



***Step 3:***  
***Senate Version***  
***of the***  
***2023-24 State Budget***

**May 25, 2023**



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## **Senator Toni G. Atkins**

**President pro Tempore**

## **Senator Nancy Skinner**

**Chair, Committee on Budget and Fiscal Review**

### **Senator John Laird**

**Chair, Subcommittee 1**

### **Senator Josh Becker**

**Chair, Subcommittee 2**

### **Senator Caroline Menjivar**

**Chair, Subcommittee 3**

### **Senator Stephen C. Padilla**

**Chair, Subcommittee 4**

### **Senator Maria Elena Durazo**

**Chair, Subcommittee 5**

### **Evolution of Budget Development**

- **Step #1: Senate Key Values.....Released in March**
- **Step #2: Detailed Senate Budget Plan.....Released in April**
- **Step #3: Senate Version.....Included**
- **Step #4: Final Version.....Mid/Late June**



## Introduction

California's economy remains sound, and is expected to soon be the fourth largest economy in the world.

But economic challenges – from high inflation, to the slumping stock market, to tech sector layoffs, to political dysfunction in Washington DC – have resulted in lower revenue forecasts than projected in the Budget Act of 2022.

Thankfully, the Democrats' Decade of Responsible Budgeting has prepared California to withstand these economic challenges.

The updated Senate Budget Plan meets the two primary priorities of the Senate:

- First, the Senate Plan protects the progress of recent years with:
  - No ongoing cuts to core programs.
  - No middle class tax increases.
  - Maintains planned program increases for schools, higher education, CalWORKs and SSI/SSP grants, Medi-Cal expansions, and more.
- Second, the Senate Plan continues responsible budgeting practices, which will be critical to balancing the budget in the coming years if the current multi-year forecasts hold. These Senate Plan continues responsible budgeting practices by:
  - Preserving both the Rainy Day Fund and the Safety Net Reserve.
    - The Rainy Day Fund was established to protect core programs during economic downturns. With core programs not in risk at this time, it is critical that the Rainy Day Fund is preserved for years in which they are in risk.
    - The Safety Net Reserve was created to protect “counter-cyclical” programs, like CalWORKs and Medi-Cal, that have caseloads and costs grow during economic downturns – just when the state has less resources. Unemployment remains at historic lows and these program caseloads are not spiking, so the Safety Net Reserve is preserved to support those programs in years in which caseloads do grow.
  - Limiting internal borrowing to the level proposed by the Governor.



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- Embracing common sense revenue options, as outlined in the Protect Our Progress Plan in April, of 1) tax cuts for small businesses, renters and low income workers / partial reversal of the Trump tax cuts for big corporations; and 2) deferral of generous tax breaks for businesses, as outlined in Protect Our Progress plan released in April.
  - While neither of these will be part of the June budget agreements, they remain part of the Senate’s long-term plan. The partial reversal of the Trump tax cuts for big corporations (and the accompanying tax cuts for small business, renters, and workers) is in print in SB 220 and the deferring of generous tax breaks will soon be in print.
  - Both will be available for Legislative consideration later this year and into next year as efforts to maintain a responsible budget and better meet the needs of Californians continue.

The updated version of the Senate’s “Protect Our Progress” budget provides the basis for resolving differences with the Assembly, as the Legislature works toward developing the Legislature’s Version of the budget in time for approval by the June 15 Constitutional Deadline.

## Summary

### ➤ How the Senate Budget Plan balances the budget:

- Closes \$24.8 Budget Gap.
- Provides \$2.8 billion in limited new discretionary spending.
- Approves \$30.7 billion in Solutions.
- Contains \$37.2 billion in Total Reserves, including.
  - \$3.2 billion in the Regular Reserve (SFEU).
  - \$0.9 billion in the Safety Net Reserve.
  - \$10.8 billion in the Prop 98 Rainy Day Fund.
  - \$22.3 billion in the Rainy Day Fund.



