



**FOR APPROVAL**

**PUBLIC**

**OPEN SESSION**

**TO:**

Planning and Budget Committee

**SPONSOR:**

Sheree Drummond, Secretary of the Governing Council

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**DATE:**

April 29, 2021 for May 6, 2021

**AGENDA ITEM:**

8

**ITEM IDENTIFICATION:**

Planning and Budget Committee Terms of Reference – Minor Revisions

**JURISDICTIONAL INFORMATION:**

Under Section 2(14)(e) of the *University of Toronto Act, 1971*, the Governing Council has established Boards and Committees and assigned responsibilities among those bodies through their terms of reference. The Governing Council has periodically approved changes in Board and Committee terms of reference to respond to changing circumstances and expectations of governance.

**GOVERNANCE PATH:**

1. **Planning and Budget Committee [for information] (May 6, 2021)**
2. Academic Board [for information] (May 27, 2021)
3. Executive Committee [for endorsement and forwarding] (June 14, 2021)
4. Governing Council [for approval] (June 24, 2021)

**PREVIOUS ACTION TAKEN:**

In October 2011, the Governing Council approved revisions to the Planning and Budget Committee Terms of Reference arising from recommendations of the *Report of the Task Force on Governance* (2010). The main revisions consisted of clarifying the Committee's responsibility for receiving divisional academic plans for information and feedback. In addition to these changes, procedural options were added to allow for certain routine items to be placed on the "consent" agenda of a Committee meeting and for certain reports for information to be published electronically in between meetings, with notification provided to members.

In May 2011, the Governing Council approved the re-alignment of responsibilities among the Committee on Academic Policy and Programs, the Planning and Budget Committee, the Academic Board and the

divisional councils with respect to academic program review and approval. These revisions were derived from two parallel processes: – (1) the University’s Quality Assurance Process arising from the Council of Ontario Universities, and (2) the recommendations of the Task Force Report intended to vest academic decision-making and oversight with the institution’s expert academic bodies.

In June 2017, the Governing Council approved revisions to the *Policy on Capital Planning and Capital Projects*. These revisions related to approval levels for capital projects. The Planning and Budget Terms of Reference were updated accordingly.<sup>1</sup>

## HIGHLIGHTS

The proposed changes to the *Planning and Budget Committee Terms of Reference (TOR)* arise out of a recent review undertaken by the Offices of the Vice-Provost Academic and the Governing Council. Minor refinements to the TOR are intended to update them with respect to policy requirements, an enhancement of the ability of these bodies to clearly execute their respective mandates, and to better align, as appropriate, the TOR with current practices.

These changes include:

- **Academic units and programs (Section 4.4)** - Reference to the relevant policies and associated guidelines in considering and recommending proposals to establish, disestablish, or significantly restructure academic units have been specifically cited, (the *Policy on Interdisciplinary Education and Research Planning*, the *Policy and Procedures for Faculty and Librarians on Academic Restructuring*, and the *University of Toronto Guidelines for Extra-Departmental Units*).

## FINANCIAL IMPLICATIONS

None.

## RECOMMENDATION

For Information

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## DOCUMENTATION PROVIDED:

Planning & Budget Committee *Terms of Reference* (track changes version)  
Planning & Budget Committee *Terms of Reference* (proposed final version)

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<sup>1</sup> See Footnote 3, *Planning and Budget Committee Terms of Reference (June 28, 2017)*



**PLANNING AND BUDGET COMMITTEE TERMS OF REFERENCE<sup>1</sup>**

**1. MEMBERSHIP**

**1.1 Composition**

Membership is about 26, including 2 lay members, 3 students, the Chair or Vice-Chair of the Committee on Academic Policy and Programs (*ex officio*) or the designate of the Chair of the Committee on Academic Policy and Programs, 12 teaching staff, 1 administrative staff, and 3 assessors selected by the President.

