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Dollars and Democracy: An Introduction to the State Budget Process

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THE STATE BUDGET PROCESS AND KEY ISSUES
TO WATCH FOR IN 2019
SACRAMENTO, DECEMBER 11, 2018

What comes to mind when you think of the state budget?











**Budgets are statements of
our values and priorities.**



What kind of California do we want to live in?



Goals of the Presentation

- Discuss **key facts** about the state budget
- Highlight the **constitutional framework** of the budget process
- Review the **key players** in the budget process, along with the **timeline**
- Point out opportunities for **public involvement**



Key Facts About the State Budget

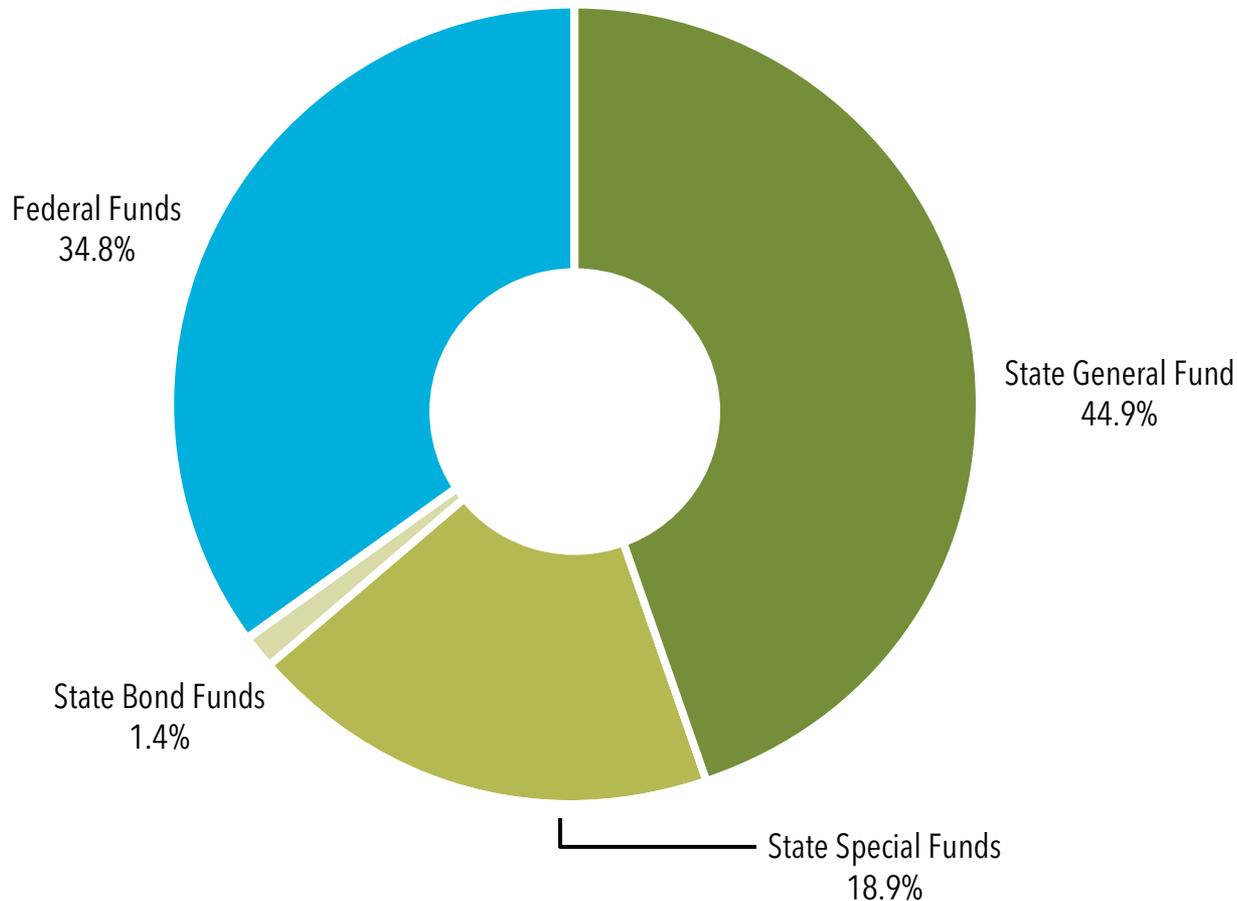


**The state budget =
state funds + federal funds.**



State Funds Account for Nearly Two-Thirds of California's State Budget

Total Enacted 2018-19 Expenditures = \$308.8 Billion



Source: Department of Finance

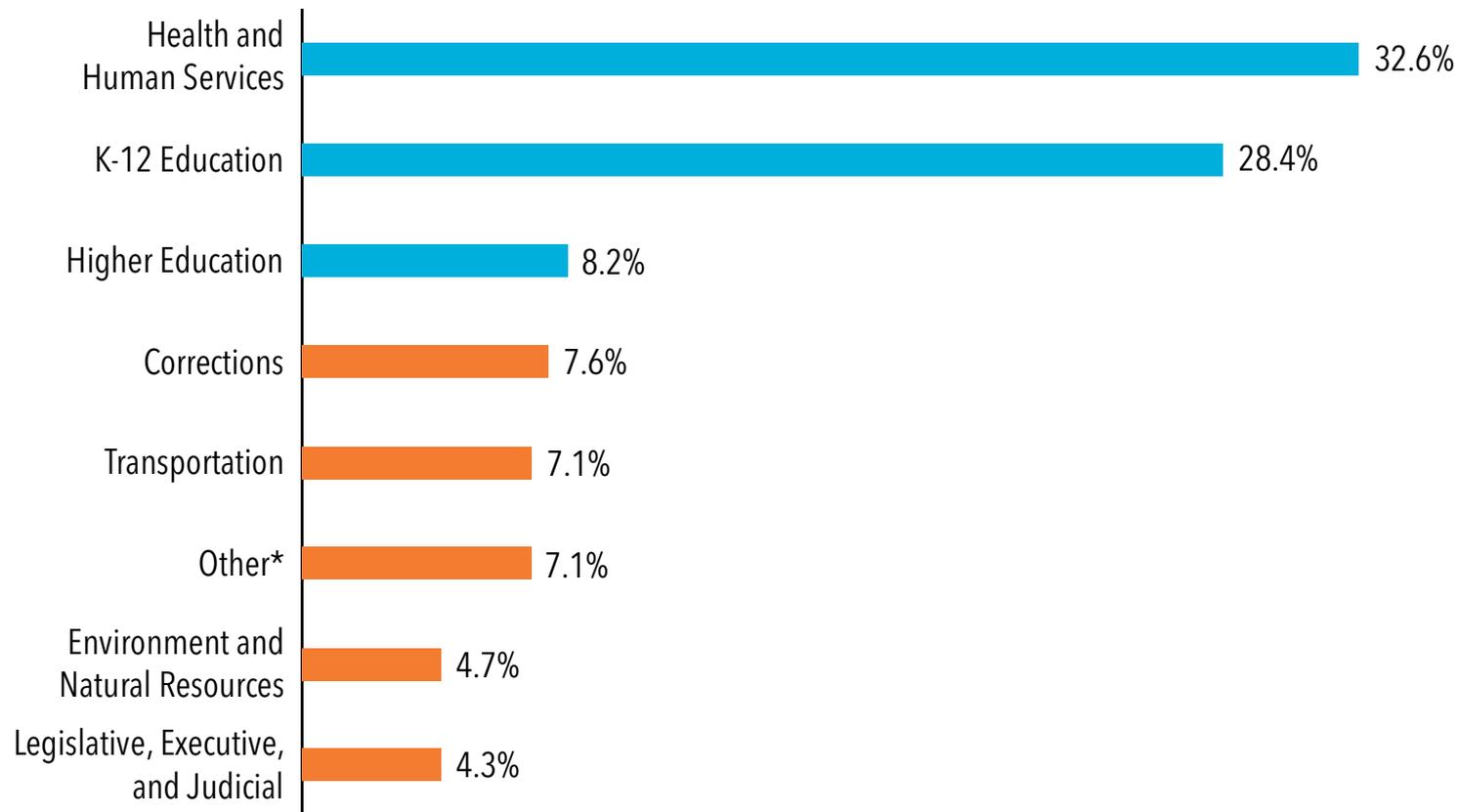


The state budget supports a broad range of public services and systems.



