

**Berkeley Division of the Academic Senate
Committee on Academic Planning & Resource Allocation
2020-21 Annual Report**

In fulfilling its charge as established in the bylaws of the Berkeley Division of the Academic Senate, the Committee on Academic Planning & Resource Allocation (CAPRA) carried out the following activities during the 2020-21 academic year. The committee was chaired by Professor Paul Fine (Integrative Biology).

Due to the COVID-19 pandemic, the campus remained closed, and all committee meetings and projects were handled remotely. The pandemic, campus closure, and resulting financial losses affected all aspects of the university's work, and all become objects of CAPRA's attention.

ANNUAL BUDGET AND POLICY RECOMMENDATIONS TO THE CHANCELLOR AND EVCP:

CAPRA's initial areas of focus were driven by its annual budget and policy recommendations for 2020-21. The first recommendation was to set aside the model for finance reform developed last year and engage with the administration to create a new, collaborative process of financial planning to meet the needs of the COVID crisis and the future.

The campus' pandemic-driven budget crisis and the process to address it were topics at many of CAPRA's meetings. CFO Rosemarie Rae and members of her team attended CAPRA multiple times to discuss general and specific budget issues, and CAPRA was asked to participate and give input to other campus groups working on ways to recover the funds lost due to the pandemic. The committee's chair, vice chair, and a number of other members served on a senior-level decision-making campus budget committee. CAPRA invited faculty leaders from two academic units, the Arts and Humanities Division within Letters and Science and the College of Chemistry, to talk about their "deep dives" into budget analysis that would inform their responses to proposed budget cuts. Especially in the latter case, CAPRA learned of methods that might be able to be extended to other academic units for future budget and program planning.

The committee's work on the other three recommendations was also strongly influenced by the pandemic:

- Administrative program review was sidelined by the lack of support from the Chancellor for that effort and the financial pressures brought on by the COVID crisis.
- An effort to broaden CAPRA's vision and consider changes to its practices for academic program review was deferred by the committee, due to the interruption in the normal campus procedures to carrying out such reviews due to the pandemic.
- Working toward a new and more robust relationship between CAPRA and the offices of development and of government relations took on new urgency, as both the federal and state governments considered COVID-related relief funding. The committee continued its discussion with these two campus units to provide faculty input and help them in their efforts to gain more funds for the campus and its activities.

In addition to its budget work and the usual considerations of proposed policies and programs, CAPRA was consulted and asked to lend its consideration and support to three large projects. Senior campus leaders attended CAPRA meetings to present and discuss the Mills College project, the Moffett Field project, and the ongoing work on the campus master plan and long-range development plan.

The 2021-22 Budget and Policy Recommendations are attached to this report. In the document are recommendations that emerged from this year's work, including the potential creation of an internal "reserve bank," continuing work to do college- and department-level impact analysis for budget cuts, developing models and data to determine the true cost of a Berkeley education to help in advocacy for increased funding, and ensuring that large, long-term project such as those for Mills and Moffett Field be reviewed early and with the input of faculty and campus-based professionals with real estate and financing expertise.

ACADEMIC PROGRAM REVIEW ACTIVITIES

Members participated in the following program reviews (APRs); due to the pandemic, all took place remotely:

- Department of Ethnic Studies (Professor Farber)
- Department of Italian Studies (Professor Fine)
- Department of Linguistics (Professor Langan)
- Department of Electrical Engineering and Computer Science (Professor Potts)
- School of Business (Professor Doremus)

The committee submitted written comments on the following program reviews:

- Department of Film and Media (Professor DeKosnik)

The committee submitted written comments on the following proposed name changes:

- Department of Classics
- Department of Near Eastern Studies

The committee submitted written comments on programs as requested by Graduate Council:

- Proposed Self-supporting Master's Degree in Advanced Studies in Analytics
- Proposed Self-supporting Master's Degree in Nutritional Sciences and Dietetics
- Proposed Self-supporting Master's Degree in Advanced Studies in Engineering (MAS-E)
- Self-supporting Master's Degree in Information and Data Science (MIDS; 2-year follow-up to 4-year review)

COMMENTS ON PROPOSALS, POLICIES, PROJECTS, REPORTS

In fulfilling its charge to advise the campus on matters pertaining to academic planning and resource allocation, CAPRA submitted these reports and comments to DIVCO, which were considered in its responses to the campus administration:

- CAPRA statement on the financial situation in light of COVID-19: August 2020
- Comments on the Moffett Field project: April 2021
- Annual report of the Chancellor's Joint Committee on Parking and Transportation: May 2021
- Comments on the pre-proposal for a College of Computing, Data Science, and Society: May 2021

Also in May, CAPRA provided informal comments on the work of the Cost Recovery Methodology Working Group directly to the Office of the CFO.