The composition of Planning and Budget Committee is as follows:<sup>2</sup>

	<b>GOVERNING COUNCIL</b>	<b>NON-GOVERNING COUNCIL</b>	<b>TOTAL</b>
Administrative Staff	0-1	1-0	1
Alumni	} 2	0	} 2
LGIC Appointees		0	
Teaching Staff	1-2	11-10	12
Students	1-2	2-1	3
Presidential Assessors			3
<i>Ex Officio</i>			
Chancellor	1		1
Chair	1		1
Vice-Chair	1		1
President	1		1
Other (from AP&P)	0-1	1-0	1
<b>TOTAL</b>			<b>26</b>

<sup>1</sup> Also approved as part of the terms of reference of the Planning and Budget Committee (June 1994) was the following: "The proposal to merge the responsibilities of the present Budget and Planning and Priorities Committees is intended to eliminate existing overlaps in jurisdiction, which have resulted in a number of important issues being examined in an unnecessarily artificial manner in several forums. Equally important is the need to ensure that increasing demands for accountability can be responded to in an effective manner. To this end, the proposal entails additional delegation of authority with appropriate reporting to the Committee, streamlined approval processes and increased flexibility for the Chair of the Committee in agenda planning. Further opportunities in these areas should be identified as the new Committee begins to operate."

<sup>2</sup> Members of Governing Council may or may not be members of the Academic Board. Non-members of Governing Council must be members of the Academic Board.  
When sufficient governors are not available, the number of non-governor members is increased to the required total. The seats for 12 members of the teaching staff should be allocated between members elected to the Governing Council and/or the Academic Board and those who hold their seats *ex officio*, in the ratio of their seats on the Board: 8 elected teaching staff and 4 deans or principals.  
The total size of the Committee may be varied slightly, up or down, with the approval of the Chair of Governing Council.

The President may appoint annually University Officers as non-voting assessor members of the Committee.

### **1.2 Term**

Terms are for one year, beginning July 1, and may be renewed.

### **1.3 Chair and Vice-Chair**

The Chair and Vice-Chair shall be appointed by the Academic Board.

## **2. QUORUM**

One-third of the voting members (normally 9).

## **3. FUNCTION**

The Committee, which reports to the Academic Board, is responsible for monitoring, reviewing and making recommendations concerning a broad range of planning issues and priorities and for the use of University resources (including, but not limited to: staff positions, funds, space and facilities, and campus lands). Many of the matters within the Committee's scope are matters that have an impact on relationships amongst divisions and relationships between the University and the community at large.

## **4. AREAS OF RESPONSIBILITY**

### **4.1 Planning and Monitoring**

The Committee is responsible for policy on planning. The Committee reviews and makes recommendations on the University's general planning framework. Specific areas in which recommendations are made to the Academic Board include:

- policy on the organization of planning;
- statements of the University's mission or general objectives;
- statements of multi-year University principles and objectives for academic planning;

- guidelines for divisional academic plans;
- statements of general divisional objectives;
- enrolment plans and policies;
- long-range planning and/or (operating and capital) budget guidelines;
- strategic planning framework for research.

The Committee is responsible for monitoring planning activities and documents as may be required by general policy, as specified herein or by resolution of the Academic Board. Divisional academic plans are considered by the Committee and the Academic Board for information and feedback. Prior to approval by the Provost and presentation to the Committee, it is expected that the relevant divisional Council would endorse the academic plan in principle. The Committee receives periodic reports from the Vice-President and Provost on the implementation of academic plans.

The Committee reviews, on its own decision or on the recommendation of the Vice-President and Provost, the academic and budget plans of divisions in cases where a division is substantially altering its programs or having significant difficulty in implementing approved plans.

The Committee conducts periodic reviews of the budget plans of non-academic portfolios, to consider appropriateness of resources and effective and efficient use of resources in support of University plans and priorities. [Academic service areas, such as the Library, are the responsibility of the Committee on Academic Policy and Programs.]

## **4.2 Campus and facilities**

### **4.2.1 Policy**

Campus master plans and policy governing the approval of capital plans and projects are recommended to the Academic Board for consideration.

### **4.2.2 Capital guidelines and plans**

Plans are recommended to the Academic Board for consideration.

### **4.2.3 Individual plans and projects**

The Committee considers reports of project planning committees and recommends to the Academic Board approval in principle of projects (i.e. site, space plan, overall cost and sources of funds) with a capital cost as specified in the *Policy on Capital Planning and Capital Projects*. [The Business Board is responsible for approving the establishment of appropriations for individual projects and authorizing their execution within the approved

costs.] The level of approval required is dependent on the cost of the project.<sup>3</sup> Significant changes to a space program/approved project require the same level of approval as the original proposal.

