

College of Micronesia-FSM

# **Budget Procedures** Handbook Revised February 14, 2020





# **COM-FSM Budget Procedures Handbook**

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Revised on February 14, 2020, by the College of Micronesia-FSM. This handbook provides an update to earlier work done in 2013 by Rafael Pulmano, Marian Medalla, and Debra Perman.



## Glossary

## Acronyms and Key Budget Terminologies



ACCJC Accrediting Commission for Community and Junior

Colleges

ALO Accreditation Liaison Officer

BOR **Board of Regents** 

**BPS Budget Preparation System** CEO Chief Executive Officer

EC **Executive Committee Education Sector Grant ESG** FAO Financial Aid Office FC **Finance Committee** 

**FSM** Federated States of Micronesia

FTE Full-Time Equivalent

Fiscal Year. The college's Fiscal Year begins on October 1, and ends FY

on September 30 of the following year.

IC Instructional Coordinator

**IEMP** Integrated Educational Master Plan

**JEMCO** Joint Economic Management Committee. This committee was established to strengthen the management and accountability of

economic assistance provided under the Amended Compact.

OARR Office of Admissions, Records and Retention

Office of Institutional Effectiveness OIE **PBD** Performance Budget Development

DFA Department of Finance and Administration, Division of Budget

SLO **Student Learning Outcome** Total Cost of Ownership TCO

VΡ Vice Presidents **VPAS** Vice President for Administrative Services

**VPEMSS** Vice President for Enrollment Management and Student Services

VPIA Vice President for Instructional Affairs

Vice President for Institutional Effectiveness and Quality Assurance **VPIEQA** 



#### **Auxiliary Services**

These are services offered by the college which are college which are selfsupporting, such as the Dining Hall and the Bookstore.

#### **Base Costs**

Also referred to as core costs or fixed costs, these costs are determined and included in the budget in advance to ensure that they are fully-budgeted. They include, but by no means not limited to, personnel costs, utility and maintenance costs, and communication costs.

#### **Budget**

A financial plan for the future based on a single level of activity; a quantitative expression of a company's commitment to planned activities and resource acquisition and use.

#### **Budget Preparation System (BPS)**

A computer application used by the FSM government in its budget preparation. The FSM Department of Finance & Administration, Division of Budget, requires the college to use this application, and has provided it with a BPS template (ready for data entry) based on its budget structure.

#### **Budget Structure**

COM-FSM's organization structure as basis for budget data entry. Any change in this structure necessitates adjustment in the BPS template.

#### **Budgeting**

The process of formalizing plans and translating qualitative narratives into documented, quantitative format.

#### **Compact Funds**

Funding assistance from the US Federal Government as part of the agreement under the Compact of Free Association entered into by and between the Federated states of Micronesia (FSM).

#### **Core Costs**

See Base Costs.

Office title or designation of heads of COM-FSM State Campuses and the Office of Academic Programs at the National Campus.

#### Director

Official title or designation of heads of various offices at the college, such as but by no means not limited to Human Resources Office; Financial Aid Office; Property & Procurement Management Office; Office of Maintenance & Facilities; Information Technology Office; Learning Resources Center; Cooperative Research & Extension; and others.

#### **Environmental Scan Report**

A report that reflects careful monitoring of the college's internal and external environments for detecting early signs of opportunities and threats that may influence its current and future plans. This report is prepared by the Office of Institutional Effectiveness, Department for Institutional Effectiveness & Quality Assurance, for use by the college in formulating strategic plans and preparing budgets.

#### **Federal Pell Grant**

US grant providing financial assistance to help COM-FSM students pay the cost of postsecondary education.

Amount, other than tuition, collected by the college from the students for their use of various services and facilities. These include registration, health, student activity, residence halls, facilities, and other fees.

#### **Fixed Costs**

See Base or Core Costs.

#### Indirect Cost Revenue

Revenue generated by divisions/departments overseeing/managing special projects with outside funding.

Strengthen resources to meet current and future needs through revenue diversification, efficient use, innovation, effective allocation, conservation, infrastructure upgrades, and investment in human capital.