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➤ **Significant Improvements to the Governor's May Revision:**

- **Schools and Community Colleges:** Provides \$2.1 billion increase.
- **Child Care:** Provides \$1 billion for temporary rate increases.
- **Higher Education:** Avoids cuts and delays to infrastructure and student housing projects by shifting costs to lease revenue bonds and expands financial aid programs to provide debt free college to foster youth.
- **Public Transit:** Rejects \$2 billion in proposed cuts to Transit Infrastructure and provides limited flexibility to allow funds to be for operations costs.
- **Medi-Cal:** Provides \$10.3 billion of increases through December 31, 2026 from the fiscal benefit of the Managed Care Operations Tax, rather than the eight to ten year period proposed by the Governor.
- **CoveredCA:** Provides \$165 million (\$330 million ongoing) from penalty funds to lower copays and deductibles of CoveredCA plans beginning January 1, 2024.
- **Safety Net Reserve:** Rejects proposed use of the Safety Net Reserve for purposes not intended for the reserve.
- **Greenhouse Gas Reduction Fund (GGRF):** Provides \$460 million in additional GGRF funding.
- **Climate and Energy:** Rejects roughly \$1 billion in proposed solutions, and changes some proposed "cuts" to "delays" or "fund shifts" to the expected Climate Bond.
- **Strengthens Out-Year Commitments:** Continues to "protect our progress" with actions to key programs:
  - Continues \$1 billion for the HHAP program in 2024-25 to provide local partners the certainty that funding will be maintained beyond the 2023-24 budget year.
  - Provides \$289 million for the Middle Class Scholarship program in 2024-25 to maintain current level of the program in that school year. The funding level for 2024-25 needs to be set in this budget, since the California Student Aid Commission needs to make award



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decisions for the 2024-25 school year during the 2023-24 budget year.

- Eliminates statutory language that beginning in 2024-25 subjects CalWORKs grant levels to future appropriation. This ensures the executive branch cannot change grant levels without agreement with the Legislature.