### **4.3 Budget Guidelines and Operating Budget**

#### **4.3.1 Budget guidelines**

The Committee recommends to the Academic Board for consideration guidelines for long-range planning and budgeting that are the basis for the development of the University's annual Operating Budget.

#### **4.3.2 Annual operating budget**

The Committee considers for inclusion in the proposed Operating Budget the major components of the Budget, such as changes to Policies and Procedures for Budget Preparation, Contractual Obligations and Policy Commitments, allocation of Funds, General University Expenses, and Facilities Renewal Funds.

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<sup>3</sup>The current requirements, as defined in the Policy on Capital Planning and Capital Projects, are:

**All projects requiring short and long term financing**

If a project will require financing as part of the funding, the project proposal must be considered by the Business Board.

**Project Budget \$5 million or less (Approval Level 1)**

- Authority to approve projects on the St. George campus, with a value less than \$5 million and for all other applications that fall under the responsibility of the Capital Project and Space Allocation Committee (CaPS) is delegated to CaPS Committee established by the Vice-President University Operations.
- Authority to approve projects with a value less than \$5 million on the UTM and UTSC campuses is delegated to the UTM Space Planning and Management Committee and the UTSC Campus Design and Development Committee established by the Principal and Vice-President of the respective campus.

**Project Budget over \$5 million and up to \$20 million (Approval Level 2)**

- Capital projects over \$5 million and up to \$20 million will be considered by the Planning and Budget Committee for projects at the St. George campus and by the respective Campus Affairs Committees and Campus Councils for projects at the University of Toronto Mississauga and University of Toronto Scarborough and recommended to the Academic Board for consideration. It is expected that such projects will be placed on the Board's consent agenda and be confirmed by the Executive Committee of the Governing Council. Execution of such projects is approved by the Business Board.

**Project Budget over \$20 million and all projects requiring short and long term financing (Approval Level 3)**

- Proposals for capital projects exceeding \$ 20 million must be considered by the appropriate Boards and Committees of the Governing Council on the joint recommendation of the Vice President and Provost and the Vice President, University Operations. The Planning and Budget Committee will consider projects at the St. George campus and the respective Campus Affairs Committees and Campus Councils will consider projects at University of Toronto Mississauga and University of Toronto Scarborough and recommend them to the Academic Board for consideration. Normally, they will require approval of the Governing Council. Execution of such projects is approved by the Business Board.

The annual budget is considered by the Committee for recommendation to the Academic Board. [Once the budget is recommended by the Academic Board, the concurrence of the Business Board is sought in regard to fiscal soundness before it is forwarded to Council.]

The Committee receives regular reports on the status of long-range budget guidelines, projections, and the strategic budget model.

#### **4.3.3 Designated funds**

The Committee is responsible for recommending to the Academic Board for consideration the creation and allocation of general University Funds established in the Operating Budget, Capital Renewal Fund or elsewhere.

#### **4.4. Academic units and programs**

**4.4.1** The Committee recommends to the Academic Board on plans and proposals to establish, disestablish, or significantly restructure academic units, here defined as faculties, schools, colleges, departments, centres and institutes with teaching, or teaching and research functions, undergraduate degree programs, and graduate degree programs, regardless of the source of funds.

Proposals for Extra-Departmental Units are considered and recommended pursuant to the *Policy on Interdisciplinary Education and Research Planning*, the *Policy and Procedures for Faculty and Librarians on Academic Restructuring*, and pursuant to the *University of Toronto Guidelines for Extra-Departmental Units*.

**4.4.2** Where a proposal for a new program, as defined by the University's Quality Assurance Process<sup>4</sup> will have substantial resource implications requiring additions to a division's approved budget, or where there are significant effects outside of the division offering the program, the Committee advises the Academic Board on the planning and resource implications of the proposal and, if it deems it appropriate (a) concurs with the recommendation of the Committee on Academic Policy and Programs to the Academic Board that the proposed program be approved, and (b) where required, recommends the addition to the division's budget. [The Committee on Academic Policy and Programs has responsibility for considering the curricular aspects of academic program proposals.]

Proposed program changes that would not require the allocation of additional resources from sources outside the division, and would not have significant effects outside of the division offering the program, do not require the attention of the Committee.