#### **Integrated Educational Master Plan**

Document developed by COM-FSM in order to adequately address external impacts that the college has identified and to provide an operational plan to move the college toward mission fulfillment and vision. It integrates all aspects of the college's operations into specific, measurable actions that each area is set to accomplish over the next five years.

#### **Line-Item Budget**

A type of budget which holds agencies accountable only for what they spend on inputs. The traditional line-item budget, which specified allowable spendings on inputs (salaries, supplies, travel) was first developed to guard against misuse of public funds.

#### **Non-Direct Operations**

Revenue category that includes FSM-FMI General Fund, Technology Fee, and Supplemental Education Grant (SEG).

#### **Performance-Based Budget**

A type of budget which is intended to hold agencies accountable for what they achieve.

#### **Sponsored Programs**

Education-related programs, such as Upward Bound (UB), Talent Search Program (TSP), and Cooperative Research & Extension (CRE), which are also sources of additional revenues for the college.

#### Statement of Assumptions

A listing or narrative of circumstances taken for granted, or things that are accepted as true or certain to happen, without proof. They serve as basis for making estimates of uncertain variables that are used as inputs into a financial model, normally for the purpose of making projections and developing budgets.

#### **Total Cost of Ownership**

A calculation designed to help people make more informed financial decisions by looking at the complete cost of an asset from purchase to disposal. It adds to the initial purchase price other costs expected to be incurred during the life of the product, such as service, repair, insurance, training of personnel, and upgrades.









**Student Success Is Our Success** 



## Introduction

Primary Goal, Budget Components, and Lead Role of VPAS



#### **Primary Goal**

The primary goal of this manual is to provide clear step-by-step procedures in the preparation of COM-FSM's budget that has "a high degree of credibility and accuracy, and reflects appropriate allocation and use of financial resources to support student learning programs and services" (ACCJC Standard III.D.6).

To achieve this goal, the college is committed to the following principles in planning and preparing its budget: Open communication and transparency, dialogue and discussion, participatory governance, data-driven decisions, and clearly stated outcomes.









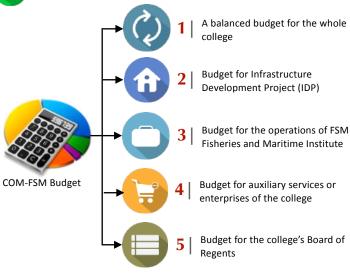


Figure 1.0. The five components of the college's operations budget

# **Lead Role of the VPAS**

The Vice President for Administrative Services (VPAS) leads the development of the annual budget.

The budget process starts in April with the development of the guidelines, and ends in December with the balanced budget approved by the Board of Regents (BOR) and transmitted to the FSM government.

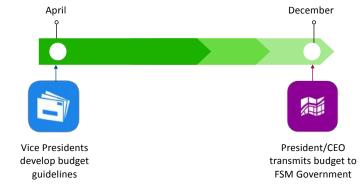
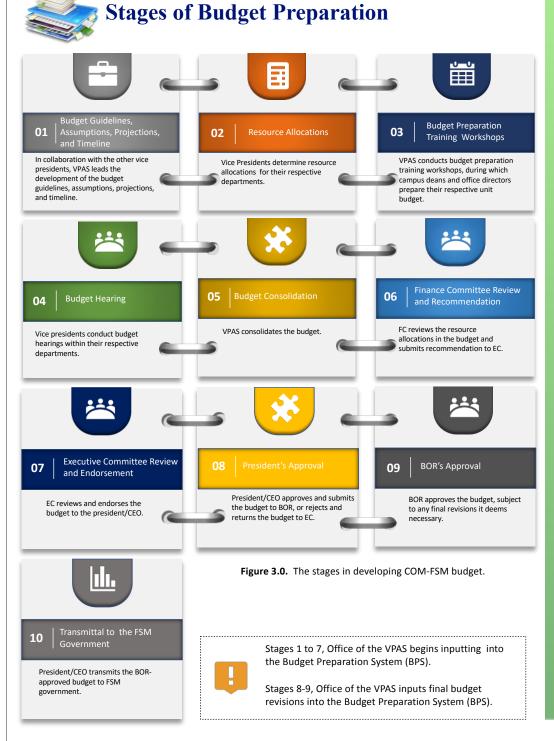


