BUDGET CONTEXT AND UPDATE ON NEW BUDGET MODEL

UCLA Senate Executive Board Meeting December 5, 2019

UCLA BUDGET CONTEXT

Challenges

Enrollment growth with reduced state funding:

- 24% reduction in state funds
- 7 out of prior 8 years with no tuition increase
- · Re-benching initiative by Office of the President
- Enrollment growth without matching resources:
 - Worsening student / faculty ratios
 - Shift in teaching load from ladder faculty to lecturers
 - Growing deferred maintenance

Recent trends that are likely to repeat:

- Nonresidents cap for UCLA, Berkeley, & UCSD
- Low general funds revenue growth in FY19 & FY20
 - (FY19) tuition buyout as one-time funding even though expenses are recurring
 - (FY20) 1% year-over-year increase in general funds
- New assumptions for pension plan driving increased employer contributions over next 6-years

Strategies/Opportunities

Prior strategies - less available now:

- Continuous enrollment growth
- Consistent tuition increases
- Grow ratio of nonresident students

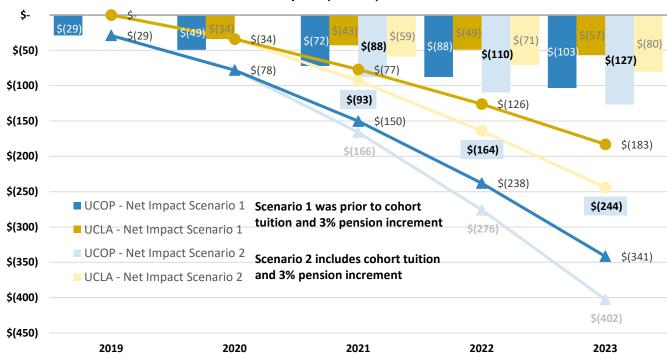
New and emerging strategies:

- Running a budget savings and reallocation initiative to both keep us in balance and to bring funds back to the center to reinvest in strategic priorities. This includes:
 - \$25M in permanent reductions to administrative units;
 - \$25M in a recapture of central unit reserves;
 - \$25M in accelerated gift funds utilization; and
 - \$25M in other budget-strengthening actions such as:
 - o improving on our campus indirect cost rate recovery
 - o capitalizing on OP's new investment strategies
- On-line and hybrid degrees and certificates
- Summer Session
- Major philanthropic initiatives
- IP commercialization
- Business transformation
- Launching a new budget model to improve on resource allocation and provide incentives

As forecasted in both UCOP's systemwide model and UCLA's internal forecast, challenging, but manageable, years are directly ahead

- Chart shows the results of a 4-year forecast for UCLA core funds prepared by the Office of the President compared to our internal forecast
- Both show significant funding shortfalls even if Oakland's forecasted revenue projections for state and student fees is accurate
- More recently, the model has been updated to include:
- The phasing in of cohort tuition – using OPs get to CPI like adjustment in 5 years; and
- The impact of a 3% pension increase, phased in over the next 6-years
- UCLA's projected shortfall by 2023, prior to actions to close the gap, would be \$127M which is 8% of core funds revenue





Key Budget Prior Model Assumptions and Comparison

Category	UCOP Systemwide Model – UCLA campus UCOP model to assess budget policy implications	UCLA Revenue Model – Middle Case Scenario Internal model to help manage budget scenarios	
Enrollment plan	UCLA 4-year enrollment plan of <1% annual growth	UCLA 4-year enrollment plan of <1% annual growth Annual increases of ~3.5%	
State funding	Annual increases of ~3%		
Tuition increases	Annual increases of ~2.5%	Annual increases of ~2.5%	
FTE staff added	60 academic, 80 non-academic linked to enrollment	No new FTEs – other than already committed	
Pension increases	Increasing surcharge (above 14%) to reach +3%	No new surcharge	

NEW BUDGET MODEL UPDATE

RECAP

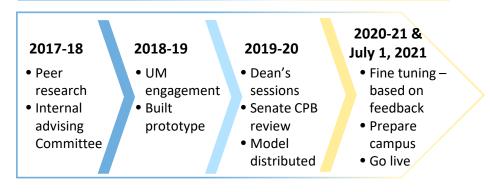
Why a new model?

