

Joint Analysis

Governor's January Budget Update & Trailer Bills

Released February 25, 2020¹



California Community Colleges



¹ This edition updates the January 14, 2020 version and includes analyses of Trailer Bill Language released on January 31, 2020.

Background

This analysis was prepared jointly by:

- Association of California Community College Administrators (ACCCA)
- Association of Chief Business Officials (ACBO)
- California Community Colleges Chancellor's Office (Chancellor's Office)
- Community College League of California (League)

Its purpose is to provide updated factual information about the Governor's January budget proposal as a common resource for each organization's further analyses and advocacy efforts. The next analysis will be made available after the budget is enacted.

Key Updates

Much of the information contained in this analysis remain unchanged as of the January 14, 2020 version. However, a new section about the SCFF Calculator was added and updates to the following topics in the *Major Policy Decisions Section* were made:

- Apportionments
- College Affordability
- Diversity, Equity, and Inclusion
- Student Needs
- CCC System Support Program

Introduction

On January 10, Governor Newsom released his budget proposal for the 2020-21 fiscal year. Under the proposal, the overall state budget would increase 3.5% from the enacted 2019-20 budget, to \$222.2 billion. General Fund spending would increase 3.6%, to \$153.1 billion.

The proposed budget maintains the state's recent commitment to paying down liabilities, building reserves, and increasing spending primarily for one-time initiatives. Major themes of the Governor's budget proposal include:

- Addressing the affordability crisis through health care initiatives focused on cost savings to consumers, and by continuing the Governor's efforts to address both the availability and affordability of housing.
- Investing in emergency response to confront the statewide crisis of homelessness through increased funding and a fundamental shift in the state's role in housing unsheltered persons; and providing funds to combat the continuing threat of wildfires and the climate risk that compounds them.
- Promoting opportunity through increased public school funding, a new Department of Early Childhood Development, continued progress toward universal preschool, and expanded access across all higher education segments.

Budget Overview

The Governor's budget proposal for California Community Colleges (CCC) includes new, ongoing investments in work-based learning and targeted student support services, and streamlines coordination of systemwide initiatives and technical assistance. It also includes routine ongoing adjustments, including enrollment growth and cost-of-living adjustments (COLA), using updated estimates of revenue, enrollment, inflation, and student participation. In addition, the Governor's Budget provides one-time funding for CCC facilities, faculty development and support, and college affordability.

PROPOSITION 98 ESTIMATES

Minimum Guarantee. Each year, the state calculates a "minimum guarantee" for school and community college funding based on a set of formulas established in Proposition 98 and related statutes. To determine which formulas to use for a given year, Proposition 98 lays out three main tests that depend upon several inputs including K-12 attendance, per capita personal income, and per capita General Fund revenue. Depending on the values of these inputs, one of the three tests becomes "operative" and determines the minimum guarantee for that year. The state rarely provides funding above the estimated minimum guarantee for a budget year. As a result, the minimum guarantee determines the total amount of Proposition 98 funding for schools and community colleges.

Though these formulas determine total funding, they do not prescribe the distribution of funding. The Governor and Legislature have significant discretion in allocating funding to various programs and services.

Table 1 shows the budget's estimates of the minimum guarantee for the prior, current, and budget years. The CCC share of Proposition 98 funding is at or above the traditional share of 10.93% in each of these years. Included in this share is a small amount of pass-through funding for school district-based apprenticeship programs. Prior to calculating the CCC share, funding for the Adult Education, Adults in Correctional Facilities, and K-12 Strong Workforce programs, as well as transfers to the Public School System Stabilization Account, are excluded from the total.

Table 1: California Community Colleges Proposition 98 Funding by Source (In Millions)

| Source | 2018-19 Revised | 2019-20 Revised | 2020-21 Proposed | Change From 2019-20 Amount | Change From 2019-20 Percent |
|------------------------------------|-----------------|-----------------|------------------|----------------------------|-----------------------------|
| ALL PROPOSITION 98 PROGRAMS | | | | | |
| General Fund | \$54,506 | \$56,405 | \$57,573 | \$1,168 | 2% |
| Local Property Tax | 23,942 | 25,168 | 26,475 | 1,307 | 5% |
| Totals | \$78,448 | \$81,573 | \$84,048 | \$2,475 | 3% |
| COMMUNITY COLLEGES ONLY | | | | | |
| General Fund | \$5,426 | \$5,516 | \$5,652 | \$136 | 2% |
| Local Property Tax | 3,077 | 3,254 | 3,435 | 181 | 6% |
| Totals | \$8,503 | \$8,770 | \$9,088 | \$318 | 4% |

Updated Estimates for Prior and Current Years. Estimates of the minimum guarantee for 2018-19 and 2019-20 have changed slightly compared to projections when the 2019-20 budget was enacted in June of last year. Such increases can occur if school enrollment, economic growth, or state revenues turn out to be different than expected. Specifically, the revised estimate for 2018-19 is higher than was projected in June. As a result, the state is required to make a “settle-up” payment to fully fund the guarantee. (The settle-up payment for 2018-19 affects K-12 funding only, but the CCC share of funding for 2018-19 remains above the traditional share.) In addition, the revised estimate for 2019-20 is higher than projected in June. The Governor’s Budget adjusts funding to match the revised guarantee in 2019-20.

Required Transfer to Public School System Stabilization Account (PSSSA). Proposition 2, approved by voters in November 2014, created the PSSSA, a new state reserve for schools and community colleges. Under Proposition 2, transfers are made to this account only if several conditions are satisfied. That is, the state must have paid off all Proposition 98 debt created before 2014-15, the minimum guarantee must be growing more quickly than per capita personal income, and capital gains revenues must be above average.

