# NUTS & BOLTS OF COMMUNITY COLLEGE FINANCE

ACCCA's Administration 101 July 25, 2016

#### Dr. Bonnie Ann Dowd

Executive Vice Chancellor, Business and Technology Services

San Diego Community College District

#### Peter Hardash

Vice Chancellor Business Operations/Fiscal Services Rancho Santiago Community College District

### AGENDA OVERVIEW

9:30 a.m. – 11:00 a.m.

- Introductions, review of session's format and SLOs
- Assessment of knowledge
- Conceptual framework of CA community college finance
- Basics of budget and financial terminology, the fund structure for CA community colleges
- Overview of how CA community colleges are funded
- Brief overview of a district versus college budget development and allocation process
- CA community colleges fiscal reporting requirements
- Differences in how CA public education is funded by the state
- SB 361 Funding Formulas

11:00 – 11:15 a.m. – Session Break

### AGENDA OVERVIEW

11:15 a.m. – 12:30 p.m.

- Principal Apportionment
- Exhibit C
- Growth/Access
- Stabilization and Restoration and Decline

12:30 p.m. – 2:30 p.m. Lunch Break

2:30 p.m. – 3:30 p.m.

- Restricted General Funds
- State Capital Outlay process
- Resources

3:30 p.m. – 3:45 p.m. Session Break

3:45 p.m. – 4:40 p.m.

- Why CBOs?
- Q & A
- Review of SLOs and Wrap Up

### STUDENT LEARNING OUTCOMES (SLOs)

- Acquire a better understanding of:
  - Fund accounting
  - Budget terminology and structure
  - CA state budget development process
  - How CCC districts are funded as compared to other CA education systems
- Acquire a working knowledge of how a:
  - Multi-college district budget development process at the district and college level
- Acquire a working knowledge of:
  - Where to look for CCC fiscal information
  - The basics of Exhibit C
  - The very basics of fund accounting and the BAM
- Nuts and Bolts
  - "The essential or practical details" of CA community colleges funding formulas
- Learn why you should love your district's CBO
  - We really do have hearts...

### ALAKAZAMI

The magic of budgeting...



### CONCEPTUAL FRAMEWORK OF COMMUNITY COLLEGE FINANCE

- Accounting system must make it possible (per the Budget and Accounting Manual for CCC's i.e., the "BAM):
  - To present fairly and with full disclosure the financial position and results of operations of the funds of a community college district in conformity with generally accepted accounting principles (GAAP – generally accepted accounting principles); and,
  - To determine and demonstrate compliance with finance-related legal and contractual provisions
- The responsibilities of the different parties accountable for fiscal oversight of colleges/districts are established in Title 5.
- Because of the varied sources of revenue, some with restrictions and some without restrictions, governmental accounting systems should be organized and operated on a fund basis.

# CONCEPTUAL FRAMEWORK OF COMMUNITY COLLEGE FINANCE

- A fund is defined as a fiscal and accounting entity with a self-balancing set of accounts recording cash and other financial resources, together with all related liabilities and residual equities or balances, and changes therein, which are segregated for the purpose of carrying on specific activities or attaining certain objectives in accordance with special regulations, restrictions, or limitations (GASB – i.e., Governmental Accounting Standards Board).
- Fund accounting is a system where resources are allocated to and accounted for in individual funds based upon the purpose or use of funds as determined by the donors or source of those resources.

# FUND STRUCTURE FOR CALIFORNIA COMMUNITY COLLEGES (PER THE BAM)

- General Funds (10)
  - Unrestricted (11)
  - Designated (11)
  - Restricted (12)
- Debt Service Funds (20)
- Special Revenue Funds (30) e.g., Child Development Fund
- Capital Projects Funds (40)
- Enterprise Funds (50) e.g., Bookstore Fund
- Internal Service Funds (60) e.g., Retiree Benefits Fund
- Trust Funds (70) e.g., Associated Students Trust Fund
- Agency Funds (80) e.g., custodial funds; however, college/district has little or no discretionary authority

### BUDGET VERSUS FINANCIAL REPORTING

- A forecast of what is expected to occur with regard to revenue and expenses.
- Must have an approved budget before any money can be spent.
- Represents a spending plan (the authority to spend).
  - Unrestricted funds
  - Restricted funds
  - Designated funds

- A reporting of the revenues actually received and expenditures incurred.
- Actual spending as the transactions are processed.
- Examples of records to support spending:
  - Purchase orders
  - Expenditure transfers
  - Requisitions
  - Time sheets