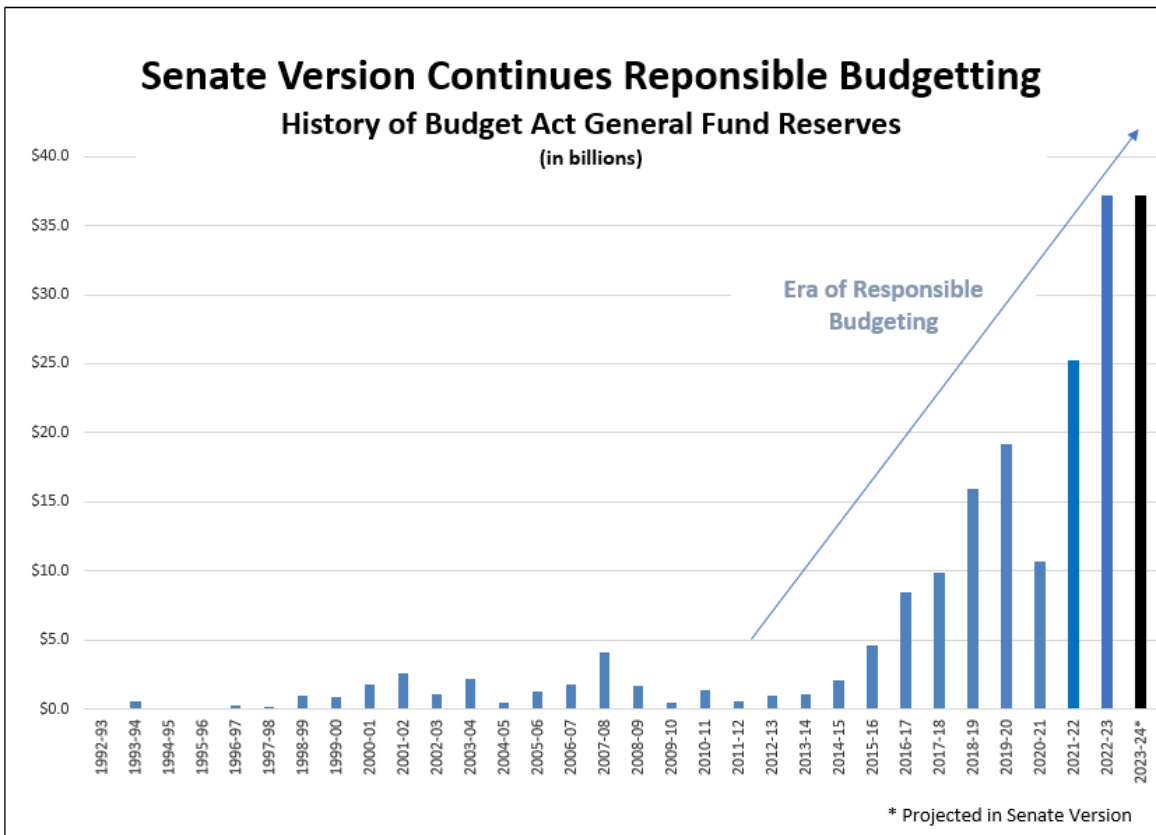
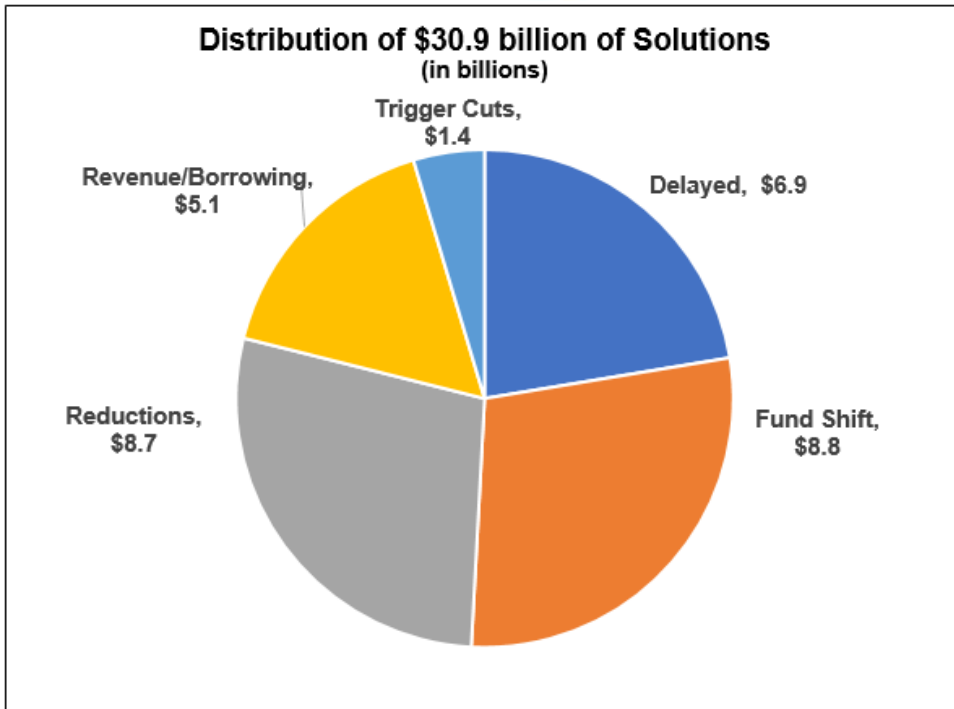
## Summary of Charts

