UNTHSC

Annual Budget Development Process Fiscal Year 2020

Guidelines & Instructions - Spring 2019

INTRODUCTION:

The budgeting process at the University of North Texas Health Science Center (UNTHSC) assigns fiscal responsibility to the institution's academic, administrative, and facilities planning process. Through the budget process, UNTHSC is able to implement a practical fiscal plan for the operation of the institution which:

- supports the institution's strategic plan;
- recognizes institutional priorities;
- allocates resources among competing needs; and
- authorizes spending authority for the major organizational units within the institution.

THE GOALS OF THE BUDGET PROCESS:

The following budget process goals promote optimal utilization of limited financial resources.

- Identify the link between budgeting decisions and the institution's strategic plan
- Prioritize new initiatives
- Introduce performance analytics to measure outcomes resulting from strategic investments in order to substantiate the additional funding
- Promote "growth by substitution" the reallocation of prior year's funding whenever possible

PRINCIPLES FOR EFFECTIVE BUDGETING:

The institution applies budgeting principles that provide structure for the annual budget process, inform individuals about key priorities and objectives, and promote a holistic view of the institution.

- The budgeting process will remain sensitive to the defining aspects of UNTHSC's culture and committed to UNTHSC's core mission and values.
- Faculty and staff have a fiduciary responsibility to ensure all budgeting decisions will be made in adherence to the institution's strategic plan to manage resources as effectively as possible.
- The maximization of revenues, the management of expenses, and the inter-relation of the two are central to the budgeting process.
- The budget process framework promotes and supports financial stability and sustainability, encourages innovation and entrepreneurship, and includes multi-year and all-funds budgeting at all levels.
- Faculty participating in teaching activities across schools and colleges support the UNTHSC vision of One University. Each school/college will be funded appropriately to support the teaching activities of all HSC students.
- "Growth by substitution" will be used continually to ensure that reallocated resources are devoted to the strategic initiatives with the highest priorities.
- All budgetary decisions and reasoning will be communicated, by all areas, clearly and systematically in a transparent reporting process.
- The budgeting process for operating and capital budgets, as well as new initiatives, will be combined into a single budgeting process.
- Unexpended balances (carry-forward funds) from funds as specified in the Allowable Carry-Forward

Balances section are considered as part of the budget process.

- Year-end carry-forward balance determinations are intended to
 - provide fiscal flexibility, preventing centrally-funded institutional needs from a shortfall
 - foster greater empowerment, as well as encourage thoughtful expenditure of nonrecurring funds
 - reward fiscal stewardship by allocating year-end balances

UNTHSC BUDGET MODEL:

Working within the institution's governing structure, the President and his leadership team have adopted the following principles and practices in developing and implementing a plan for operationalizing a Hybrid budget model:

- The Hybrid budget model will combine elements from the following budget models:
 - a) Incremental Budget Model: This budget model for the current fiscal year will be used as the starting point for the upcoming fiscal year, which will allow for a predictable level of funding for each area.
 - Current funding levels will be assessed annually and adjustments to funding allocations may be deemed appropriate, based on current situational and financial factors. Any recouped funds from this review will be set aside to create a central pool for strategic initiatives.
 - b) Initiative-Based Budget Model: This budget model will pair resources with strategic priorities to encourage innovation and entrepreneurship. For example, strategic priorities may include creating a new program, adding a new building, subsidizing a unit that is struggling financially, or investing in mission-based initiatives that will not generate enough funds to be financially viable for an extended period.

If feasible, a central pool of funds will be created for use by the President's Cabinet to support initiatives with the highest priorities. All departments requesting funds from this pool must:

- i. Provide an explanation of how the proposed initiative aligns with the Strategic Plan.
- ii. Develop a 5-year business plan, which shall include: (1) a description of how the Return on Investment (ROI) will be measured; (2) a description of how the initiative will become self-sustaining; and (3) a description of the method by which revenue will be generated and the estimated amount of revenue to be generated.
- iii. If approved, submit a yearly status report regarding the initiative by March 30th.

