SECTION SEVEN

Sustainability: Financial Viability, Preparing for the Changing Higher Education Environment

Subsections include:

- Overview
- Historical Financial Health
- Current Financial Health
- Future Financial Health

He ali'i ka 'āina; he kauwā ke kanaka. The land is a chief; man is its servant.

> -- 'Ōlelo no'eau meaning "Land has no need for man, but man needs the land and works it for a livelihood."

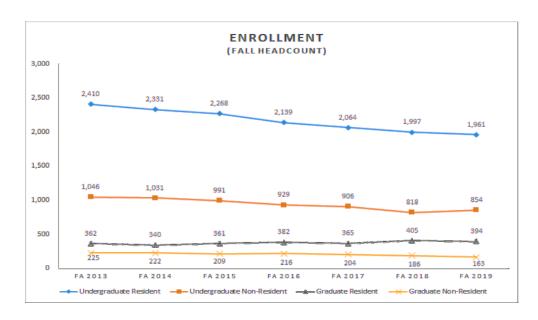
The 2013 WASC essay Ensuring Institutional Capacity and Effectiveness in the Future concluded that despite "fundamental changes that have caused us to question and change much of what we took for granted . . . UH Hilo has a strong foundation to continue its programs and support its future. Our institutional capacity—determined by our financial, personnel, facilities and processes—has been challenged by events and there are weaknesses we can see that need attention. But we continue to be an effective educational institution, growing in our ability to challenge students and committed to increasing student success in our programs."

Challenges of UH Hilo continued in the six years since the 2013 report as the university experienced a steady enrollment decline. Enrollment in 2019-20 was 3,372, down nearly 17% from 4,043 in 2013¹ (FIG 7.1.). The university tightened its budget, improved efficiency and continued to fulfill its fiscal responsibility as enrollment declines resulted in a considerable loss of tuition and fees revenue. We also note that in 2018, the university was hit with two major natural disasters – Hurricane Lane and the Kilauea lava flow – that required the university to divert a considerable amount of its already stressed resources to support students, faculty, and staff affected by the disasters. Perhaps most significantly,

¹ UH IRAO Census Enrollment, <u>HEADCOUNT ENROLLMENT</u>, <u>MULTI-YEAR UNIVERSITY OF HAWAI'I ALL STUDENTS</u>

UH Hilo experienced personnel transitions in several of its major leadership positions, including, at one point, the Chancellor, Vice Chancellor of Academic Affairs, and several deans, resulting in a number of interim appointments, some of whom continue to the present. UH Hilo continued to succeed as an institution of higher education despite these difficulties.

FIG 7.1. Right, UH Hilo Eight-Year Enrollment Trend per IRAO Census Enrollment



In comparison with FY 2014, the overall number of degrees awarded decreased by 5. The number of undergraduate degrees generally increased until this pandemic year; Master's and Ph.D. degrees have held steady; Pharm.D. degrees have decreased; and D.N.P degrees have generally increased.

TABLE 7.1. *Below,* Undergraduate and Graduate Degrees. Source: Banner Operational Data Store (ODS) IRO_DEGREE.

	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
Bachelor's	665	749	750	798	785	774	637
Master's	58	60	49	62	77	35	79
Ph.D.			2	4	2	1	2
Pharm.D.	83	91	86	78	75	74	73
D.N.P.		5	6	13	3	11	10
Total Degrees	806	905	893	955	942	895	801
Percentage Change		12.30%	-1.30%	6.90%	-1.40%	-5.00%	-10.50%

As was the case with the number of Bachelor's degrees awarded, a considerable increase in the number of undergraduate certificates awarded at UH Hilo. (TABLE 7.2.) Compared to FY 2014, the number of undergraduate certificates increased by 40.4% in FY 2020. Graduate certificates increased from 7 to 22.