**BUDGETS** 

**FINANCIALS** 

### BUDGET TERMINOLOGY

| Encumbrance   | Expended/<br>Received                                      | <u>Unencumbered</u> -<br><u>Disencumbered</u>            |
|---|--|--|
| Identified by a purchase order (PO)                             | Identified by an invoice (voucher) (AP)                    | Identified by a purchase order (PO)                      |
| Funds (money) can't be used for anything else (it is set aside) | Funds (money) will be a decrease because it has been spent | Funds (money) released to be spent (frees unused amount) |

## BUDGET BALANCES AND BALANCED BUDGETS

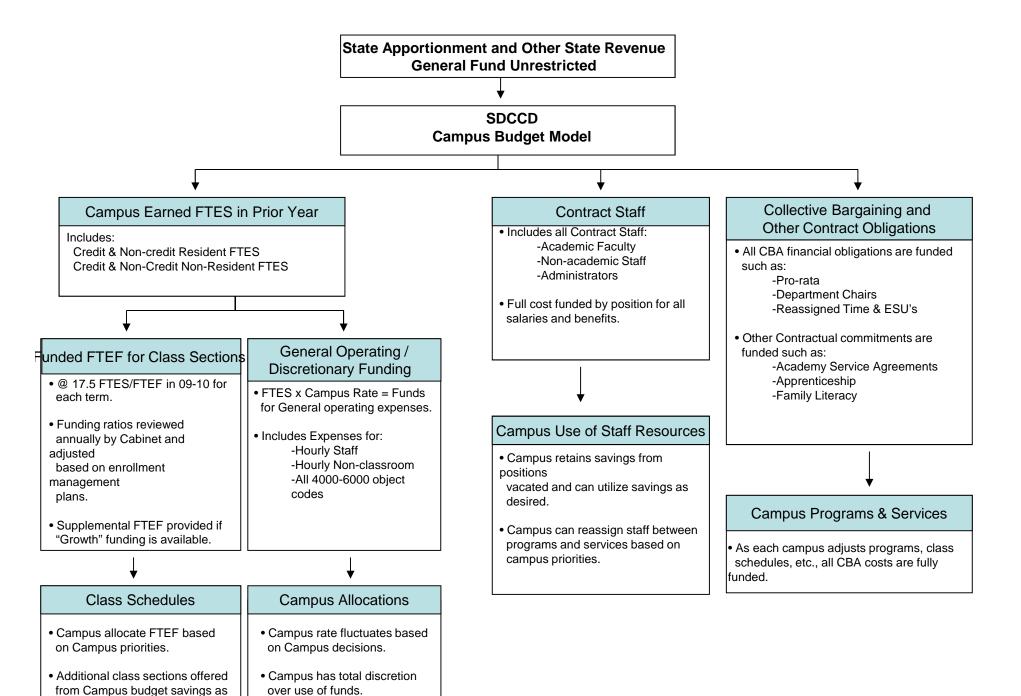
- Ending Fund Balance:
  - Beginning Fund Balance (previous year)
  - Plus: Excess of Revenue over Expenses and Encumbrances OR
  - Less: Deficit if Expenses and Encumbrances are greater than Revenue
  - Results: Ending Fund Balance (current year, which then becomes next year's BFB

### SDCCD DISTRICT BUDGET DEVELOPMENT PROCESS

- Establish FTES targets based upon prior year's funded FTES adjusted for subsequent year's FTES cap projected by the state. (SDCCD targets a minimum of 1% unfunded FTES)
- GFU Districtwide Revenue and Expense Budget Allocation Model includes items such as:
  - Project revenue based upon established FTES target
  - Identify reserves and set-asides (e.g., vacant positions, CBA commitments)
  - Campus allocations (based upon Campus Allocation Model)
  - District Office expenses
  - Districtwide Support Allocation expenses
- Compare Revenue and Expense
- If Revenue is less than expenses identify if sufficient beginning fund balance to cover the shortfall; if not, reduce expenses.

### COLLEGE BUDGET ALLOCATION PROCESS

- FTES targets by year assigned to each of our 3 colleges and Continuing Education.
- FTES allocation is converted to FTEF and campuses funded based upon productivity factors of 34 for credit; 31.50 non-credit (in accordance with Resource Allocation Formula – the "RAF").
- Classroom FTEF (contract, adjunct and overload, reassigned time per CBA) to arrive at each institutions FTEF budget allocation.
- Contract salary and benefits (filled and vacant positions) allocation.
- Discretionary allocation based upon FTES and other adjustments to arrive at college and CE budget allocation - continuous and as appropriate, one-time.