- c) Responsibility Center Management (RCM) Budget Model: This budget model will increase departmental accountability by incentivizing departments to generate revenue and/or achieve savings through mechanisms such as:
 - Matching departmental savings with institutional funds that can be utilized for future initiatives
 - Providing loans to departments that are pursing entrepreneurial initiatives

The Hybrid budget model will promote additional transparency throughout the budgetary process via increased communication and expanded participation throughout the development of the budget in the following ways:

- a) Website: A Budget Development website has been established and includes information on the budget timeline, budget guidelines, and Budget Enhancement Request instructions, along with a link to the Axiom budgeting system (https://unthsc.axiom.cloud), as well as a summary of the budget requests recommended by the President's Cabinet.
- b) Campus-wide E-Mails and Notifications: E-mails and notifications will be distributed campus-wide with updates on the progress of the Texas Legislature, when in session, and the status of the budget development progress and results.
- c) Presentations and Meetings: Presentations developed as part of the Budget Development process will be posted to the Budget Development website, as well as on the Axiom budgeting system's homepage (https://unthsc.axiom.cloud), and all division leaders, along with support staff, will be allowed to attend the Budget Review sessions.

GUIDELINES FOR RESOURCE ALLOCATION:

These guidelines provide a formalized strategy on how budget increases and/or cost reductions will be realized and establish clarity among the institution's organizational units on how resources are allocated.

- The President and his leadership team will establish and communicate strategic priorities based on the mission, vision, and values of UNTHSC.
- The first priority in the allocation of *Centrally Allocated Funds** will be for mandatory cost increases (e.g., debt service, financial aid, and scholarships) and on-going expenditure requirements (e.g., personnel costs, operations, program initiatives, etc.).
- The second priority will be an allocation of *Centrally Allocated Funds** set aside as "Reserves" to meet unanticipated funding necessities. Such an allocation will not become a part of any organizational unit's base allocation.
- The final priority in the allocation of *Centrally Allocated Funds** will be for "new" strategic investments if they support the strategic plan, or if they reduce continuing costs or increase revenues sufficiently, while preserving or enhancing the current service levels.
- Proposals for budget reductions or revenue opportunities will require business case analysis to explore the impact of proposed actions.

- The use of reserve funds will require business case analysis and approval by the President's Cabinet, and may also be subject to additional approval by the Board of Regents.
- Fees are to be used in support of the class or the service in the manner for which the fee was approved.
 A minimum fund balance should be maintained in order to provide for an operating reserve to meet unplanned requirements; however, the accumulation of significant account balances is not in accordance with Texas Statutes.
- The capital budget will be developed annually and aligned with the institution's strategic goals and priorities. Any new capital funding request must include an analysis of the direct costs and any "opportunity" costs of delaying needed investments, which will be quantified and considered along with the current capital needs.

ROLES AND RESPONSIBILITIES:

The budgeting process will continue to involve a significant number of individuals across the institution. An abridged list of roles and responsibilities is provided below.

Constituent	Responsibility
Office of Financial Resources, Assurance, & Policy Analysis	 Develop budgetary assumptions for the upcoming fiscal year to be utilized by President's Cabinet to determine budgetary parameters Develop Budget Planning and Decision Documents, available through the Axiom budgeting system Coordinate the budget process, including ongoing development, training and communication of process changes, and budgeting tools, as well as timelines Consolidate budget adjustments, Budget Enhancement Requests, and Balance Review Reports for consideration by President's Cabinet Provide support for the Budget Review sessions Consolidate school/division budgets into a comprehensive institution-wide budget
Department Budget Liaison	 Attend budget meetings and training sessions As required, coordinate the development and input of proposed budget changes into the Axiom budgeting system As required, help Dean/VP/Department Manager with the development of strategic initiatives and business cases, and assist with input into the Annual Operating Budget
Department Managers	Assist in the development and communication of strategic initiatives, business cases and proposed budget changes to Dean/VP and Department Budget Liaisons
Deans / Vice Presidents (Division Leaders)	 Develop and communicate department-level expense and budget parameters Assist in the completion and approval of Budget Planning and Decision Documents Develop business cases for new initiatives (supplemental), if required
Provost Office	 Coordinate the development of the academic budgets Develop and communicate School/Division/Department-level expense and budget targets Assist in the completion and approval of Budget Planning and Decision Documents

^{*} Centrally Allocated Funds include State Appropriations (including General Revenue, Statutory and Board-Authorized Tuition, Tobacco Funds), Designated Tuition, Investment Income, and Institutional F&A revenues.