More Than Two-Thirds of State Dollars Support Health and Human Services or Education

Enacted 2018-19 General Fund and Special Fund Expenditures = \$197.2 Billion

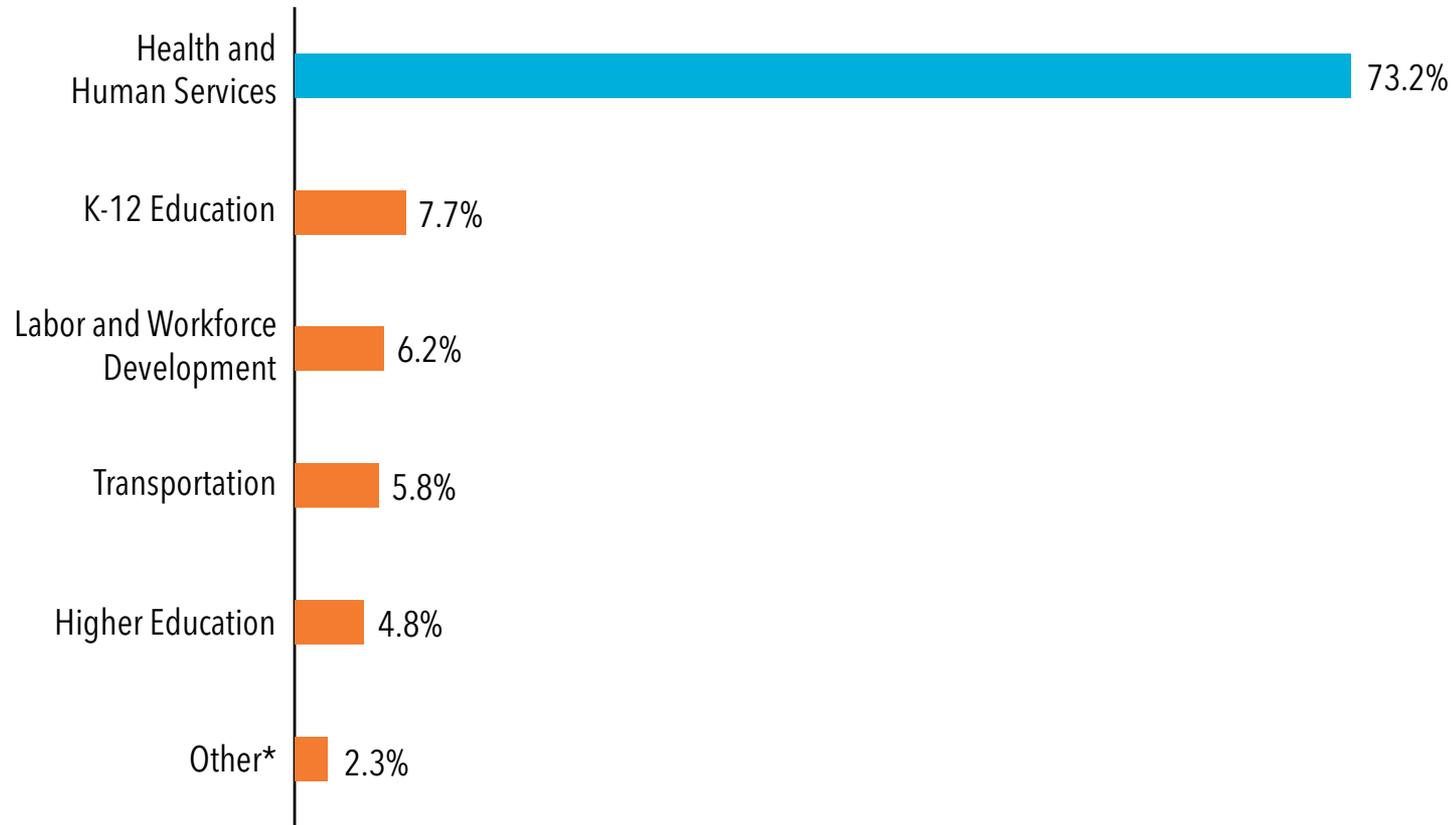


* Includes Business, Consumer Services, and Housing; Labor and Workforce Development; Government Operations; and General Government.
Source: Department of Finance



More Than 7 in 10 Federal Dollars Spent Through the State Budget Support Health and Human Services

Federal Funds Estimated to Be Spent Through the State Budget in 2018-19 = \$107.5 Billion



* Includes Environmental Protection; Legislative, Judicial, and Executive; Corrections and Rehabilitation; and other state budget categories that account for relatively small shares of federal funds.