The 2019 Budget Act made the first transfers into the PSSSA, totaling \$389 million for 2019-20. Subsequent estimates have increased the required transfer for the current year by \$135 million. For 2020-21, the Department of Finance (Finance) estimates the state will make a small withdrawal from the reserve, totaling \$38 million, to support Proposition 98 programs.

Though these transfers change *when* the state spends money on schools and community colleges, it does not directly change the *total amount* of state spending for schools and community colleges across fiscal years. Specifically, required transfers to the PSSSA count

toward Proposition 98 totals in the year the transfer is made. As a result, appropriations to schools and community colleges in such a year could be lower than otherwise required by Proposition 98. However, in a year when money is spent out of this reserve, the amount transferred back to schools and community colleges is over and above the Proposition 98 amount otherwise required for that year.

CHANGES TO CCC FUNDING

The Governor’s Budget includes \$272 million in ongoing policy adjustments for the CCC system, compared to revised 2019-20 expenditure levels, as reflected in Table 2.

Table 2: Proposed 2020-21 Changes in CCC Proposition 98 Funding (in Millions)

| 2019-20 Revised Budget^a | \$8,770 |
|--|-----------------|
| TECHNICAL ADJUSTMENTS | |
| Student Centered Funding Formula base adjustments | \$ 9.7 |
| Remove one-time spending | -28.6 |
| Other technical adjustments | 1.6 |
| Subtotal Technical Adjustments | -\$ 17.3 |
| POLICY ADJUSTMENTS | |
| Ongoing | |
| Provide 2.29% COLA for Student Centered Funding Formula | \$ 167.2 |
| Fund 0.5% enrollment growth | 31.9 |
| Support existing apprenticeship coursework | 27.8 |
| Expand California Apprenticeship Initiative | 15.0 |
| Support districts' food pantry services | 11.4 |
| Continue legal services support for immigrant students, faculty, and staff | 10.0 |
| Provide 2.29% COLA for certain categorical programs ^b | 9.2 |
| Fund Dreamer Resource Liaisons and related support services | 5.8 |
| Fund instructional materials for dual enrollment students | 5.0 |
| Adjust California College Promise for recipients | -1.5 |
| Adjust Student Success Completion Grant funding for recipients | -9.4 |
| Subtotal Ongoing Policy Adjustments | \$ 272.4 |
| One-Time | |
| Expand work-based learning within Guided Pathways | \$20.0 |
| Create statewide pilot fellowship program for diverse hiring | 15.0 |

| | |
|---|----------------|
| Augment support for part-time faculty office hours | 10.0 |
| Expand Zero Textbook Cost Pathways | 10.0 |
| Fund deferred maintenance and instructional equipment (one-time) ^c | 7.6 |
| Subtotal One-Time Policy Adjustments | \$ 62.6 |
| TOTAL CHANGES | \$317.7 |
| 2020-21 Proposed Budget^a | \$9,088 |

^a Amounts exclude Adult Education Program and K-12 Strong Workforce Program funding.

^b Applies to CalWORKs, Campus Childcare, DSPS, EOPS, apprenticeships, and Mandates Block Grant programs.

^c In addition, the budget provides \$8.1 million in 2019-20 funds and \$1.5 million in reappropriations, which combined with \$7.6 million in one-time funds provides a total of \$17.2 million for deferred maintenance and instructional equipment.

COLA = Cost-of-living adjustment

Appendix B compares the Governor’s proposed CCC adjustments for 2020-21 to the Board of Governors’ budget and legislative request. Below we highlight a few of the administration’s more significant policy decisions and related information. Later in this analysis, we detail local support funding by program, capital outlay funding, and state operations.

MAJOR POLICY DECISIONS

Apportionments

No Change to Student Centered Funding Formula for 2020-21. Although the budget makes no change to the formula at this time, the administration states that it supports the recent recommendation of the Student Centered Funding Formula Oversight Committee to include a metric reflecting first-generation college students within the formula. The administration notes that incorporating this metric first requires the collection of first-generation student data aligned with the Committee’s recommended definition, and indicates that it expects the Chancellor’s Office to develop guidance and work with districts to collect this data for inclusion in the formula in the future. A minimum of two years of data would be needed for Finance to produce reliable projections.

Growth and Cost-of-Living Adjustment (COLA) Provided. The proposal includes 0.5% growth in access, and a 2.29% COLA for apportionments and selected categorical programs.

Preliminary SCFF Rates. The 2019 Budget Act tasks the Chancellor’s Office with determining the formula’s final 2019-20 funding rates based on total computational revenue of \$7.43 billion as determined by Finance. On February 24, the Chancellor’s Office published preliminary rates. The timing of the preliminary SCFF rates release is due to the lag time in data reporting—such as enrollment and student outcomes—needed to set the rates. Following submission of districts’ second enrollment reports in April, the rates will

again be slightly adjusted prior to budget enactment. See (Table 3) for the preliminary 2019-20 SCFF rates.

Table 3: Preliminary SCFF Rates

| | 2019-20 Rates at P1 | 2018-19 Rates | difference in dollars | percent difference |
|------------------------------------|------------------------|------------------|--------------------------|-----------------------|
| Base Credit | 4,013.61 | 3,727.00 | 286.61 | 7.69% |
| Supplemental Point Value | 949.07 | 919.00 | 30.07 | 3.27% |
| Student Success Main Point Value | 559.09 | 440.00 | 119.09 | 27.07% |
| Student Success Equity Point Value | 140.92 | 111.00 | 29.92 | 26.96% |
| Incarcerated Credit | 5,621.94 | 5,444.45 | 177.49 | 3.26% |
| Special Admit Credit | 5,621.94 | 5,444.45 | 177.49 | 3.26% |
| CDCP | 5,621.94 | 5,444.45 | 177.49 | 3.26% |
| Noncredit | 3,380.63 | 3,273.90 | 106.73 | 3.26% |

2019-20 Proposition 98 Adjustments Limited. The administration makes no change to CCC Proposition 98 apportionment funding for the current year, but shifts funding among Proposition 98 General Fund, local property taxes, and enrollment fee revenues. The administration provides \$28.5 million in one-time current-year funding outside of apportionments, including \$20.4 million for apprenticeship reimbursement and \$8.1 million for deferred maintenance. (Note that additional deferred maintenance funding is included in budget year funds and reappropriations, such that the total proposed funding is \$17.2 million.)