CFO / VP for Finance and Planning	 Present budgetary assumptions and proposed budget adjustments to President's Cabinet Present institutional budget to the Board of Regents
President's Cabinet	 Set budget parameters for upcoming fiscal year Conduct Budget Review sessions with senior divisional leadership Score and prioritize each Budget Enhancement Request Review, discuss and recommend initiatives, produced from the budgetary review process, for the President's consideration
President	Review, revise and approve the institution's budget
Board of Regents	Review and approve final institution-wide budget

THE INSTITUTIONAL BUDGET PROCESS:

These guidelines are designed to assist UNTHSC's division leaders with creating consistent, complete and efficient budgeting and planning documents. These should be used as a reference and not as a prescriptive set of rules. Each of UNTHSC's operating units and each initiative is unique and, therefore, may require inclusion, exclusion or focus on certain aspects of the recommended Annual Operating Budget.

The institutional budget process is accomplished in two separate and distinct phases.

The first phase, *Budget Planning*, is used to develop and approve the budget. It starts in the spring and continues into the summer (see *Budget Planning Timeline*).

In the second phase, *Budget Documentation*, the approved budget is documented and loaded into the budget system. This phase begins in the summer and is completed in June.

Phase I: Budget Planning

Base Budgets and proposed budget adjustments are developed by each organizational unit in the spring for the upcoming fiscal year. It is the responsibility of each division leader to incorporate the direction provided through the institution's strategic plan in the budget planning process. Division leaders should be mindful of the assessment questions that will need to be answered for each new funding request presented. These assessment questions may include:

- What Strategic Plan initiative does this request impact?
- What is the primary rationale for this request?
- What impact will this request have on the campus departments?
- What will be the impact of this request on the student population?
- How will the Return on Investment (ROI) for this initiative be measured?

Budget Development Overview:

The institution's budget is developed based on State appropriations, enrollment, and revenue projections. Using these projections as the funding level, budget expenses are determined by reviewing prior year expenses, current year forecasted expenses, and funding requests at the divisional level. Each proposed budget adjustment is reviewed and approved by the budget manager, dean (if appropriate), and senior administrator. Requests for budget increases are presented by the department or division leader during the Budget Review sessions. It is the responsibility of the department or division leader to justify each proposed item at that time.

The Vice President for Finance and Planning, in consultation with the Chief Financial Officer, will review all requests for budget adjustments with senior administration to discuss and prioritize the needs for the institution. Once funding adjustments have been approved by the President, the Budget Office will notify division leaders of their established budget targets, at which time the latter shall distribute the targets to their respective unit(s), followed by the completion of the budget planning files by senior administration.

Allowable Carry-Forward Balances:

These guidelines apply to all Educational & General, Designated, and Auxiliary funds.

- Carry-forward funds may not be used to create permanent positions or hire permanent employees without approval of the Budget Office.
- Divisional units are expected to prevent budget deficits. Any deficits shall be covered by the transfer of other available funds prior to the end of the fiscal year; any residual deficits will be carried forward and immediately financed by the next year's budget.

The following guidelines only apply to the treatment of year-end balances for Educational & General funds, including Higher Education Funds (HEF), Centrally-Allocated Designated funds, and Tobacco funds, which are appropriated through the institutional budget model.

- In the event that the institution finishes a fiscal year with a deficit due to tuition revenue shortfalls and/or insufficient funds for unavoidable expenses, carry-forward balances will be reserved centrally before division allocations are approved.
- Encumbrances for outstanding purchase orders will be included when determining the final carry forward balance.
- Unexpended Educational & General funds expire at the end of each fiscal year and do not carry over to the next fiscal year.
- If balances in Centrally-Allocated Designated or Tobacco funds exceed 15% of prior year expenditures, division leaders will be asked to provide an explanation, along with a spending plan, for the balances during the annual Budget Review sessions.
 - The Vice President for Finance and Planning and the Chief Financial Officer will review all requests for carry-forward balances with the President's Cabinet when making the final determination on the amount of funds that will carry forward.