Source: Department of Finance



**California's state budget is
actually a budget "package."**



The budget package consists of one or more **budget bills** plus budget-related **trailer bills**.



There is no limit on the number of trailer bills that may be included.



The 40 Bills in the 2018-19 Budget Package (Through September 2018)

- **SB 840:** The initial 2018-19 budget bill
- **SB 856 and SB 862:** Amended the initial 2018-19 budget bill
- **SB 841:** Amended the *2017-18* budget bill
- **Other bills in the budget package:** AB 1808, AB 1809, AB 1810, AB 1811, AB 1812, AB 1817, AB 1824, AB 1825, AB 1826, AB 1827, AB 1830, AB 1831, AB 1834, AB 1838, AB 1840, SB 846, SB 847, SB 848, SB 849, SB 850, SB 852, SB 853, SB 854, SB 855, SB 857, SB 861, SB 866, SB 867, SB 869, SB 871, SB 873, SB 875, SB 876, SB 877, SB 878, and SB 879



The Constitutional Framework for the State Budget Process

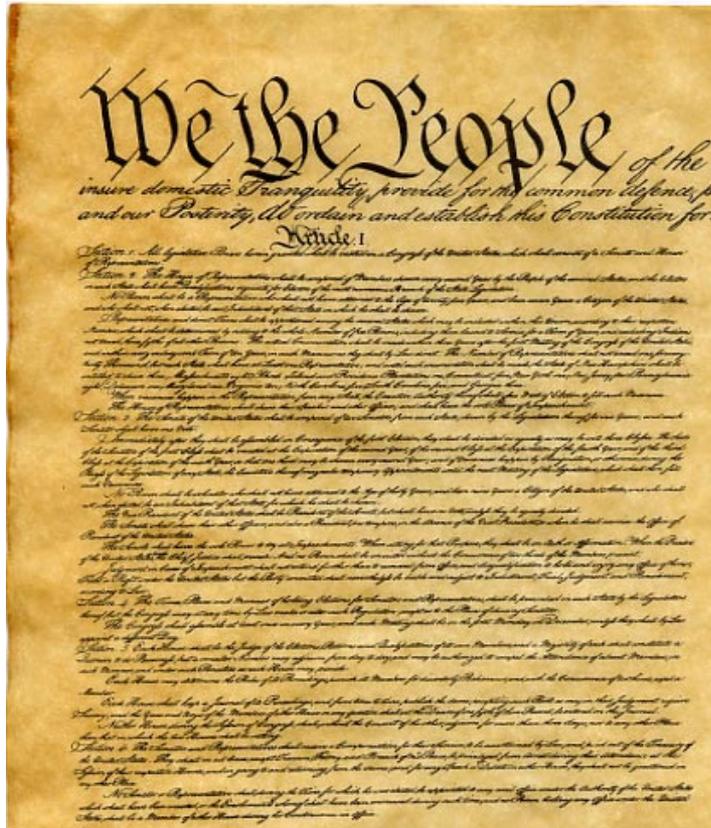


**California's Constitution
establishes the basic rules
of the state budget process.**



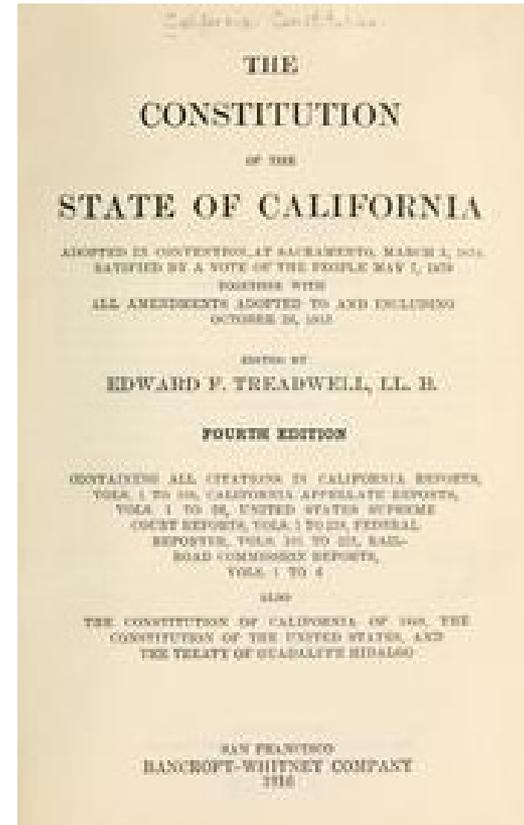
US Constitution

- Roughly 7,800 words
- Amended 27 times



California Constitution

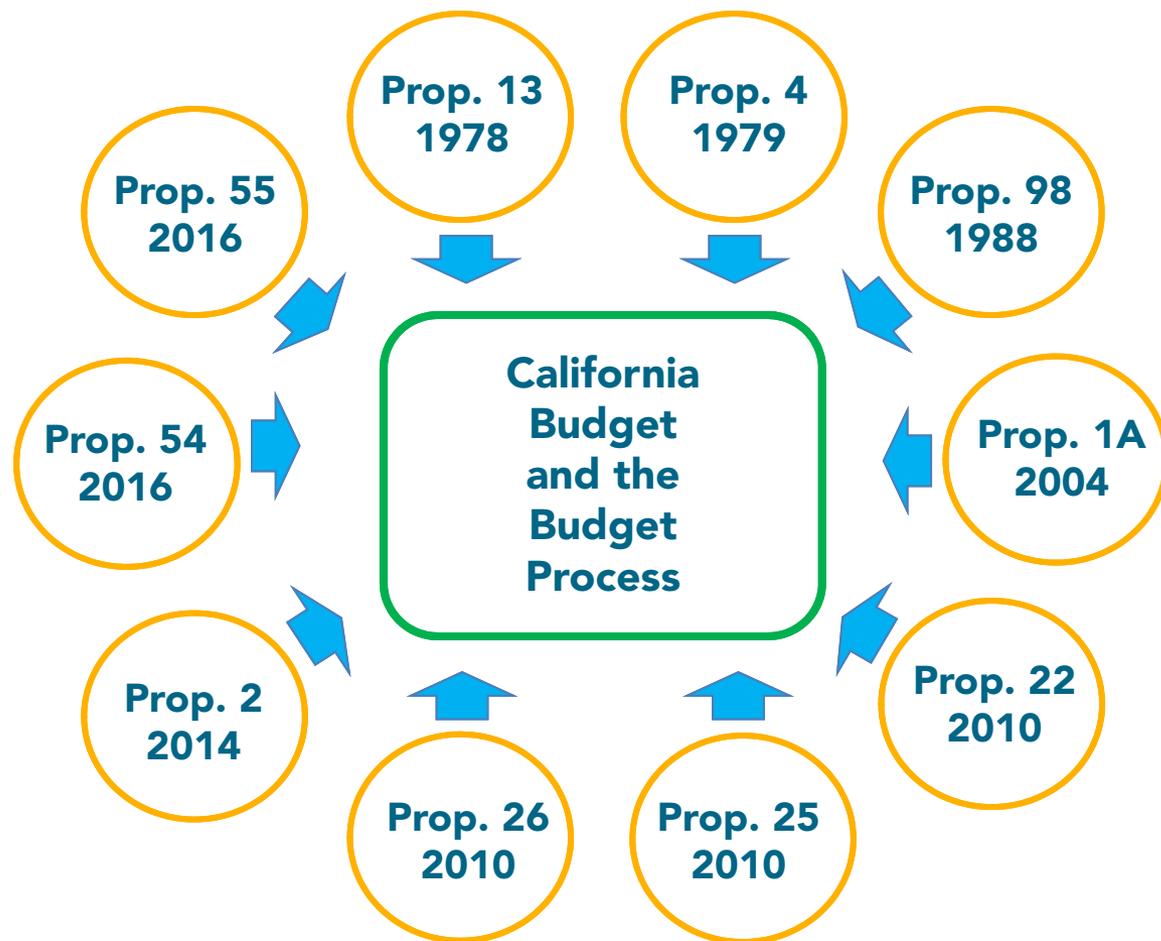
- Roughly 75,000 words
- Amended 500+ times



