



Proposition 28

Provides Additional Funding for Arts and Music Education in Public Schools

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Purpose

Prop. 28 would require California to fund arts and music education in K-12 public schools by an amount equal to one percent of the state government's total spending on public schools from the previous year. The measure would provide new spending of about \$1 billion per year on arts and music education starting in the 2023-2024 fiscal year.¹

Background

California's state government plays a significant role in funding K-12 schools. According to the Public Policy Institute of California, California's state government provided 51% of the funding for K-12 education in 2020, while local governments generally have provided somewhere between 32% to 36% since 1990.² Most of the remaining funding comes from the federal government. California spends more than the national average on its students. In the 2018-2019 school year, California spent around \$14,913 per student, about \$1,000 more than the national average.³

Proposition 98 and the Local Control Funding Formula (LCFF) help provide the general framework for California's funding of K-12 schools. California's voters enacted Prop. 98 in 1988 by a slim margin of 51% of voters. Prop. 98 created formulas to determine minimum funding levels for K-12 public schools and community colleges, and this minimum funding level is usually referred to as the "minimum guarantee."⁴ The Budget Act of 2021 estimated that the minimum funding level under Prop. 98 was \$93.7 billion for 2021-2022, which represents the

¹ California Legislative Analyst's Office, "Proposition 28: Analysis of Measure (November 8, 2022 Election)," accessed August 22, 2022, <https://lao.ca.gov/BallotAnalysis/Proposition?number=28&year=2022>.

² Julien Lafortune and Joseph Herrera, "Financing California's Public Schools," Public Policy Institute of California, May 2022, accessed August 20, 2022, <https://www.ppic.org/publication/financing-californias-public-schools/>.

³ Lafortune and Herrera, "Financing California's Public Schools."

⁴ California Legislative Analyst's Office, "A Historical Review of Proposition 98," accessed August 20, 2022, <https://lao.ca.gov/Publications/Report/3526>.

largest amount of Prop. 98 minimum funding in the state's history.⁵ The LCFF also plays a crucial role in determining education funding across the state. The LCFF increases the funding to districts based on their proportion of high-need students, which includes low-income, English learner, and foster students.⁶

Proposal

If approved by voters, Prop. 28 would require California's state government to spend one percent of the constitutionally guaranteed public education funding under Prop. 98 in the previous year on arts and music education in K-12 schools for the upcoming year, beginning with the 2023-2024 fiscal year. This spending would be in addition to the constitutionally-required minimum spending on K-12 public schools. In the event that the state legislature decides to suspend the minimum funding for schools under Prop. 98, Prop. 28 allows funding for arts and music education to decrease by up to a proportionally equivalent amount.⁷

Prop. 28's funding would be distributed to preschools and K-12 schools based on enrollment. Seventy percent of Prop. 28's funding would go to Local Educational Agencies (LEAs), which include school districts and charter schools, based on their percentage of statewide enrollment of all students, whereas 30 percent would go to LEAs based on their percentage of statewide enrollment of low-income students.⁸ For school districts with more than 500 students, at least 80 percent of the additional funding must be used to hire staff.⁹

In terms of oversight, Prop. 28 would require the principal of every school to create a spending plan that outlines how they would spend the money allocated to them under Prop. 28. Prop. 28 would require LEAs to certify that they spent the money on arts and music education, and it would also require LEAs to publish a report that discloses how they spent the money allocated to them. This report would be submitted to California's Department of Education and posted online.¹⁰

Fiscal Impact

The Legislative Analyst's Office estimates that Prop. 28 would increase spending on arts and music education by around \$1 billion per year, starting in FY 2023-2024.¹¹ This increased spending would come from the state's general fund; it is not paid for by a specific increase in taxes.

⁵ California Department of Education, "Budget Act for 2021–22: Information - Education Budget," accessed August 20, 2022, <https://www.cde.ca.gov/fg/fr/eb/yr21ltr0811.asp>.

⁶ Lafortune and Herrera, "Financing California's Public Schools."

⁷ Legislative Analyst's Office, "Proposition 28: Analysis."

⁸ Legislative Analyst's Office, "Proposition 28: Analysis."

⁹ Legislative Analyst's Office, "Proposition 28: Analysis."

¹⁰ Legislative Analyst's Office, "Proposition 28: Analysis."

¹¹ Legislative Analyst's Office, "Proposition 28: Analysis."