#### **4.5 Policy submissions to and agreements with external bodies**

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<sup>4</sup> The definition of new academic programs is that contained in the *University of Toronto's Quality Assurance Process* (UTQAP), as approved by the Ontario Universities Council on Quality Assurance

**4.5.1** Submissions that establish new policy positions will be reviewed first by either the Committee or by another Governing Council body and approved by the Executive Committee. In the case of the latter, the Committee shall be informed of the nature of the submission.

Submissions to external agencies that summarize existing policies and practices are the responsibility of the President and should be submitted for information to the appropriate body of Governing Council.

**4.5.2** The Committee recommends to the Academic Board for consideration templates for agreements with external bodies. Individual agreements that do not conform to the template are reviewed by the Committee for recommendation to the Academic Board and confirmation by the Executive Committee. [Agreements that conform to the template are approved by the Vice-President and Provost.]

#### **4.6 Incorporation of associated organizations and research ancillaries**

The Committee recommends approval, in principle to the Academic Board. [The Business Board is responsible for matters concerning the arrangements for incorporation.]

#### **4.7 Chairs and professorships**

The Committee is responsible for making recommendations with respect to the *Policy on Endowed and Limited Term Chairs, Professorships, Distinguished Scholars and Program Initiatives*. Approval of the establishment of individual chairs, etc., which fully conform to the *Policy*, is delegated to the President, with annual reports to the Committee on approvals given. The Committee considers, for recommendation to the Academic Board, proposals that do not conform to the *Policy*.

#### **4.8 Priorities for fundraising**

The Committee recommends to the Academic Board, for concurrence with the Business Board, on the ranking of priorities for major fundraising campaigns. [Policy concerning University development and fundraising campaigns is within the authority of the Business Board. Plans for fundraising campaigns are approved by the Governing Council on the recommendation of the Business Board.]

### **5. PROCEDURES**



The Committee usually meets in open session but may, pursuant to section 33 of By-Law Number 2, meet in closed session or *in camera* when: (i) matters may be disclosed at the meeting of such a nature, having regard to the circumstances, that the desirability of avoiding open discussion thereof outweighs the desirability of adhering to the principle that meetings be open to the public; or (ii) intimate financial or personal matters of any person may be disclosed at the meeting or any part thereof.

In establishing agendas for meetings of the Committee, the Chair normally will be advised by a planning group that includes the Vice-Chair, two other members of the Committee, recommended by the Academic Board Striking Committee and approved by the Academic Board, and the voting and non-voting assessors. The proposed agenda for a meeting, together with background documentation, is reviewed at an agenda planning group meeting scheduled ten to fourteen days prior to the Committee meeting.

The Chair of the Committee, with the advice of the Committee's agenda planning group and subject to the duly established authority of the Agenda Committee of the Academic Board, the Academic Board, and the Executive Committee of Governing Council, has the authority to interpret the terms of reference of the Committee with respect to whether an item should be placed on the Committee's agenda for recommendation to the Academic Board, for Committee approval or for information and discussion.

### **5.1 Consent agenda**

The Chair may determine that an item should be placed on a "consent" portion of the agenda. Those items are not given individual consideration by the Committee, unless a member so requests. Rather, members with questions for clarification, or requests for further information, contact the assessor or other contact person shown on the item in advance of the meeting. Members with concerns who would like an item to be discussed by the Committee should notify the Secretary at least 24 hours in advance of the meeting. Upon the request of any member, the matter will be considered by the Committee in the usual manner.

Where a consent item requires a resolution of the Committee, and where no member has requested consideration of the item in the usual manner, the motion will be placed before the Committee and seconded, and it will normally immediately proceed to a vote without introduction or discussion.

Where a consent item is for information only, and where no member has requested consideration of the item in the usual manner, the item will normally be taken as received by the Committee without introduction or discussion.

## **5.2 Additional Reports for Information**

To keep members abreast of developments in a timely manner, certain reports for information required by these terms of reference and others as decided by the Chair from time to time will be considered by the members of the Committee following their electronic publication. Members will be notified once the reports are made available. Members who have questions about a report will be invited to contact the sponsor of the item. Members with concerns about the report who would like it to be discussed by the Committee should notify the Secretary at least fourteen days in advance of the next meeting to enable consideration by the agenda planning group. The report will be considered by the Committee at that meeting in the usual manner.