For all other Designated and Auxiliary funds – which includes student services fees, course fees, campus-based and other student fees, indirect cost recovery revenues, self-supporting revenue centers, auxiliary funds, private unrestricted gifts, and unrestricted endowment earnings – the following guidelines will apply to the treatment of year-end balances.

• If balances in other funds exceed 25% of prior year expenditures, division leaders will be asked to provide an explanation along with a spending plan for balances as part of the annual Budget Review sessions. The explanation should include the relationship for the use of funds to strategic priorities within the division.

Budget Formulation:

The institution's budget will be based on revenue and expense assumptions prepared by the Vice President for Finance and Planning in consultation with the Chief Financial Officer. The revenue estimate will be based upon a realistic assessment or forecast of available Centrally Allocated Funds in order to provide a high degree of confidence for responsible allocation of resources and minimize potential for disruptive mid-year budget cuts due to a revenue shortfall. The expense estimate will be based on the prior budget as adjusted for realignments thus far and made to provide full-year funding for known recurring expenses and will include an assessment of costs of new initiatives, which can be reasonably anticipated.

These budget assumptions will be presented to the President's Cabinet for review and approval and will frame the discussions during the Budget Review sessions.

Budget Planning and Reporting Application:

In FY2020, UNTHSC's Budget Planning process will utilize an integrated financial planning software application. This application will include the following functional areas:

- Budget Planning and Decision Documents, which will include all documentation related to the preparation and management of budgets and labor planning
- Funding Requests/Strategic Reductions, including capital requests, for new funding requests and/or the completion of Strategic Reductions forms, if mandatory reductions are necessary to balance the FY2020 Annual Operating Budget
- Long-Range Strategic Planning by school or unit, which will include all critical strategic budget and capital initiatives (if implemented in time for the budget process)
- Financial Reporting, which will be the primary application for delivering financial information related to budget analysis and management

Budget Planning Guidelines:

The Budget Planning Guidelines are provided to assist leaders in developing the proposed budgetary changes necessary to facilitate the division's goals and objectives in support of the institution's mission. The Budget Planning and Decision Documents, explained in the following section, are provided to organizational leaders for the departments for which they are responsible.

Budget Planning Documentation:

The Budget Development process is initiated by the communication to each Dean and Vice President that Budget Planning and Decision Documents are available for their area(s) and are accessible through the Axiom budgeting system (https://unthsc.axiom.cloud). The Budget Planning and Decision Documents contain the following information:

- Budget Planning Guidelines
- Budget Presentation Template
- Budget Planning Files (contains 3 files):
 - Non-salary Expenditures
 - o Funded Positions
 - o Unrestricted Balance by Fund
- Budget Forms
 - o Budget Request Form
 - o Higher Education Fund (HEF) Request Form
 - o Strategic Reduction Form
- Balance Review Reports (contains 3 reports):
 - Student Fee Report
 - o Budget Balance Report
 - o Non Budgetary Balance Report

Budget Presentation Template:

In order to facilitate the discussion during the Budget Review sessions, which are explained in greater detail in the related section below, a budget presentation template has been prepared for the FY2020 budget development process. The template will be used to highlight important information about services provided by each area.

It is strongly recommended to limit the presentation submission to no more than 15 pages plus appendices.

The template for the FY2020 budget presentation is to be downloaded from the Axiom budgeting system (https://unthsc.axiom.cloud). Presentations are to be submitted electronically by Wednesday, May 1st, as they will need to be distributed to all attendees. (There is no need to print.)

Budget Planning Files:

The Budget Planning files are a consolidation of both current and historical data and include the following: FY 2019 Adjusted Budget Amounts, Budget Planning Position Roster, Salary-related expenditures, and Non-Salary-related expenditures. This information is designed to aid organizational units in identifying resource needs by providing historical information and a projection of the upcoming year's Base Budget.

Division leaders will use the information provided to develop the Adjusted Base Budget to more accurately reflect the anticipated use of Base Budget funds. Each Adjusted Base Budget amount must be properly substantiated in order for that amount to be included as the Base Budget for the upcoming fiscal year.

