**California Department of Education**

# Report to the Governor, the Legislature, and the Legislative Analyst’s Office: Lottery Expenditures for Kindergarten through Grade Twelve Education, Fiscal Year 2021–22



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*Description:* Report on Lottery Expenditures for Kindergarten through Grade Twelve Education, Fiscal Year 2021–22

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*Recipient:* The Governor, the Legislature, and the Legislative Analyst’s Office

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## Executive Summary

Control Section 24.60 of the 2021 Budget Act (Senate Bill [SB] 129, Chapter 69, Statutes of 2021) requires the California Department of Education (CDE) to collect and report to the Governor and the Legislature the amount of lottery funds received by kindergarten through grade twelve (K–12) entities in fiscal year (FY) 2021–22 and the purposes for which those funds were expended.

The FY 2021–22 data show that local educational agencies (LEAs) continue to spend a significant portion (49.8 percent) of their lottery funds on salaries and benefits. Even though expenditures from lottery funds equal less than 2 percent of the total K–12 expenditures, to the extent lottery funding declines, LEAs would have to absorb ongoing costs, such as salaries and benefits, with funds from other areas of LEAs’ budgets.

This report is available on the CDE Reports web page at <https://www.cde.ca.gov/fg/fr/>. If you have questions about this report, please contact the Fiscal Oversight and Support Office at [sacsinfo@cde.ca.gov](mailto:sacsinfo@cde.ca.gov).

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## Reporting Requirement

Control Section 24.60 of the 2021 Budget Act (SB 129, Chapter 69, Statutes of 2021) requires the CDE to collect and report to the Governor and the Legislature the amount of lottery funds received by K–12 entities in FY 2021–22 and the purposes for which those funds were expended.

## Types of Lottery Funds

### Proposition 37

In November 1984, California voters passed Proposition 37, the California State Lottery Act of 1984, as a means to benefit public education without the imposition of additional or increased taxes. California *Government Code* provisions established to implement Proposition 37 require that each school district and county superintendent of schools establish a separate account for the receipt and expenditure of lottery funds. They further specify that lottery funds shall be used exclusively for the education of pupils and no funds shall be spent for the acquisition of real property, construction of facilities, financing of research, or any other noninstructional purpose. Except for the limitations discussed above, Proposition 37 lottery funds are essentially unrestricted and are referred to as general purpose lottery funds in this report to distinguish them from the more recently established and restrictive Proposition 20 instructional materials lottery funds.

### Proposition 20

In March 2000, California voters passed Proposition 20, the Cardenas Textbook Act of 2000. Proposition 20 provides that, beginning in FY 1998–99, 50 percent of the increase in lottery funds for education over the FY 1997–98 amount must be allocated to school districts and community colleges for the purchase of instructional materials. Because the use of these funds is more restrictive, Proposition 20 funds are tracked separately from Proposition 37 general purpose lottery funds.

## Lottery Expenditures

During FY 2021–22, LEAs reported lottery expenditures totaling $1,281,007,188. Of this amount, $896,071,982 was spent on general purpose lottery expenses. The remaining $384,935,206 was spent on instructional materials from Proposition 20 funds.

The appendices show what goods and services were purchased with the lottery funds as well as what types of activities were performed for both the general purpose and the instructional materials lottery funds. Appendix A provides the Budget Act requirement. Appendices B and C provide definitions of the cost categories listed. Appendices D and E provide summaries of all lottery expenditures in both percentages and dollars.

### Comparison to Historical Data

Since FY 2003–04, CDE’s lottery expenditure reports have reflected statewide data for all LEAs that reported the data using the Standardized Account Code Structure (SACS). The statewide financial data do not include data for charter schools that reported on the Alternative Form rather than in SACS, as the Alternative Form does not provide sufficient detail to identify lottery expenditures.

Prior to 2003–04, the report included data from a representative sample of 100 LEAs. The CDE calculated lottery expenditure percentages for the 100 surveyed LEAs and weighted them by enrollment. The expenditures were weighted by enrollment to derive data that were more representative of statewide lottery expenditures.

The data reported under the current and the previous methods are fairly consistent.

It is important to note that because LEAs have varying spending patterns, the expenditure percentages cited in this report should not be applied to any specific LEA.

Below is a table that shows the percentage spent on salaries and benefits using lottery funds from 2010–11 to 2021–22. For prior year percentages, visit the CDE Lottery web page at <https://www.cde.ca.gov/fg/fr/lo/>.

| **Fiscal Year** | **Percent Spent on Salaries and Benefits** |
| --- | --- |
| 2010–11 | 64.1 |
| 2011–12 | 63.6 |
| 2012–13 | 62.1 |
| 2013–14 | 61.3 |
| 2014–15 | 57.9 |
| 2015–16 | 54.3 |
| 2016–17 | 53.1 |
| 2017–18 | 54.3 |
| 2018–19 | 53.2 |
| 2019–20 | 51.7 |
| 2020–21 | 56.3 |
| 2021–22 | 49.8 |

The 2021–22 data show that LEAs continue to spend a significant portion (49.8 percent) of the combined lottery funds on salaries and benefits. Even though lottery expenditures equal less than 2 percent of the total K–12 expenditures, to the extent that lottery funding might decline, LEAs would have to absorb ongoing costs, such as salaries and benefits, with funds from other areas of LEA budgets.

Appendix A

## Budget Act of 2021 Section 24.60

Each state entity receiving lottery funds shall annually report to the Governor and the Legislature on or before May 15 the amount of lottery funds that the entity received and the purposes for which those funds were expended in the prior fiscal year, including administrative costs. The Department of Education shall report on behalf of K–12 entities. If applicable, the entity shall also report the amount of lottery funds received on the basis of adult education average daily attendance (ADA) and the amount of lottery funds expended for adult education.