Increased Local Property Tax Collections for 2018-19. Although property tax revenues are higher than projected for the prior year, the budget makes no corresponding changes in Proposition 98 General Fund. This is consistent with 2019 trailer legislation that prohibits downward adjustments to appropriations once a fiscal year has ended. As a result, districts would be able to use the higher collections to cover the majority of a prior year deficit that was anticipated in June 2019.

College Affordability

Student Financial Aid. The budget does not include major proposals related to state financial aid. However, the administration indicates it will review a forthcoming report from a work group convened by the California Student Aid Commission on how the state’s financial aid programs could better serve the needs of students. Specifically, the report is expected to address strategies for mitigating students’ total costs of attendance,

including non-tuition costs. The budget also provides \$5 million to the California Student Aid Commission for a work group and outreach related to student loan debt.

Expands Zero Textbook Cost Pathways. The Governor’s Budget includes \$10 million in one-time funds to expand zero textbook cost (ZTC) pathways using open educational resources (OER) and other materials that are free of charge to students. This proposal builds on \$5 million provided to 23 colleges in 2016 to create degree and certificate programs that eliminate conventional textbook costs.

Trailer bill language released on January 31 outlines conditions for receiving funding appropriated under this program. To develop and implement program pathways, a community college district shall fulfill all of the following:

1. Develop and implement one or more of the following program pathways:
 - a. An existing associate degree or career technical education certificate program.
 - b. A new associate degree or career technical education certificate program that meets one of the following conditions:
 - i. Has high value in the regional market.
 - ii. Meets an emerging regional business industry need.
 - iii. Has high textbook costs.
2. Prioritize the development and implementation of a degree from an existing associate degree for transfer and prioritize the adaptation of existing open educational resources.
3. Develop degrees with consideration for sustainability after funding is exhausted.
4. Ensure compliance with the federal Americans with Disabilities Act (Public Law 104-197) and the federal Copyright Act of 1976 (Public Law 94-553).
5. Develop and implement a minimum of one degree for each grant received.
6. Develop and implement a degree that other districts can use or adapt.
7. Ensure faculty shall have flexibility to update and customize degree content.
8. Ensure that the degree developed and implemented is clearly identified in college catalogs and in class schedules.
9. Provide the Chancellor with all required report data and outcome information.
10. Consult with the local academic senate of a college.
11. Use a multimember team approach to develop and implement a degree. Grant recipients may use funds for professional development and technical assistance.
12. Strive to implement degrees within three academic years after funding is appropriated.

The Chancellor’s Office estimates that programs created under this earlier funding will have generated \$42 million in textbook cost savings for more than 23,000 students by 2022. The proposal would support two additional \$5 million rounds of competitive grants.

Diversity, Equity, and Inclusion

Creates a Statewide Fellowship Pilot Program. The proposed budget includes \$15 million one-time to create and implement, on a pilot basis, a fellowship for current and

recent graduate students. The purpose of the fellowship program is to improve faculty diversity at community colleges through recruitment and mentorship.

Budget bill provisions state the Legislature’s intent that the pilot program support thirty to forty faculty fellows over a three-year period. Funds would be used for supporting a portion of the fellows’ salary, faculty mentorship, and professional support, and development activities. Student Needs

Expands Work-Based Learning. The proposed budget includes \$20.4 million one-time in the current year and \$27.8 million ongoing in the budget year to support projected increases in apprenticeship instructional hours. The budget also includes \$15 million ongoing to expand the California Apprenticeship Initiative, which supports the development of new and innovative apprenticeship and pre-apprenticeship programs through competitive grants.

In addition, the Governor’s Budget provides \$20 million one-time for grants to expand access to work-based learning models and programs at community colleges, including working with faculty and employers to incorporate work-based learning into the curriculum.

Assists Undocumented Students. The proposed budget provides \$5.8 million ongoing to fund a Dreamer Resource Liaison and associated support services at each campus, as required by Assembly Bill 1645 (Blanca Rubio). Liaisons would help qualifying students access financial aid, social services, legal services, and academic opportunities for which they are eligible. In addition, the Governor proposes \$10 million in ongoing Proposition 98 support, to be administered by the California Department of Social Services, for legal services to immigrant students, faculty, and staff. This proposal builds on a 2018 appropriation of one-time funds for the same purpose.

The Department of Finance has not released accompanying trailer bill language for this proposal. If approved, funding for Dreamer Resource Liaisons is anticipated to be allocated to each college and the Chancellor’s Office would be tasked with determining criteria for allocation of these funds to colleges.

Food Pantry Programs. The proposed budget provides \$11.4 million ongoing to support food pantry programs at colleges. These funds would provide \$100,000 to 114 community colleges to support on-campus food pantries or distributions. Colleges would spend the funds on staffing, food, or other needs to address food insecurity. Prior initiatives to address food insecurity have been allocated based on FTE student counts, requirements to ensure students have information needed to enroll in CalFresh, and a commitment to establish an on-campus food pantry or food distributions program.

Dual Enrollment Instructional Materials. The proposed budget includes \$5 million ongoing for instructional materials for dual enrollment students. If approved, the Chancellor’s Office will be tasked with determining the criteria for allocating these funds.

CCC System Support Program

Proposal Consolidates Dispersed Support Appropriations into a Single Program. The Governor proposes budget bill and [trailer bill language](#) to consolidate \$125 million in

funding from existing categorical set-asides and statewide programs to a new CCC System Support Program.