Figure 2.0. The beginning and end stages of developing the college's **Operations Budget** 



#### College of Micronesia-FSM 2018-2023 Strategic Directions

#### I. Innovate academic quality to ensure student success

Ensure student success by decreasing time to completion and increasing student satisfaction, persistence, retention, and graduation rates by innovating academic quality and enhancing student support services.

#### Measures of Success

- All five CCSSE Benchmarks are exceeded
- Institution-set standards are met
- 80% of total students are enrolled full-time
- Average student semester credits earned at 12.
- Persistence rate\*\* (fall to spring) is 95%
- Persistence rate\*\* (fall to fall) is 80%
   Graduation rate\*\* 100% is 12%
- ▶ Graduation rate\*\* 150% is 29%
- Graduation rate\*\* 200% us 35%

#### II. Strengthen resources to meet current and future needs.

Strengthen resources to meet current and future needs through revenue diversification, efficient use, innovation, effective allocation, conservation, infrastructure upgrades, and investment in human capital.

#### Measures of Success

- Operating costs reduced by 5% by innovating and streamlining services and processes.
- Balanced budget maintained.
- Enrollment increased by 5%.
- Reserved maintained at 40%.
- Current levels of government financial support are annually maintained or exceeded.
- Aggressive energy conservation measures in place reducing total annual cost by 20%.
- Infrastructure upgraded in accordance with Phase I of the Facilities Master Plan.
- Invest in employee development and capacity building to improve practices. Average college employee attrition rate is less than 5% annually.
- Employee job satisfaction survey yields overall 85% satisfaction rate.
- Employee recruitment process is revamped to significantly reduce time from recruitment to hiring.

<sup>\*\*</sup>First time, full time



## **Budget Procedures**



## Stage 1.

# **Budget Guidelines, Assumptions, Projections,**

In collaboration with the other vice presidents, VPAS leads the development of the budget guidelines, assumptions, projections and timeline.

- 1.1. VPAS requests latest Environmental Scan Report from the Office of Institutional Effectiveness (OIE).
- 1.2. Vice Presidents review of relevant documents, such as but by no means limited to: (a) latest Environmental Scan Report; (b) budget(s) from prior year(s); (c) priorities set forth in the college's Integrated Educational Master Plan (IEMP); (d) applicable accreditation guidelines; and (e) assessment results.
- 1.3. Vice Presidents draft budget guidelines, which shall cover, among others: (a) statement of general guidelines in the development of budgets; (b) the process flow, if different from that presented in the college's Budget Procedures Handbook; (c) guidelines in budgeting expenditures for the year; (d) guidelines in revenue projections, including level of support by the FSM government; and (e) assessment results.

#### College of Micronesia-FSM **Budget Guidelines for Developing the FY 2021 Budget**

#### General

The college's budget has five components:

- A balanced operation budget for the whole college Budget for the operations of Fisheries and Maritime Institute(FMI)
- Budget for the Auxiliary Enterprises of the college
- Budget for the Board of Regents Supplemental Educational Grants

#### **Specific Guidelines:**

- . The 2021 budget process will adhere to the COM-FSM Budget Procedure Handbook on
- The 2021 budget will be aligned with the lines of authority through departments and
- campuses with IC roles in managing division's budgets.

  The 2021 budget will address priority issues from the college's Integrated Educational Master Plan(EMP) and its individual components assessment plans outcomes.

  The 2021 budget will ensure adequate funding to support ongoing accreditation

Figure 4.0. A sample of the Guidelines for Budget Development from FY 2021 Budget.

1.4. VPAS leads discussion with other vice presidents on the following areas to consider at least three possible scenario (optimistic, moderate, and pessimistic), and make a list or statement of budget assumptions under each of the possible scenario.