**Several ballot measures,
dating back to the 1970s,
have had an impact on
the budget and the budget
process.**



Ballot Measures With an Impact on the State Budget and the Budget Process



**The state Constitution
sets two budget-related
deadlines:
January 10 and June 15.**



**The budget bill and most budget-related bills can be passed by a simple majority vote.
(Prop. 25 of 2010)**



**A supermajority (two-thirds)
vote is needed to approve any
tax increase.
(Prop. 26 of 2010)**



Democrats Control More Than Two-Thirds of the Seats in Each House of the Legislature

ASSEMBLY

80 SEATS
2/3 SUPERMAJORITY = 54
60 DEMOCRATS
20 REPUBLICANS



SENATE

40 SEATS
2/3 SUPERMAJORITY = 27
29 DEMOCRATS
11 REPUBLICANS



**The state Constitution
contains complex formulas
that establish state budget
priorities.**



Three Key Budget Formulas in the State Constitution

- **Prop. 98 (1988):**
 - Guarantees a minimum level of funding for K-12 schools and community colleges.
- **Prop. 2 (2014):**
 - Requires some state revenues to be set aside to pay down debts and save for a rainy day.
- **Prop. 55 (2016):**
 - Creates a formula to boost funding for Medi-Cal, which provides health care services for low-income residents.



The State Budget Process: Key Players and Timeline



The budget process is cyclical.

**Decisions are made throughout the year, both
in public settings and behind the scenes.**



Navigating the State Budget Process

Each year the Governor and Legislature work to craft the state's spending plan. While the January-to-June period gets the most attention, the process of developing the budget is an ongoing enterprise, giving Californians ample opportunity to stay engaged and involved year-round.

The Governor

The Governor has the lead role in developing the state budget. Each year the Governor proposes a spending plan, which is introduced as the budget bill in the Legislature. The Governor can sign or veto the budget bill passed by legislators as well as other bills in the budget package that make policy changes related to the budget. The Governor can also reduce or eliminate individual appropriations using the line-item veto.

The Legislature

The Legislature – made up of the Assembly and Senate – reviews the Governor's proposed budget and crafts its own version of the spending plan. The Legislature can maintain, modify, or reject the Governor's proposals, with review occurring through each house's budget committee and related subcommittees. The Legislature must pass the budget bill, but not other bills in the budget package, by June 15. The Legislature can override a Governor's veto by a two-thirds vote of each house.