Currently, the state funds several statewide activities through direct local assistance appropriations or through set-asides in various categorical programs. In general, those funds are administered through contracts and grants between the Board of Governors and particular community college districts. Those districts often use a percentage of the set-asides for their own administrative costs associated with these services. Further, the Chancellor's Office administers several programs that are for statewide purposes—often with goals that are similar to the goals of the set-asides. Since programs were established independently of each other and at different times, they lack consistency in administration and fiscal oversight methods, and are not always well aligned with current district needs or the *Vision for Success*.

The Governor's proposal addresses this concern by establishing the new program. Specifically, the new program would integrate all or a portion of existing budgetary set-asides for administrative and statewide activities from certain programs. Programs incorporated into the proposed System Support Program will not see a decrease in funding. Account coding is the only change these programs will see.

The trailer bill language consolidates \$125 million from the following categorical set-asides into the proposed System Support Program:

- Student Equity and Achievement Program (SEA)
- Cooperating Agencies for Foster Youth (CAFYES)
- CCC Strong Workforce Program
- Institutional Effectiveness Partnership Initiative (IEPI)
- Integrated Technology
- Transfer Education and Articulation
- Expand Delivery of Courses through Technology
- Statewide outreach campaigns related to affordability, transfer, and outreach to non-English speaking/bilingual households

The following programs could be supported by the proposed System Support Program and be eligible for the benefits of this streamlined structure. Further, these programs would not see a shift in funding. These programs would benefit from statewide activities provided by the System Support Program but would retain their set-aside funding, including any unused set-aside funding previously allocated for support of local activities:

- Extended Opportunity Programs & Services (EOPS)
- Disabled Students Programs and Services (DSPS)
- Nursing Education Program

Trailer bill language would require the Board of Governors to annually adopt a budget for the new program and report on expenditures for the prior fiscal year. The System Support Program should result in savings from economies of scale and the elimination of duplicated administrative fees. Initially, many statewide contracts and grants would remain in place, and would undergo review for possible improvements as contracts and grants approach renewal.

LOCAL SUPPORT FUNDING BY PROGRAM

Table 3 (next page) shows proposed local assistance funding by program for the current and budget years. As the table shows, most categorical programs received level or workload funding in the Governor’s proposal, with certain programs receiving cost-of-living adjustments consistent with recent practices. Decreases in funding are primarily due to removing one-time funding allocated in 2019-20.

Table 4: CCC Funding by Program^a (In Millions)

| Program | 2019-20 Revised | 2020-21 Proposed | Change Amount | Change Percent | Explanation of change |
|--|-----------------|------------------|---------------|----------------|---|
| Student Centered Funding Formula | \$7,430 | \$7,631 | \$ 201 | 2.70% | COLA, enrollment growth, minimum revenue provision |
| Student Equity and Achievement Program | 475 | 459 | -17 | -3.50% | Shift program set-aside to System Support Program |
| CCC Strong Workforce Program | 248 | 236 | -12 | -5.00% | Shift program set-aside to System Support Program |
| Student Success Completion Grant | 150 | 141 | -9 | -6.23% | Adjust for revised estimates of recipients |
| Adult Education Program - CCC Districts ^b | 63 | 64 | 1 | 2.29% | COLA |
| Disabled Students Programs and Services (DSPS) | 124 | 127 | 3 | 2.29% | COLA |
| CCC System Support Program | - | 125 | 125 | - | Consolidate set-aside and infrastructure funds from multiple programs |
| Extended Opportunity Programs and Services (EOPS) | 116 | 119 | 3 | 2.29% | COLA |
| California College Promise (AB 19) | 85 | 84 | -1 | -1.72% | Adjust for revised estimates of first-time, full-time students |
| Apprenticeship (CCC districts) | 44 | 72 | 29 | 65.68% | COLA, expand CAI, support projected increase in RSI hours |
| Financial aid administration | 76 | 69 | -7 | -9.09% | Adjust for revised estimates of fee waivers, shift statewide media campaign to System Support Program |

| | | | | | |
|---|----|----|----|---------|---|
| Full-time faculty hiring | 50 | 50 | 0 | 0.0% | |
| CalWORKs student services | 47 | 48 | 1 | 2.29% | COLA |
| Mandates Block Grant and reimbursements | 34 | 35 | 1 | 2.32% | COLA, revised enrollment estimates |
| Part-time faculty compensation | 25 | 25 | 0 | 0.00% | |
| Economic and Workforce Development | 23 | 23 | 0 | 0.00% | |
| California Online Community College | 20 | 20 | 0 | 0.00% | |
| Part-time faculty office hours | 12 | 22 | 10 | 82.16% | Add one-time funding |
| NextUp (foster youth program) | 20 | 19 | -1 | -3.75% | Shift program set-aside to System Support Program |
| Deferred maintenance and instructional equipment (one-time) | 13 | 17 | 4 | 27.87% | Add one-time funding, includes reappropriated funds |
| Cooperative Agencies Resources for Education (CARE) | 17 | 17 | 0 | 2.29% | COLA |
| Lease revenue bond payments | 16 | 13 | -4 | -21.62% | Adjust for actual obligations |
| Nursing grants | 13 | 13 | 0 | 0.0% | |
| District food pantries | - | 11 | 11 | - | Add new, ongoing program |
| Immigrant legal services through DSS | - | 10 | 10 | - | Make funding ongoing |
| Veterans Resource Centers | 10 | 10 | 0 | 0.00% | |
| Student Housing Program | 9 | 9 | 0 | 0.00% | |

