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Information

Fiscal Policy and Planning Committee

Update on the Proposed 2007-08 Governor's Budget

Executive Summary: This agenda item is intended to inform the Members of the Commission of any new developments regarding the Commission's portion of the proposed 2007-08 Governor's Budget.

Recommended Action: For information only

Presenter: Crista Hill, Division Director, Fiscal and Business Services Section

Strategic Plan Goal:

Continue to refine the coordination between Commissioners and staff in carrying out the Commission's duties, roles and responsibilities.

- ◆ Conduct periodic review of the efficiency of the day-to-day operations and financial accountability of the Commission

April 2007

Update on the Proposed 2007-08 Governor's Budget

Introduction

On January 10, 2007, Governor Arnold Schwarzenegger submitted to the Legislature his proposed budget for Fiscal Year (FY) 2007-08. This agenda item provides members of the Commission an update of any new developments that may occur during the Spring Legislative budget subcommittee process, as it relates to the Commission's proposed budget for FY 2007-08.

Background

Now that the Governor has released the budget proposals for the upcoming budget year 2007-08, both the Senate and Assembly budget subcommittees will meet to discuss the various proposals that have been approved by the Administration. Based on the final outcome from the budget subcommittee hearings, scheduled from March to June, this will determine what proposals will return to the Governor for final approval by July 1st and the start of the next Fiscal Year.

Provided below is an update on the following topics:

1. **April 1st Spring Finance Letter**
2. **Budget Subcommittee Hearings**
3. **2006-07 Supplemental Reporting Language for 6360-001-0407**

1. **April 1st Spring Finance Letter Update**

On March 29, 2007, the Department of Finance informed Commission staff of the approved action taken by the Administration on the pending Budget Change Proposal submitted, in February 2007, to address the accreditation and credential reforms workload in FY 2007-08. Provide below is a summary of the approved request:

- o Increase of \$227,000 (Teacher Credentials Fund) and 2.0 permanent positions are provided to support the implementation of the revised accreditation system.
- o Increase of \$113,000 (Teacher Credentials Fund) and 1.0 limited-term two-year position is provided to support the review and revision of the Special Education Credential, the Reading and Language Arts Specialist Credential, the Reading Certificate and the Designated Subjects Credential for Career and Vocational Education, and revision of the standards related to Intern and Induction programs.

This issue will be heard as part of the various budget subcommittee hearings. Depending on the outcome from the hearings will determine if this is included in the Commission's Budget for FY 2007-08.

2. **Budget Subcommittee Hearings Update**

Commission staff works closely with the budget subcommittee consultants and the Administration during this time to provide updates on the various Commission operations. In addition attends the various budget subcommittee hearings that impact the Commission and to update the Legislative members on the Commission's budget and operations.

At this time, the following dates and times have been scheduled for the Commission's budget to be heard by both the Senate and Assembly budget subcommittees. (It is important to note that this is all *tentative*. To follow the subcommittee schedule please refer to the appropriate Daily File to confirm the actual dates and times, because this is subject to change, as appropriate.)

Senate

April 9, 2007, Room 113 – 10:00 – 12:00 AM

Assembly

April 18, 2007, Room 126- 4:00 PM.

3. 2006-07 Supplemental Reporting Language for 6360-001-0407 Update

The *Supplemental Report of the 2006 Budget Act* required the Assembly Education Committee and Senate Education Committee to convene a working group to undertake major teacher credential and accreditation reform.

The language required the reforms to include:

- (a) Significantly simplifying credential requirements, devolving credentialing responsibility to institutions of higher education and county offices of education, and eliminating any redundancies associated with credential reviews and fingerprinting;
- (b) Significantly simplifying the state's existing accreditation system by shifting from periodic, input-oriented reviews to annual reviews of measurable performance outcomes; and
- (c) Considering various governance options for administering the teacher credentialing process.