#### **Revenue Projections**

- ▶ Tuition. Projected enrollment, full-time equivalent (FTE) basis for projection, tuition fees increases, if any, and Pell regulations.
- Fees
- Indirect Cost Revenue
- Non-Direct Operations
- Expected level of support from FSM government
- Expected JEMCO funding support

#### **Expenditure Projections**

- Base Cost (must be approved by the president/CEO)
- ▶ All other costs, from respective units including those of the offices of BOR and the president/CEO.

#### **MISSION STATEMENT**

The College of Micronesia-FSM is a learner-centered institution of higher education that is committed to the success of the Federated States of Micronesia by providing academic and career & technical educational programs characterized by continuous improvement and best practices.

Colle	ege of Micrones	ia - FSM									
FY 2	021 Revenue P	rojection									
	Assumptions:										
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	Average credit										
	Average credi     Average credi					campuses					
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	Revision No. 1			2018	2019	2020	2021				
	Tuition			8,099,093	8,601,614	8,601,614	7,982,589				
	Registration/He	alth/Student A	ctivity	262,750	265,378	265,378	246,341				
	Facility fee	antil/Otaccint A	cuvity	713,291	771,512	771,512	819,069				
	. aomiy 100			9,075,134	9,638,503	9,638,503	9,048,000				
				5,015,134	5,000,003	3,000,003	3,040,000				
	Residence Hall			100,000	100,000	100,000	120,000				
	FSM-ESG			1,000,000	1,000,000	1,000,000	1,000,000				
	SM-Gen Fund			2,800,000	2,800,000	2,800,000	2,800,000				
	Recovery of IC										
				12,975,134	13,538,503	13,538,503	12,968,000				
Numl	ber of Students										
	Campus	Fall	Spring	Summer	Total						
	National	969	857	486	2,312						
	CTEC	501	408	234	1,143						
	Chuuk	270	232	170	672						
	Kosrae	149	129	105	384						
	Yap	163	139	113	416						
	Total	2,053	1,765	1,109	4,927						
Aver	age Credit										
	Campus	Fall	Spring	Summer							
	National	15.0	15.0	6.0							
	CTEC	15.0	15.0	6.0							
	Chuuk	15.0	15.0	6.0							
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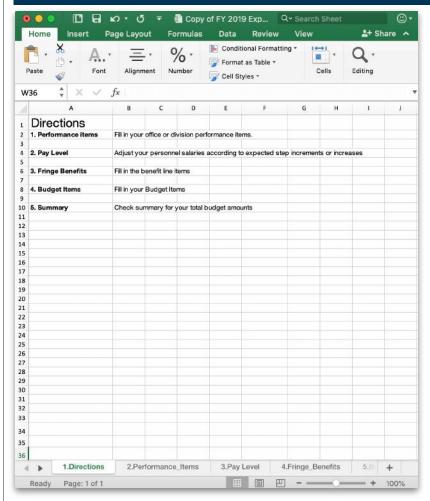
Figure 5.0. A sample of list or statement of assumptions and revenue projection based on a possible scenario.

1.5. VPAS leads discussion with other vice presidents to select or choose the most likely scenario, and to develop timeline based on budget guidelines, assumptions and revenue projections.

#### The Budget Timeline Aug 08, 2014 - Board approves the budget guidelines. Aug 11 - 20, 2014 - VPAS completes the preparation of assumptions, alternatives for the revenue projections, budget timeline and budget worksheets. Aug 18 - 29, 2014 - VPs discuss and approve assumptions, alternatives, budget timeline and development of budget worksheets by offices. - VPAS and Comptroller disseminate budget guidelines, assumptions, timeline and budget worksheets to offices/campuses - VPAS and Comptroller present budget process, timeline, assumptions and budget worksheets to FC. Sep 01 - 19, 2014 - Offices and campuses develop the respective office/campus expenditure budget. The development of budget should address priorities of the IEMP and linked with the assessment outcomes. - VPIA. Academic Program Director and deans coordinate with VPAS on the revenue projections - Offices/Campuses submit budget worksheets to VP, and VPs hold budget

Figure 6.0. Screenshot of the timeline for developing FY 2014 budget.