| | | | | | |
|--|----|----|-----|----------|--|
| Dreamer Resource Liaisons | - | 6 | 6 | - | Add new, ongoing program per Assembly Bill 1645 of 2019 (Blanca Rubio) |
| Foster Parent Education Program | 6 | 6 | 0 | 0.00% | |
| Instructional materials for dual enrollment students | - | 5 | 5 | - | Add new, ongoing program |
| Equal Employment Opportunity Program | 3 | 4 | 1 | 51.90% | Add available EEO fund resources |
| Childcare tax bailout | 4 | 4 | 0 | 2.29% | COLA |
| Other ^c | 4 | 3 | -1 | -19.81% | Shift Transfer Education and Articulation funds to System Support Program |
| Umoja | 3 | 3 | 0 | 0.00% | |
| Mathematics, Engineering, Science Achievement (MESA) | 3 | 3 | 0 | 0.00% | |
| Puente Project | 2 | 2 | 0 | 0.00% | |
| Middle College High School Program | 2 | 2 | 0 | 0.00% | |
| Online education initiative | 23 | 13 | -10 | -43.48% | Shift statewide infrastructure to System Support Program; add one-time investment for ZTC degree programs (\$10) |
| Integrated technology | 42 | - | -42 | -100.00% | Shift statewide infrastructure to System Support Program |
| Institutional effectiveness initiative | 28 | - | -28 | -100.00% | Shift statewide technical assistance to System Support Program |
| One-time program funding ^d | 9 | 35 | 26 | 272.34% | Removes one-time funds, adds funds for work-based learning (\$20), faculty fellowship (\$15) |
| College-specific allocations | 11 | - | -11 | -100.00% | Remove one-time funding |

| | | | | | |
|---|----------------|-----------------|--------------|-------------|-------------------------------|
| K-12 pass-throughs (adult ed, K-12 apprenticeship, workforce) | 608 | 638 | 30 | 3.97% | Remove one-time funding, COLA |
| Totals | \$9,940 | \$10,261 | \$321 | 3.2% | |

^a Table reflects total programmatic funding for CCC, including amounts from prior years available for use in the years displayed.

^b Amounts represent share received by CCC districts. For the overall adult education program, \$423 million (76.7%) is distributed through school district fiscal agents or funded directly to school districts and K-12 agencies, and \$128 million (23.3%) is distributed by community college district fiscal agents or funded directly to community college districts.

^c Other programs include Academic Senate, transfer, FCMAT, and part-time faculty health insurance.

^d 2019-20 includes one-time allocations for hunger-free campus, mental health services and training, re-entry grant program, and open educational resources. 2020-21 includes one-time allocations for hunger-free campus, mental health services and training, and teacher credentialing partnership.

COLA = cost-of-living adjustment. CAI = California Apprenticeship Initiative. RSI = Related Supplemental Instruction. ZTC = zero textbook cost.

CAPITAL OUTLAY

Governor's Proposals. The Governor's Budget provides \$27.6 million in capital outlay funding from Proposition 51, approved by voters in 2016. The funding is to support 24 new projects, as listed in Table 4. The administration is in the process of reviewing CCC's 39 continuing bond projects for inclusion in its spring proposals. In addition, the budget reappropriates previously approved funding for 10 existing CCC projects due to delays in their design phases.

Table 5: Governor's Proposed CCC Capital Outlay Projects

| College/Location | Project | 2020-21 State Cost | 2020-21 Total Cost | All Years State Cost | All Years Total Cost |
|-------------------------|---|-----------------------|-----------------------|-------------------------|-------------------------|
| NEW PROJECTS | | | | | |
| Antelope Valley College | Gymnasium Renovation | \$ 870,000 | \$ 1,739,000 | \$ 12,560,000 | \$ 20,631,000 |
| Barstow College | Hydronic Loop and Water Infrastructure | 741,000 | 741,000 | 9,920,000 | 9,920,000 |
| Chabot College | Bldg 3000 Maintenance Operations Warehouse & Garage | 674,000 | 1,348,000 | 8,846,000 | 17,529,000 |
| Orange Coast College | Chemistry Building Project | 1,400,000 | 2,800,000 | 20,556,000 | 40,547,000 |
| Compton College | Physical Education Complex Replacement | 1,548,000 | 3,365,000 | 23,326,000 | 46,037,000 |
| El Camino College | Music Building Replacement | 1,969,000 | 3,938,000 | 27,175,000 | 54,696,000 |
| Cuyamaca College | Instructional Building Ph 1 | 1,005,000 | 2,009,000 | 14,513,000 | 28,555,000 |

| | | | | | |
|--|--|---------------------|---------------------|----------------------|----------------------|
| Grossmont College | Liberal Arts/Business/Computer Science Information Systems | 941,000 | 1,882,000 | 11,257,000 | 22,049,000 |
| Pacific Coast Campus | Construction Trades II | 1,268,000 | 1,585,000 | 16,238,000 | 20,298,000 |
| East Los Angeles College | Facilities Maintenance & Operations Replacement | 829,000 | 1,657,000 | 12,170,000 | 23,336,000 |
| Los Angeles Pierce College | Industrial Technology Replacement | 1,182,000 | 2,363,000 | 16,737,000 | 33,090,000 |
| Los Angeles Trade-Tech College | Design and Media Arts | 2,410,000 | 4,819,000 | 35,317,000 | 69,741,000 |
| Los Angeles Valley College | Academic Building 2 | 1,637,000 | 3,274,000 | 23,852,000 | 47,131,000 |
| West Los Angeles College | Plant Facilities/Shops Replacement | 445,000 | 889,000 | 5,788,000 | 11,505,000 |
| Rancho Cordova Educational Center | Rancho Cordova Ph 2 | 389,000 | 1,296,000 | 8,979,000 | 17,384,000 |
| Napa Valley College | Modernize Industrial Tech Bldg 3100 | 245,000 | 489,000 | 3,024,000 | 5,916,000 |
| Cypress College | Fine Arts Renovation | 1,512,000 | 2,520,000 | 18,133,000 | 29,801,000 |
| Riverside City College | Life Science/Physical Science Reconstruction | 1,623,000 | 2,706,000 | 27,356,000 | 35,201,000 |
| Crafton Hills College | Performing Arts Center Renovation | 600,000 | 1,200,000 | 7,361,000 | 14,415,000 |
| Sierra College | Gymnasium Modernization | 2,409,000 | 3,212,000 | 27,865,000 | 37,183,000 |
| College of the Siskiyous | Theatre Arts Bldg Remodel/Addition | 1,633,000 | 2,041,000 | 21,985,000 | 27,482,000 |
| Public Safety Training Center | PSTC Expansion | 398,000 | 664,000 | 4,975,000 | 7,427,000 |
| Santa Rosa Junior College | Tauzer Gym Renovation | 887,000 | 1,776,000 | 10,249,000 | 20,131,000 |
| Mission College | Performing Arts Building | 1,024,000 | 2,047,000 | 14,089,000 | 30,686,000 |
| CONTINUING PROJECTS | | | | | |
| The administration has deferred funding decisions for continuing projects to better align appropriations with project schedules, and indicates that projects with preliminary plans completed prior to April 1, 2020 will be considered during the spring. | | | | | |
| Totals | | \$27,639,000 | \$50,360,000 | \$382,271,000 | \$670,691,000 |