<b>Senate Version Comparison Summary</b>		
<b>(in billions)</b>		
("-" numbers build reserve, "+" numbers reduce reserve)		
	<u>Governor</u>	<u>Senate</u>
<b>Starting Problem</b>	<b>-24.8</b>	<b>-24.8</b>
<b>Solutions:</b>		
Delayed	8.1	6.9
Fund Shift	7.5	8.8
Reductions	6.7	8.7
Revenue/Borrowing	4.9	5.1
Trigger Cuts	3.8	1.4
Reserves	0.5	0.0
<b>Total Solutions</b>	<b>31.5</b>	<b>30.9</b>
<b>New Spending</b>	<b>-3.0</b>	<b>-2.9</b>
<b>Available Reserves:</b>		
Final SFEU (Reg Reserve)	3.8	3.2
Safety Net Reserve	0.5	0.9
<b>Total Non-Rainy Day Fund Reserves:</b>	<b>4.3</b>	<b>4.1</b>
<b>Prop 2 Rainy Day Fund Reserves:</b>		
Prop 98 Rainy Day Fund	10.7	10.8
Rainy Day Fund	22.3	22.3
<b>Total Prop 2 Rainy Day Funds:</b>	<b>32.9</b>	<b>33.1</b>
<b>Total General Fund Reserves</b>	<b>37.2</b>	<b>37.2</b>



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## **Earlycare – K-12 Education**

### ***Approval of Key Governor's Proposals:***

- Approves the increases to the Local Control Funding Formula that were included in the 2022-23 Budget.
- Approves the 8.22 percent cost-of-living adjustment for the Local Control Funding Formula and affected categorical programs.
- Fully funds the current year costs and budget year costs of universal school meals.
- Approves \$80 million ongoing Proposition 98 General Fund for county offices of education that operate county juvenile court and community schools.

### ***Changes to Key Governor's Proposals:***

- Rejects the \$1.8 billion Proposition 98 General Fund reduction to the Arts, Music, and Instructional Materials Discretionary Block Grant.
- Significantly restores the K-12 Learning Recovery Emergency Block Grant from the proposed \$2.5 billion reduction to a \$525 million reduction.
- Significantly reduces the reliance of one-time funds to cover ongoing costs of LCFF.
- Includes \$15 million Proposition 98 General Fund for the commercial dishwasher grant program outside of the Kitchen Infrastructure and Training Funds.

### ***Approval of Key New Senate Proposals:***

- Builds a pipeline for administrators of color by funding \$18 million Proposition 98 General Fund for the Diverse Education Leaders Pipeline Initiative.
- Helps local educational agencies plan and implement ethnic studies course offerings for high school students with a \$20 million Proposition 98 General Fund ethnic studies block grant.





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- Moves toward child care rate reform by increasing reimbursement rates to support and stabilize child care providers, including providers of State Preschool programs.
- Waives child care fees through September 30, 2023 and overhauls the current child care family fee structure, including for State Preschool programs, preventing low-income families from losing access to child care because they cannot afford fees.



## **Higher Education**

### ***Approval of Key Governor's Proposals:***

- Approves proposed base increases for UC, CSU, and CCC systems.
- Approves shift in finance support for various UC and CSU capital outlay projects to UC and CSU-issued bonds.
- Approves solution that preserves, with minimal delays, Higher Education Student Housing Grant Program funding for affordable student housing projects across UC, CSU, and CCC campuses.
- Approves proposed delay to Library Infrastructure Grant Program.
- Approves continued implementation of 2021 Budget Act agreement to fund nonresident enrollment reduction plan at UC Berkeley, UCLA, and UC San Diego campuses.
- Approves funding to bolster safe spaces, learning communities, and other support services for LGBTQ+ students that attend community colleges across the state.
- Increases support for UC Division of Agriculture and Natural Resources, and categorical programs at community colleges such as the Adult Education Program, apprenticeship programs, CalWORKs student services, campus child care support, Disabled Students Programs and Services, Extended Opportunity Programs and Services, and mandates block grant.
- Provides the California Student Aid Commission with additional staffing to support its increased financial aid program workload.