- Dramatic reduction in core funds revenue growth
- Incremental model a poor fit for budget context
- 3 New model can outperform legacy model

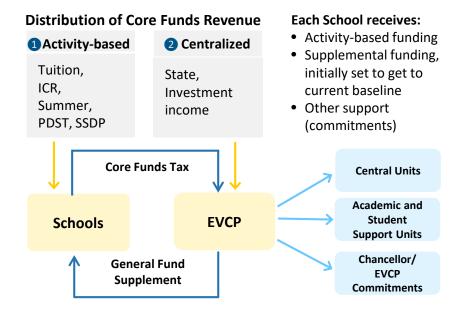
What can it do better?

- Match activities with funding
- 2 Add transparency and provide incentives
- Restore and maintain funds in the center
- Eliminate wasteful administrative recharges

4 Year Process to Develop a New Model



KEY ASPECTS & WHAT WE HAVE HEARD



What we have heard so far

- Model as benchmarking tool
- Winners and losers
- 80% weight on teaching
- Faculty merits
- Interdisciplinary activities
- Self-supporting degree programs and tax rates



Introduction: A new budget model for UCLA

Core funds revenue growth has dramatically slowed at UCLA – and that is likely to continue:

- + **5.4%** = 5-year core funds¹ compound annual revenue growth rate (CAGR) from 2012 to 2017
- + 1.8% = 3-year core funds compound annual revenue growth rate (CAGR) from 2017 to 2020

Main reasons why lower core-funds revenue growth is expected:

State Funding:

- FY08 to FY17, state funding declined by 24%
- In FY20, under a new Governor, general funds increased by <u>1%</u> year-over-year

Enrollment and Tuition:

- § FY08 to FY19, UG FTE increased by +22%; our latest long range enrollment plan shows < 1% annual growth</p>
- 4 Tuition has been frozen in 7 out of past 8 years

NRST:

- **S** FY08 to FY19 nonresident undergraduates increased from **6%** to **23%**
- **1** In FY18, Regents adopted a nonresident cap

Limitations of Incremental Budgeting:

- Does not incentivize unit revenue growth or cost control
- Difficult to maintain in periods of stagnant growth

A new budget model fit for UCLA:

Under the sponsorship of our Chancellor, EVC, and CFO, UCLA's Office of Academic Planning and Budget has been leading a consultative process to design a new budget model - it has included:

- <u>Forming an advisory committee</u> staffed with 3 Assistant Deans, 2 members of the Academic Senate's Council on Planning and Budget, 2 senior faculty members, and a senior central unit leader
- <u>Conducting interviews with each of our Academic Deans</u> where conversations focused on experiences prior to UCLA for newer Deans, and historical perspectives for longer-tenured Deans
- Engaging in deep dive discussions with several peer institutions that have implemented new budget models (University of Michigan, UNC, UW, Temple, and Florida)
- Reviewing published research on university budget models and engaged EAB's top senior advisor for business affairs

We have developed a new model for UCLA that we believe will perform better than the legacy model in 4 areas:

- Better aligning resources with activity cost drivers;
- Creating incentives and support for units to be entrepreneurial (where there is opportunity) that could help drive non-traditional revenue growth;
- Restoring and establishing a stronger central investment fund for the EVC to make strategic investments in academic and research programs; and
- 4 Replacing the costly internal recharge program that creates poor incentives for campus units to utilize centrally provided services.

 $^{^{1}}$ Core funds support UCLA's educational mission and primarily include and include state, tuition and fees, and indirect cost recovery on sponsored research

UCLA has been working on a significant change to its budget model – the first time in many years

The main reason to proactively change our incremental budget model is because our current model will not perform well in the current and future budget context.

	Current / Future Context	Main Factors	Why Not Status Quo / Incremental Budgeting?
1	Low revenue growth rate in general funds	 At physical campus enrollment capacity Nonresident cap per Regents' policy Strong political opposition to fee increases Likely disappointing state funding outcomes 	 EAB Business Affairs Forum 2016: Common Limitations of Incremental Budgeting: Does not incent unit revenue growth or cost control Difficult to maintain in periods of stagnant growth
2	Underfunded Chancellor and EVC discretionary funds	 Chancellor's discretionary funds fully committed over next 3-years General funds revenue fully allocated to unit permanent budgets – no longer a Chancellor's share 	The campus permanent budget exceeds current and projected general funds revenue. In order to restore discretionary funding to the Chancellor and EVC, incremental budgeting would require annual budget cutting exercises
3	Increased pressure to find new efficiencies and optimize resource allocation	 Revenue strategies will take time and actions to generate savings will be required to maintain balance New ventures and strategic priorities will have to be funded through reallocation 	 Under the current incremental model: Unit ending balances have grown by 50% over the prior 10-yrs (resource allocation is not optimized) Even with flat general funds, Central units can increase spending through internal recharges
4	Defined set of revenue growth opportunities	Areas with high future growth potential: SSDPs; online; and summer Research/ICR Intellectual property monetization Private philanthropy	Historically-set (less transparent) permanent budgets are a poor incentive for revenue growth at a time where we are asking for a significant faculty effort to realize new opportunities
5	Uneven campus distribution of revenue growth opportunities	Revenue growth opportunities are not equally accessible by all Schools	Units that rely disproportionately on general funds will be highly constrained and will require a large central discretionary fund that the Chancellor and EVC can use to provide additional support