- 1.6. VPAS transmits budget guidelines, statement of assumptions and revenue projections under the selected possible scenario to the president/CEO for approval.
- Upon president's approval, VPAS issues memorandum, Subject: Guidelines for Developing FY \_\_ Budget, including statement of assumptions, projections, and timelines, to the vice presidents with cc: to president/CEO, FC chair, and EC chair.
- 1.8. Office of the VPAS provides vice presidents, campus deans, and office directors or heads, college's prescribed budget template.



**Figure 7.0.** Screenshot of the Directions worksheet of the college- prescribed budget template. The template has eight parts or worksheets: (a) directions; (b) performance items; c) pay level; (d) fringe benefits; (e) budget items; (f) activity costs; (g) line items; and (h) justifications.

# Stage 2. Resource Allocations

#### Vice Presidents determine resource allocations for their respective departments.

- 2.1. Vice Presidents review the following:
  - Existing budget structure
  - Most recent reports on assessment and review of programs and services relevant to the department
  - Positions that have not been filled for up to two years and more and decide if such positions are still needed
  - ▶ Total Cost of Ownership (TCO) based on the facility plan, if applicable to the department



**Figure 8.0.** A screenshot of an administrative unit's annual assessment in four-column report format from the TracDat.

- 2.2. If applicable, vice presidents submit any new positions for approval in accordance with the college's procedures for new positions.
- 2.3. Vice Presidents determine resource allocation for the different offices and/or campuses under their departments, and require campus deans or office directors/heads under their departments details to justify any request for increase from immediately preceding FY budget.



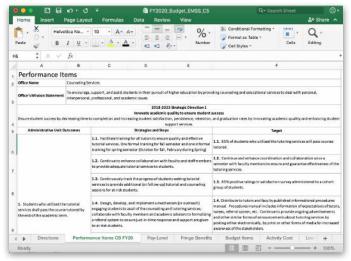
# **Stage 3. Budget Preparation Training Workshops**

VPAS conducts budget preparation training workshops, during which deans and office directors prepare their respective unit budgets.

3.1. Office of the VPAS schedules and conducts budget preparation training workshops. In scheduling and conducting training workshops, sufficient time should be set aside allowing training combined with working sessions in order to reduce budget development time. A training for trainers for vice presidents and campus deans should likewise be considered as a separate training activity.

#### **Training workshops**

- Review and consider previous year's budget development and include in the training:
  - What are the basic steps in the process?
  - O What's new in this budget development process?
  - What went well in the budget development process the previous year?
  - What could be improved?
- Review demographics, college data and potential revenues (tuition, fees, etc., increasing, decreasing).
- Review budget guidelines for the year for potential changes in process or issues to emphasize.
- Review budget assumptions and revenue projections background data.
- Discuss terminology that may need to be clarified.
- Explain the decision making process.
- Discuss the timeline
- 3.2. Campus deans and office directors or heads participate in budget preparation training workshops. During the workshops, they will prepare their campus or unit budgets by completing the college-prescribed budget template.
  - 3.2.1. Fill in the campus or office performance items. Note that the Performance items Worksheet of the college-prescribed budget template, requires campuses or offices to provide the following:
    - Campus or Office name
    - Campus or Office mission statement
    - Strategic direction (see COM-FSM Strategic Plan and Directions)
    - Administrative Unit Outcomes or Objectives
    - Strategies and action steps for each of Administrative Unit Outcome or Objective
    - Targets or outputs for each of the strategies and action steps



**Figure 9.0.** Screenshot of completed Performance Items worksheet of the college-prescribed budget template.



The use of TracDat will likely place a greater emphasis on use of assessment and improvement plans into the budget training. Including practical examples using TracDat assessment plans and reports to support the budget development will likely be needed. See Figure 8.0. for sample of annual assessment report.