TABLE 7.2. *Below,* Undergraduate and Graduate Certificates. Source: Banner Operations Data Store (ODS) IRO_CERTIFICATES

	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-2
TOTAL	111	126	128	164	185	193	16
UNDERGRADUATE CERTIFICATES	104	118	121	154	176	185	14
Accounting				1	2	1	
Agriculture	1	2	7	9	6	4	
Anthropology 1/		4	5			1	
Art						2	
Asia Pacific-U.S. Relations 2/		1		2	1	1	
Basic Hawaiian Culture	1	1	1				
Business Administration		1	1				
Chemistry				4	5	3	
Chinese Studies	6	6	6	5	8	6	
Computer Application Dev Spec 3/		2			1		
Computer Science							
Database Management	7	4	4	14	7	9	
E-Commerce Technology & Bus	-	•			_		
Educational Studies	30	31	34	24	30	25	1 2
English				28	33	26	
Environ Studies-Physical Sci		2	1	2			
Environmental Studies		_	·	_			
Finance			2	1	3		
Forestry Res Mgmt & Conserv	2	5	3	l i	1		
Geography	_	O	J		1		
Hawaiian Language	1		1		•	1	
Hawaiian Studies 4/	5	4	3	4	5	35	
History	O	-	J	1 1	O	1	
International Studies-Relation		1	2				
International Studies-Tourism		'					
Japanese Studies 5/		4	6	6	17	16	
Kinesiology & Exercise Science		-	J			10	
Liberal Studies				14	23	11	
Linguistics			1	14	1	''	
Marine Option Program	8	5	9	19	9	6	
Mathematics 6/	0	3	4	5	1	5	
Nursing		5	4	3	13	10	
Pacific Islands Studies	2		3	1	13	5	
Performing Arts	۷		3		1	1	
Planning Arts Planning	1		6	2	1	2	
Plant Tissue Culture	10	11	5	5	7	4	
Political Science	10	11	3	5	,	4	
Teachg English as Second Lang	17	20	15	2			
Women's Studies	17	20 11	2				
Women's Studies	13	11					
GRADUATE CERTIFICATES	7	8	7	10	9	8	;
Business Administration	•	•			1	1]
Indigenous Education	7	8	7	10	8	7	
Indigenous Lang & Cult Revital 7/	,	J	'			,	
Pharmacy							

After reaching a high of 782 in FY 2016, personnel numbers have generally declined, in large part because of corresponding declines in enrollment. Most notable is the steady decline of faculty from FY 2014 to the present. In that time period, instructional faculty (faculty and lecturers) have declined by 12% -- faculty have declined by 11% and lecturers have declined by 12%. Faculty positions were prioritized to hire in growth areas such as business, data science and nursing. Staff (APT and Civil Service) and Administration (EM-Academic and EM-non-academic) have both remained relatively constant in that same time period. What is not evident in Table 7.3, is that in Fall 2019, five key EM positions were held by interim administrators.

TABLE 7.3. *Below,* Personnel at UH Hilo. Source: UH Hilo Human Resources Office.

	АРТ	Civil Service	Faculty	Grad Assistants	Lecturers	EM Academic	EM Non- Academic	TOTAL
FY 2014	163	143	286	5	123	11	11	742
FY 2015	167	139	281	8	137	10	11	753
FY 2016	177	135	278	16	156	10	10	782
FY 2017	166	131	265	22	147	8	9	728
FY 2018	166	130	268	22	130	10	11	737
FY 2019	168	139	259	15	135	11	9	736
FY 2020	164	140	254	20	108	11	10	707