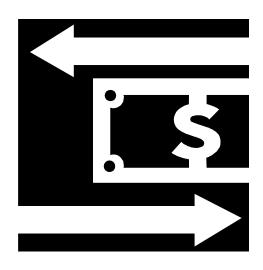
determined by each campus.

# ANNUAL FISCAL REPORTING REQUIREMENTS FOR DISTRICTS

- Tentative Budget June 15<sup>th</sup>
- Adopted Budget September 15<sup>th</sup>
- 320 Apportionment Attendance Report (P1, P2 and Recal)
- 311Q and 311 Annual Report
- Independent Annual Audits

# BUDGET AND ACCOUNTING MANUAL (BAM) BASICS

- You need to know the basics of Fund Accounting (the BAM) to
  - Read and understand the CCFS 311
  - Understand district account codes
    - Chart of accounts
- The Basics
  - Fund
  - Program source of funds
  - Activity where spent
  - Object for what?



## CALIFORNIA PUBLIC EDUCATION STRUCTURE

- University of California (UC)
- California State University (CSU)
- K-14 education in California
  - Proposition 98 passed in Nov. 1988
  - K-12, the big dog why?
  - Community colleges
    - Political strengths/Political weaknesses
    - Prop 98 "share"



## CALIFORNIA COMMUNITY COLLEGES AS OF FY 2016-2017

- How many districts?
  - **72**
- How many colleges?
  - **113**
  - Newest Clovis College (State Center CCD)
- How many centers?
  - **76+**
  - Grandfathered 37
  - State Approved 39
  - Newest Rancho Cordoba Education Center
    - Los Rios CCD
    - o March 2016

# CALIFORNIA COMMUNITY COLLEGES AS OF FY 2016-2017

- Total system-wide budget
  - Approximately \$7 billion
- Community Supported (Basic Aid) Districts
  - How can you tell they're community supported? Aren't we all?
  - Eight districts as of P(2) 2015-2016
    - Mira Costa, South Orange, Marin, San Mateo, San Jose-Evergreen and West Valley-Mission
    - New in 15/16 (P2) Napa College, San Luis Obispo,
    - Almost...Sierra CCD \$164,152 short

# FUNDING RATES 2014-2015

- UC \$23,892
  - 188,290 students
  - 10 colleges
- CSU \$13,284
  - 382,332 students
  - 23 colleges
- K-12 \$8,931
- CCC \$6,557\*
  - 2,094,910 students
  - 1,112,913 FTES



\* - includes state GF, property taxes, student fee revenue and unrestricted lottery funds – source CCLC

### REVIEW OF THE CCCCO ORGANIZATION

- Structure
  - BOG
  - 1102 Q Street
- Appointments
  - State Agency
  - New Chancellor!
    - Eloy Ortiz Oakley of LBCC
  - New Vice Chancellor, Finance & Facilities
    - Mario Rodriguez
- Power compared to UC & CSU?
  - Governance Structures



## HOW CALIFORNIA FUNDS K-14 EDUCATION

### PROPOSITION 98

- Passed by voters in November 1988
- K-14 receives a share of state revenues collected
- Minimum funding guaranteed by formula
  - Three "tests"
- Community college system receives approximately 11% share of Prop 98 revenues
  - Minimum guarantee percentage of Prop 98 -10.92%
  - However, not a guarantee...
  - Legislature can suspend to fund at a lower level
  - Minimum guarantee has also become maximum guarantee
  - Funding follows state economy
    - When economy is good, increases in funding
    - When economy is poor, decreases in funding
    - What's wrong with this reality for our colleges and students?

