



California Budget  
& Policy Center  
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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

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- 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

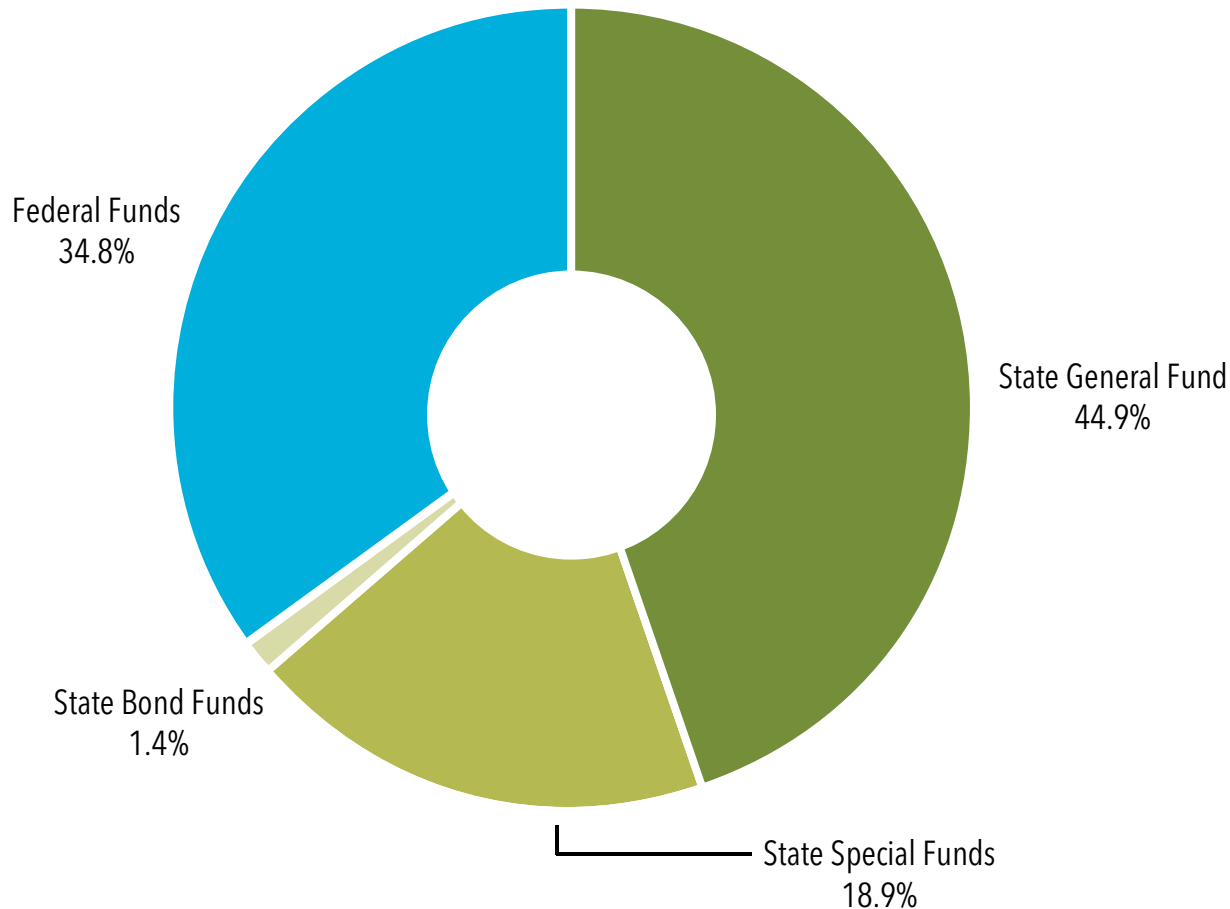


