

TENNESSEE HIGHER EDUCATION COMMISSION

REGULAR CALENDAR ITEM: I.

MEETING DATE:	March 19, 2025
SUBJECT:	FY2025-26 Binding Tuition and Fees Ranges
ITEM TYPE:	Action

BACKGROUND

Since 2010, the Complete College Tennessee Act has required the Commission to make student fee and state appropriation recommendations concurrently. The FOCUS Act expanded THEC's authority on student fee levels, requiring that the Commission issue binding tuition and fee ranges each year. These ranges apply only to resident, undergraduate students on the tuition rate, as well as total tuition and mandatory fees.

TENNESSEE TUITION AND FEE PROFILE

Average full-time, annual tuition and mandatory fees for 2024-25 is \$10,710 at public universities, \$5,003 at community colleges, and \$4,320 at the Tennessee Colleges of Applied Technology (TCATs). Tennessee's public higher education tuition and fee levels continue to be considered average compared to peers across member states of the Southern Regional Education Board. In 2022-23, Tennessee ranked first in total state financial aid expenditures per full-time enrollment¹ and had the third largest expenditure of financial aid dollars as a percent of higher education appropriations.²

BINDING TUITION AND FEE RANGES

In November 2024, the Commission approved a 0 to 4% guiding tuition range and tuition and fees range for 2025-26, in partnership with \$40.0 million to fund the outcomes-based funding formula and \$35.0 million to partially fund an estimated 2.5% salary increase at Tennessee's public institutions of higher education.

On February 10, 2025, the administration announced the 2025-26 Proposed Governor's Budget during the State of the State Address. The proposed budget includes funding to formula units totaling \$52.8 million for operating and to partially fund a 2.6% salary increase. Unlike other state-funded entities, higher education salary increases require a portion of the salary increase to be generated by institutions. To make the salary increase whole and meet the 2.6% salary increase for state employees, institutions will need to fund a \$29.4 million balance—which may be met with remaining operating funds and tuition revenue (Attachments II and IV).

ATTACHMENTS FOR REFERENCE

Attachment I details the comparison of 2024-25 tuition and mandatory fee rates with the maximum allowed increase for each institution under a 4.0% binding range for 2025-26.

¹ State Higher Education Finance (SHEF) Report, State Higher Education Executive Officers Association (SHEEO) <u>https://shef.sheeo.org/report/</u>, Page 52

² State Higher Education Finance (SHEF) Report, State Higher Education Executive Officers Association (SHEEO) <u>https://shef.sheeo.org/report/</u>, Page 57

Attachment II calculates the budget balance for each institution under a 4.0% tuition increase after meeting the Governor's proposed 2.6% salary increase.

Attachment III details the comparison of 2024-25 tuition and mandatory fee rates with the maximum allowed increase for each institution under a 5.5% binding range for 2025-26.

Attachment IV calculates the budget balance for each institution under a 5.5% tuition increase after meeting the Governor's 2.6% salary increase.

Attachment V details the tuition increase needed at each institution to meet the Governor's 2.6% salary and to remain revenue neutral relative to the prior year adjusted for inflation.

SUMMARY

Based on the proposed appropriations, THEC staff recommend a change to the guiding range of 0 to 4% at universities, community colleges, and TCATs, to a combined total tuition and mandatory fees binding range of 0 to 5.5%.