The Public

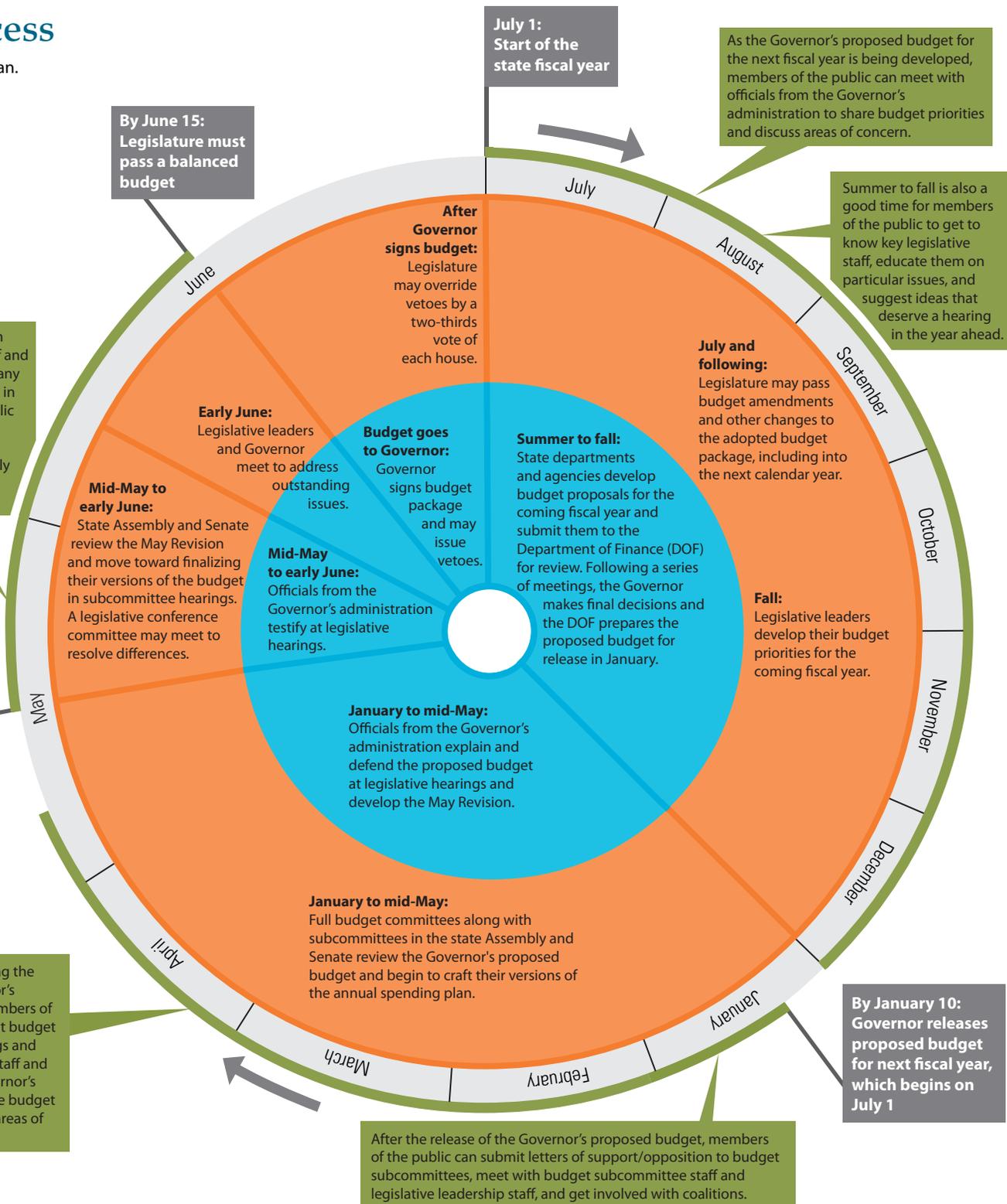
The public has various opportunities for input during the budget process. Members of the public can meet with officials from the Governor's administration and with legislators and their staffs, testify before budget committees and subcommittees, and write letters of support and opposition. Through individual engagement or as part of coalitions, members of the public can express their budget priorities and areas of concern.

Members of the public can meet with Governor's staff and legislative staff to discuss any changes or new proposals in the May Revision. The public can continue to offer comments at legislative hearings, although typically not during the two-house conference committee.

By May 14: Governor releases revised budget proposal ("May Revision")

In the months following the release of the Governor's proposed budget, members of the public can testify at budget subcommittee hearings and meet with legislative staff and officials from the Governor's administration to share budget priorities and discuss areas of concern.

After the release of the Governor's proposed budget, members of the public can submit letters of support/opposition to budget subcommittees, meet with budget subcommittee staff and legislative leadership staff, and get involved with coalitions.



The key players in the state budget process are...