Pursuant to the Supplemental Report Language, the working group included staff representatives from the Senate Education Committee, Assembly Education Committee, Senate Budget Committee, Assembly Budget Committee, the Legislative Analyst's Office, the Office of the Secretary for Education, the Department of Finance, Commission on Teacher Credentialing, and the Department of Education. The working group met on January 4, 2007 to discuss the above outlined issues. On the next several pages is a complete version of the report that provides a summary of the group's discussion on each of the topics and recommendations for each area.

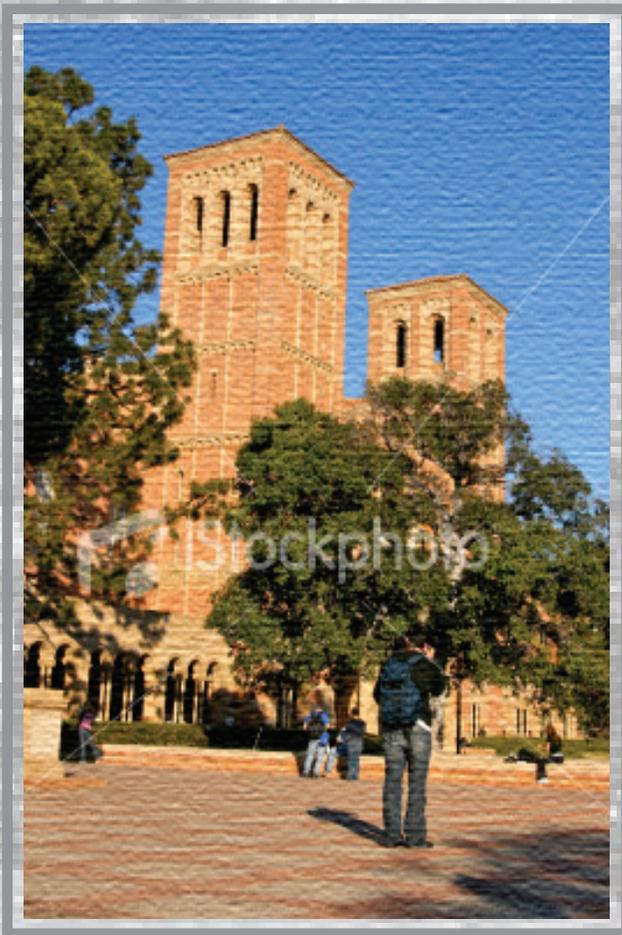
This report has been submitted by the working group to the appropriate members of the Legislature, Administration, and the Legislative Analyst's Office as required.

Next Steps

Commission staff will provide members of the Commission a verbal update at the meeting of any additional new activities that may have occurred since the agenda was printed.

REPORT OF THE LEGISLATIVE WORKING GROUP ON TEACHER CREDENTIAL AND ACCREDITATION REFORM

MARCH 2007



PREPARED JOINTLY BY
THE SENATE EDUCATION COMMITTEE AND THE ASSEMBLY
EDUCATION COMMITTEE

Report of the Legislative Working Group on Teacher Credential and Accreditation Reform

March 2007

The *Supplemental Report of the 2006 Budget Act* required the Assembly Education Committee and Senate Education Committee to convene a working group to undertake major teacher credential and accreditation reform.

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- (b) Significantly simplifying the state's existing accreditation system by shifting from periodic, input-oriented reviews to annual reviews of measurable performance outcomes; and
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Issue 1: Significantly simplifying credential requirements, devolving credentialing responsibility to institutions of higher education and county offices of education, and eliminating any redundancies associated with credential reviews and fingerprinting.

Significantly simplifying credential requirements. The LAO suggested in its report, *Modernizing the Functions of the Commission on Teacher Credentialing, April 2006*, that the current credentialing system has three major shortcomings: 1) it is overly complex; 2) it is inefficient (being both labor intensive and time consuming) and; 3) it is riddled with redundancies (both in the credential review and fingerprint process).