				2024-25	2025-26 Maximum with 4% Tuition Increase			
Institutions	Mainter	nance Fee	М	landatory Fee	Combined	Maintenance Fee		Combined
Austin Peay	\$	7,650	\$	1,734	\$ 9,384	\$ 7,956	5 \$	9,759
East Tennessee		8,376		2,096	10,472	8,711		10,891
Middle Tennessee		8,334		2,062	10,396	8,667	,	10,812
Tennessee State		7,734		1,247	8,981	8,043	3	9,340
Tennessee Tech		9,990		1,386	11,376	10,390)	11,831
University of Memphis		8,856		1,872	10,728	9,210)	11,157
Chattanooga	\$	4,680	\$	332	\$ 5,012	\$ 4,867	′\$	5,212
Cleveland		4,680		322	5,002	4,867	,	5,202
Columbia		4,680		348	5,028	4,867	,	5,229
Dyersburg		4,680		318	4,998	4,867	,	5,198
Jackson		4,680		300	4,980	4,867	,	5,179
Motlow		4,680		298	4,978	4,867	,	5,177
Nashville		4,680		290	4,970	4,867	,	5,169
Northeast		4,680		342	5,022	4,867	,	5,223
Pellissippi		4,680		346	5,026	4,867	,	5,227
Roane		4,704		318	5,022	4,892	<u>)</u>	5,223
Southwest		4,680		332	5,012	4,867	,	5,212
Volunteer		4,680		316	4,996	4,867	,	5,196
Walters		4,680		312	4,992	4,867	,	5,192
UT Chattanooga	\$	8,472	\$	1,990	\$ 10,462	\$ 8,811	\$	10,880
UT Knoxville		11,560		2,252	13,812	12,022	-	14,364
UT Martin		8,808		1,758	10,566	9,160)	10,989
UT Southern		9,640		1,284	10,924	10,026	ò	11,361
TN Colleges of Applied Technology	\$	4,071	\$	249	\$ 4,320	\$ 4,234	l \$	4,493
University Avg	\$	8,942	\$	1,768	\$ 10,710	\$ 9,300		-
Community College Avg	\$	4,682	\$	321	\$ 5,003	\$ 4,869	\$	5,203

Attachment I - Tuition and Fee Ranges 2025-26 Maintenance and Mandatory Fees - Scenario for 4% Tuition Increase

