

2015-2016 BUDGET

BUDGET ALLOCATION MODEL

The construct of the Budget Allocation Model was based on a FTES model reflective of how resources are allocated from the State. The State model does not differentiate, and makes no provision for, high cost programs versus any other program offered at a community college. One credit FTES rate is applied to all earned credit FTES, regardless of the cost to produce the FTES.

The District's previous credit FTES based Budget Allocation Model was developed and implemented in FY 2013-14, albeit with the substantial issue of entity budget alignment still left unresolved. A "one size fits all" rate was calculated and applied to the credit FTES generated by each college, similar to the State model. Inequities emerged between the revenues generated by each college versus the expenditures incurred by each college. This basic stumbling block issue has remained since its implementation, despite the numerous discussions and analytical attempts made to resolve it.

A need was identified to allocate resources to the colleges in a way that provides enhanced budget autonomy and reflects the unique instructional programs and organizational structures that have developed based on decisions made over time. In other words, a model that recognizes the "realities" of the decisions that have been made and one that moves the District closer to aligning allocated college revenues with allocated expenditures (i.e. Entity Budget Alignment).

During FY 2014-15, discussions ensued with District and college constituency groups to revise the Budget Allocation Model (BAM 2.0). The basic framework to revise the model was consideration for the known cost of producing FTES at each college. The method should reflect the decisions mentioned earlier regarding the unique instructional program offerings and organizational structures at each college that derive the individual FTES rate per college. The resulting rates would then be applied to the funding rate per credit FTES.

The following comprise the framework for the revised Budget Allocation Model:

- Using historical total actual expenditures and FTES for each college, calculate separate rates per FTES using a seven (7) year average; transitioning to a ten (10) year rolling average over time.
 - The rolling average will smooth out year-to-year anomalies, program level efficiencies and inefficiencies, high cost and low cost programs, staff seniority, changes in administration, etc., etc.
 - Note – Application of the ratios will result in a remainder that will be allocated on an FTES percentage basis in order to balance the model.
 - Total actual expenditures takes into consideration ALL costs (support, administration, instruction, facilities) to produce the FTES.
 - The starting point for historical expenditures is FY 2008-09 since this is when three college status started.
 - Adhere to the following BAM Principles as much as possible:
 - #3 – Equitable Allocation of Resources

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- #4 – Enrollment Management Decisions Drive the Allocation of Resources
 - #5 – Simple, Readily Communicable and Understood, and as Easy to Administer as Possible
 - #6 – Defined in Measurable Terms to Maintain Objectivity and Predictability and the Outcome is Independently Verifiable
 - #7 – Driven by Verifiable Data
- Revises the Budget Allocation Model but does not result in reduction of or additional resources for the colleges
 - Provides a baseline to begin moving forward on implementing other components of the BAM as well as a basis for closing the remaining budget gap in future years

After vetting by the colleges' shared governance groups and considerable discussion at the District Budget Advisory Council (DBAC), DBAC reached consensus to move the proposal forward to the District Strategic Planning Committee (DSPC) as a transitional model to achieving entity budget equilibrium. DSPC considered the proposal and reached consensus to move the proposal forward to the Chancellor's Cabinet. Chancellor's Cabinet approved the revised Budget Allocation Model (BAM 2.0) for implementation effective for FY 2015-16.

BAM 2.0 will be monitored to assess its effectiveness and will be evaluated prior to the FY 2016-17 budget development cycle.

Following are the BAM principles, components, FY 2015-16 Budget Allocation Model, and credit FTES rate ratios (Exhibit D).

BAM Principles

1. Equilibrium in the operating budget structural balance is maintained through assurance that ongoing expenditures do not exceed ongoing revenues and that compliance with State and District reserve requirements is maintained.
2. The BAM recognizes that resource allocation is linked to District-wide strategic planning.
3. The BAM provides for the equitable allocation of available resources to the three (3) colleges and the District Office, while ensuring compliance with statutory and regulatory requirements.
4. Enrollment management decisions drive the allocation of operational resources.
5. The BAM is simple, readily communicable and understood, and as easy to administer as possible.
6. The BAM is defined in measurable terms to maintain objectivity and predictability and so that the outcome is independently verifiable.
7. The BAM is driven by verifiable data.

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Policy/Organizational Considerations

1. Defining the roles of the District vis-à-vis the District's four major entities in the budget development and execution processes.
2. Defining the way in which compliance with statutory, regulatory and policy requirements shall be assured (e.g. FON, 50% Law, categorical match).
3. Defining self-insurance funding.
4. Defining DSPTS services and funding levels.

BAM Components

1. RCCD's BAM will mirror the State funding model for the California Community Colleges for the basic allocation, full-time-equivalent student (FTES) apportionment, one-time funding, and one-time funding on an annual basis (e.g. Prop 30). The model will comply with budget-related statutory and regulatory requirements (e.g. 50% Law, FON, etc.).
2. The minimum 5% required level of District reserves and funding for the district office will be the first allocations of the District's "Total Available Funds" in the Unrestricted General Fund.
3. In recognition that it may be necessary to transition over time to a point whereby each of the colleges achieve equilibrium between allocated revenues and the expenditures needed to support instructional service levels to students, a separate allocation may be provided.
4. Non-State apportionment, one-time funds, ongoing funds and entrepreneurial revenues (e.g. Norco College Trading Post, Riverside City College Splash, Nonresident tuition, indirect cost reimbursements, lease/rental income, etc.) that are specific to a particular entity will be retained by the respective college that generates the revenue.
5. Revenue sources that are not specifically identifiable to a particular entity will be allocated based on the same methodology used to allocate apportionment revenues unless otherwise specified by the funding source.
6. A minimum of 1% of total available funds will be allocated for contingency at the entity level.
7. Child Care Centers, Food Services, Performance Riverside, Contract Education, Community Education, and Bookstore must be self-sustaining by entity.
8. Interfund loans will be allocated "off the top" of the District budget.
9. The budget allocated for the District Office and District Support Services shall correlate with the percent increase/decrease of the aggregate budget allocated to the colleges.