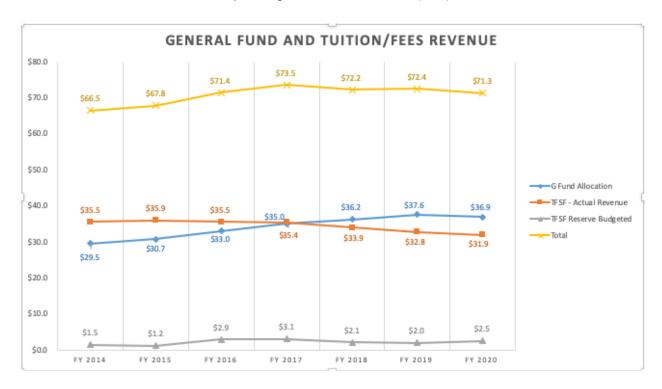
Historical Financial Health

Consistent with the enrollment, the financial data show a steady decline in Tuition and Fees Special Fund (TFSF) revenues. State funding (G-Fund) steadily increased due to the growth of the economy in the State of Hawaii. TFSF and G-Fund revenues were about equal in FY 2017 (FIG 7.2.), but since then, G-Fund revenue has exceeded TFSF revenue to the point where G-Funds now account for 52% of UH Hilo's total budget. It should also be noted that UH Hilo nearly doubled the use of its financial reserves (from 1.5 million in 2014 to 2.5 million in 2020) to support its overall budget. It is important to recognize that the recent use of reserve funds has not been to "back-fill" budget shortfalls, or supplement operations, but more for targeted investments such as deferred maintenance, energy reinvestment projects, student recruitment and retention. (CFR 3.4, 3.7, 4.3, 4.7)

FIG 7.2. Below, General Fund and Tuition/Fees Revenue.

Source: Allocation Memorandum from University Budget Office (G Fund),

Campus Budget Allocation Worksheet (TFSF).



UH Hilo remains an "emerging research institution" as faculty and staff continue to succeed in obtaining and renewing extramural funding. In recent years, total grants and contract funding awarded to UH Hilo were \$22.6 million (FY 2014), \$23.9 million (FY 2015), \$12.7 million (FY 2016), \$12.9 million (FY 2017), \$13 million (FY 2018), \$17.1 million (FY 2019) and \$14.3 million (FY 2020)². Programmatic support from Upward Bound and Title III has allowed UH Hilo to continue its support of underserved students in Hawaii. Importantly, indirect costs returned from federal awards are a significant revenue source to initiate new faculty research projects and increase student involvement in research. These funds support almost all faculty travel to conferences to report and share their research. Grant funding also allow our students access to equipment, techniques, and experience that would be hard to obtain at most campuses of our size and rural location. (CFR 3.4, 3.7, 4.3, 4.7)

² UH ORS <u>Annual Reports</u>

FIG 7.4.
Right,
UH Hilo
Extramural
Dollars.
Source:
ORS
Annual
Reports.

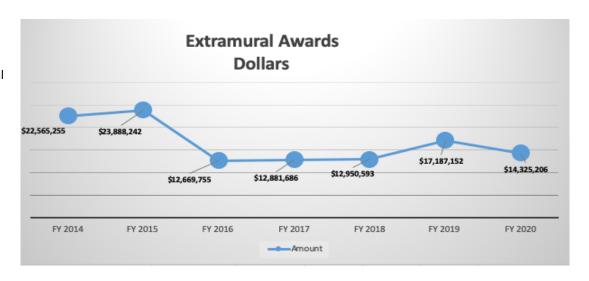
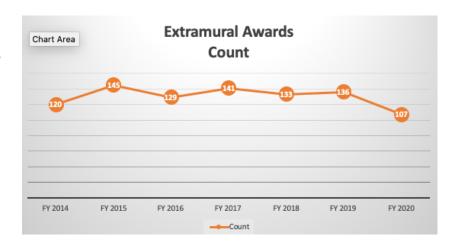


FIG 7.5. *Right,* Number of Extramural Awards at UH Hilo. Source: ORS Annual Reports



In 2016, the Hawaii State Legislature provided \$6.3 million for the UH System to create a performance funding system. Six measures that aligned with UH Strategic Directions were established, and targeted goals of each campus in the UH System were established. Targets were not adjusted as enrollment declined and prior targets were not met. They included: (1) Total degrees and certificates awarded, (2) Degrees and certificates awarded to Native Hawaiian students, (3) Degrees and certificates awarded in STEM fields, (4) Degrees and certificates awarded to Pell recipients, (5) Graduation rates, for 4-year campuses, and (6) Transfer in to 4-year campuses.³ The data show early success in meeting most of the goals, but less success in recent years. (CFR 3.4, 3.7, 4.3, 4.7)

³ UH System <u>Performance Funding Model</u>

TABLE 7.4. *Below,* UH Hilo Performance Funding Measures. Source: Office of the Vice President for Academic Planning and Policy.