								Tuition Revenue Impact						
	Α	В	с	D	= D - C	= (A + B + C) - D	E	F	= A + B + C + F					
	Outcomes Formula Redistribution	Outcomes Improvements	State Portion of Salary Increase ¹	Full Salary Increase Cost	Institution Portion of Salary Increase	Remaining Available for Operating	Additional Revenue from 1% Tuition Increase	Additional Revenue For 4 % Tuition Increase	Total Potential Revenue with 4 % Tuition Increase	Total Estimated Inflationary Need ⁴	Balance with 4 % Tuition Increase			
Locally Governed Institutions														
Austin Peay	\$ (898,300	\$ 803,600	\$ 1,692,100	\$ 2,753,100	\$ 1,061,000	\$ (1,155,700)	\$ 566,600	\$ 2,266,400	\$ 3,863,800	\$ 4,857,400	\$ (993,600)			
East Tennessee	(1,328,500	1,064,300	2,240,900	4,593,600	2,352,700	(2,616,900)	802,800	3,211,200	5,187,900	7,122,400	(1,934,500)			
Middle Tennessee	(1,246,500	1,527,000	3,215,500	6,229,700	3,014,200	(2,733,700)	1,449,600	5,798,400	9,294,400	10,484,100	(1,189,700)			
Tennessee State	(966,600	559,700	1,178,700	2,691,800	1,513,100	(1,920,000)	791,300	3,165,200	3,937,000	5,079,700	(1,142,700)			
Tennessee Tech	(272,300	839,000	1,766,700	3,147,600	1,380,900	(814,200)	789,200	3,156,800	5,490,200	5,653,100	(162,900)			
University of Memphis	1,814,900	1,892,900	3,985,900	7,324,800	3,338,900	368,900	1,379,700	5,518,800	13,212,500	11,659,000	1,553,500			
Locally Governed Institutions	\$ (2,897,300) \$ 6,686,500	\$ 14,079,800	\$ 26,740,600	\$ 12,660,800	\$ (8,871,600)	\$ 5,779,200	\$ 23,116,800	\$ 40,985,800	\$ 44,855,700	\$ (3,869,900)			
Community Colleges ²														
Chattanooga	\$ (1,187,200	\$ 437,300	\$ 920,800	\$ 1,321,600	\$ 400,800	\$ (1,150,700)	\$ 224,200	\$ 896,800	\$ 1,067,700	\$ 2,186,900	\$ (1,119,200)			
Cleveland	656,600	189,300	398,500	464,700	66,200	779,700	90,400	361,600	1,606,000	884,700	721,300			
Columbia	121,000	253,200	533,300	699,600	166,300	207,900	162,800	651,200	1,558,700	1,355,500	203,200			
Dyersburg	1,209,300	175,800	370,300	485,800	115,500	1,269,600	101,700	406,800	2,162,200	864,300	1,297,900			
Jackson	(357,500	201,300	424,000	523,600	99,600	(255,800)	104,500	418,000	685,800	1,005,200	(319,400)			
Motlow	1,200	286,800	603,800	844,500	240,700	47,300	193,000	772,000	1,663,800	1,569,700	94,100			
Nashville	(307,200) 312,700	658,300	1,034,100	375,800	(370,300)	219,200	876,800	1,540,600	1,752,500	(211,900)			
Northeast	709,200	306,400	645,100	861,600	216,500	799,100	167,500	670,000	2,330,700	1,517,900	812,800			
Pellissippi	(731,500	479,600	1,009,900	1,569,800	559,900	(811,800)	277,100	1,108,400	1,866,400	2,489,200	(622,800)			
Roane	(522,400) 311,100	655,000	1,005,400	350,400	(561,700)	156,300	625,200	1,068,900	1,533,900	(465,000)			
Southwest	(720,600	383,100	806,800	1,189,800	383,000	(720,500)	201,800	807,200	1,276,500	1,924,400	(647,900)			
Volunteer	(1,037,000) 387,100	815,000	1,140,900	325,900	(975,800)	211,500	846,000	1,011,100	1,981,000	(969,900)			
Walters	136,200	392,700	827,000	969,900	142,900	386,000	183,100	732,400	2,088,300	1,860,300	228,000			
Community Colleges ²	\$ (2,029,900	\$ 4,116,400	\$ 8,667,800	\$ 12,111,300	\$ 3,443,500	\$ (1,357,000)	\$ 2,293,200	\$ 9,172,800	\$ 19,927,100	\$ 20,925,400	\$ (998,300)			
UT Universities ³														
	\$ (1,132,800	\$ 864,200	\$ 1,819,900	\$ 3,740,100	\$ 1,920,200	\$ (2,188,800)	\$ 835,100	\$ 3,340,400	\$ 4,891,700	\$ 6,128,600	\$ (1,236,900)			
UT Knoxville	6,196,800		7,978,400	17,834,600	9,856,200	129,600	5,247,000		38,952,200	32,197,800	6,754,400			
UT Martin	(540,700		1,048,900	1,935,700	886,800	(929,300)	443,800		2,781,600	3,398,500	(616,900)			
UT Southern	-	50,000	141,600	283,000	141,400	(91,400)	75,100		492,000	309,800	182,200			
UT Universities ³	\$ 4,523,300			\$ 23,793,400	\$ 12,804,600	\$ (3,079,900)			\$ 42,594,200					
TN Colleges of Applied Technology	\$ 403,900	\$ 1,060,600	\$ 2,233,200	\$ 2,760,700	\$ 527,500	\$ 937,000	\$ 472,800	\$ 1,891,200	\$ 5,588,900	\$ 4,946,200	\$ 642,700			
Total Academic Units	\$ -	\$ 17,064,900	\$ 35,969,600	\$ 65,406,000	\$ 29,436,400	\$ (12,371,500)	\$ 15,146,200	\$ 60,584,800	\$ 113,619,300	\$ 112,762,000	\$ 857,300			

Attachment II 2025-26 Salary and Operating Needs Analysis - 4% Tuition Increase

1 - Salary increases for formula units are partially covered by state appropriations. The state provides 55% of funding for salary increases at the universities, 67% at community colleges, and 80% at the TN Colleges of Applied Technology.