The process has been informed by several internal and external consultations, including significant engagement with the University of Michigan

1 As part of this process, APB connected with several peers who run different hybrid models and also with EAB's lead expert













We selected Michigan to engage more deeply because: (1) their academic quality and positive trends; and (2) their version is closer to what we believe could be successful at UCLA – an alternative to pure RCM with a significant central fund for the EVC to invest in strategic priorities



	Michigan Rank	UCLA Rank
Law	8	16
Business	7	16
Engineering	4	16
Education	14	1
Public Affairs	5	14
Nursing	8	20

USNWR Program Rankings 2019

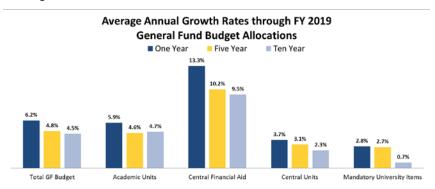
Rankings by R&D Expenditures 2017

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Institution	Rank	Total R&D Expenditures (\$000)
John Hopkins	1	2,562,307
Michigan	2	1,530,139 (+29% past 7 years)
UCSF	3	1,409,398
Washington, Seattle	5	1,348,220
Wisconsin, Madison	6	1,193,413
UCSD	7	1,133,454
UCLA	12	1,076,917 (+15% past 7 years)

We have had an opportunity to learn from Michigan's 25 years of model experience – and they have been very willing to share

At Michigan in the past 10 years, General Fund allocations for academic units have grown 2X faster than central units:

Public Health



Certain key findings from most recent Michigan internal budget model review process

- External colleagues view U-M as a leader in budgeting
- U-M model incentivizes revenue growth and management of costs
- Units are encouraged to consider costs and margins on activities when evaluating changes to curriculum and programs
- Deans and directors have wide latitude to make strategic decisions appropriate to their units
- The system provides timely feedback to the EVC when spending and revenues are out
 of balance
- EVC has sufficient resources to bridge units through budget challenges
- University can support excellence & strategic innovation in units, even when a unit's revenues are constrained
- EVC has sufficient funds to support central initiatives

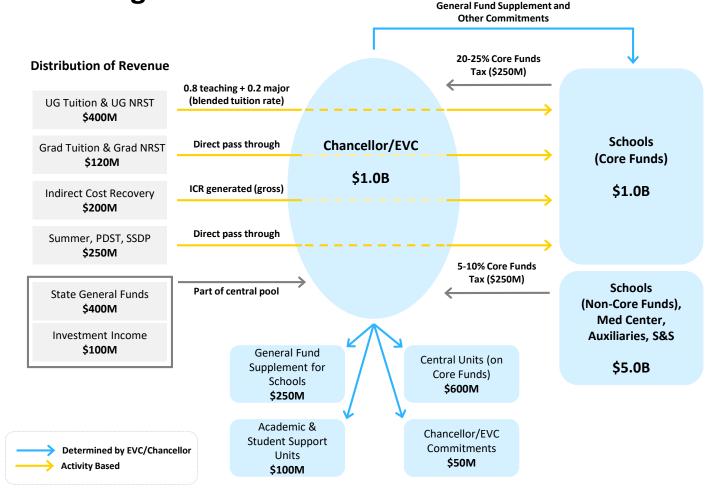
UCLA Proposed New Budget Model

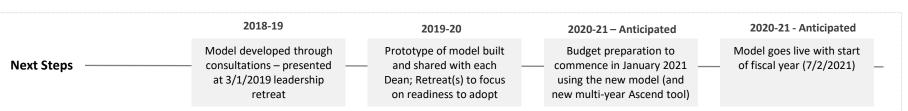
Today's Model: Mostly permanent budgets + incremental funding