	20	016	20	17	20	18	20	19	20	20
Performance Measures	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual	Goal	Actual
Degrees and Certificates Awarded	882	893	926	955	972	942	1,021	895	1,072	801
Degrees and Certificates Awarded to Native Hawaiians	193	204	203	245	213	221	224	256	235	204
Degrees and Certificates Awarded in STEM Fields	150	158	157	183	165	156	173	158	182	140
Degrees and Certificates Awarded – Pell Recipients	456	450	479	507	503	517	528	500	554	437
Graduation and UHCC Success Rate	41%	34.9%	42.7%	41%	44.4%	41.3%	46.2%	44.1%	48.1%	37.9%
Transfers into UH 4-Years	343	313	353	308	367	302	385	242	404	254

The amount of performance-based funding received by UH Hilo each year is consistent with UH Hilo's overall performance on the six measures. Performance-based funding has been primarily used to enhance student success – e.g., addition of keys courses, advising, tutoring; recruitment and retention of student – e.g., advertisement, admissions counselors, recruitment material, yield receptions; and improvement of classroom facilities and Wi-Fi infrastructure on campus. (CFR 3.4, 3.7, 4.3, 4.7)

TABLE 7.5. *Bottom,* Performance-Based Funding. Source: UH Hilo Budget Office.

FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
\$537,029	\$460,621	\$473,239	\$372,135	\$316,160

Current Financial Health

The COVID-19 pandemic has had severe impacts on our economy. The extent of that impact on the state's fiscal health for the next fiscal year is uncertain, and we do not know when an economic recovery will begin or when we will return to pre-COVD-19 levels. There are predictions that the recession might be worse than a decade ago. UH Hilo's two largest revenue sources, G-Fund and TFSF, are greatly impacted.

On August 2, 2019, Governor Ige issued Executive Memorandum No. 19-02, *FY 20 Budget Execution Policies and Instructions*, in which he imposed a 5% restriction and continued his 5% contingency restriction on G-Funded discretionary appropriations. For UH Hilo this was \$975,154. On April 3, 2020, Governor David Ige issued Executive Memorandum No. 20-01, *Amendments to Executive Memorandum No. 19-02, FY 20 Budget Execution Policies and Instructions*. In this memo, Governor Ige discussed the State's Council on Revenues financial forecast from March 2020, with an anticipated general fund tax

revenue projection change for FY 2020 growth from 4.1% to 3.8% and FY 2021 4.0% growth to 0.0% growth. The Governor instructed all state departments to make only critical, high priority expenditures and imposed a freeze on position vacancies. On April 13, 2020, the Governor issued Executive Memorandum No. 20-02, *FY 20 Budget Execution Policies and Instructions – Additional Restrictions*. UH Hilo was faced with an additional 2% or \$195,030 restriction in Quarter 4 of FY 2020.

On April 13, 2020, Chancellor Irwin issued a memo to define how the Governor's restrictions would impact the UH Hilo campus. Restrictions were implemented for personnel, procurement, and travel which required approval from campus Senior Administration, and in some cases approval from the University President. Furthermore, there was strict instruction from University System administration for fiscal conservation and cash preservation, to preserve University special and revolving funds, in particular the TFSF, to assist in weathering the bleak financial forecast and budget reductions for FY 2021. (CFR 3.7)

In anticipation of reductions for FY 2021, UH Hilo and the other campuses in the University of Hawai'i system began planning different scenarios for reductions in general funds of 10%, 16%, and 25%, and TFSF of 5% and 15%. The total reductions in G-Funds and TFSF ranged from \$1.7 million to \$14.7 million. Figure 7.6. illustrates the revenue impact for these categories which was shared with the UH Board of Regents in June 2020.

FIG 7.6. *Right,* Revenue Impact Source: 6/4/20 BOR B&F Committee Meeting

	Gen	eral Fund Redu	uction	
TFSF	0%	-10%	-16%	-25%
0%	\$ -	\$ (3.9)	\$ (6.2)	\$ (9.8)
-5%	\$ (1.7)	\$ (5.6)	\$ (7.9)	\$ (11.4)
-15%	\$ (5.0)	\$ (8.9)	\$ (11.2)	\$ (14.7)

At the end of FY 2020, UH Hilo's TFSF carryover balance was \$21.5 million with an additional \$3.4 million held centrally. A projection was done to demonstrate the impact of the revenue reduction against our existing TFSF carryover balance for FY 2021 and FY 2022. Without an adjustment to operating expenses, UH Hilo would be able to absorb revenue reductions for FY 2021 and FY 2022, but would exhaust the TFSF carryover balance in FY 2023.