**The state budget =  
state funds + federal funds.**



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

Total Enacted 2018-19 Expenditures = \$308.8 Billion



Source: Department of Finance



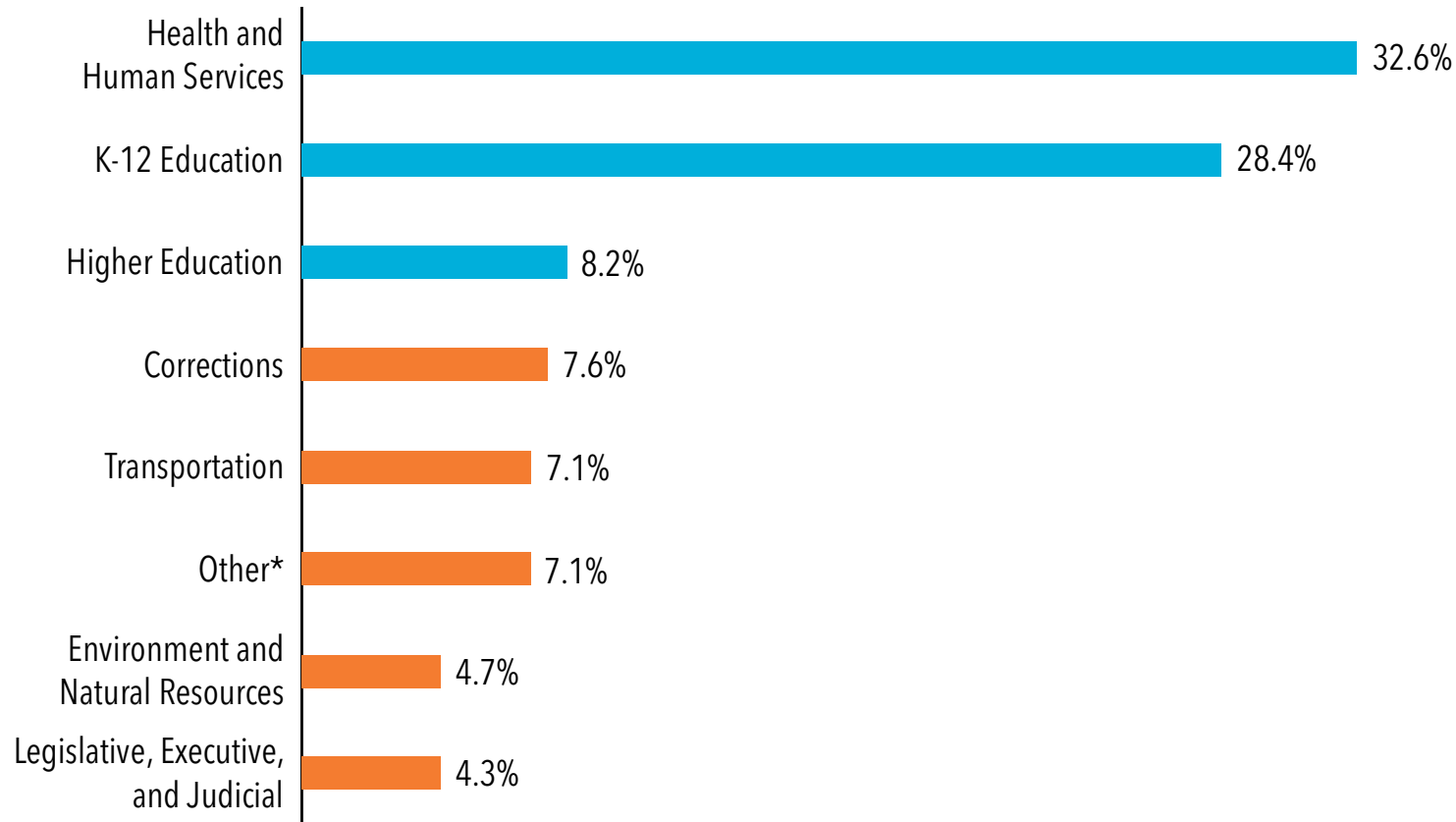
**The state budget supports a  
broad range of public services  
and systems.**