### HOW THE CCCCO FUNDS DISTRICTS

- Unrestricted General Fund
  - Principal Apportionment process Exhibit C
    - Becomes Exhibit E once final recalculated certification (R1)
      - Eight months after close of fiscal year (Feb P1)
  - SB361 Funding Allocation Model 2006
    - Replaced Program Based Funding from AB1725
  - Differences of SB361 methodology compared to Program Based Funding formula
- Other CC District source of Funds
  - Categorical program entitlements (SSSP, DSPS, Student Equity, BFAP), competitive grants, regional grants (SBDC), regional collaborative (adult ed), Economic Development, special purpose funds, etc.
  - More often based on FTES counts and students served counts

### SB361 FUNDING FORMULA

- Equalized FTES marginal funding rates
  - Credit FTES \$4,723.60 (15/16)
    - o 6 districts grandfathered base rate is higher
    - Ex.- West Kern = \$6,447.38/cr. FTES
  - Non-credit \$2,840.43 (15/16)
  - Career Development/College Prep CDCP -\$4,723.60 (15/16)
    - Old "non-credit enhanced"
    - Now equalized with credit rate
- Base Allocations for colleges and centers based on size
  - Acknowledges economies of scale
  - Minimum level of service to operate a college
- Acknowledges rural (small) district funding need/support

### SB361 FUNDING FORMULA CHALLENGES

- Large recent state investment in specialized programs
  - Categorically funded
  - That's great for our targeted student needs
- Declining support for core funding for unrestricted general funds
  - Cost of Living Allowance (COLA)
  - Growth/Access (earned)
  - Base Augmentations
- Budget challenges for district's unrestricted general funds due to state primarily investing new Prop 98 funds for CC's in new Categorical Programs
  - Small or no COLAs in the foreseeable future
    - Implicit Price Deflator formula
  - New Growth/Access Model
    - Constrains many districts to miniscule growth opportunities regardless of unfunded FTES and actually serving more students

### PRINCIPAL APPORTIONMENT

- Principal Apportionments what a district may earn
  - AD Advanced Apportionment
  - P1- Period 1
  - P2 Period 2
  - Annual or P3
  - R1 Final Recalculation
    - "It ain't over till it's over"
    - Eight months after the close of the prior fiscal year
- Yes, the revenue numbers are always changing!
  - Also, various "revisions" to each Period
    - March revision to P1, April revision to P1...

### EXHIBIT C

- Exhibit C where the SB361 formula rubber meets the road
- Exhibit C and what is included in the calculation



- Unrestricted General Fund only
  - A district's core operating budget
  - Other restricted funds will be discussed in later

### EXHIBIT C

- Review of the FY15-16 P-2 Exhibit handouts for:
  - San Diego CCD (multi-college district)
  - Long Beach CCD (single college district)
  - San Mateo CCD (community supported district)
  - Statewide



### EXHIBIT

- San Diego CCD
  - Large multi-college district
    - 3 colleges
    - 5 centers
    - Large non-credit and CDCP programs
- Long Beach CCD
  - Large single college district
    - o 1 college
    - o 1 center
- San Mateo CCD
  - Large multi-college community supported district (aka basic aid district)
    - 3 colleges
    - No centers
    - Small non-credit and no CDCP programs
- Statewide
  - Important to know your district's relationship to statewide and other districts

### EXHIBIT C

- Two primary drivers of Principal Apportionments
  - 1) Base Allocations
    - Base Funding rates
    - Campus size
    - Center size
  - 2) Full Time Equivalent Students (FTES) funding
    - Workload Measures
      - Credit
      - Non-Credit
      - CDCP

### EXHIBIT C SECTIONS

- Workload Measures (FTES)
- I Base Revenues
- II Inflation Adjustment
- III Basic Allocation & Restoration
- IV Growth/Access
- V Other Revenue Adjustments
  - Full Time Faculty Hires program funding
  - Base funding increases
- VI Stability Adjustment
- VII Total Computational Revenue (TCR)
- VIII District Revenue Source
- IX Other Allowances and Total Apportionments (FON Penalty Box)
- X- Unrestored Decline (footnote)

### EXHIBIT C

- FTES Funded vs. Unfunded
- Growth/Access/Restoration
- Stabilization, Restoration
- Four revenue sources
  - Property Taxes
  - Student Fees
  - State Aid
  - EPA Education Protection Account (Prop 30)
    - Temporary taxes
- Apportionment Deficit factors
  - Mhh5
- Faculty Obligation Number (FON) penalty section

### GROWTH/ACCESS MODEL

- New Growth Model implemented in 2015-2016
- Intent to address "need for access" and unmet need
  - Similar to K-12 Local Control Funding Formula (LCFF)
  - Eventual redistribution of future growth to those districts with greater student need
  - Constrains growth to those districts with lesser calculated need
  - Provide more growth funding to those districts with greater need however they may not be able to earn those growth rates
  - Constrains growth funding to a formula and not on actual district community demand