Bond Measure on March 2020 Ballot. In the March 3 statewide primary election, Californians will have the opportunity to vote on Proposition 13, School and College Facilities Bond. If the measure is approved by voters, community colleges would receive \$2 billion of the measure's total \$15 billion for educational facilities.

STATE OPERATIONS

The Chancellor's Office provides system leadership and oversight to the system, administers dozens of CCC programs, and manages day-to-day operations of the system. The office is involved in implementing several recent initiatives including guided pathways, basic skills reforms, new financial aid programs, and a new apportionment funding formula. In addition, the Chancellor's Office provides technical assistance to districts and conducts regional and statewide professional development activities. The current-year (2019-20) budget provides \$20.5 million in non-Proposition 98 General Fund and \$11.4 million in special funds and reimbursements for Chancellor's Office operations. The budget authorizes 179.9 full time equivalent, permanent positions and temporary help, of which 139.5 are filled.

The Governor's proposed 2020-21 budget adds one position for the Accounting Office, totaling \$166,000 ongoing, including operating expenses. In addition, the budget provides \$700,000 one-time to support the costs of convening a working group on student athlete compensation in the community colleges, as required by Senate Bill 206 of 2019 (Skinner).

The proposal, along with minor technical adjustments to the office's budget, would result in total budgeted resources for the Chancellor's Office of \$31.8 million in 2020-21 (including \$20.4 million in General Fund).

SCFF CALCULATOR

At the time the SCFF was implemented, the Chancellor's Office and the Fiscal Crisis and Management Assistance Team (FCMAT) united to produce a tool for districts to project critical SCFF revenues during this change, known as the SCFF Calculator. This tool was created to help districts develop local projections and support local decision-making through analyzing alternative scenario outcomes.

The 2019 Budget Act made several changes to the SCFF. One of those changes is that rates for metrics in all three SCFF funding allocation streams will be set in statute for the 2020-21 fiscal year. Additionally, the Student Centered Funding Formula Oversight Committee, established by budget legislation for the purpose of reviewing the SCFF, is anticipated to make further recommendations for the SCFF. Until all major outstanding questions have been resolved, the Chancellor's Office and FCMAT agreed to pause the development of the SCFF Calculator and remove the tool from the FCMAT website.

Next Steps

For more information throughout the budget process, please visit the Budget News section of the Chancellor's Office website:

<https://www.cccco.edu/About-Us/Chancellors-Office/Divisions/College-Finance-and-Facilities-Planning/Budget-News>

The ACCCA, ACBO, Chancellor's Office, and the League expect to provide an update after the budget is enacted and as other information becomes available.

Appendices

Refer to the following pages for supplemental information:

- Appendix A: Overview of the State Budget Process
- Appendix B: Board of Governors' Budget and Legislative Request Compared to Governor's Budget Proposal
- Appendix C: Planning Factors
- Appendix D: Glossary

Appendix A: Overview of the State Budget Process

The Governor and the Legislature adopt a new budget every year. The Constitution requires a balanced budget such that, if proposed expenditures exceed estimated revenues, the Governor is required to recommend changes in the budget. The fiscal year runs from July 1 through June 30.

Governor’s Budget Proposal. The California Constitution requires that the Governor submit a budget to the Legislature by January 10 of each year. The Director of Finance, who functions as the chief financial advisor to the Governor, directs the preparation of the Governor’s Budget. The state’s basic approach is incremental budgeting, estimating first the costs of existing programs and then making adjustments to those program levels. By law, the chairs of the budget committees in each house of the Legislature—the Senate Budget and Fiscal Review Committee and the Assembly Budget Committee—introduce bills reflecting the Governor’s proposal. These are called budget bills, and the two budget bills are identical at the time they are introduced.

Related Legislation. Some budget changes require that changes be made to existing law. In these cases, separate bills—called “trailer bills”—are considered with the budget. By law, all proposed statutory changes necessary to implement the Governor’s Budget are due to the Legislature by February 1.

Legislative Analyses. Following the release of the Governor’s Budget in January, the LAO begins its analyses of and recommendations on the Governor’s proposals. These analyses, each specific to a budget area (such as higher education) or set of budget proposal (such as transportation proposals), typically are released beginning in mid-January and continuing into March.

Governor’s Revised Proposals. Finance proposes adjustments to the January budget through “spring letters.” Existing law requires Finance to submit most changes to the Legislature by April 1. Existing law requires Finance to submit, by May 14, revised revenue estimates, changes to Proposition 98, and changes to programs budgeted based on enrollment, caseload, and population. For that reason, the May Revision typically includes significant changes for the CCC budget. Following release of the May Revision, the LAO publishes additional analyses evaluating new and amended proposals.