# 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

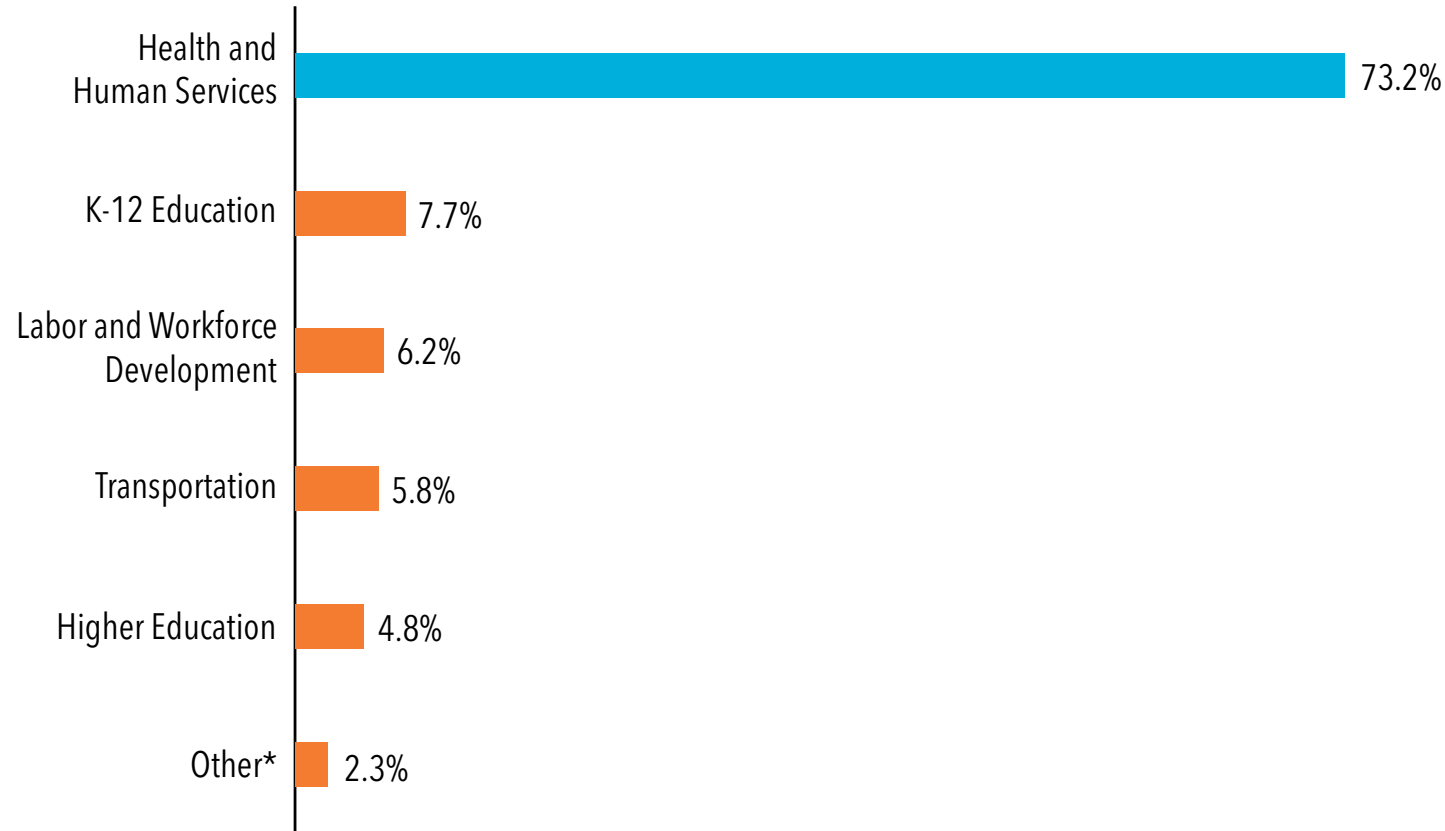


\* Includes Business, Consumer Services, and Housing; Labor and Workforce Development; Government Operations; and General Government.  
Source: Department of Finance



# 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)

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- **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.**