### GROWTH/ACCESS MODEL

- Educational Attainment
  - 25 years of age or older who do not have a bachelor's degree
  - percentage of adults with "some college" or less living within district boundaries
- Unemployment
  - Within districts boundary
- Households Below the Poverty Line
  - Less than approx. \$25,000 income

### STABILIZATION AND RESTORATION

- Districts in stabilization
- Districts in restoration
- What does this mean?
- How can a district "borrow" FTES?
- Why would a district "borrow" FTES?
- Another tool in a district's toolbox "The State Apportionment 'Decoder" and Other Handy CBO Tools" presentation



# THE STATE APPORTIONMENT "DECODER" AND OTHER HANDY CBO TOOLS

JEFF DEFRANCO
ANN-MARIE GABEL

PRESENTED ON 5-23-2016

#### DECLINE/STABILITY/RESTORATION

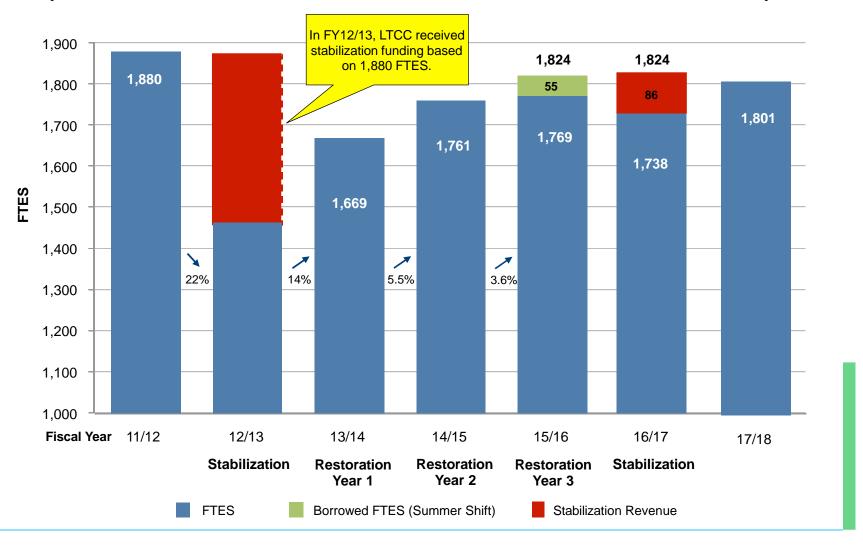
- Decline is when a college has fewer FTES than the previous year
- Can get complicated when the FTES are switching between non credit and CDCP
- A college gets stability the first year of decline
  - Funded at the same FTES as the previous year

#### DECLINE/STABILITY/RESTORATION

- Restoration brings the college back to previous years' FTES level
- Three years to restore the FTES
- There may be 3 years of decline simultaneously
- The oldest decline is restored first
- The dollar value is restored; the mix of the FTES may change

# STABILIZATION AND RESTORATION

(SCENARIO 1: LAKE TAHOE COMMUNITY COLLEGE EXAMPLE)



## TITLE 5 § 58776. BUDGET STABILITY.

Districts shall receive stability funding only in the initial year of decline in FTES in an amount equaling the revenue loss associated with the FTES reduction for that year.

Declines in college FTES that result in a reduction of calculated basic allocation will not cause a reduction in basic allocation base revenue until the third year after the year of the FTES decline, and the basic allocation will not be reduced if the FTES is restored back to or above the pre-decline base.