3.2.2. In the Pay-Level worksheet of the college-prescribed budget template, adjust personnel salaries according to expected step increments or increases. Note that Human Resources Office (HRO) and the Office of the VPAS will provide each campus or office updates of employee's salaries.



Figure 10.0. Screenshot of completed Pay-Level worksheet of the college-prescribed budget template.

3.2.3. Fill in the Fringe Benefits worksheet of the college-prescribed budget template.

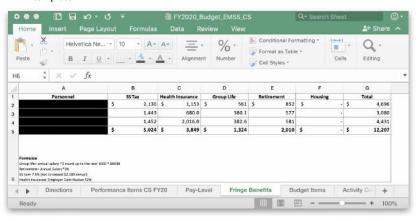


Figure 11.0. Screenshot of completed Fringe Benefits worksheet of the collegeprescribed budget template.

3.2.4. Fill in the Budget Items worksheet of the college-prescribed budget template.

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Figure 12.0. Screenshot of completed Budget Items worksheet of the college-prescribed budget template.

3.2.5. Fill in the Activity Costs worksheet of the college-prescribed budget template.

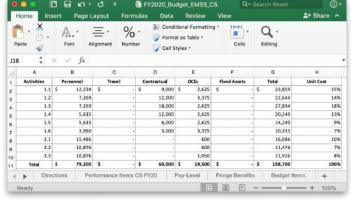


Figure 13.0. Screenshot of completed Activity Costs worksheet of the college-prescribed budget template.

3.2.6. Fill the Line Items worksheet of the college-prescribed budget template.

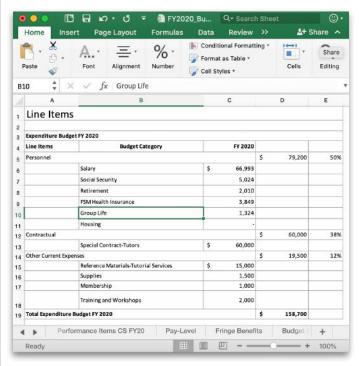
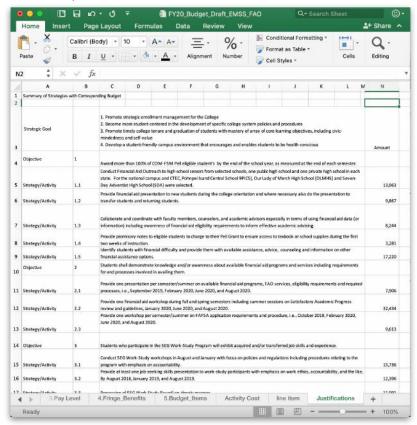


Figure 14. Screenshot of completed Line Items worksheet of the collegeprescribed budget template.



3.2.7. Fill the Justification worksheet of the college-prescribed budget template.



**Figure 15.0.** Screenshot of completed Justifications worksheet of the college-prescribed budget template.



#### Vice presidents hold budget hearings with their respective departments.

- 4.1. Make sure that everyone involved complies with established budget timeline.
- 4.2. Check completed budget worksheets for accuracy and linkages with the objectives of performance items.
- 4.3. Consolidate budget figures from the worksheets and make adjustments to come up with a balanced budget for the department.
- 4.4. Communicate the resulting balanced budget to the respective offices and solicit reactions/feedback.
- 4.5. Conduct budget hearings within the department to make further adjustments and finalize details of the balanced departmental budget.
- 4.6. Issue a **memorandum** (Subject: Balanced Budget of \_\_\_\_\_ Department for FY \_\_\_) to VPAS, with cc: to office directors and/or campus deans as the case may be. Attach final budget worksheets.





# **Stage 5. Budget Consolidation**

#### Vice President for Administrative Services consolidates the budget.

- 5.1. VPAS receives completed budget worksheets from VPAS.
- 5.2. VPAS designates the Comptroller to consolidate all worksheets into a single budget document for the entire college.
- 5.3. VPAS issues **memorandum** (Subject: Consolidated Budget for FY \_\_\_\_) to FC and EC chairs, attached the budget document.