In addition, the committee submitted written comments on the following items from the Office of the President:

- Proposed 2020-21 systemwide curtailment program
- Innovative Learning Technology Institute (ILTI) Current State Assessment Report
- Revised Presidential Policy on IT Recovery
- Report of the Faculty Salary Scales Task Force

CAPRA REPRESENTATIVES SERVED ON THE FOLLOWING COMMITTEES

- Systemwide UC Planning & Budget Committee - Professor Doremus
- Campus Committee on Classroom Policy & Management – Professor Teleman
- Chancellor’s Joint Oversight Committee on Parking & Transportation - Professor Langan (co-chair)
- Space Assignments and Capital Improvements Committee – Professor Potts
- Capital Renewal Committee – Professor Tommelein
- Capital Planning Committee (CPC) – Chair Fine
- Building Name Review Committee – Chair Fine
- Gimlet -- Chair Fine
- Joint Senate/Administration Working Group on the Budget – Chair Fine, Professor Doremus,
- University Athletics Board – Professor Chhibber
- University Partnership Program Advisory Board – Professor Farber
- Capital Projects Academic Planning Committees:
 - o Moffitt Library: Professor Chhibber
 - o Chemistry: Professor Tommelein
 - o Data Science: Professors Eisen and Chhibber
 - o Hesse O'Brien/Engineering: Professor Teleman
 - o Minor Hall/Optomtry: vacant/project on hold
 - o Evans Hall: Professor Farber
 - o People's Park: Professor Head-Gordon
 - o Bechtel Engineering: Professor Anderson

GUESTS:

- Chancellor Carol Christ
- EVCP Paul Alivisatos
- VC Finance/CFO Rosemarie Rae
- VC Administration Marc Fisher
- Associate Vice Chancellor-Capital Strategies John Arvin
- Executive Director, Finance and Capital Asset Strategies Adile Quennarouch
- Associate Vice Chancellor, Financial Planning and Analysis Chris Stanich
- Central Resource Director Rita D'Escoto
- VP Academic Planning Lisa Alvarez-Cohen
- Professor of Music Cindy Cox
- Professor of English Kathleen Donegan
- Senior Planner Marissa Cheng
- Senior Planner Todd Henry
- Planning consultant Tom Hier
- Director of Accounts Payable and Travel Dan Parnas
- Assistant Chancellor-Government Relations Christine Treadway
- Vice Chancellor-University Development and Alumni Relations Julie Hooper
- Assistant Chancellor Khira Griscavage
- Professor of Engineering Alex Bayen
- College of Chemistry Dean Douglas Clark

CAPRA MEMBERS 2020-21:

Paul Fine, Chair, Integrative Biology
Holly Doremus, Vice Chair, Law
Michael Anderson, Agricultural and Resource Economics
Cathryn Carson, History
Pradeep Chhibber, Political Science
Ellen Eisen, Public Health – fall only
Daniel Farber, Law
Ronald Fearing, EECS
Hartmut Haeffner, Physics
Teresa Head-Gordon, BioEngineering/Chemistry
Celeste Langan, English
Gustavo Manso, Business – fall only
Philip Marcus, Mechanical Engineering
Matthew Potts, ESPM
Emmanuel Saez, Economics
Constantin Teleman, Math
Iris Tommelein, Civil and Environmental Engineering

Student Members:

Maria Pettis, Graduate Assembly

Victoria Vera, ASUC

Division Chair Jennifer Johnson-Hanks and Vice Chair Ron Cohen participated as ex-officio members, as did Library Committee Chair Thomas Dandeleit. Vice Provost for Academic Planning Lisa Alvarez-Cohen and L&S Assistant Dean for Finance and Administration Amy Robinson attended by invitation.



320 STEPHENS HALL
UNIVERSITY OF CALIFORNIA

May 13, 2021

PROFESSOR JENNIFER JOHNSON-HANKS
Chair, Berkeley Division of the Academic Senate

Re: CAPRA 2021-22 Budget and Policy Recommendations

The mission of the Committee on Academic Planning and Resource Allocation (CAPRA) is to advise the Chancellor and inform the campus on issues related to finance, space management, and academic planning. UC Berkeley continues to weather the global COVID-19 pandemic crisis, which has brought unprecedented public health and financial challenges to campus. However, there is good news on the horizon and campus is planning to resume in-person activities in the fall. CAPRA has been very impressed with how well our leadership has responded to the pandemic and worked with the Academic Senate to adapt to the times and make plans for the future. As we return to an in-person campus (with in-person meetings), CAPRA stands ready to provide useful direction to the administration and information to our colleagues across the campus.