#### **FY2015-16 BASE FUNDING RATES**

#### Level 1 – 9,940 FTES or less

\$3,402,370 single & multiple college districts

#### Level 2 – 9,940.01 to 19,880 FTES

\$4,536,493 single college

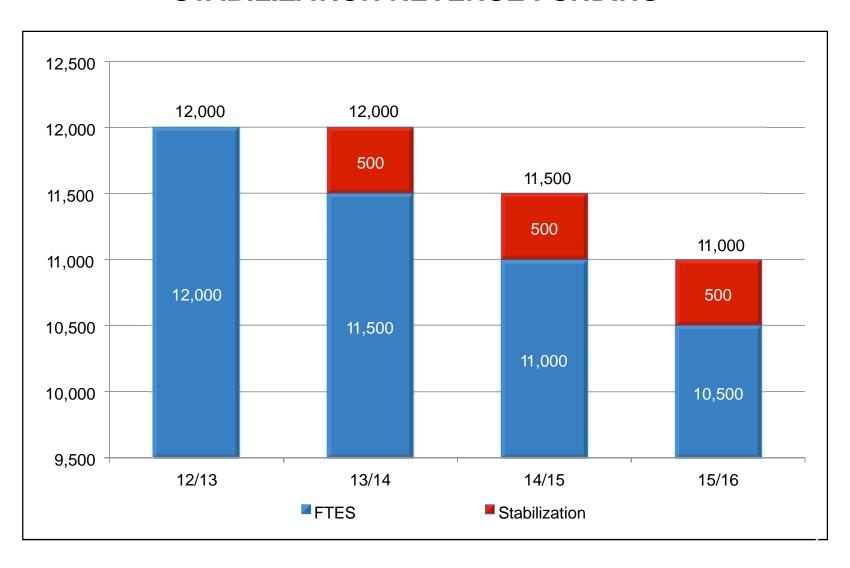
\$3,969,432 multiple colleges

#### Level 3 – 19,880.01 FTES or more

\$5,670,617 single college

\$4,536,493 multiple colleges

# SCENARIO 2: THREE YEARS OF SUBSEQUENT DECLINE STABILIZATION REVENUE FUNDING



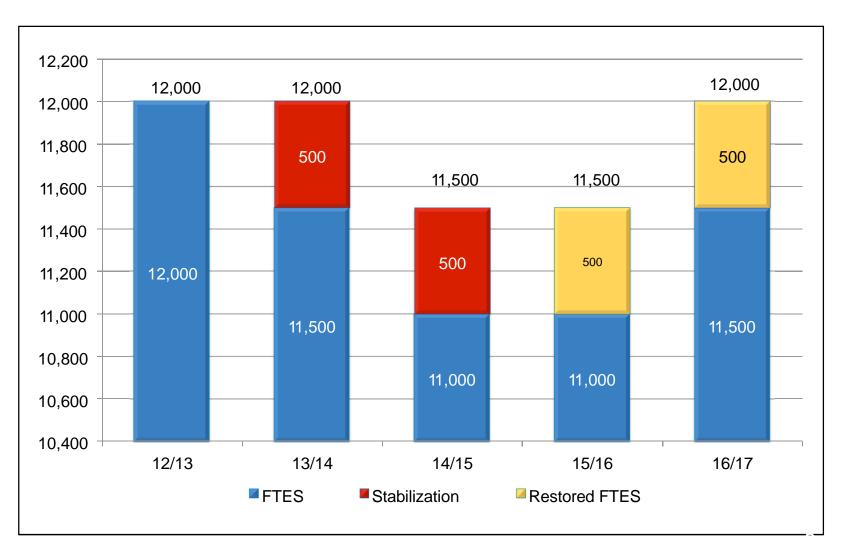
#### RESTORATION

- Restoration takes place by increasing FTES but your total available restoration level is based on the previous total computational revenue amount.
- The makeup of non-credit, credit, and CDCP can change and the district can still restore to an FTES level that is equivalent to the previous revenue level. For instance you can have fewer credit and more non-credit than the district's original FTES amounts pre-stabilization

## TITLE 5 § 58777. DECLINE RESTORATION.

- (a)Districts shall be entitled to restore any reductions in apportionment revenue due to declines in FTES during the three years following the initial year of decline in credit, noncredit, or career development and college preparation FTES if there is a subsequent increase in FTES.
- (b)Restoration of revenue for declining workload and the inflation adjustments made between the year of decline and the year of restoration shall be made at the district's current marginal growth funding rate.

# SCENARIO 3: STABILIZATION FOLLOWED BY RESTORATION FIRST APPORTIONMENT REVENUE LOST IS FIRST APPORTIONMENT REVENUE RESTORED



#### STRATEGIC FTES BORROWING

# If there are new registration regulations or other uncertainty in the coming year

- Repeatability restrictions
- Increase in enrollment fees
- Change in BOG Fee Waiver administration

#### There is extra growth on the table

- 3% growth in current year, following year is less or uncertain
- Maximize growth potential

### Final year of restoration and not fully restored

Maximize your base FTES

#### **BORROWING FTES IMPLICATIONS**

- Borrowing should be done at P2 to maximize cash flow
- Borrowing can be used for growth instead of restoration, but only once if the college isn't actually growing
- Borrowing can retain the ability for the college to earn revenue that it would otherwise lose
- Using state apportionment that could otherwise go to all districts
  - Or perhaps not, if the unused funding is "swept" and used for other priorities
- State Chancellor's Office has the ability to reverse borrowing if it is detrimental to the system