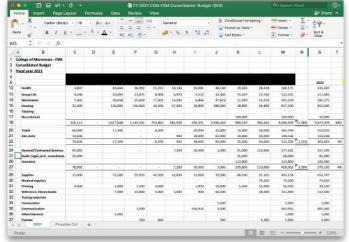


Figure 16.0. Sample of a consolidated budget for the entire college.



At this stage, designated personnel of all units concerned will start inputting their respective budget data into the Budget Preparation System (BPS).



#### Stage 6.

## Finance Committee Review and Recommendation

Finance Committee (FC) reviews the resource allocations in the budget and submit recommendation to the Executive Committee (EC).

- 6.1. FC chair acknowledges receipt of VPAS' memorandum and budget document, and schedules committee meeting(s) to review resource allocations in the budget.
- 6.2. FC chair distributes agenda and electronic copies of the budget and other pertinent documents to committee members two weeks prior to the meeting, and requests that committee members:
  - Review or study the budget prior to the scheduled meeting.
  - Review and discuss to ensure that budget reflects appropriate allocation and use of financial resources to support student learning programs and services.
  - Discuss resource allocations with their respective constituents to solicit feedback.
  - ▶ Email or post to appropriate wiki their initial questions, comments, recommendations or feedback, ahead of the meeting date.
- 6.3. FC chair issues **committee recommendation** (Subject: FC Recommended Budget for FY \_\_\_\_\_\_) to VPAS.

# Questions to ask: Are resource allocations —



- Consistent with the college's institutional priorities?
- Aligned with strategies in the Integrated Educational Master Plan (IEMP)?
- Based on program assessments?
- Responsive to program needs?
- Adequately documented and linked to clearly defined, student-centered, measurable outcomes?



#### Executive Committee reviews and endorses the budget to the president/CEO.

- 7.1. EC chair acknowledges receipt of FC's memorandum and budget document, and task EC committee's recorder to send notice of meeting to committee members.
- 7.2. EC chair tasks EC committee's recorder to distribute agenda and electronic copies of the budget and other pertinent documents to committee members one weeks prior to the meeting.
- 7.3. During the meeting, EC reviews of the budget (see side note on Questions to Ask, Stage 6), evaluates justifications cited in the FC's recommendation vis-a-vis EC's review of the budget, and formulates recommendation.
- EC endorses to the president/CEO, through a memorandum (Subject: EC Recommended Budget FY ).



## Stage 8. President's Approval

President/CEO approves and submit the budget to the Board of Regents, or rejects and returns the budget to EC.

- 9.1. Board of Regents tables budget for discussion and action in its December meeting.
- 9.2. During the meeting, Board of Regents deliberates on the budget and make final revisions, if any.
- 9.3. Board of Regents approves the budget, and issues directive to the president/CEO to transmit budget to FSM government.



At this stage, VPAS sees to it that any final revisions are inputed into the BPS. Final budget version is saved to disc, and hard copies are printed and bound for distribution to offices concerned. VPAS also prepares a transmittal letter addressed to the FSM President.



### Stage 9. **Board's Approval**

Board of Regents approves the budget, subject to any final revisions it deems necessary.

- 9.1. Board of Regents tables budget for discussion and action in its December meeting.
- 9.2. During the meeting, Board of Regents deliberates on the budget and make final revisions, if any.
- 9.3. Board of Regents approves the budget, and issues directive to the president/CEO to transmit budget to FSM government.

#### Questions to ask: Are resource allocations —



- Consistent with the college's institutional priorities?
- Aligned with strategies in the Integrated Educational Master Plan (IEMP)?
- Based on program assessments?
- Responsive to program needs?
- Adequately documented and linked to clearly defined, student-centered, measurable outcomes?



## Stage 10.

**Budget Transmittal to FSM Government** 

President/CEO transmits the BOR-approved budget to FSM government.

- 10.1. President/CEO signs the transmittal letter.
- 10.2. President/CEO transmits to FSM president electronic copy and printed copy of budget documents.
- 10.3. College provides electronic copy and printed copy of the budget documents to Division of Budget, FSM Department of Finance and Administration.















