Dollars and Democracy: An Introduction to the State Budget Process

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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

Federal Funds
34.8%

State General Fund
44.9%

State Bond Funds
1.4%

State Special Funds
18.9%

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

- Health and Human Services: 32.6%
- K-12 Education: 28.4%
- Higher Education: 8.2%
- Corrections: 7.6%
- Transportation: 7.1%
- Other*: 7.1%
- Environment and Natural Resources: 4.7%
- Legislative, Executive, and Judicial: 4.3%

* 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

- Health and Human Services: 73.2%
- K-12 Education: 7.7%
- Labor and Workforce Development: 6.2%
- Transportation: 5.8%
- Higher Education: 4.8%
- Other*: 2.3%

* 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

- Prop. 13 1978
- Prop. 4 1979
- Prop. 98 1988
- Prop. 1A 2004
- Prop. 22 2010
- Prop. 25 2010
- Prop. 26 2010
- Prop. 2 2014
- Prop. 54 2016
- Prop. 55 2016

California 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.

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

By June 15: Legislature must pass a balanced budget

Mid-May to early June: State Assembly and Senate review the May Revision and move toward finalizing their versions of the budget in subcommittee hearings. A legislative conference committee may meet to resolve differences.

Early June: Legislative leaders and Governor meet to address outstanding issues.

Budget goes to Governor: Governor signs budget package and may issue vetoes.

After Governor signs budget: Legislature may override vetoes by a two-thirds vote of each house.

Summer to fall: State departments and agencies develop budget proposals for the coming fiscal year and submit them to the Department of Finance (DOF) for review. Following a series of meetings, the Governor makes final decisions and the DOF prepares the proposed budget for release in January.

Fall: Legislative leaders develop their budget priorities for the coming fiscal year.

January to mid-May: Officials from the Governor’s administration explain and defend the proposed budget at legislative hearings and develop the May Revision.

Mid-May to early June: Officials from the Governor’s administration testify at legislative hearings.

January to mid-May: Full budget committees along with subcommittees in the state Assembly and Senate review the Governor’s proposed budget and begin to craft their versions of the annual spending plan.

By January 10: Governor releases proposed budget for next fiscal year, which begins on July 1

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As the Governor’s proposed budget for the next fiscal year is being developed, members of the public can meet with officials from the Governor’s administration to share budget priorities and discuss areas of concern.

Summer to fall is also a good time for members of the public to get to know key legislative staff, educate them on particular issues, and suggest ideas that deserve a hearing in the year ahead.

In the months following 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.

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

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

The Legislature

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

The 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
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<thead>
<tr>
<th>Governor’s Administration</th>
<th>Legislature</th>
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| • Department of Finance (DOF) leads development of Governor’s proposed budget.  
  ➢ Look for opportunities to engage with Administration officials. | • 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
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<thead>
<tr>
<th>Governor’s Administration</th>
<th>Legislature</th>
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<tbody>
<tr>
<td>• Proposed budget released by January 10.</td>
<td>• Budget subcommittees hold hearings to review proposed budget.</td>
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<tr>
<td>➢ Weigh in on the Governor’s proposals.</td>
<td>➢ Testify at hearings and meet with key legislators and staff.</td>
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<tr>
<td>• DOF makes budget adjustments and prepares May Revision.</td>
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<tr>
<td>➢ Engage with budget officials, offering candid feedback on Governor’s initial proposals.</td>
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Mid-May to June
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<tbody>
<tr>
<td>• May Revision released by May 14.</td>
<td>• Budget subcommittees convene hearings on May Revision proposals.</td>
</tr>
<tr>
<td>➢ Look for opportunities to engage with Administration officials.</td>
<td>➢ Testify at hearings and meet with key legislators and staff.</td>
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• Budget conference committee meets to iron out differences.

The “Big 3” negotiate the final outlines of budget package.