### ***Changes to Key Governor's Proposals:***

- Rejects funding delay to California Student Housing Revolving Loan Fund and provides \$1.15 billion over three years (\$383 million in each of 2023-24, 2024-25, and 2025-26). The fund will provide zero-interest loans to qualifying campuses at UC, CSU, and CCC for the purpose of constructing affordable student, faculty, and staff housing.



- Shifts financing for UCLA Institute for Immunology and Immunotherapy from General Fund to UC-issued bonds.
- Rejects proposed cut to community college COVID-19 Recovery Block Grant and provides districts the flexibility to spend funding amongst COVID-19 learning loss, recruitment and retention, and deferred maintenance purposes.

### ***Approval of Key New Senate Proposals:***

- Maintains proposed 2023-24 funding for the Middle Class Scholarship for the 2024-25 school year to maintain efforts to reach goal of Debt Free College.
- Makes foster youth the first population to achieve “Debt Free College” by expanding the Student Success Completion Grant for CCC foster youth students and the Middle Class Scholarship for CSU and UC foster youth students. Changes will cover their total cost of attendance.
- Increases funding to address basic needs and rapid rehousing demands, support students with disabilities, and support mental health services at CSU and UC.
- Increases funding to address basic needs demand at CCC.
- Provides \$60 million per year for at least five years to grow, educate, and maintain the next generation of registered nurses, through the Community College system starting in 2024-25.
- Provides three years of funding to the Center for Healthy Communities at CSU Chico to address the continued crisis of food insecurity on college and university campuses.



## **Resources and Environmental Protection**

### ***Approval of Key Governor's Proposals:***

- Approves proposals for an additional \$290 million for flood protection.
- Approves proposal to continue implementation of water rights modernization.
- Approves trailer bill language proposal that would align the state's EV supply equipment payment standards with federal standards.

### ***Changes to Key Governor's Proposals:***

- Rejects proposed reductions of approximately \$550 million for coastal resilience and adaptation funding; and instead delays \$258.5 million from the budget year.
- Provide oversight over CDT and CPUC over the implementation of Broadband Infrastructure funding by requiring greater transparency and reporting.
- Increases the proposed funding level for projects shifted to a new Climate Bond by about \$1 billion, this will not impact the level of bond funding available for new climate investments.
- Reauthorize the fees that fund the Clean Transportation Program, Enhanced Fleet Modernization Program, and Air Quality Improvement Program, but with amendments to prioritize disadvantaged communities and low-income Californians as well as a focus on medium- and heavy-duty vehicles and light-duty vehicle infrastructure to fill gaps in current deployment, among other changes.

### ***Approval of Key New Senate Proposals:***

- Provides \$460 million in Greenhouse Gas Reduction Fund allocations, in accordance with the following:
  - \$100 million for the Equitable Building Decarbonization program at CEC.
  - \$100 million for the Funding Agricultural Replacement Measures for Emission Reductions (FARMER) Program at CARB.



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- \$100 million for ZEV Transit Buses & Infrastructure at CEC and CARB.
  - \$60 million for the Protecting the Coast from Climate Change at the State Coastal Conservancy.
  - \$40 million to Implement SB 1 (Atkins) at Ocean Protection Council.
  - \$35 million for Agriculture Related Methane Reductions at CDFA.
  - \$10 million for the Building Energy Benchmarking Program at CEC.
  - \$10 million for Technical Assistance for Federal Tax Credits at CEC.
  - \$5 million for the Intertidal Biodiversity DNA Barcode Library at the Ocean Protection Council.
- Provide \$400 million for the Community Renewable Energy Program over three years in the Clean Energy Reliability Investment Plan.
  - Reduces deposits in the Strategic Energy Reserve to about \$400 million, and provides authority to increase deposit, if necessary.
  - Adjusts funding for the Oroville Pump Storage project to better align with project schedule.