The LAO cites the numerous single subject credential authorizations as an example of credential complexity. Education Code Section 44257 authorizes the Commission to issue single subject credentials in the following 13 different content areas: Agriculture, Art, Business, English, Foreign Language (Languages Other than English, or LOTE), Health Science, Home Economics, Industrial and Technology Education, Mathematics, Music, Physical Education, Science, and Social Science. The Commission also issues some credentials with specified “concentrations” that limit the holder’s authorization to a specific domain within a content area. For example, a science credential typically specifies a concentration in biology, chemistry, geosciences, or physics and a LOTE credential authorizes teaching only in a specified language. Similarly, a mathematics credential in “Foundational Math” limits the holder to teaching basic math courses, including algebra, geometry, and statistics.

Additionally, teachers who hold a multiple subject credential or a single subject credential in one subject area and wish to teach in another content area may have one or more subjects added to their credential as a supplementary or subject matter authorization. The Commission offers 63 different supplementary authorizations (ie. journalism, chemistry, anthropology, ornamental horticulture); and 26 different subject matter authorizations (art history, English composition, chemistry). Chemistry, for example, appears on all 3 authorization lists allowing individuals to obtain a full, single subject credential in Chemistry, obtain a supplementary authorization in Chemistry, or obtain a subject matter authorization in Chemistry. Since the Supplementary Authorizations in core subject areas are not NCLB compliant, the Commission created the Subject Matter authorizations – which are equivalent in units to a “major.”

At the January 4th working group meeting, Commission staff noted that while the 60 some different supplementary authorizations make the system appear overly complex, these authorizations serve to help districts staff classrooms and offer a wider range of courses to students such as drafting, photography, or speech. These additional authorizations enable teachers to teach in more than one content area without needing to attain a full credential in each of the subject areas they teach. For example, if a teacher had a single subject credential in Math and the district had an opening for a teacher to teach a drafting class, the teacher could simply apply for a supplemental authorization to teach this course (which requires 20 semester units of non-remedial coursework in the subject) rather than pursue another single subject credential to teach the class.

Commission staff noted that districts requested that the Commission create these supplemental authorizations to provide greater flexibility in staffing classrooms.

It was also noted at the January 4th meeting, that a few key pieces of legislation aimed at streamlining the credentialing process are still fairly recent, specifically SB 2042 (Alpert), Chapter 548 , Statutes of 1998 and SB 1209 (Scott), Chapter 517, Statutes of 2006. It may be appropriate to refrain from any additional major reform until the effects of this legislation are known.

Work is also being done to streamline the designated subjects vocational education teaching credentials. SB 52 (Scott) of 2007 proposes to require the Commission to establish a list of authorized subjects for the credential that reflects the 15 industry sectors identified in the model curriculum standards adopted by the State Board of Education and the Commission is currently recruiting applicants for a Designated Subjects Vocational Education Advisory Panel to review and provide recommendations to update the current Vocational Education credential structure and preparation program standards. The Commission is also working to improve the special education credential and will report their recommendations to the Legislature by December 1, 2007.

Recommendation: The Legislature should ask the CTC to conduct a survey of districts regarding the use of supplemental authorizations. The survey should ask whether or not there is a desire among districts for these authorizations and should include questions about the purpose of the authorizations, how districts use them, and whether districts find the authorizations helpful or constraining. The survey should also seek advice on the feasibility of consolidating the 63 supplemental authorizations into broader categories.

The Legislature should also ask the CTC to look into the feasibility of limiting supplemental authorizations to the 13 single subject credential authorizations listed in Education Code 44257 and limiting subject matter authorizations to the 10 core subjects listed in Section 9101 of Title IX of ESEA (English, reading/language arts, mathematics, science, foreign languages, civics and government, economics, arts, history, and geography).

The Legislature should require the CTC to report to the Legislature by April 1, 2008 on the results of the survey and on recommended changes to 1) supplementary/subject matter authorizations; 2) career technical education credentials; 3) adult education credentials and 4) special education credentials.

The Legislature should also continue to monitor recently enacted legislation, specifically SB 1209 and SB 2042 to see if the legislation has been implemented as intended.