*Revision Approved by Governing Council May 19, 2011*

*Revisions Approved by Governing Council October 27, 2011*

*Revisions Approved by Governing Council, June 28, 2017*

*Revisions Approved by Governing Council June 24, 2021*



**PLANNING AND BUDGET COMMITTEE TERMS OF REFERENCE<sup>1</sup>**

**1. MEMBERSHIP**

**1.1 Composition**

Membership is about 26, including 2 lay members, 3 students, the Chair or Vice-Chair of the Committee on Academic Policy and Programs (*ex officio*) or the designate of the Chair of the Committee on Academic Policy and Programs, 12 teaching staff, 1 administrative staff, and 3 assessors selected by the President.

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## **4. AREAS OF RESPONSIBILITY**

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- guidelines for divisional academic plans;
- statements of general divisional objectives;
- enrolment plans and policies;
- long-range planning and/or (operating and capital) budget guidelines;
- strategic planning framework for research.

The Committee is responsible for monitoring planning activities and documents as may be required by general policy, as specified herein or by resolution of the Academic Board. Divisional academic plans are considered by the Committee and the Academic Board for information and feedback. Prior to approval by the Provost and presentation to the Committee, it is expected that the relevant divisional Council would endorse the academic plan in principle. The Committee receives periodic reports from the Vice-President and Provost on the implementation of academic plans.

The Committee reviews, on its own decision or on the recommendation of the Vice-President and Provost, the academic and budget plans of divisions in cases where a division is substantially altering its programs or having significant difficulty in implementing approved plans.

The Committee conducts periodic reviews of the budget plans of non-academic portfolios, to consider appropriateness of resources and effective and efficient use of resources in support of University plans and priorities. [Academic service areas, such as the Library, are the responsibility of the Committee on Academic Policy and Programs.]

## **4.2 Campus and facilities**

### **4.2.1 Policy**

Campus master plans and policy governing the approval of capital plans and projects are recommended to the Academic Board for consideration.

### **4.2.2 Capital guidelines and plans**

Plans are recommended to the Academic Board for consideration.

### **4.2.3 Individual plans and projects**

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costs.] The level of approval required is dependent on the cost of the project.<sup>3</sup> Significant changes to a space program/approved project require the same level of approval as the original proposal.

### **4.3 Budget Guidelines and Operating Budget**

#### **4.3.1 Budget guidelines**

The Committee recommends to the Academic Board for consideration guidelines for long-range planning and budgeting that are the basis for the development of the University's annual Operating Budget.

#### **4.3.2 Annual operating budget**

The Committee considers for inclusion in the proposed Operating Budget the major components of the Budget, such as changes to Policies and Procedures for Budget Preparation, Contractual Obligations and Policy Commitments, allocation of Funds, General University Expenses, and Facilities Renewal Funds.

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**Project Budget over \$5 million and up to \$20 million (Approval Level 2)**

- Capital projects over \$5 million and up to \$20 million will be considered by the Planning and Budget Committee for projects at the St. George campus and by the respective Campus Affairs Committees and Campus Councils for projects at the University of Toronto Mississauga and University of Toronto Scarborough and recommended to the Academic Board for consideration. It is expected that such projects will be placed on the Board's consent agenda and be confirmed by the Executive Committee of the Governing Council. Execution of such projects is approved by the Business Board.

**Project Budget over \$20 million and all projects requiring short and long term financing (Approval Level 3)**

- Proposals for capital projects exceeding \$ 20 million must be considered by the appropriate Boards and Committees of the Governing Council on the joint recommendation of the Vice President and Provost and the Vice President, University Operations. The Planning and Budget Committee will consider projects at the St. George campus and the respective Campus Affairs Committees and Campus Councils will consider projects at University of Toronto Mississauga and University of Toronto Scarborough and recommend them to the Academic Board for consideration. Normally, they will require approval of the Governing Council. Execution of such projects is approved by the Business Board.

The annual budget is considered by the Committee for recommendation to the Academic Board. [Once the budget is recommended by the Academic Board, the concurrence of the Business Board is sought in regard to fiscal soundness before it is forwarded to Council.]

The Committee receives regular reports on the status of long-range budget guidelines, projections, and the strategic budget model.