## Human Services

### ***Approval of Key Governor's Proposals:***

- Approves the creation of the new Summer EBT program, which will provide \$40 per month in summertime food benefits to approximately four million children beginning in Summer 2024, bringing about \$480 million in federally funded food benefits to California.
- Approves increases to CalWORKs grants to continue efforts for No Child in Deep Poverty and increases SSP grants. Increases for both programs are in accordance with Budget Act of 2022 agreement.
- Approves the expansion of the California Food Assistance Program for adults age 55 and older, regardless of immigration status, to begin in late 2025, instead of January 2027 as proposed in the Governor's January budget.
- Approves \$150 million for the Rapid Response program, which funds sheltering and humanitarian support at the Southern border.
- Approves improvement to EBT card security to protect CalFresh and CalWORKs families from theft.
- Approves proposed improvements to state oversight of local housing and homelessness programs.
- Approves proposals to adjust developmental services rates for Independent Living Services, reduce caseload ratios for young children with developmental disabilities, and expand trauma-informed care for foster youth in the developmental services system.
- Approves proposals to improve health care and provide activity stipends for children in the child welfare system.

### ***Changes to Key Governor's Proposals:***

- Rejects \$450 million withdrawal from the Safety Net Reserve, which is inconsistent with the purpose of the Reserve to protect the CalWORKs and Medi-Cal programs during economic downturns.



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- Rejects the delay of 20,000 subsidized child care slots, and instead releases the 20,000 new slots on July 1, 2024.
- Extends the In-Home Supportive Services Career Pathways program through December 2024, rejects proposed shortened timeline for the Senior Nutrition Infrastructure program, and lengthens funding period for Older Californians Resiliency and Recovery initiative and other programs funded under state's Home and Community-Based Services Spending Plan.
- Adds additional resources to reduce the backlog of caregiver background checks that are exacerbating workforce issues in child care, foster care, and senior care settings.

### ***Approval of Key New Senate Proposals:***

- Makes the 2022 10 percent CalWORKs grant increase permanent, preventing a future cut to CalWORKs grants in 2024.
- Moves toward child care rate reform by increasing reimbursement rates to support and stabilize child care providers.
- Waives child care fees through September 30, 2023 and overhauls the current child care family fee structure to limit fees to one percent of family income, preventing low-income families from losing access to child care because they cannot afford fees.
- Streamlines access to services with individuals with intellectual and developmental disabilities and provides greater oversight of regional centers to improve equitable access to developmental services.
- Increases Supplemental Nutrition Benefits and Transitional Nutrition Benefits to have parity with CalFresh benefits.
- Extends the CalFresh Safe Drinking Water pilot, preventing families from experiencing a drop in their CalFresh benefits used to purchase safe drinking water.
- Removes the CalFresh 3-month time limit for people who are out of work.
- Establishes the infrastructure to increase the CalFresh minimum benefit from \$23 to \$50 per month.



## Health

### ***Approval of Key Governor's Proposals:***

- Approves continued implementation of key Senate and Administration priorities, including expansion of Medi-Cal to all adults regardless of immigration status, the Children and Youth Behavioral Health Initiative, and the Community Assistance, Recovery, and Empowerment (CARE) Act.
- Approves implementation of Behavioral Health Payment Reform to reduce administrative burdens and improve care quality in the county behavioral health system.
- Approves expansion of CalAIM to support temporary housing assistance for those whom housing is necessary in order to provide health care services.

### ***Changes to Key Governor's Proposals:***

- Rejects delays to critical health care workforce programs, such as nursing, community health workers, addiction medicine, and social work to improve access to behavioral health.
- Appreciates the Administration withdrawing proposed cuts to public health workforce programs to recruit and retain staff in our local public health departments.
- Approves proposed \$375 million for CalAIM to address county cash-flow challenges, but requires the funds be repaid within the budget year.
- Rejects the Governor's updated Managed Care Organization (MCO) Tax proposal to spend additional revenue over 8-10 years and instead invests that money immediately to improve reimbursement rates and make other investments in primary care, specialty care, hospitals, clinics, community health workers, behavioral health capacity, reproductive health care, abortion access, workforce development. Also uses MCO Tax revenue to eliminate pending trigger reductions for continuous Medi-Cal coverage for children 0-5 and share of cost reform for seniors in Medi-Cal, adopted in the 2022 Budget Act.