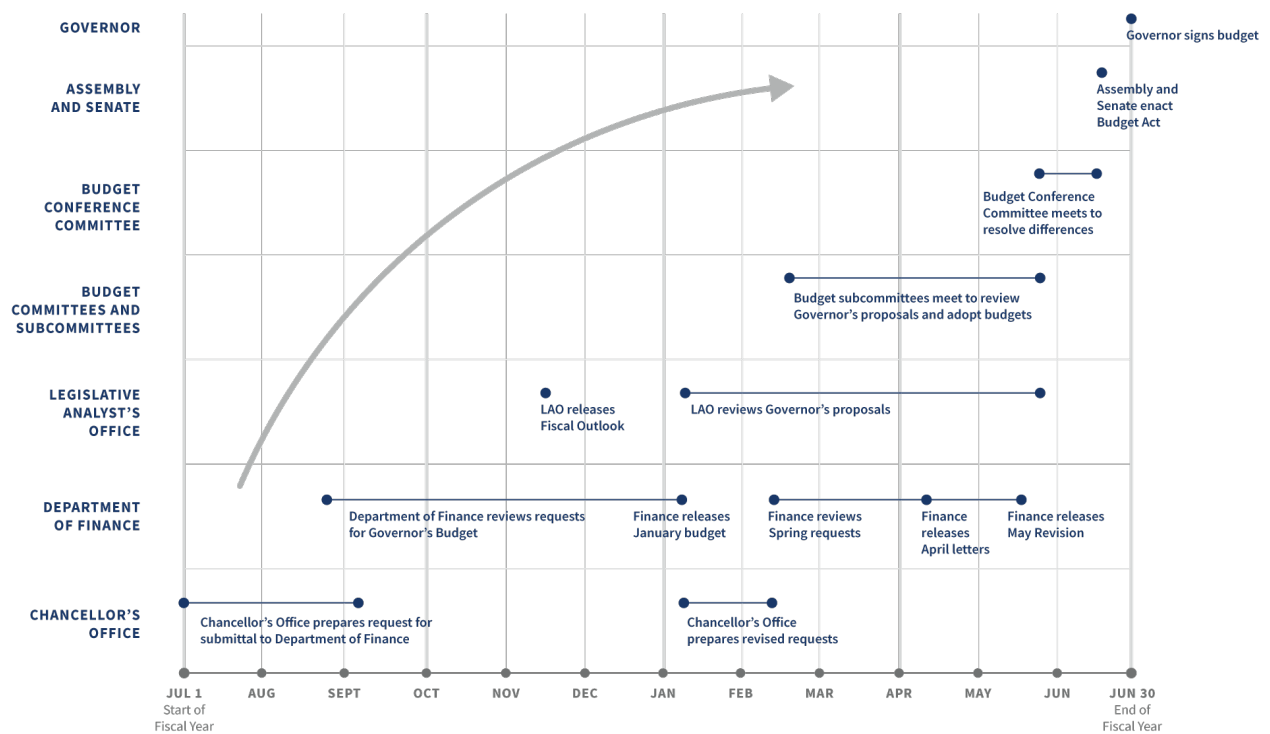
Legislative Review. The budget committees assign the items in the budget to subcommittees, which are organized by areas of state government (e.g., education). Many subcommittees rely heavily on the LAO analyses in developing their hearing agendas. For each January budget proposal, a subcommittee can adopt, reject, or modify the proposal. Any January proposals not acted on remain in the budget by default. May proposals, in contrast, must be acted on to be included in the budget. In addition to acting on the Governor’s budget proposals, subcommittees also can add their own proposals to the budget.

When a subcommittee completes its actions, it reports its recommendations back to the full committee for approval. Through this process, each house develops a version of the budget that is a modification of the Governor’s January budget proposal.

A budget conference committee is then appointed to resolve differences between the Senate and Assembly versions of the budget. The administration commonly engages with legislative leaders during this time to influence conference committee negotiations. The committee’s report reflecting the budget deal between the houses is then sent to the full houses for approval.

Budget Enactment. Typically, the Governor has 12 days to sign or veto the budget bill. The Governor also has the authority to reduce or eliminate any appropriation included in the budget. Because the budget bill is an urgency measure, the bill takes effect as soon as it is signed.

SEQUENCE OF THE ANNUAL STATE BUDGET PROCESS



Appendix B: Board of Governors Budget and Legislative Request Compared to Governor's Budget Proposal