2 - Legislative action is for the community college sector as a whole. Institutional detail displayed here is estimated and for informational purposes only.

3 - While UT Southern is not currently included in the outcomes-based funding formula, the university is included in the binding tuition and tuition and fee ranges.

4 - Data reflect overall revenue needed to remain revenue-neutral relative to the prior year adjusted for 3.3% inflation from the core consumer price index.

							2025-26 Maximu	n w	ith 5.5% Tuition
				2024-25		Increase			
Institutions	Mainter	nance Fee	Μ	andatory Fee		Combined	Maintenance Fee		Combined
Austin Peay	\$	7,650	\$	1,734	\$	9,384	\$ 8,07	1 \$	\$ 9,900
East Tennessee		8,376		2,096		10,472	8,83	7	11,048
Middle Tennessee		8,334		2,062		10,396	8,79	2	10,968
Tennessee State		7,734		1,247		8,981	8,15	9	9,475
Tennessee Tech		9,990		1,386		11,376	10,53	9	12,002
University of Memphis		8,856		1,872		10,728	9,34	3	11,318
Chattanooga	\$	4,680	\$	332	\$	5,012	\$ 4,93	7 \$	5,288
Cleveland		4,680		322		5,002	4,93	7	5,277
Columbia		4,680		348		5,028	4,93	7	5,305
Dyersburg		4,680		318		4,998	4,93	7	5,273
Jackson		4,680		300		4,980	4,93	7	5,254
Motlow		4,680		298		4,978	4,93	7	5,252
Nashville		4,680		290		4,970	4,93	7	5,243
Northeast		4,680		342		5,022	4,93	7	5,298
Pellissippi		4,680		346		5,026	4,93	7	5,302
Roane		4,704		318		5,022	4,96	3	5,298
Southwest		4,680		332		5,012	4,93	7	5,288
Volunteer		4,680		316		4,996	4,93	7	5,271
Walters		4,680		312		4,992	4,93	7	5,267
UT Chattanooga	\$	8,472	\$	1,990	\$	10,462	\$ 8,93	8 \$	\$ 11,037
UT Knoxville		11,560		2,252		13,812	12,19	6	14,572
UT Martin		8,808		1,758		10,566	9,29	2	11,147
UT Southern		9,640		1,284		10,924	10,17	0	11,525
TN Colleges of Applied Technology	\$	4,071	\$	249	\$	4,320	\$ 4,29	5 \$	\$ 4,558
University Avg	\$	8,942	\$	1,768	\$	10,710	\$ 9,43		\$ 11,299
Community College Avg	\$	4,682	\$	321	\$	5,003	\$ 4,93	9 9	\$ 5,278

Attachment III - Tuition and Fee Ranges 2025-26 Maintenance and Mandatory Fees - Scenario for 5.5% Tuition Increase