### ***Approval of Key New Senate Proposals:***

- Ends diversion of CoveredCA penalties funds intended to be used to lower costs of CoveredCA plans. Subsidies will be increased on January 1, 2024, to eliminate health care deductibles and reduce copays for 900,000 Californians.
- Makes investments in naloxone and opioid overdose prevention and reversals in harm reduction centers to bring resources closer to those in need.



## **Transportation**

### ***Approval of Key Governor's Proposals:***

- Approves proposal to continue funding for homeless encampment clean up on state highways.
- Approves proposal to equip all uniformed California Highway Patrol employees with body worn cameras.

### ***Changes to Key Governor's Proposals:***

- Rejects the \$2 billion proposed net reductions of the Transportation Infrastructure Package, including \$1 billion in 2023-24 and \$1.5 billion in 2024-25 and a delay of \$500 million to 2025-26.
- Require Caltrans to report on the outcomes of the Encampment Coordinator Team, who will support statewide efforts to address homelessness within the highway system right of way.

### ***Approval of Key New Senate Proposals:***

- Sets expectation of working with stakeholders, Assembly, and the Administration in establishing local flexibility opportunities with various transportation funding streams to assist transit agencies with operations expenses. This will be paired with reform and accountability measures and will serve as a bridge until additional long-term operations funding can be established. Critical infrastructure projects will be identified and protected in these discussions.
- Adopt trailer bill language that limits Caltrans from charging self-help counties with countywide sales tax measures dedicated to transportation improvements more than 10 percent for administration indirect cost recovery.



## **Housing and Homelessness**

### ***Approval of Key Governor's Proposals:***

- Approves greater accountability for the effective use of Homeless Housing, Assistance, and Prevention (HHAP) resources to reduce homelessness with rewards for success and consequences for failure tied to measurable outcomes.

### ***Changes to Key Governor's Proposals:***

- Extends the \$1 billion in one-time HHAP funds ("Round 5") included in the Governor's proposed budget for a second year ("Round 6") to provide local jurisdictions with a longer window of support and a corresponding ability to invest beyond a one-year horizon.
- Rejects the proposed \$200 million reduction to the California Dream for All down payment assistance program to help first-time homebuyers afford to purchase a home and build generational wealth.
- Rejects the proposed \$100 million reduction to the CalHome program to continue to enable low- and very low-income households to become or remain homeowners.
- Rejects the proposed \$50 million reduction to the Accessory Dwelling Unit assistance program to facilitate the continued production of these "missing middle" housing options.

### ***Approval of Key New Senate Proposals:***

- Provides an additional year of Homeless Housing, Assistance, & Prevention (HHAP) program funding in the amount of \$1 billion, enabling local initiatives to make investments in solutions to homelessness over a longer time-horizon.
- Authorizes CalHFA to pursue innovative partnerships with charitable foundations and private entities in order to replenish and expand the pool of funds available for the California Dream for All down payment assistance program, thus giving even more first-time homebuyers the chance to purchase a residence and begin building generational wealth.
- Provides \$2 million to assist border communities with temporary shelter for recently arrived asylum seekers.