On June 19, 2020, Governor Ige issued Executive Memorandum No 20-05 Interim Budget Execution Policies and Instruction for FY 21. In this memo, he discussed the State's Council on Revenues financial forecast from May 2020. In its May meeting, the Council of Revenues lowered the FY 2020 projection

from 3.8% to -7.0% and the FY 2021 projection from 0% to -12%. State departments received 90% of one-quarter of FY 2021 appropriations.

On November 19, 2020, the Board of Regents approved the FY 2021 operating budget for all campuses and system-wide programs. The approved budget was based on a restriction of 10% of discretionary G-Fund revenue and a decline of TFSF revenue based on a 5% projected decrease in tuition for all colleges and a 17% decrease from the Daniel K. Inouye College of Pharmacy. For FY 2021, G-Fund revenue is projected at \$38.0 million, which is up \$1.0 million from FY 2020 actual revenue. UH Hilo is projecting TFSF revenue for FY 2021 at \$30.9 million, a \$2.6 million reduction or 7.87% decrease from actual TFSF revenue in FY 2020.

Regular employee payroll is expected to be higher than FY 2020 actual expenditures due to collective bargaining increases, however all other payroll costs are projected to decrease. Total personnel cost for FY 2021 is projected to be .9% less than FY 2020 actual expenditures. Other Current Expenses for FY 2021 is projected to be \$1.4 million or 9.2% less than FY 2020 actual. FY 2021 total expenditures are projected to be \$78.1 million, which is a .2% decrease from FY 2020 actual expenditures.

Prior to the current financial crisis, UH Hilo had reduced our reliance on the TFSF reserve to overcome operational shortfall. The approach has been to utilize the TFSF reserve for one-time investments into campus, such as deferred maintenance projects and energy reinvestment projects, as well as one-time expenses that were considered non-operational. In FY 2021, UH Hilo does not plan to utilize TFSF reserves. The ending FY 2021 TFSF reserve balance is projected to be \$21.5 million, exceeding the minimum reserve requirement by \$18.0 million. Although the TFSF reserve is at a robust level, use of the reserve for deficit spending to meet projected budget shortfalls is not sustainable. (CRF 3.4)

Reduction strategies for FY 2021 are being implemented, continuing the expenditure restriction strategy implemented in the fourth quarter of FY 2020. The G-Fund revenue projection may be relatively flat, but we are still being cautious because our G-Fund allocation is being released by fiscal quarter. Procurement card purchases are temporarily frozen except for a limited number of cardholders, and purchases are allowed only for essential, urgent and emergency purposes. Extension of non-permanent/tenured employment types is also closely scrutinized at the Vice Chancellor and Chancellor levels. (CFR 3.7)

Future Financial Health

Given the current financial climate, long-range planning is difficult. General fund projections are based on forecasts from the State's Council on Revenues forecasts, which are grim for the next several years.

A slow recovery is predicted in the upcoming fiscal years. It is projected that the State will not return to FY 2019 funding levels until FY 2025 at the earliest, not taking into account the increase of existing costs. Restrictions in general funds are anticipated to continue thru at least FY 2024.

TABLE 7.6. *Below,* GFTax Revenue Source: COR 9/9/20 memo GFTax Revenue Table.

	BASE		BASE ESTIMATED								
	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027		
GENERAL FUND	\$7,141,790	\$6,694,808	\$5,958,379	\$6,464,841	\$6,852,731	\$7,126,840	\$7,340,645	\$7,560,864	\$7,787,690		
GROWTH RATE	5.1%	-6.3%	-11.0%	8.5%	6.0%	4.0%	3.0%	3.0%	3.0%		

Predicting TFSF revenue is also speculative. Unlike the previous financial crisis where UH Hilo saw a growth in enrollment, a similar increase is uncertain. In addition, prior to the 2008 Recession, UH Hilo's enrollment was on an upward trend, whereas the enrollment trend for the last several years has been declining. For future planning purposes, TFSF revenue will be projected to be flat.