									luition Revenue Im	pact	
	Α	В	с	D	= D - C	= (A + B + C) - D	E	E F = A + B + C + F			
	Outcomes Formula Redistribution	Outcomes Improvements	State Portion of Salary Increase ¹	Full Salary Increase Cost	Institution Portion of Salary Increase	Remaining Available for Operating	Additional Revenue from 1% Tuition Increase	Additional Revenue For 5.5 % Tuition Increase	Total Potential Revenue with 5.5 % Tuition Increase	Total Estimated Inflationary Need ⁴	Balance with 5.5 % Tuition Increase
Locally Governed Institutions										1	
Austin Peay	\$ (898,300	\$ 803,600	\$ 1,692,100	\$ 2,753,100	\$ 1,061,000	\$ (1,155,700)	\$ 566,600	\$ 3,116,300	\$ 4,713,700	\$ 4,857,400	\$ (143,700)
East Tennessee	(1,328,500	1,064,300	2,240,900	4,593,600	2,352,700	(2,616,900)	802,800	4,415,400	6,392,100	7,122,400	(730,300)
Middle Tennessee	(1,246,500	1,527,000	3,215,500	6,229,700	3,014,200	(2,733,700)	1,449,600	7,972,800	11,468,800	10,484,100	984,700
Tennessee State	(966,600	559,700	1,178,700	2,691,800	1,513,100	(1,920,000)	791,300	4,352,200	5,124,000	5,079,700	44,300
Tennessee Tech	(272,300	839,000	1,766,700	3,147,600	1,380,900	(814,200)	789,200	4,340,600	6,674,000	5,653,100	1,020,900
University of Memphis	1,814,900	1,892,900	3,985,900	7,324,800	3,338,900	368,900	1,379,700	7,588,400	15,282,100	11,659,000	3,623,100
Locally Governed Institutions	\$ (2,897,300	\$ 6,686,500	\$ 14,079,800	\$ 26,740,600	\$ 12,660,800	\$ (8,871,600)	\$ 5,779,200	\$ 31,785,600	\$ 49,654,600	\$ 44,855,700	\$ 4,798,900
Community Colleges ²											
Chattanooga	\$ (1,187,200	\$ 437,300	\$ 920,800	\$ 1,321,600	\$ 400,800	\$ (1,150,700)	\$ 224,200	\$ 1,233,100	\$ 1,404,000	\$ 2,186,900	\$ (782,900)
Cleveland	656,600		398,500	464,700	66,200	779,700	90,400	497,200	1,741,600	884,700	856,900
Columbia	121,000	253,200	533,300	699,600	166,300	207,900	162,800	895,400	1,802,900	1,355,500	447,400
Dyersburg	1,209,300	175,800	370,300	485,800	115,500	1,269,600	101,700	559,400	2,314,800	864,300	1,450,500
Jackson	(357,500	201,300	424,000	523,600	99,600	(255,800)	104,500	574,800	842,600	1,005,200	(162,600)
Motlow	1,200	286,800	603,800	844,500	240,700	47,300	193,000	1,061,500	1,953,300	1,569,700	383,600
Nashville	(307,200	312,700	658,300	1,034,100	375,800	(370,300)	219,200	1,205,600	1,869,400	1,752,500	116,900
Northeast	709,200	306,400	645,100	861,600	216,500	799,100	167,500	921,300	2,582,000	1,517,900	1,064,100
Pellissippi	(731,500	479,600	1,009,900	1,569,800	559,900	(811,800)	277,100	1,524,100	2,282,100	2,489,200	(207,100)
Roane	(522,400	311,100	655,000	1,005,400	350,400	(561,700)	156,300	859,700	1,303,400	1,533,900	(230,500)
Southwest	(720,600	383,100	806,800	1,189,800	383,000	(720,500)	201,800	1,109,900	1,579,200	1,924,400	(345,200)
Volunteer	(1,037,000) 387,100	815,000	1,140,900	325,900	(975,800)	211,500	1,163,300	1,328,400	1,981,000	(652,600)
Walters	136,200	392,700	827,000	969,900	142,900	386,000	183,100	1,007,100	2,363,000	1,860,300	502,700
Community Colleges ²	\$ (2,029,900	\$ 4,116,400	\$ 8,667,800	\$ 12,111,300	\$ 3,443,500	\$ (1,357,000)	\$ 2,293,200	\$ 12,612,600	\$ 23,366,900	\$ 20,925,400	\$ 2,441,500
UT Universities ³											
	\$ (1,132,800	\$ 864,200	\$ 1,819,900	\$ 3,740,100	\$ 1,920,200	\$ (2,188,800)	\$ 835,100	\$ 4,593,100	\$ 6,144,400	\$ 6,128,600	\$ 15,800
UT Knoxville	6,196,800		7,978,400	17,834,600	9,856,200	129,600	5,247,000		46,822,700	32,197,800	14,624,900
UT Martin	(540,700		1,048,900	1,935,700	886,800	(929,300)	443,800	2,440,900	3,447,300	3,398,500	
UT Southern	-	50,000	141,600	283,000	141,400	(91,400)	75,100	413,100	604,700		294,900
UT Universities ³	\$ 4,523,300			\$ 23,793,400	\$ 12,804,600	\$ (3,079,900)					
TN Colleges of Applied Technology	\$ 403,900	\$ 1,060,600	\$ 2,233,200	\$ 2,760,700	\$ 527,500	\$ 937,000	\$ 472,800	\$ 2,600,400	\$ 6,298,100	\$ 4,946,200	\$ 1,351,900
Total Academic Units	\$-	\$ 17,064,900	\$ 35,969,600	\$ 65,406,000	\$ 29,436,400	\$ (12,371,500)	\$ 15,146,200	\$ 83,304,100	\$ 136,338,600	\$ 112,762,000	\$ 23,576,600