Budget Request Form (BRF):

The Budget Request Form (BRF) is a required document that is used by division leaders to detail all new funding requests presented during the Budget Review sessions. If appropriate, one BRF should be submitted per requested initiative. (*If assistance is needed in determining the most fitting approach, please contact your Budget Analyst.*) If more than one request is submitted, then the department will need to disclose the priority of each.

As discussed above, division leaders should be mindful of the assessment questions that will need to be answered for each funding request presented during the Budget Review session.

Higher Education Fund (HEF) Allocation Request:

The Higher Education Fund (HEF) Allocation Request is a required document that is used by division leaders to detail all new funding requests for capital items during the Budget Review sessions. If appropriate, one HEF request form should be submitted per requested initiative. (If assistance is needed in determining the most fitting approach, please contact your Budget Analyst.) If more than one request is submitted, then the department will need to disclose the priority of each.

As a reminder, HEF may only be used for capital-related items, such as major facility repairs or renovations, capital equipment, or library books/materials.

Strategic Reduction Form:

The Strategic Reduction Form, if required, will be utilized if deemed necessary to balance the FY 2020 budget and to support the institution's Strategic Plan.

Balance Review Reports:

The Balance Review Reports are required by division leaders to request approval to carry forward balances into the next fiscal year. These reports will provide the current available balance for each fund, along with its associated carry-forward balances from the prior two fiscal years, and the fee's estimated threshold amount. In the report, each division leader will include a detailed justification for carrying forward the balance, as well as an action plan to be implemented if the fund balance exceeds the established threshold amount.

Budget Review:

The purpose of the Budget Review sessions is to provide an opportunity to update the President's Cabinet and other institutional leadership on the division's progress in accomplishing its goals. Additionally, it provides an opportunity for the administrative and academic units to submit information regarding fixed cost increases, as well as to propose any new funding requests directly to the administration.

Format of Budget Review:

The Vice President for Finance and Planning will conduct Budget Review sessions for each budgetary division. Also present at each Review session will be the President's Cabinet, the Budget Director, and the Budget Analyst assigned to support the represented division. Division leaders are welcome to bring any support staff necessary to assist in explaining budgetary needs. Each budget presentation will be allotted no more than 20-30 minutes.

Budget Presentations:

The division leader summarizes the operations and/or programs along with the associated budget requests during the formal Budget Review session. Each budget presentation should identify funding that is absolutely necessary to continue the operations of the division, as well as the need for any increases in personnel, capital, and other operational funding.

In an effort to collect this critical information, a template has been designed to incorporate this information into the budget presentation. Thus, during the FY2020 budget presentations, the following mandatory topics will be discussed:

- Major Accomplishments for FY2018-2019:
 - o Provide a summary of any significant accomplishments or goals achieved during the period
- Results of Strategic Investments:
 - o Describe how the funding has benefited UNTHSC, if applicable
- Analysis of Major Drivers/Changes Revenues & Expenditures for FY2017-2019:
 - o Describe any major budget changes encountered during this period
- Funded Positions: Faculty / Staff Headcount & Expenditures for FY2017-2019: (*To be provided by the Budget Office*)
 - Describe any major budget changes / trends in positions during the period
- Non-Salary Expenditure: (To be provided by the Budget Office)
 - Describe any major budget changes or unique expenses during the period.
 Additionally, prepare to discuss the impact of a 10% budget reduction
- Unrestricted Balance by Fund: (To be provided by the Budget Office)
 - o Describe any major changes in fund balances during the period
 - o Provide a justification for carrying forward the balance into the new fiscal year

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- New Budget Requests for FY2020:
 - Provide a summary of all new funding requests, in priority order, for the upcoming fiscal year

Results of Budget Reviews:

Following the conclusion of budget reviews for all divisions, the Vice President for Finance and Planning and the Chief Financial Officer will then review all requests for new funding with the President's Cabinet to prioritize the needs for the institution. Once approved, new funding requests will be added to the designated organizational unit's budget and communicated to division leaders. Finally, each division leader will communicate the approved budget to the organizational unit(s) for which they are responsible. The Budget Office will be available to assist each division leader with this function.

Phase II: Budget Completion

Institutional Budget Finalization:

Following the conclusion of the President's Cabinet discussion and approval, budget targets will be made available to the Deans and Vice Presidents through the Axiom budgeting system (https://unthsc.axiom.cloud).