Supporters

Supporters include:¹²

- Organizations representing teachers, including the California Teachers Association, the California Dance Educators Association, the California Educational Theater Association, and the California Music Educators Association
- The California State Parent Teacher Association
- Former education administrators, including former Superintendent of Los Angeles Unified School District Austin Beutner and former US Secretary of Education Arne Duncan
- Business Executives including Steven Ballmer, the former CEO of Microsoft, and Andy Mooney, the CEO of Fender Musical Instruments
- California Democratic Party

A longer list of supporters for Prop. 28 can be found at the official campaign website, <https://voteyeson28.org/coalition/>.¹³

As of September 15, proponents raised around \$9.9 million.¹⁴ Austin Beutner, the former Superintendent of Los Angeles Unified School District, was the largest contributor, donating \$4.3 million.¹⁵

Arguments of Supporters

Supporters of Prop. 28 argue that:

- The measure will support California's creative economy by providing students with the skills and experiences necessary to succeed in creative industries, including entertainment, animation, and music.¹⁶
- Students of color make up a majority of students in California K-12 schools, and providing funding for arts and music education will allow students access to opportunities that they otherwise would not have.¹⁷

¹² "Coalition," *Vote Yes on 28* (blog), accessed August 20, 2022, <https://voteyeson28.org/coalition/>.

¹³ "Coalition," *Vote Yes on 28* (blog), accessed August 20, 2022, <https://voteyeson28.org/coalition/>.

¹⁴ California Secretary of State, "Quick Search: Amount Raised for Ballot Measures," accessed September 15, 2022, <https://powersearch.sos.ca.gov/quick-search.php>.

¹⁵ California Fair Political Practices Commission, "November 2022 General Election: Top Contributors," accessed September 15, 2022, <https://www.fppc.ca.gov/transparency/top-contributors/nov-22-gen.html>.

¹⁶ Universal Music Group, "UNIVERSAL MUSIC GROUP ANNOUNCES SUPPORT FOR CALIFORNIA 'ARTS & MUSIC IN SCHOOLS' INITIATIVE," accessed August 22, 2022, <https://www.prnewswire.com/news-releases/universal-music-group-announces-support-for-california-arts-music-in-schools-initiative-301528227.html>.

¹⁷ Los Angeles Unified School District, "LA Unified School District Becomes First School District in California to Support Measure to Increase Arts and Music Funding in California Public Schools," January 26, 2022, accessed August 20, 2022,

- Only one in five public California schools has a teacher dedicated to arts programming, and this initiative would ensure that every California public student has access to arts and music education.¹⁸

Opponents

No official ballot arguments were submitted against Prop. 28.¹⁹ Additionally, no individuals or groups have created an official campaign to lead the opposition to Prop. 28, and there have not been any financial contributions to the opposition side as of September 15, 2022.²⁰

While there is no organized opposition campaign to Prop. 28, some newspaper editorial boards, including the *San Jose Mercury News*, have come out in opposition to the initiative.²¹

Arguments of Opponents

Opponents of Prop. 28 argue that:

- The initiative increases spending without any specific way to cover the cost.²²
- The initiative gives the legislature less flexibility to change spending during times of fiscal hardship for California and exemplifies “ballot box budgeting.”²³
- The initiative’s increased spending would lead to less spending on other state programs and leave California with less of a financial cushion leading into the next recession.²⁴

Conclusion

A **YES** vote on Prop. 28 would require California’s state government to spend one percent of the prior year’s state general funding for public schools on arts and music education in K-12 public schools.

<https://achieve.lausd.net/site/default.aspx?PageType=3&DomainID=4&ModuleInstanceID=4466&ViewID=6446EE88-D30C-497E-9316-3F8874B3E108&RenderLoc=0&FlexDataID=115285&PageID=1>.

¹⁸ Guest Commentary, “Arts Education Is Woefully Underfunded in California Schools,” *CalMatters*, February 28, 2022, sec. Commentary,

<http://calmatters.org/commentary/2022/02/arts-education-is-woefully-underfunded-in-california-schools/>.

¹⁹ “Official Voter Information Guide | California Secretary of State,” accessed August 22, 2022, <https://voterguide.sos.ca.gov/>.

²⁰ California Secretary of State, “Quick Search: Amount Raised for Ballot Measures.”

²¹ “Editorial: California Doesn’t Need Another Ballot-Box Budgeting Proposal,” *Los Angeles Times*, accessed August 20, 2022,

<https://www.latimes.com/opinion/story/2021-11-14/editorial-a-ballot-box-budgeting-proposal-for-arts-education-lets-stop-it-before-it-starts>.; “Editorial: Reject Prop. 28, Don’t Lock in More State School Spending,” accessed August 20, 2022, *The Mercury News*,

<https://www.mercurynews.com/2022/08/12/editorial-dont-lock-in-more-california-school-spending-reject-prop-28/>.

²² *Los Angeles Times*, “Editorial: California Doesn’t Need Another Ballot-Box Budgeting Proposal.”

²³ *The Mercury News*, “Editorial: Reject Prop. 28, Don’t Lock in More State School Spending.”

²⁴ *The Mercury News*, “Editorial: Reject Prop. 28, Don’t Lock in More State School Spending.”

A NO vote on Prop. 28 would not require California's state government to set aside this additional money for arts and music education.

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