#### STATEWIDE IMPLICATIONS AND TRENDS

# At P-1(March revision), there were 29 districts in stability or restoring

- 16 districts on "Stability Adjustment"
  - Districts in the initial year of decline
- 13 districts on "Stability Restoration"
  - \$116.3 million earnable
  - Districts with unrestored decline

#### STATEWIDE IMPLICATIONS AND TRENDS

(CONTINUED)

- "Stability Adjustment" 16 districts
  - \$105 million applied
    - This is available in 2016-17 as Stability Restoration
    - It adds to the amount leftover from 2015-16
      - $\triangle$ s of P-1 = \$56.6 million
        - -\$18 million may fall off since it's older than 3 years

#### STATEWIDE IMPLICATIONS AND TRENDS

(CONTINUED)

#### "Stability Restoration" – 13 districts

- \$59.7 million total earned
- \$42 million provided for in the State Budget
- DOF estimates using a rolling 3-year average
- \$17.7 million will contribute to deficit factor for all districts

#### 0.277% applied as deficit factor

- Unrestored decline amounts to \$56.6 million
- There was \$116.3 million in restoration available at beginning of year

#### **GROWTH**

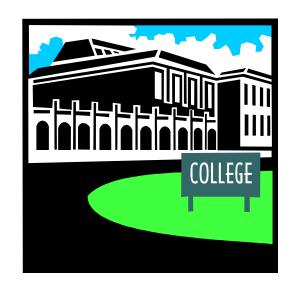
- Growth occurs after a college is fully restored or if there has been no decline
- New growth formula that places an emphasis on unmet need
- Strategies around growth
  - Will there be growth left on the table from districts not using theirs?
  - How much can the district afford to be over the funded cap?
  - Do you leave a margin for audit adjustments?
  - Are you converting from non credit to CDCP?

#### RESTRICTED GENERAL FUNDS

- Characteristics of a Categorical program
- Apportionments Exhibits A & B
- Each Categorical has its own funding methodology and guidelines
- SSSP
- Student Equity
- DSPS
- Competitive grants (CTE, Child Development, Economic Development)

#### STATE CAPITAL OUTLAY PROCESS

- Capital Outlay funding is outside of the apportionment process
- Big dollars for construction
- "Competitive" process
- Relies on Statewide bonds for major source of funding
- Mostly local General Obligation Bond funding has financed projects since Prop. 39 in 2000





### CCFS 320 REPORT

- Reports the FTES information used in the apportionment process
  - Three times a fiscal year
  - P1, P2, P3 (annual)
  - November 1st deadline for final
- FTES may seem simple, but actually very complex
  - College of the Desert example
  - Compressed calendars
  - Compliance with Title 5 Regs and Ed Code
- Critical fiscal implications of Enrollment Management and CCFS 320
  - Lifeblood of our apportionment funding

# CCFS 311 & 311Q REPORTS

- The 311 Annual Financial and Budget Report of a community college district is the vehicle for summarizing and communicating the results of budgetary decisions and transactions of all governmental, proprietary, and fiduciary funds for each annual fiscal period. The information is as reported by the districts and compiled by the Chancellor's Office.
- Quarterly reports Q1, Q2, Q3 and Q4
- Annual 311 includes prior year actuals and new year's budget
  - Includes 50% Law calculations

# WHERE TO FIND ADDITIONAL BUDGET AND FISCAL INFORMATION

- Chancellor's Office Website
  - cccco.edu
- Community College League of California
  - ccleague.org
- Association of California Community College Administrators
  - accca.org
- Association of Chief Business Officials
  - acbo.org
- Community College Finance,
   Past/Present/Future Teresa M. Scott
  - https://www.yosemite.edu/fiscalservices/budget\_f iles/cc\_finance/cc\_finance\_handbook\_2016.pdf

# WHY ARE OUR COLLEGES/DISTRICTS BEING OPERATED AS IF WE ARE A BUSINESS?

- Colleges/districts are in the "business of education".
- They must follow sound business practices, which may be relied upon by owners, investors and other interested parties (i.e., taxpayers, vendors, bond holders and employees).
- High level of reporting is required necessitating many of the components used in the business world to be used to operate our colleges/districts.
- Federal, State and Local requirements.