The committee asks that DIVCO endorse these recommendations and forward them, along with DIVCO's endorsement, to Chancellor Christ and EVCP Alivisatos. We also request that Chancellor Christ provide a written response to the Senate no later than September 15th, 2021, detailing the extent to which our recommendations will be adopted.

Summary of Recommendations:

On the basis of our work this year, we encourage the administration and the Senate to collaborate in order to address:

1. The potential for creation of an internal "reserve bank" to help campus units weather short-term financial crunches;
2. Developing detailed information about the potential impacts of budget cuts, and ways to respond to them, through extension of "Project Align" or something like it to additional units;
3. Developing credible models of and data supporting the true cost of a Berkeley education.

4. Ensuring that long-term, large scale plans like those for Mills College and Moffett Field get realistic early review, to maximize the probability of positive academic and financial outcomes.

Background

The Committee on Academic Planning and Resource Allocation is charged by the Academic Senate with the following duties: CAPRA...

1. Confers with and advises the Chancellor on policy regarding academic and physical planning, budget, and resource allocation, both annual and long range.
2. Initiates studies in planning and budget matters, and if necessary authorizes establishment of ad hoc committees to pursue those studies.
3. Maintains liaison with other committees of the Division on matters relating to budget and planning.
4. Reports regularly to the Divisional Council and to the Division.

Together, these duties are the means through which CAPRA pursues its mission of ensuring that the UC Berkeley community collectively shepherds our resources—money, space, and time—as effectively as possible in order to advance research, teaching, and service. CAPRA seeks a holistic and systematic view of resource issues by, for example, attending to interrelationships between academic and space planning or considering the downstream effects of budgetary changes on departmental outcomes.

Updates on Recommendations from Last Year

The global pandemic completely transformed an already complex year for our campus. We (like all universities across the country) were in “survival mode,” and had to press pause on many new initiatives. That context colored CAPRA’s recommendations last year, and the administration’s response.

For FY 2019-2020, CAPRA made four major recommendations:

1. Rethink Finance Reform
2. Implement a regular Administrative Review structure
3. Broaden the scope of Academic Program Reviews
4. Work with Government Relations and University Development to form a new Senate-Administrative committee to get faculty more directly involved in advocating for public support of UC Berkeley

Campus administration did shelve Finance Reform while at the same time adding a \$65 MM budget cut for both 2020-2021 and 2021-2022. During the 2020-2021 academic year, CAPRA took a “deep dive” into the campus budget, gaining more detail about campus borrowing, the use of reserves by units, and updates from the development office and government relations about the capital campaign and state support. Many of these discussions have led to our current budget and policy recommendations. Another outcome was the formation of the joint Senate-Administration budget task force which began meeting in December 2020 (and included the

CAPRA Chair and Vice-Chair along with other Academic Senate members, several deans, CAOs, and other administrators). This committee, in CAPRA's view, has not been successful. The group is too large to be able to have productive conversations on Zoom. Instead, CAPRA thinks that more sustained contact with VCF Rosemarie Rae and her staff is much more productive and has allowed CAPRA members' questions about the budget and strategies to be answered and our ideas incorporated into financial decision-making.

We did not make any progress on creating a process for administrative unit review during 2021-2022 because the pandemic response appeared to be overwhelming most administrative units. CAPRA continues to believe that regular and systematic review of administrative units that includes Academic Senate engagement is important. In addition to enhancing the efficiency and effectiveness of those units, we believe regular review could help build understanding among Senate members of the contributions administrative units make to the campus mission, and the challenges they face. At the same time, CAPRA understands the administration's concern that review should not unnecessarily consume scarce time and energy, or duplicate measures already in place. For now, we encourage the administration to systematize a review process that engages outside experts in a way analogous to the External Review Committees used for academic units. We ask that the administration share with us any plans to review administrative units, engage us as the scope of each review is determined, and share with us the results of each review.

We continued discussion of the potential to improve academic program reviews. We believe that, as currently structured, those reviews provide an excellent picture of the "micro-level" health and challenges of each individual unit. We believe, however, that sustained successful academic planning also requires a clearer version of the campus-wide context in which individual programs are embedded. We applaud Vice Provost Alvarez-Cohen's incorporation of questions about the larger context in the latest round of academic program reviews, and look forward to seeing the results. We plan to work with VP Alvarez-Cohen's office and Senate leadership to identify other ways to improve the extent to which program or other reviews generate a big-picture look at the overall academic state of the campus.

Although the Senate Faculty Relations group has not been convened yet, we had a productive conversation with the heads of UDAR and Government Relations. We agreed that we needed new messaging to improve the narratives about why UC Berkeley merits greater investment from the state. One important distinction of UC in general (and UC Berkeley in particular) is the extraordinary research by our world-class creative faculty. This translates into enormous benefits for the common good and also gives students opportunities to be involved in research. A second important component of this line of argument is that the UC Berkeley student body has recently become significantly more diverse – and just when we have started to make progress on our goals of increased diversity, we are at risk of reducing the quality of a UC degree (in part) because the state is reducing investment in its students by refusing to acknowledge the rising costs of instruction.