New Model: Designed as a hybrid system of activity-linked, incremental, and centralized/initiative-based budgeting

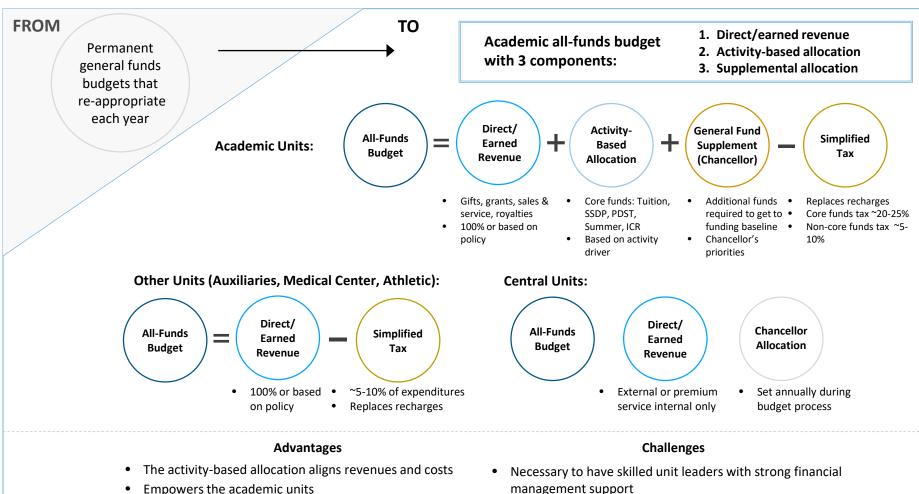
We believe this system will perform better than the legacy model in 4 areas:

- (1) Better aligning resources with activity cost drivers;
- (2) Creating incentives and support for units to be entrepreneurial where there is opportunity and providing strong central support for where there is less opportunity;
- (3) Establishing a stronger central investment fund for the EVC to make strategic investments in academic and research programs; and
- (4) Replacing the costly internal recharge program that creates poor incentives for campus units to utilize centrally provided services





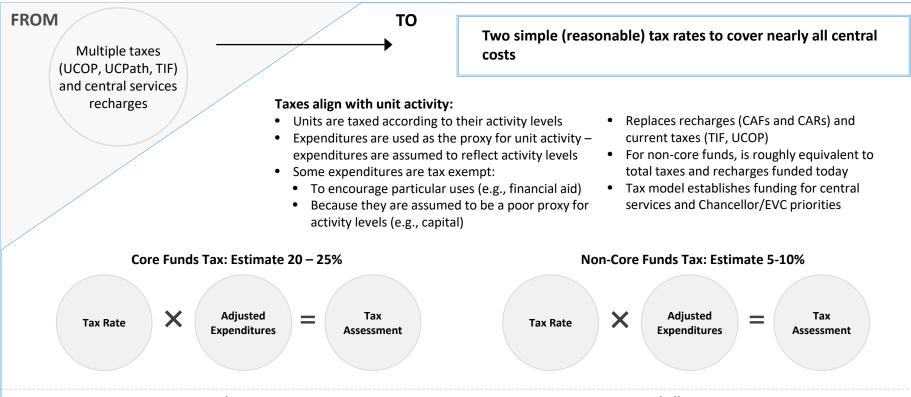
+ / - of Proposed Changes (activity-linked budget allocation)



- - Positions EVC's Office as partner rather than parent
 - Enables entrepreneurial approach to teaching/research
 - Promotes culture of fiscal responsibility
- Establishes simplicity and transparency in UCLA budgeting
- management support
- Facilitating cross-unit collaboration may require adjustments to budget model

* informed by U-M shared takeaways from their model review

+ / - of Proposed Changes (tax replaces administrative recharges)