### WHY DOES A DISTRICT NEED A CBO?

- Districts, as with any for-profit or non-profit entities, are legally required to have a designated chief financial officer (CFO) or treasurer.
- Most of our 72 districts combine the role of CBO and CFO into one position.
- CBOs manage a college/district's resources which are owned, received or used to operate the college/district.

### WHO ARE THE DISTRICT CBOS?

- Chief Business Officials work in various business related capacities in college and district offices; however, there are only 72 District CBOs (Chief Business Officers) in the CCC system.
- The "Chief Business Officer" is the District CBO whether at a multi-college or single-college district.
- Chief Business Officials include positions such as a VP of Administrative Services at a multicollege district; a Fiscal Director or Controller in a college or district.

## WHAT IS THE ROLE OF A CBO?

- Responsibilities vary from one college/district to another depending upon organizational structure covering a wide-range of fiscal and business related functions.
- Fiscal operations include functions such as: budgets, financial reporting, cash flow, investments, bond issuances...basically, functions that impact the overall financial health of a college or district.
- Business related functions include non-fiscal operations such as: Human Resources, Facilities, Food Services, Bookstores, Campus Police/Security, Information Technology, Reprographics, Mailroom, Warehouse.

# ~ CBOS HAVE MONEY HIDDEN FROM THE REST OF US...



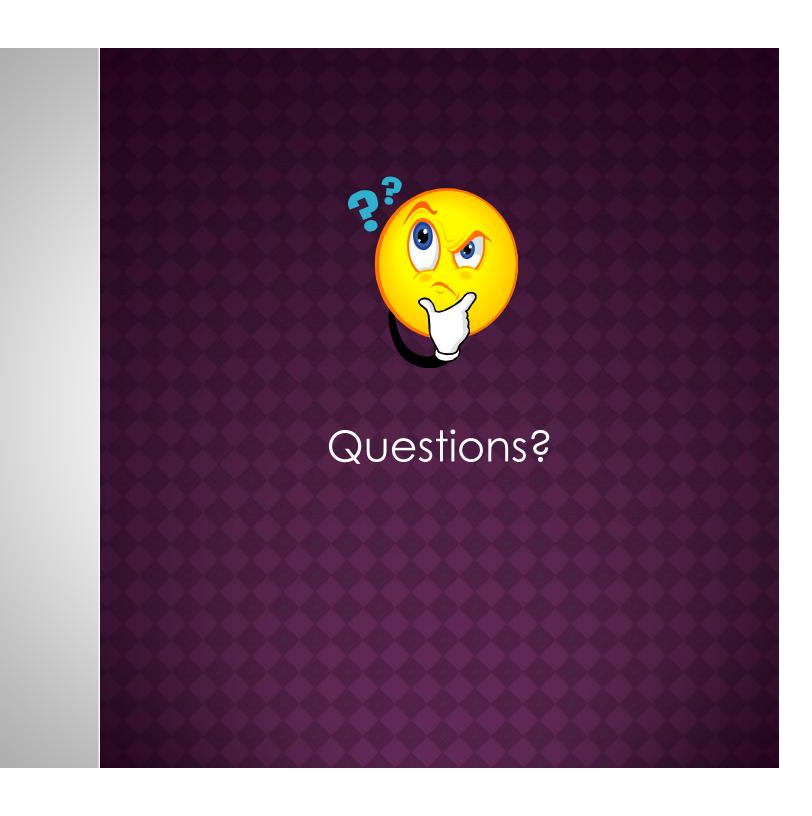
No...we DO
NOT have a
"Money Tree" in
our office!

# ~ A CBO'S JOB IS EASY AND ITS REALLY JUST A "WALK IN THE PARK" FOR THEM!



And you thought your job sucked

- A CBOs job may be messy and difficult at times... but...
- We love what we do...
- And, we are committed to providing the resources needed to support student success!



### REVIEW OF SLOS

- Acquire better understanding of:
  - The very basics of fund accounting, the BAM, budget basics, terminology and fund structure
  - CA state budget development process
  - Differences in how education is funded in CA
  - General knowledge of how a college/district develops its budget
  - Where to look for CCC fiscal information
  - The basics of Apportionment and importance of Exhibit C
- And, hopefully, you've learned why you should love and support your district's CBO!

# THANK YOU!

...and don't forget to thank your CBO, they really do care!!...and, maybe even reach out to your CBOs and give them an empathetic hug!!