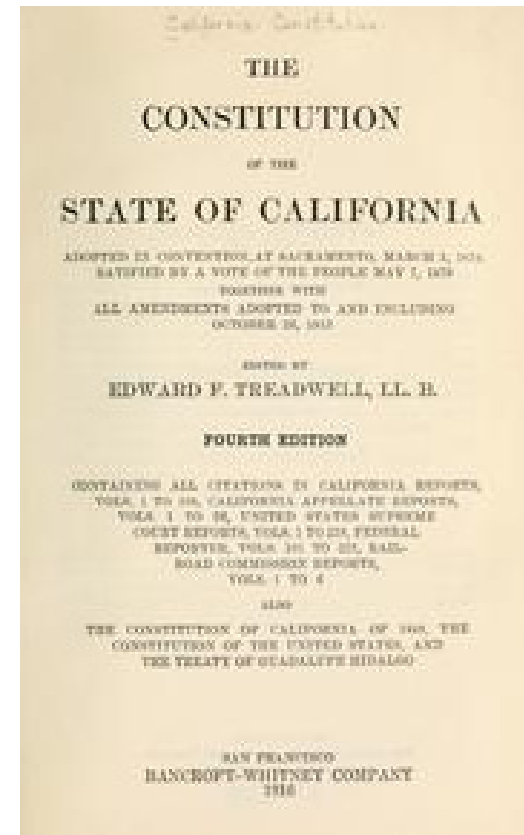
# US Constitution

- Roughly 7,800 words
- Amended 27 times



# California Constitution

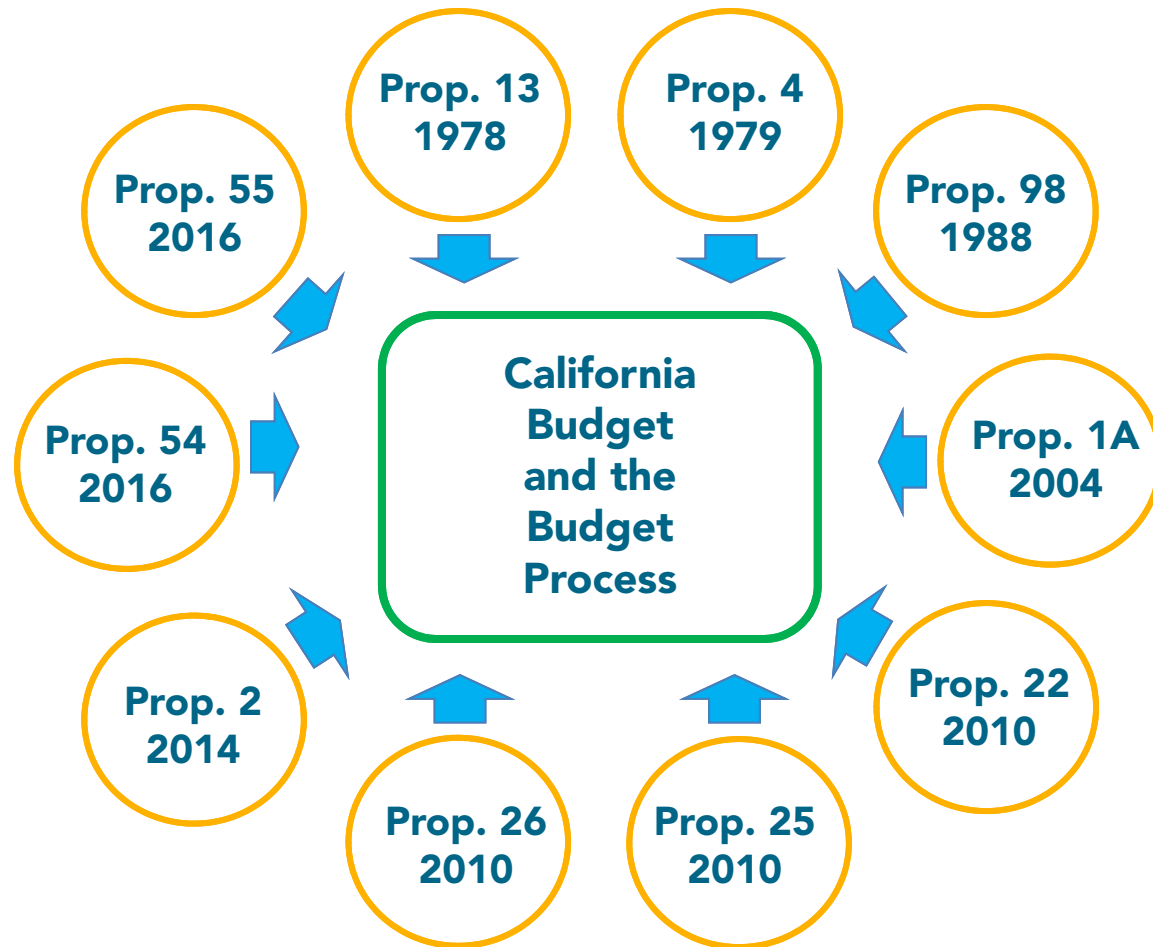
- Roughly 75,000 words
- Amended 500+ times



**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

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- **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