Advantages

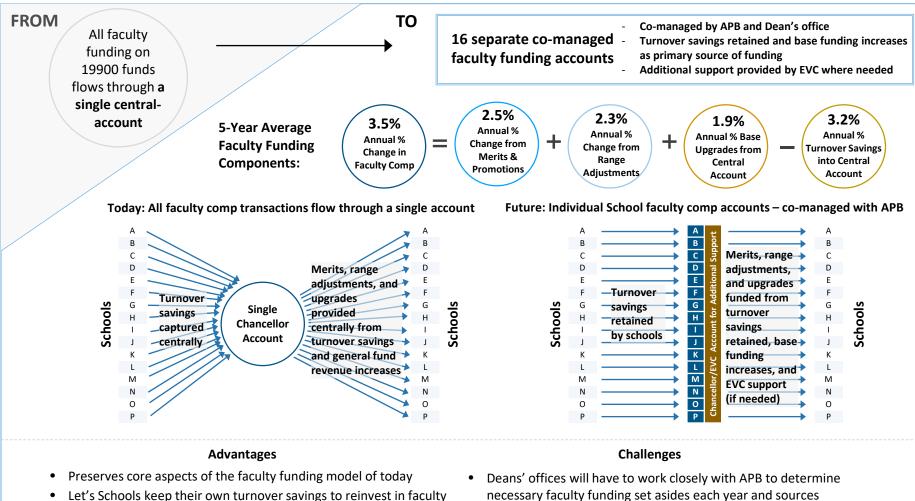
- Simplifies UCLA tax system (currently there are multiple taxes combined with recharges)
- Eliminates administrative effort around internal recharges (millions of transactions to move dollars across the campus)
- Allows central service leaders to manage their funds more strategically
- Shifts the conversation with academic leaders from transactional costs to service needs and service levels
- Establishes a constraint for how fast central service budgets can grow in aggregate (no faster than academic or auxiliary resources)

Challenges

- There is likely to be an opening gap between desired service levels and funded service levels
- Will still need some recharge model for "premium services" but those should be minimized

* informed by U-M shared takeaways from their model review

+ / - of Proposed Changes (co-managed faculty funding account)



- Connects faculty costs to resources of schools a more sustainable model
- Allows EVC to invest in faculty where needed not evenly across the board
- necessary faculty funding set asides each year and sources
- Current and future model relies on patterned turnover which can be uneven over years and difficult to predict

Budget Tool Simulation



More on the New Model

Early feedback from conversations with Senate Leadership, Deans and their management teams and points raised at prior Leadership Retreats

• The new model must support and create incentives for interdisciplinary work (cross-School collaboration)

APB thoughts on topic:

- ♦ Today, interdisciplinary work is substantially funded by the EVC and a stronger "central fund" for the EVC will enable deeper investment
- Collaborative teaching and research activities will have a built in shared allocation of revenue that does not exist today
- The tuition allocation by student credit hour should not create the wrong incentives for example a new program to create duplicative courses to keep all the
 credit hour funding

APB thoughts on topic:

- ♦ UCLA has exceptionally strong policies and layers of oversight (e.g. Senate, EVC) in place, which then creates proper boundaries and guidelines for the campus to adhere to
- ♦ Under the new model, each School relies on EVC funding through the general fund supplement and new commitments it should discourage bad behavior
- The model should not overly weight teaching in funding allocations and support for research-focused organizations should be as strong

APB thoughts on topic:

- At Michigan with a similar model, research performance has been outstanding (#2 in expenditures with strong growth in the past decade)
- Increasing ICR distributions for use as a research incentive and re-investment fund for Schools/Departments has been a changed asked for over many years
- The faculty merit process which runs without any financial considerations and constraints should be preserved to the extent possible

APB thoughts on topic:

- O Today's model is not sustainable and there is a need to make sure that all categories of expense commitments have a funding source
- ♦ The new model uses the same funding mechanisms to fund faculty merits and recognizes and sets aside funds for cases where the EVC needs to invest, particularly related to key retentions
- The new model should not be an incentive for academic units to hire more lecturers or more junior faculty

APB thoughts on topic:

- ♦ Under the current model, undergraduate teaching by lecturers has gone from 47% to 58% in the past decade and student/faculty ratios have deteriorated dramatically it is time to try something new
- ♦ Academic quality will always be a top priority and APB will work closely with units through the budget process to keep that as the focus
- Central services should be more accountable under the new model

APB thoughts on topic:

- At Michigan, academic budgets grew 2X the rate of central budgets in the past decade this is not true at UCLA. The new model has dynamics that promote that.
- ♦ The new model is an opportunity to create and communicate "service level" statements for key central services budgets will also be more transparent
- How can we go live with a new model when we are still discussing options and the best rules to apply

APB thoughts on topic:

• It is expected we will be running reviews of the model post-live and we will be making adjustments to things that we didn't get right. Michigan made several adjustments over a 25-year period and while we can learn from their experience, we also know that UCLA is unique and we should be continuously striving to make improvements to how resources are allocated to support our mission.