Department leaders are responsible for entering and balancing their budgets. During this process, departments will utilize two components within the Axiom budgeting system for entering labor and budget information. These two components consist of:

<u>Labor</u>: Departments are required to enter and/or validate labor-related information and budgets for each employee, including positions, appointments and hourly. This includes salaries, wages, chartstrings and special pay information.

<u>Budget</u>: Departments are required to enter non-salary budgets for M&O. Additionally, any updates made to the labor component are automatically imported to this component.

It is the responsibility of the department leader to ensure that expenses do not exceed the approved budget target(s). Once the overall budget has been reconciled and balanced by fund, all approvals, as established by the Workflow setup, will need to be completed for each budget plan file.

Board of Regents Approval of the Annual Operating Budget:

With the completion of all budget plan files, the Budget Office compiles the Annual Operating Budget for presentation and approval by the Board of Regents. This document outlines the institution's strategic direction, which has been integrated within the operating budget, and incorporates the State of Texas' budget, which impacts our campus.

Base Budget Upload:

As the final step in this phase, the Budget Office uploads the Base Budget into the PeopleSoft system in late August / early September for the new fiscal year, and that becomes the operating budget for the new fiscal year. This does not apply to sponsored projects or "non-budgetary" chart strings.

Quarterly Budget Report:

Following the Base Budget roll into PeopleSoft, department leaders will be able to review their quarterly budget balances through the Budget Planning and Reporting software application. The information listed below will be provided:

- Prior fiscal year roll-forward amount
- Current fiscal year budget amounts
- Current fiscal year totals for expenditures, revenue, transfers and encumbrances
- Quarter-ending balance amount

While quarterly reports will be made available, routine budget reviews by each department manager are highly encouraged.

This software application will serve as the principal source when reviewing budget balances, as well as all financial transactions, throughout the fiscal year.

Budget Planning Timeline:

The following timeline presents the key activities and deadlines with respect to the budget process.

• March:

- > FY2020 Revenue Assumption Projections
- Preliminary Cabinet Discussions
 - Determine FY2020 Strategic Priorities
 - Update on projected FY2020 Revenue
 - Develop initial funding strategies

• March 27 – 29:

- ➤ Budget Kick-off Meeting
 - Overview of Budget Development process

• April 1 - 5:

- ➤ Budget Planning Reports
 - Position roster and historical expenditures available in Axiom for review
 - VPs/Deans discuss budget needs/priorities with their departments

• April 8 – 19:

- ➤ Budget Development Training Sessions
 - Hands-on training labs to assist with preparing Funding Request/Strategic Reduction submission in Axiom

• April 10 – 19:

- ➤ Funding Request/Strategic Reduction Submission
 - Preparation of Funding Request/Strategic Reduction submitted for approvals

• April 22-26:

- ➤ Funding Request/Strategic Reduction Workflow Approvals
 - All submissions must be approved thru the Workflow approval process in Axiom

• April 26:

- ➤ Funding Request/Strategic Reduction Submission Deadline
 - All submissions must be complete with final approvals

• May 1:

> FY 2020 Budget Presentation Templates due to Budget Office for distribution to the President's Cabinet

• May 7 - 8:

- > FY 2020 Programmatic and Budget Review
 - All areas are scheduled to present
 - All Cabinet members will be in attendance
- > Funding Request Scoring
- > Cabinet makes funding recommendations

• May 13 - 17:

- > FY 2020 Budget Target Allocations
 - Dean/VP's/Departments allocate Targets in Axiom

• May 20 - 31:

- ➤ Labor and Budget Loading
 - Departments load budget information in Labor and Budget applications

• May 20 - 28:

- Budget Loading Labs
 - Budget Analysts with be available to assist with loading budgets into Axiom

• June 3 - 7:

- ➤ Budget and Labor Workflow Approvals
 - All submissions must be approved thru the Workflow approval process in Axiom

• June 7:

- Budget and Labor Components Deadline
 - All Budget and Labor components must be complete with final approval

• June 21:

- > UNT System Deadline
 - HSC's FY 2020 Budget due to UNT System