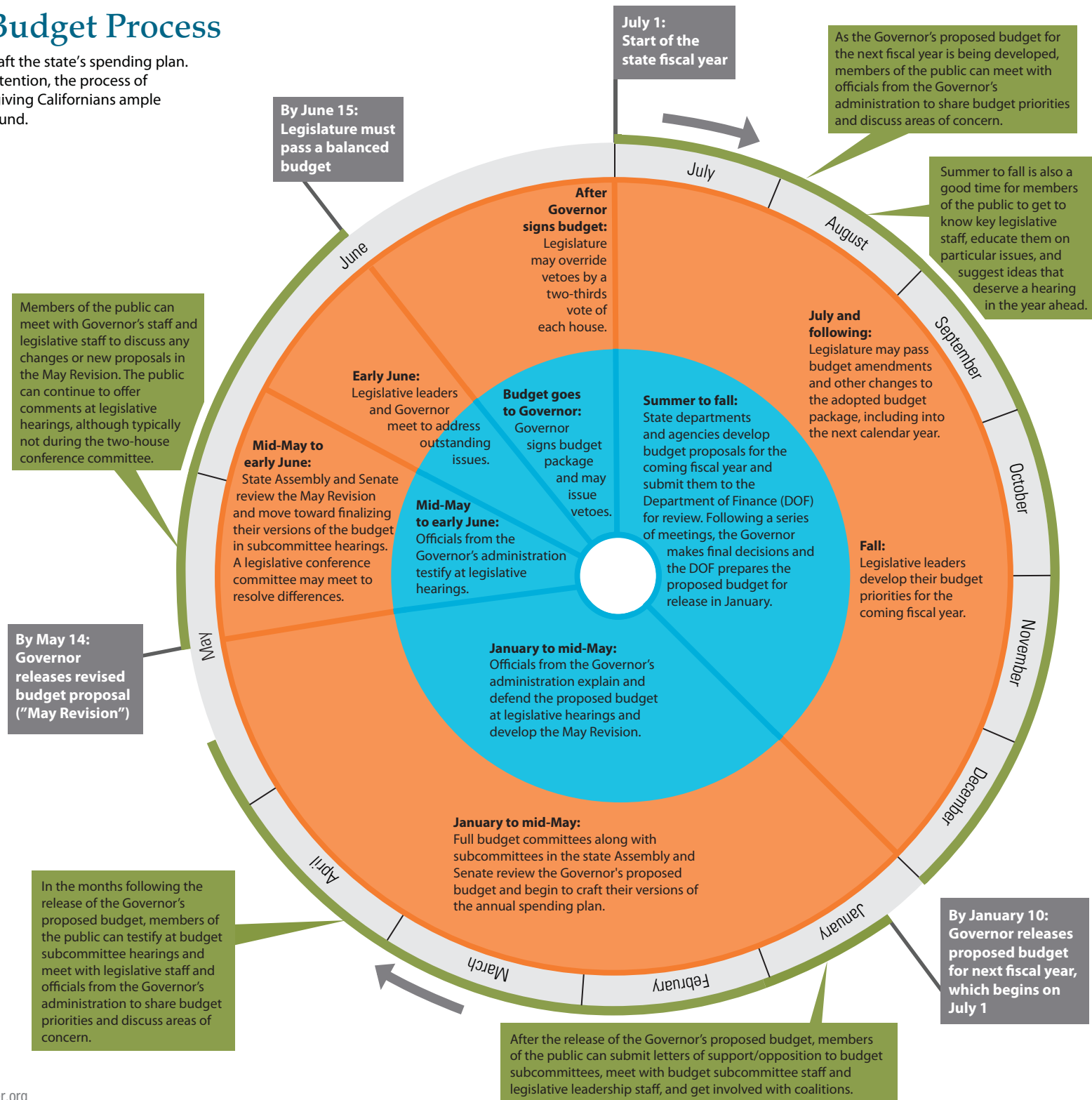
The Governor has the lead role in developing the state budget. Each year the Governor proposes a spending plan, which is introduced as the budget bill in the Legislature. The Governor can sign or veto the budget bill passed by legislators as well as other bills in the budget package that make policy 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.