Appendix B

## Object of Expenditure Categories Used in Local Educational Agencies Accounting and Reporting

| **Title** | **Code** | **Definition** |
| --- | --- | --- |
| Certificated Personnel Salaries | 1000 | Salaries of teachers and other employees in positions requiring credentials |
| Classified Personnel Salaries | 2000 | Salaries of all employees other than those in positions requiring credentials |
| Employee Benefits | 3000 | Benefits of all employees; subaccounts distinguish between certificated and classified employees |
| Books and Supplies | 4000 | All books and supplies |
| Services and Other Operating Expenditures | 5000 | Professional and consulting services, travel and conferences, insurance, and other miscellaneous expenditures |
| Capital Outlay | 6000 | Sites, buildings, equipment, and the initial complement of books for a new school; includes replacement of equipment |
| Other Outgo and Other Financing Uses | 7000 | Tuition, transfers to other educational agencies or to non-LEAs |

Appendix C

## Activity (Function) Categories Used in Local Educational Agencies Accounting and Reporting

| **Title** | **Code** | **Definition** |
| --- | --- | --- |
| Instruction | 1000 | Activities dealing directly with the interaction between teachers and students |
| Instruction-Related Services | 2000 | Activities providing administrative, technical, and logistical support to facilitate and enhance instruction |
| Pupil Services | 3000 | Activities providing student services such as guidance and counseling, psychological, attendance and social work, health, speech pathology and audiology, pupil testing, and pupil transportation |
| Ancillary Services | 4000 | School-sponsored activities during and after the school day that are not essential to instruction, such as school-sponsored cocurricular or athletic activities |
| Community Services | 5000 | Activities providing community services to community participants other than students |
| Enterprise | 6000 | Activities financed and operated in a manner similar to private business |
| General Administration | 7000 | Agencywide administrative activities such as board and superintendent, fiscal services, payroll, personnel, purchasing, and data processing |
| Plant Services | 8000 | Activities related to keeping the schools open, comfortable, and safe for use, such as maintenance and operations, facility acquisition and construction, and rents and leases |
| Other Outgo | 9000 | Debt service, transfers between agencies, and interfund transfers |
| Unspecified | Not applicable | Contributed to and spent in other programs; LEAs report these expenditures by object code but not by activity category |

Appendix D

## Percentage of 2021–22 Lottery Expenditures by Object of Expenditure Categories for All Local Educational Agencies

| **Object of Expenditure Categories** | **Proposition 37 Amount** | **Proposition 37 Percent** | **Proposition 20 Amount** | **Proposition 20 Percent** | **Combined Amount** | **Combined Percent** |
| --- | --- | --- | --- | --- | --- | --- |
| Certificated Personnel Salaries | 405,756,242 | 45.28% | 0 | 0.00% | 405,756,242 | 31.67% |
| Classified Personnel Salaries | 76,857,304 | 8.58% | 22,625 | 0.01% | 76,879,929 | 6.00% |
| Employee Benefits | 155,360,568 | 17.34% | 2,529 | 0.00% | 155,363,097 | 12.13% |
| Subtotal — Salaries and Benefits | 637,974,114 | 71.20% | 25,154 | 0.01% | 637,999,268 | 49.80% |
| Books and Supplies | 110,720,700 | 12.36% | 347,661,916 | 90.32% | 458,382,616 | 35.78% |
| Services and Other Operating Expenditures | 139,230,769 | 15.54% | 36,502,134 | 9.48% | 175,732,903 | 13.72% |
| Capital Outlay | 5,797,404 | 0.65% | 76,835 | 0.02% | 5,874,239 | 0.46% |
| Other Outgo and Other Financing Uses | 2,348,995 | 0.26% | 669,166 | 0.17% | 3,018,161 | 0.24% |
| Total Expenditures | 896,071,982 | 100.00% | 384,935,206 | 100.00% | 1,281,007,188 | 100.00% |

Appendix E

## Percentage of 2021–22 Lottery Expenditures by Activity (Function) Categories for All Local Educational Agencies

| **Activity (Function) Categories** | **Proposition 37 Amount** | **Proposition 37 Percent** | **Proposition 20 Amount** | **Proposition 20 Percent** | **Combined Amount** | **Combined Percent** |
| --- | --- | --- | --- | --- | --- | --- |
| Instruction | 590,225,670 | 65.87% | 380,521,272 | 98.85% | 970,746,942 | 75.78% |
| Instruction-Related Services | 65,565,214 | 7.32% | 2,810,033 | 0.73% | 68,375,247 | 5.34% |
| Pupil Services | 58,458,584 | 6.52% | 144,784 | 0.04% | 58,603,368 | 4.57% |
| Ancillary Services | 32,037,031 | 3.58% | 20,903 | 0.01% | 32,057,934 | 2.50% |
| Community Services | 108,821 | 0.01% | 0 | 0.00% | 108,821 | 0.01% |
| Enterprise | 0 | 0.00% | 0 | 0.00% | 0 | 0.00% |
| General Administration | 47,591,985 | 5.31% | 779,509 | 0.20% | 48,371,494 | 3.78% |
| Plant Services | 47,991,814 | 5.36% | 11,425 | 0.00% | 48,003,239 | 3.75% |
| Other Outgo | 2,076,250 | 0.23% | 647,279 | 0.17% | 2,723,529 | 0.21% |
| Unspecified | 52,016,613 | 5.80% | 0 | 0.00% | 52,016,613 | 4.06% |
| Total Expenditures | 896,071,982 | 100.00% | 384,935,206 | 100.00% | 1,281,007,188 | 100.00% |