| Board of Governors' Request | Governor's January Budget Proposal |
|---|---|
| Foundational Resources | |
| \$328 million to meet districts' current obligations and provide cost adjustments | Provides \$199.1 million for COLA and growth; \$48.2 million (of which \$20.4 million is one-time) to support projected increases in apprenticeship instructional hours |
| \$100 million one-time support toward pension contributions | --- |
| \$650 million from Proposition 51 bond funding for Board of Governors' Capital Outlay Program (25 new and 39 continuing projects) | Authorizes \$27.6 million for 24 new projects; construction funding for continuing projects will be considered in spring |
| Focus on College Affordability | |
| \$251 million for financial aid reform | No reform proposal; administration will review forthcoming work group report on how state's aid programs could better serve student needs; provides \$5 million to Student Aid Comm. for work group and outreach on student loan debt |
| \$10 million for textbook affordability | Provides \$10 million one-time to expand zero textbook cost degree pathways |
| \$350,000 for annual survey of students' basic needs | --- |
| Focus on Faculty and Staff | |
| \$76 million to implement Faculty and Staff Diversity Task Force recommendations | Provides \$15 million one-time to pilot faculty fellowship program |
| \$15 million for professional development to improve teaching and student support | --- |
| \$10 million for part-time faculty support | \$10 million one-time for part-time faculty office hours |
| Targeted Resources to Address Student Needs | |
| \$20 million to augment the Student Equity and Achievement Program | --- |
| \$10 million to expand mental health services | --- |
| \$10 million to expand educational program for incarcerated students | --- |
| \$20 million one-time to expand work-based learning (WBL) within Guided Pathways (2019-20 Board of Governors Request) | Provides \$20 million one-time for grants to expand WBL models and programs, including working with faculty and employers to incorporate WBL into curriculum |
| --- | Provides additional \$15 million ongoing to expand California Apprenticeship Initiative |
| --- | Adds \$10 million ongoing to continue legal aid services for immigrant students, faculty, and staff |
| \$2.9 million for Dreamer Resource Liaisons (not in Board's request, but CCC funding need identified through bill analysis and comment process) | Adds \$5.8 million ongoing for Dreamer Resource Liaisons consistent with AB 1645 (2019) |
| --- | Adds \$5 million ongoing to fund instructional materials for dual enrollment high school students participating in College and Career Access Pathways (CCAP) Partnerships |
| Expansion of State Supports to Serve System Needs | |
| Legislation to establish a System of Support for CCC | Legislation to consolidate support services as requested |
| \$945,000 and 6 positions to expand Chancellor's Office Research and Planning Unit | --- |
| \$6.2 million and 2 positions to establish Chancellor's Office Housing Unit | No proposal, however, budget includes \$11.4 million in new, ongoing support for districts' food pantry services |
| \$200,000 and 2 positions to establish Chancellor's Office Energy and Environmental Sustainability Unit | --- |
| \$4 million for CCC library services platform | --- |
| \$2.5 million for systemwide awareness and outreach | --- |
| \$2.3 million in core support and 13 positions for Chancellor's Office operations | Provides \$166,000 for one position for Chancellor's Office accounting operations |

Appendix C: Planning Factors

Budget Planning and Forecasting

Based on the information Finance used in developing the Governor's budget proposal, it would be reasonable for districts to plan their budgets using information shown in the table below.

Table C-1: Planning Factors for Proposed 2020-21 Budget

| Factor | 2018-19 | 2019-20 | 2020-21 |
|--|----------------|----------------|----------------|
| Cost-of-living adjustment (COLA) | 2.71% | 3.26% | 2.29% |
| State Lottery funding per FTES | \$204.00 | \$218.91 | \$219.42 |
| Mandates Block Grant funding per FTES | 29.21 | 30.16 | 30.85 |
| RSI reimbursement per hour | 6.26 | 6.45 | 6.59 |
| Financial aid administration per College Promise Grant | 0.91 | 0.91 | 0.91 |
| Employer pension contribution rates | | | |
| Public Employees' Retirement System (CalPERS) | 18.06% | 19.7% | 22.8% |
| State Teachers' Retirement System (CalSTRS) | 16.3% | 17.10% | 18.40% |

We are not aware of any other changes in allocation methods or match requirements for local support programs, other than the funding formula adjustments described above.

Appendix D: Glossary

Appropriation: Money set apart by legislation for a specific use, with limits in the amount and period of time during which the expenditure is to be recognized.

Augmentation: An increase to a previously authorized appropriation or allotment.

Bond Funds: Funds used to account for the receipt and disbursement of non-self-liquidating general obligation bond proceeds.

Budget: A plan of operation expressed in terms of financial or other resource requirements for a specific period of time.

Budget Act (BA): An annual statute authorizing state departments to expend appropriated funds for the purposes stated in the Governor's Budget, amended by the Legislature, and signed by the Governor.

Budget Year (BY): The next state fiscal year, beginning July 1 and ending June 30, for which the Governor's Budget is submitted (i.e., the year following the current fiscal year).

Capital Outlay: Expenditures which result in acquisition or addition of land, planning and construction of new buildings, expansion or modification of existing buildings, or purchase of equipment related to such construction, or a combination of these.

Cost Of Living Adjustment (COLA): Increases provided in state-funded programs intended to offset the effects of inflation.

Current Year (CY): The present state fiscal year, beginning July 1 and ending June 30 (in contrast to past or future periods).

Department of Finance (DOF or Finance): A state fiscal control agency. The Director of Finance is appointed by the Governor and serves as the chief fiscal policy advisor.

Expenditure: Amount of an appropriation spent or used.

Fiscal Year (FY): A 12-month budgeting and accounting period. In California state government, the fiscal year begins July 1 and ends the following June 30.

Fund: A legal budgeting and accounting entity that provides for the segregation of moneys or other resources in the State Treasury for obligations in accordance with specific restrictions or limitations.

General Fund (GF): The predominant fund for financing state operations; used to account for revenues which are not specifically designated by any other fund.

Governor's Budget: The publication the Governor presents to the Legislature by January 10 each year, which includes recommended expenditures and estimates of revenues.

Legislative Analyst's Office (LAO): A nonpartisan office that provides fiscal and policy advice to the Legislature.

Local Assistance: Expenditures made for the support of local government or other locally-administered activities.

May Revision: An update to the Governor’s Budget presented by Finance to the Legislature by May 14 of each year.

Past Year or Prior Year (PY): The most recently completed state fiscal year, beginning July 1 and ending June 30.

Proposition 98: A section of the California Constitution that, among other provisions, specifies a minimum funding guarantee for schools and community colleges. California Community Colleges typically receive 10.93% of the funds.

Reserve: An amount set aside in a fund to provide for an unanticipated decline in revenue or increase in expenditures.

Revenue: Government income, generally derived from taxes, licenses and fees, and investment earnings, which are appropriated for the payment of public expenses.

State Operations: Expenditures for the support of state government.

Statute: A law enacted by the Legislature.

Workload Budget: The level of funding needed to support the current cost of already-authorized services.