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



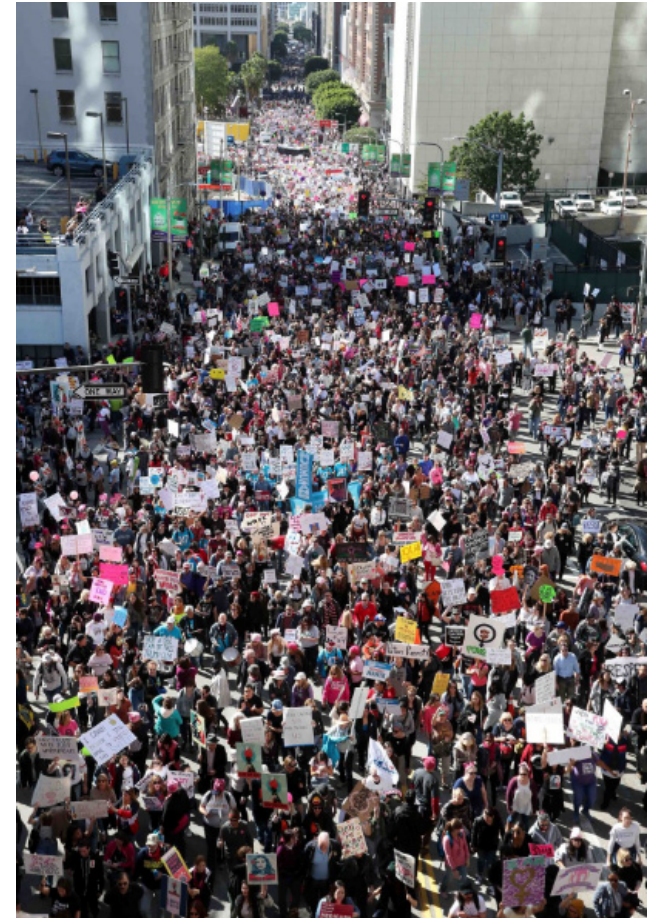
# The Governor



# The Legislature



# The Public





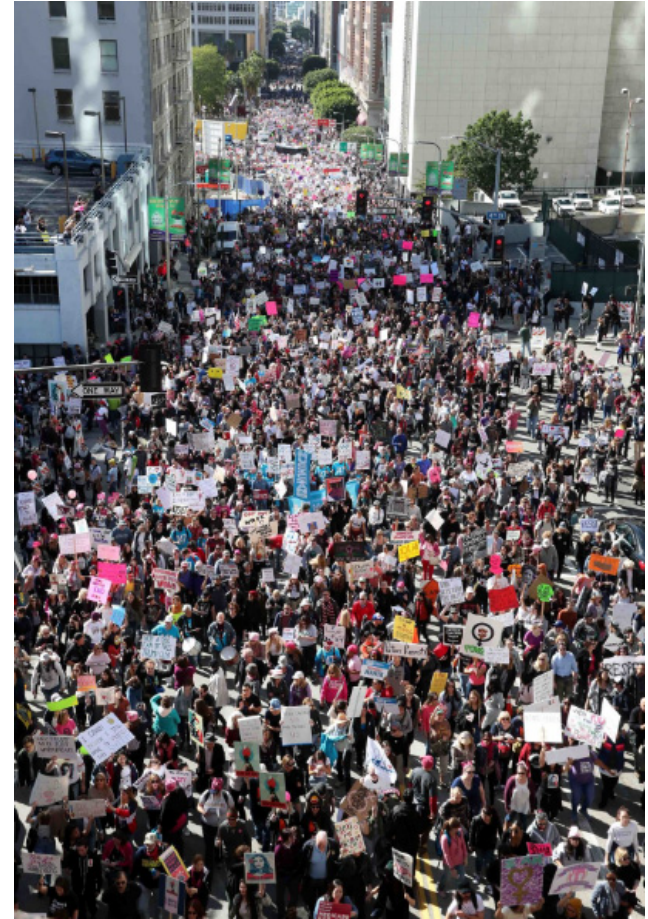
# The Governor-Elect



# The Legislature



# The Public

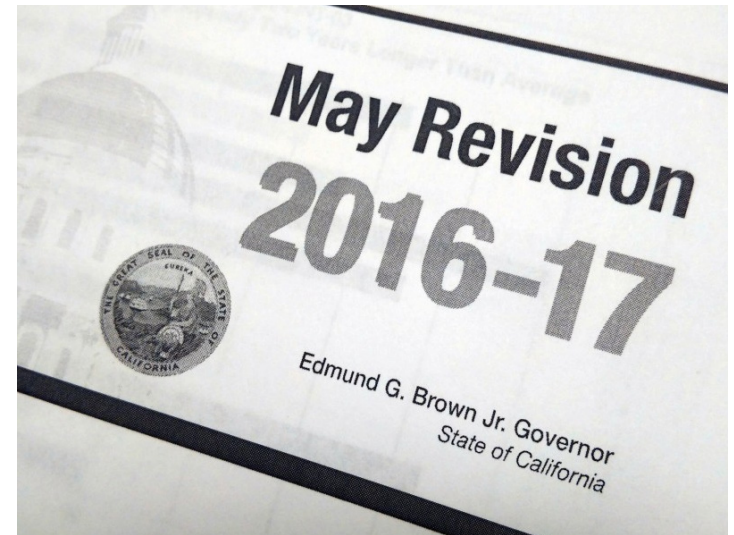


**The Governor has the lead  
role in crafting the budget.**





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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