## **General Government**

### ***Approval of Key Governor's Proposals:***

- Approves \$120 million for a third year of funding for the California Competes Grant program to continue attracting job-generating companies to relocate or retain activities in California, with an emphasis on leveraging federal investments in domestic semiconductor manufacturing.
- Approves proposal for \$250 million for public infrastructure projects in downtown Fresno, including transportation, walkability, water supply, and green space designed to catalyze infill housing development and revitalization of the urban core.
- Approves Film Tax Credit extension and refundability proposal, with final language to be negotiated.
- Approves proposal to subject Incomplete Non-Grantor Trusts to the California Income Tax, with final language to be negotiated.

### ***Changes to Key Governor's Proposals:***

- Approves the Governor's proposed changes to the New Employment Credit with updates to support more businesses statewide, including additional support for hiring for lithium extraction, electric battery manufacturing, and electric aviation industries.
- Approves the proposed funding for the Department of General Services Richards Boulevard building, but shift the funding to lease revenue bonds.



## **Labor and Workforce Development**

### ***Approval of Key Governor's Proposals:***

- Approves proposed second round of funding for EDDNext modernization project
- Approves proposed solutions for Emergency Medical Technician Training and Apprenticeship Innovation Fund
- Preserves funding that supports women and nonbinary individuals in the construction workforce
- Approves \$750 million withdrawal to the supplemental Unemployment Insurance debt payment
- Approves \$500 million withdrawal to Unemployment Insurance small business relief
- Approves a one-time loan of \$306 million from the Unemployment Compensation Disability Fund to the General Fund to pay the annual interest payment on the state's Unemployment Insurance loan balance for the 2023 calendar year.

### ***Changes to Key Governor's Proposals:***

- Rejects proposed cut to COVID-19 Worker Outreach Project and rebrands program as California Workplace Outreach Program to continue worker rights education post-pandemic
- Rejects proposed cut to California Youth Leadership Program to continue support of community change learn-and-earn career pathway programs
- Strengthens a Department of Industrial Relations proposal to help address wage claim processing times by establishing a Workers Rights Enforcement Grant Program to provide reimbursements to local city attorneys and district attorneys for funds expended on workers rights enforcement.

### ***Approval of Key New Senate Proposals:***

- Establishes a working group consisting of representatives from the Employment Development Department and state and local stakeholders to explore ways that



the state can create and support a permanent fund for excluded workers to access the benefits paid for by their employers.

- Funds initiatives that protect the health and safety of household domestic service employees.
- Updates California's existing high road statute by: 1) adding definitions for "quality job," "economic equity," "high road jobs program," "high road jobs plan," 2) clarifying the CA Workforce Development Board's role in high road procurement and high road contracting, and 3) creating a zero-emission jobs roadmap for the state to identify the actions needed to meet California's zero-emissions goals with minimal displacement of existing workers.



## **Justice and Public Safety**

### ***Approval of Key Governor's Proposals:***

- Approves funding to implement free phone calling at state prisons, as required by SB 1008 (Becker), Chapter 827, Statutes of 2022.
- Approves continued efforts to close prisons to reflect the declining incarcerated population.
- Approves expanded funding for the court system, including resources for ongoing courthouse construction, facility maintenance, and trial court operations.
- Maintains funding for the Court Appointed Special Advocate Program.
- Approves expansion of the Prison to Employment Initiative to federal prisons.

### ***Changes to Key Governor's Proposals:***

- Rejects proposed \$50 million cut to the Public Defense Pilot.
- Provides some preliminary funding for rehabilitative and programming reforms at San Quentin State Prison.
- Provides additional funding for the Nonprofit Security Grant, bringing the total allocation from \$10 million proposed in the May Revision to \$20 million.
- Shifts \$25 million proposed for firearm surrender programs at Cal OES to the Judicial Branch for expedited removal of firearms from prohibited persons in criminal cases.

### ***Approval of Key New Senate Proposals:***

- Ensures access to legal information and services by supporting legal aid recruitment and retention programs and County Law Libraries.
- Funds a statewide UC based depository & public database for police records.
- Builds on debt-free justice victories in recent year budgets, and expands supports for victims of crime and victims of sexual and domestic violence.