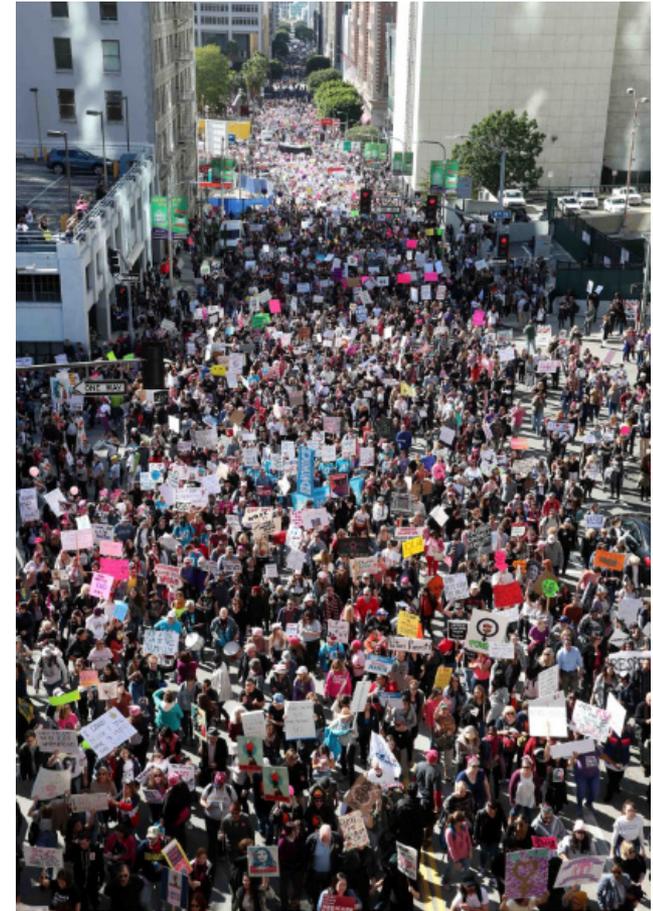
The Governor



The Legislature



The Public



The Governor-Elect



The Legislature



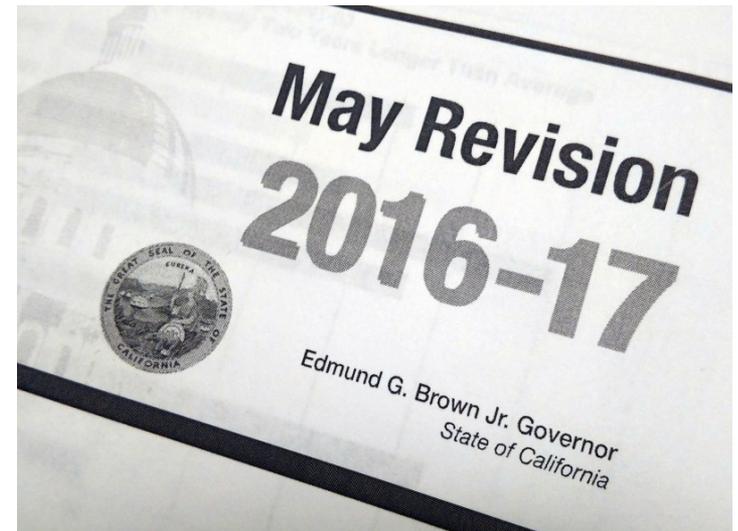
The Public



**The Governor has the lead
role in crafting the budget.**



State of California
DEPARTMENT OF FINANCE



**The Legislature reviews
and revises the Governor's
proposals, with help from the
Legislative Analyst's Office
(LAO).**



Holly Mitchell,
Chair, Senate
Budget and
Fiscal Review
Committee



Mac Taylor,
Legislative
Analyst



Phil Ting,
Chair,
Assembly
Budget
Committee



Members of the public have various opportunities to make their voices heard during the budget process.





The state budget process can be divided into three distinct periods.

July to December

January to Mid-May

Mid-May to June



July to December



Governor's Administration

- **Department of Finance (DOF) leads development of Governor's proposed budget.**
 - Look for opportunities to engage with Administration officials.

Legislature

- **Leaders develop their budget priorities.**
 - Seek to have your priorities considered.
- **Budget committee staff look ahead to upcoming budget deliberations.**
 - Build relationships and suggest ideas for hearings.



January to Mid-May



Governor's Administration

- **Proposed budget released by January 10.**
 - Weigh in on the Governor's proposals.
- **DOF makes budget adjustments and prepares May Revision.**
 - Engage with budget officials, offering candid feedback on Governor's initial proposals.

Legislature

- **Budget subcommittees hold hearings to review proposed budget.**
 - Testify at hearings and meet with key legislators and staff.



Mid-May to June



Governor's Administration

- **May Revision released by May 14.**
 - Look for opportunities to engage with Administration officials.

Legislature

- **Budget subcommittees convene hearings on May Revision proposals.**
 - Testify at hearings and meet with key legislators and staff.
- **Budget conference committee meets to iron out differences.**

The "Big 3" negotiate the final outlines of budget package.







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