Based on continued restrictions to general funds and static tuition revenues, UH Hilo must strategically reduce expenditures to stay viable. The Board of Regents has directed the University campuses "to utilize whatever available means it has to reduce the operating costs and expenses of the university," to include the reduction of personnel costs. UH Hilo is estimating a \$5.7 million reduction in G-Fund revenue beginning in FY 2022 to last thru FY 2024. The reduction targets will be achieved through a combination of tight controls on operational spending, salary reductions, and personnel reductions.

UH Hilo convened its Long-Range Budget Planning Committee (LRBPC) to assist the administration in identifying areas for reduction. The LRBPC identified three guiding factors to ground budget reduction decisions: 1. Native Hawaiian Serving; 2. Specialty Areas; 3. Community Service. Fundamentally, in this time of reduction, we are better articulating who we are, what do we do best, and who we intend to serve, and how we strategically align the budget with that. Conversely, we will utilize these same factors as we begin to grow our budget and reinvest strategically. (CFR 4.5, 4.7)

The LRBPC created a metric/report card to assess the effectiveness of academic programs which evaluates several factors: 6-year graduation rates, enrollment trend, relation to mission, student semester hours (SSH) per FTE, SSH per class, and cost per SSH. This metric will also be utilized as our budget stabilizes and grows to determine how resources are budgeted to units. Financial assessment is also being built in the academic program review process to stress the importance of financial viability to departments. A strong emphasis will be placed on the three guiding factors to ensure that a program's financial decisions align with UH Hilo's mission. (CFR 4.1, 4.7)

Throughout Fall 2020, UH Hilo administration engaged the wider campus community about budget planning through campus forums, departmental meetings, and Faculty Congress meetings while the LRBPC continued its work. In addition, UH Hilo administration worked with the Board of Regents, System Administration, and other campuses to ensure alignment of educational programs, strategic direction, and core functions as we examine the future of the campus. (CFR 4.6)

Due to collective bargaining, reductions to permanent personnel would occur in stages. Retrenchment of tenured faculty would not occur until the middle of FY 2023. In certain programs the retrenchment period may be prolonged to provide time for impacted students to graduate or identify other pathways to graduation. UH Hilo would need to utilize TFSF reserves to accommodate the staggered reduction in payroll expenses since we will not be able to implement the full expense reduction until FY 2027.

Since UH Hilo will be in a reduction-in-force scenario, there will be limited hiring of personnel in the upcoming years. Filling of positions will be strategic to ensure that resources are allocated to programs/units that are mission-centric and will strengthen enrollment. As UH Hilo begins to grow again, it will be critical to concentrate resources in programs that capitalize on the unique cultural and environmental strengths of Hilo and Hawai'i Island. This will help build enrollment at UH Hilo and a consistent TFSF revenue stream that can be reinvested back into campus. (CFR 4.7)

Academic and financial planning aims to be more integrated moving forward. As we examined our financial and academic health during the LRBPC review, it was apparent that meaningful review and self-reflection of academic and non-academic departments is a critical area in need of improvement. The academic program rating system developed by the LRBPC served as a wake-up call to many programs in terms of their effectiveness and efficiency. Unfortunately, the current budget crisis has placed UH Hilo in a position to make dramatic reductions across the campus in a relatively short amount of time.

Moving forward program review will be integral in how resources are allocated. This will require academic and non-academic departments to develop assessments, engage in continuous self-evaluation, and set clear programmatic goals. Fortunately, UH Hilo is in a better place at this point than we were a year ago in terms of data analysis with the hiring of a permanent Institutional Research Officer. (CFR 3.4, 4.1, 4.3, 4.4)

The LRBPC will continue to serve as a guiding body to UH Hilo administration especially in how we self-evaluate and assess where appropriate investments should be made for our institution's future. UH Hilo will continue to engage the campus community through budget forums and regular campus communications. In addition, the strategic planning process, which also engages community and alumni, will continue in concert with the LRBPC. (CFR 3.4, 4.1, 4.3, 4.4, 4.5)

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