b>Total Resident Tuition + Fees, Maximum Fiscal Benefit</b>	<b>Total Nonresident Tuition + Fees</b>	<b>Maximum Fiscal Cost to Institutions</b>
<b>Total</b>	17.7	47.4	\$ 1,109,968	\$ 1,886,370	\$ (776,402)

Source: HECC analysis of student records.

Notes: To protect student confidentiality, the number of graduate students participating in Tuition Equity are not shown separately by institution.

If the institutions were to realize the maximum potential costs of the Tuition Equity program and none of the benefits, the cost would total between one and four percent of their total tuition and fee revenue (Tables 11 and 12). For most institutions and across all seven combined, the maximum potential cost of the program is about 1.5% of total net tuition<sup>2</sup> in both 2019-20 and in 2020-21. The percentage was higher for Oregon Institute of Technology and Western Oregon University because of the higher proportion of students at those institutions who participate in the program.

<sup>2</sup> Total net tuition and fees revenue includes resident and nonresident tuition as well as undergraduate level and graduate level tuition.



**Table 11. Total Undergraduate and Graduate Net Tuition and Fees Revenue Compared with Maximum Fiscal Cost to Institutions at Public Universities, 2019-20**

	<b>Total Net Tuition and Fees Revenue<sup>2</sup></b>	<b>Maximum Fiscal Cost to Institutions (Undergraduate and Graduate)</b>	<b>Percent of Tuition Equity Fiscal Costs of Total Net Tuition and Fees</b>
EOU	\$ 21,115,886.50	\$ (251,214.00)	-1.2%
OIT	\$ 34,146,953.00	\$ (1,255,433.04)	-3.7%
OSU	\$ 246,972,532.00	\$ (4,347,048.72)	-1.8%
PSU	\$ 204,785,791.32	\$ (2,798,499.50)	-1.4%
SOU	\$ 35,130,118.48	\$ (409,258.00)	-1.2%
UO	\$ 405,823,786.69	\$ (4,285,021.13)	-1.1%
WOU	\$ 34,935,393.00	\$ (1,378,672.00)	-3.9%
<b>Total</b>	<b>\$ 982,910,460.99</b>	<b>\$ (14,725,146.38)</b>	<b>-1.5%</b>

Source: Net Tuition comes from HECC, Office of Postsecondary Finance and Capital, E&G Funding Survey

**Table 12. Total Undergraduate and Graduate Net Tuition and Fees Revenue Compared with Maximum Fiscal Cost to Institutions at Public Universities, 2020-21**

	<b>Total Net Tuition and Fees Revenue<sup>2</sup></b>	<b>Maximum Fiscal Cost to Institutions (Undergraduate and Graduate)</b>	<b>Percent of Tuition Equity Fiscal Costs of Total Net Tuition and Fees</b>
EOU	\$ 23,055,475.00	\$ (160,740.00)	-0.7%
OIT	\$ 34,941,793.20	\$ (1,465,181.40)	-4.2%
OSU	\$ 228,564,950.00	\$ (4,169,031.83)	-1.8%
PSU	\$ 196,940,774.00	\$ (2,620,830.75)	-1.3%
SOU	\$ 36,523,919.84	\$ (214,136.40)	-0.6%
UO	\$ 391,769,000.00	\$ (4,415,444.56)	-1.1%
WOU	\$ 35,950,000.00	\$ (1,355,930.00)	-3.8%
<b>Total</b>	<b>\$ 947,745,912.04</b>	<b>\$ (14,401,294.94)</b>	<b>-1.5%</b>

Source: Net Tuition comes from HECC, Office of Postsecondary Finance and Capital, E&G Funding Survey

## SUMMARY AND CONCLUSIONS

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The Tuition Equity program served more than 900 students in each of the last two academic years. The number of students participating continued to rise in 2019-20—as it has since its inception—before plateauing in 2020-21. Just over one-third of participating students are noncitizens, and just under two-thirds are veterans. The vast majority of students in the program are undergraduates (95 percent).

The resident tuition due to the institutions by both undergraduate and graduate students in the Tuition Equity program totaled \$8,817,349 in 2019-20 and \$8,805,504 in 2020-21 statewide. These numbers represent the increased revenue institutions would have received if students enrolled because of the program; it represents the maximum possible benefit to the institution. Regarding the fiscal cost to the institutions, the difference between resident and nonresident tuition for students who benefited from the Tuition Equity program totaled \$14,725,146 in 2019-20 and \$14,401,295 in 2020-21 statewide. This represents the maximum possible cost of the program to the institutions.

Importantly, Tuition Equity results in significant cost savings for students, with undergraduate students saving \$12,645 to \$23,895 in tuition costs in 2019-20 and \$12,690 to \$25,452 in 2020-21, depending on their institution of attendance. Over the course of a bachelor's degree program, the total savings for an individual student and their family is tens of thousands of dollars.

Tuition Equity provides access to more affordable postsecondary education for two important groups of students: (1) individuals who are not citizens or lawful permanent residents of the United States or who are financially dependent upon a person who is not a citizen or a lawful permanent resident of the United States and (2) individuals who are citizens or lawful permanent residents of the United States and who resided outside of Oregon while serving in the Armed Forces of the United States.

The program saves undergraduate students from \$50,760 to \$101,809 across four years, while graduate student savings range from \$0 to \$24,408 across two years (using 2020-21 data). These are large savings for individual student and family budgets. For institutions, financial impacts of the program can be positive, yielding about \$7.5 million with additional enrollment due to the program, or negative, costing more than \$14 million. In context, the program enrolls about one percent of admitted resident undergraduate and graduate students at the public universities, making the potential impacts relatively small (1.5% of total net tuition) for institutions but quite meaningful for Oregon students.