#### **4.3.3 Designated funds**

The Committee is responsible for recommending to the Academic Board for consideration the creation and allocation of general University Funds established in the Operating Budget, Capital Renewal Fund or elsewhere.

#### **4.4. Academic units and programs**

**4.4.1** The Committee recommends to the Academic Board on plans and proposals to establish, disestablish, or significantly restructure academic units, here defined as faculties, schools, colleges, departments, centres and institutes with teaching, or teaching and research functions, undergraduate degree programs, and graduate degree programs, regardless of the source of funds.

Proposals for Extra-Departmental Units are considered and recommended pursuant to the *Policy on Interdisciplinary Education and Research Planning*, the *Policy and Procedures for Faculty and Librarians on Academic Restructuring*, and pursuant to the *University of Toronto Guidelines for Extra-Departmental Units*.

**4.4.2** Where a proposal for a new program, as defined by the University's Quality Assurance Process<sup>4</sup> will have substantial resource implications requiring additions to a division's approved budget, or where there are significant effects outside of the division offering the program, the Committee advises the Academic Board on the planning and resource implications of the proposal and, if it deems it appropriate (a) concurs with the recommendation of the Committee on Academic Policy and Programs to the Academic Board that the proposed program be approved, and (b) where required, recommends the addition to the division's budget. [The Committee on Academic Policy and Programs has responsibility for considering the curricular aspects of academic program proposals.]

Proposed program changes that would not require the allocation of additional resources from sources outside the division, and would not have significant effects outside of the division offering the program, do not require the attention of the Committee.

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<sup>4</sup> The definition of new academic programs is that contained in the *University of Toronto's Quality Assurance Process* (UTQAP), as approved by the Ontario Universities Council on Quality Assurance

#### **4.5 Policy submissions to and agreements with external bodies**

**4.5.1** Submissions that establish new policy positions will be reviewed first by either the Committee or by another Governing Council body and approved by the Executive Committee. In the case of the latter, the Committee shall be informed of the nature of the submission.

Submissions to external agencies that summarize existing policies and practices are the responsibility of the President and should be submitted for information to the appropriate body of Governing Council.

**4.5.2** The Committee recommends to the Academic Board for consideration templates for agreements with external bodies. Individual agreements that do not conform to the template are reviewed by the Committee for recommendation to the Academic Board and confirmation by the Executive Committee. [Agreements that conform to the template are approved by the Vice-President and Provost.]

#### **4.6 Incorporation of associated organizations and research ancillaries**

The Committee recommends approval, in principle to the Academic Board. [The Business Board is responsible for matters concerning the arrangements for incorporation.]

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## 5. PROCEDURES

The Committee usually meets in open session but may, pursuant to section 33 of By-Law Number 2, meet in closed session or *in camera* when: (i) matters may be disclosed at the meeting of such a nature, having regard to the circumstances, that the desirability of avoiding open discussion thereof outweighs the desirability of adhering to the principle that meetings be open to the public; or (ii) intimate financial or personal matters of any person may be disclosed at the meeting or any part thereof.

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The Chair of the Committee, with the advice of the Committee's agenda planning group and subject to the duly established authority of the Agenda Committee of the Academic Board, the Academic Board, and the Executive Committee of Governing Council, has the authority to interpret the terms of reference of the Committee with respect to whether an item should be placed on the Committee's agenda for recommendation to the Academic Board, for Committee approval or for information and discussion.

### 5.1 Consent agenda

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Where a consent item is for information only, and where no member has requested consideration of the item in the usual manner, the item will normally be taken as received by the Committee without introduction or discussion.

## **5.2 Additional Reports for Information**

To keep members abreast of developments in a timely manner, certain reports for information required by these terms of reference and others as decided by the Chair from time to time will be considered by the members of the Committee following their electronic publication. Members will be notified once the reports are made available. Members who have questions about a report will be invited to contact the sponsor of the item. Members with concerns about the report who would like it to be discussed by the Committee should notify the Secretary at least fourteen days in advance of the next meeting to enable consideration by the agenda planning group. The report will be considered by the Committee at that meeting in the usual manner.

*Revision Approved by Governing Council May 19, 2011*

*Revisions Approved by Governing Council October 27, 2011*

*Revisions Approved by Governing Council, June 28, 2017*

*Revisions Approved by Governing Council June 24, 2021*