In a similar vein, there has been serious contention among different UC campuses about "rebenching" – reconsideration of the formula by which the UC allocates funds among campuses. Changes in that formula could cause a drastic reduction in Berkeley's funding. In the interest of reducing conflict and building common cause to appeal to Sacramento to more fully fund UC education, we offer a recommendation below to more systematically study and model

the costs of both undergraduate and graduate education. We also encourage the administration to redouble efforts to communicate Berkeley's success in delivering graduate education to California's underrepresented communities, and the benefits that provides.

CAPRA Recommendations for 2021-22

This year we offer four recommendations:

1. Investigate the feasibility of, and if possible create, an internal “reserve bank” to help academic units weather short-term financial stress. A substantial amount of money currently sits in reserve in campus accounts. These reserves are important; they may be held against emergency needs or intended for projects or events that are anticipated but not yet underway. Some of them are tightly restricted, others less so. If there were a practical way to share some of these reserves in the short term, they could potentially help tide the campus and less well resourced units over through short-term economic downturns. We recommend that VCF Rosemarie Rae work with CAPRA to understand the barriers to a successful “reserve bank,” identify ways to surmount or remove those barriers, and if possible create a short-term program to help units deal with budget shortfalls over the next 2 to 5 years.

2. Encourage units to study in detail the impacts of budget cuts, and options to grow revenues or cut costs with least feasible damage to their academic mission. CAPRA was impressed by the College of Chemistry's Project Align, in which the College gained a deep knowledge of its financial footing and worked together to figure out ways the College could both save money and increase revenue and still fulfill its academic mission. We think that this project was the first example of a true “impact analysis” that CAPRA has been advocating for many years in our disagreements with Finance Reform and cuts to the central allocation. We are also impressed with the way the College used a form of scenario planning, considering alternative cuts and the impacts they might have. We request that the campus continue these efforts with additional academic units; CAPRA would be willing to assist the administration further by working with the dean of a different unit and thinking hard about how to apply Project Align's methods to different units on campus.

3. Develop credible models of the true cost and resourcing of instruction. The cost of instruction is key to UC arguments for increased state support. Currently the state funds undergraduate instruction at substantially less than its real costs, according to VCF Rosemarie Rae (and other campus and systemwide officers). At the same time, the state legislature is pressuring UC to enroll more in-state undergraduates, further stressing campus budgets. CAPRA believes that credible, detailed figures showing the real cost of a high-quality UC education might support more fruitful discussions, at the campus and systemwide level, with the legislature and the Regents about enrollment, state funding levels, and tuition. What is needed is to understand not only what undergraduate instruction costs different units on campus but also how those units resource those costs. CAPRA was intrigued by Project Align's efforts to quantify the difference in the cost of instruction for Chemistry and Chemical Engineering undergraduates as well as compare it to other universities. The COC reported getting wildly disparate data from peer institutions and had difficulty benchmarking its own estimates of costs. It would be good to get more details on what measures they used to try to calculate the cost of instruction. Dean

Clark appeared to be willing to engage with CAPRA about this issue. We ask that the administration work with us on this question by supporting VCF Rosemarie Rae, the Vice Chancellor of Undergraduate Education, and the CAOs to provide the necessary data in order to develop realistic and fair financial analyses of undergraduate instruction across campus.

4. Engage CAPRA and the Academic Senate more pro-actively on **financial and program planning for large-scale, long-term projects like the Mills College expansion and the Moffett Field project, and add real estate expertise to the campus team.** CAPRA recognizes the exciting opportunities afforded by the Mills and Moffett Field projects but also sees substantial potential financial and programmatic risks. We have seen very limited data on the financial models supporting these efforts. We ask that the administration work more closely and more transparently with CAPRA for all large-scale, long-term projects. We believe the Senate can provide a useful outside perspective on these sorts of projects that can strengthen the planning process and help ensure the best possible budgetary and academic outcomes. We request that the administration share draft plans as early as possible, and engage us on the merits and potential pitfalls of partnerships with other entities as early and as fully as possible. We also note that, while campus has some real estate expertise on its Capital Projects team, these two new ventures involve huge real estate deals that may require additional people with experience in these kinds of projects. We recommend that campus make sure it has the necessary expertise in-house to fully evaluate these prospective deals.

CAPRA looks forward to working closely with campus leadership as we move into 2021-22.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Paul Fine', with a stylized flourish at the end.

Paul Fine, Chair
Committee on Academic Planning and Resource Allocation