Attachment IV 2025-26 Salary and Operating Needs Analysis - 5.5% Tuition Increase

1 - Salary increases for formula units are partially covered by state appropriations. The state provides 55% of funding for salary increases at the universities, 67% at community colleges, and 80% at the TN Colleges of Applied Technology.

2 - Legislative action is for the community college sector as a whole. Institutional detail displayed here is estimated and for informational purposes only.

3 - While UT Southern is not currently included in the outcomes-based funding formula, the university is included in the binding tuition and tuition and fee ranges.

4 - Data reflect overall revenue needed to remain revenue-neutral relative to the prior year adjusted for 3.3% inflation from the core consumer price index.

Attachment V

	% Increase Needed for	% Increase Needed for
	Salary ¹	Inflation ⁴
Locally Governed Institutions		
Austin Peay	2.0%	5.8%
East Tennessee	3.3%	6.4%
Middle Tennessee	1.9%	4.8%
Tennessee State	2.4%	5.4%
Tennessee Tech	1.0%	4.2%
University of Memphis	-0.3%	2.9%
Locally Governed Institutions Average	1.5%	4.7%
Community Colleges ²		
Chattanooga	5.1%	9.0%
Cleveland	-8.6%	-4.0%
Columbia	-1.3%	2.8%
Dyersburg	-12.5%	-8.8%
Jackson	2.4%	7.1%
Motlow	-0.2%	3.5%
Nashville	1.7%	5.0%
Northeast	-4.8%	-0.9%
Pellissippi	2.9%	6.2%
Roane	3.6%	7.0%
Southwest	3.6%	7.2%
Volunteer	4.6%	8.6%
Walters	-2.1%	2.8%
Community Colleges Average ²	0.6%	4.4%
UT Universities ³		
UT Chattanooga	2.6%	5.5%
UT Knoxville	0.0%	2.7%
UT Martin	2.1%	5.4%
UT Southern	1.2%	1.6%
UT Universities Average ³	0.5%	3.2%
TN Colleges of Applied Tech	-2.0%	2.6%
Total Academic Units Average	0.8%	3.9%

2025-26 Maintenance and Mandatory Fees - Increase Needs Simplified Based on THEC Tuition Model

1 - Salary increases for formula units are partially covered by state appropriations. The state provides 55% of funding for salary increases at the universities, 67% at community colleges, and 80% at the TN Colleges of Applied Tech. This column represents the additional tuition revenue needed to meet the institutional share of the governor's proposed 2.6% salary increase.

2 - Legislative action is for the community college sector as a whole. Institutional detail displayed here is estimated and for informational purposes only.

3 - While UT Southern is not currently included in the outcomes-based funding formula, the university is included in the binding tuition and tuition and fee ranges.

4 - Data reflect overall tuition increase needed to remain revenue-neutral relative to the prior year adjusted for 3.3% inflation from the core consumer price index.