Devolving credentialing responsibility to institutions of higher education (IHE) and county offices of education.

The LAO made this recommendation based on its observation that the credential application process is labor-intensive and time-consuming and that there are redundancies in the system. According to the LAO report, although a regulatory provision requires the CTC to process applications within 75 working days of their receipt, CTC's average processing time was 110 days in 2004-05.

The LAO noted that universities and counties employ credential analysts that help candidates complete application documents and ensure that their application packets are complete. Furthermore, in the case of university-recommended credentials, the university analysts work with the teacher candidate to compile appropriate credential materials and ensure their application packets are complete. The LAO argued that since the IHE is already checking credentialing requirements, devolving most credentialing responsibilities to the universities would be more efficient.

For all other credential responsibilities (such as candidates coming from out of state and substitute teachers), the LAO proposed devolving credential responsibilities to county offices of education (COE). Current Law authorizes COEs to issue Temporary County Certificates (TCC) for up to one year to enable an individual to serve as the teacher of record while the Commission reviews the formal credential application and issues the credential. Since counties must be relatively sure that the CTC will ultimately issue a credential to the applicant, county credential analysts typically review the candidates credential materials to ensure that the candidate has met the pertinent credential requirements. Given the county review, the LAO recommended that the COE be authorized to issue the credential document directly, thereby eliminating the need for issuing a TCC.

While it is possible that devolving credential authority to counties could result in moderate savings associated with staff reductions at the Commission, it is unclear whether such a requirement would trigger state-mandated local costs that the state would be required to fund. Moreover, it is unclear whether a county would be willing to or have the authority to issue a license that would enable an individual to teach in a jurisdiction other than the county of origin, or whether this is an appropriate option.

Since the LAO published its report, the Commission has implemented new procedures that significantly reduced credential processing time. As of January 1, 2007, 46% of all credential applications are now processed online. All applications for credential renewal are processed online and most Institutions of Higher Education (IHEs) submit credential recommendations online. CTC staff report that processing times for online credential applications is ten days. Of the remaining 54%, about 40% are substitutes or emergency staffing applications; the remaining applications include applications that require more specialized review to verify experience or coursework required for the credential, such as credentials for career technical education, child development permits, and credentials granted to applicants from out of state or out of country. The Commission is working

with school districts to automate the process for emergency permits and hopes to have an online process in place by July 2007. In addition, the Commission is working with school districts to automate the process for recommending candidates for a professional clear credential following the completion of induction programs.

As reported at the January 4th workgroup meeting, these changes have enabled the Commission staff to significantly reduce its backlog; as of January 25th, the Commission reports that the backlog has been reduced by 63%.

Recommendation: Although the Commission has made progress in reducing credential processing times, the Legislature may want to consider making changes to statute that would ensure credential processing is timely and efficient. The Legislature should, in consultation with the CTC, IHEs and school districts, determine a reasonable timeline for credential processing and establish that timeline in statute. This timeline should also include a deadline for IHEs to submit credential information to CTC. Once this timeline is in statute, the Legislature could amend statute to shorten the term of the Temporary County Certificate to six months or less.

If instead, the Legislature wishes to devolve credentialing responsibilities to IHEs or COEs, the Legislature should first consult with both groups, school districts and other interested stakeholders on the feasibility of this option.

Eliminating any redundancies associated with credential reviews and fingerprinting.

In addition to the review of academic and experiential qualifications, credential applications also require a criminal background review. Candidates must pass both reviews to qualify for and receive a credential that authorizes them to provide instruction in California public schools. The LAO report noted that the credential review process is burdened by redundancies that result in a labor-intensive and time consuming process and additional costs to candidates. The LAO noted that many candidates are fingerprinted two or three times to obtain their first teaching job (once for student teaching and once prior to employment). Local agencies, the Department of Justice, and Federal Bureau of Investigations charge various services fees to cover the costs of scanning fingerprints and conducting the criminal background check. As part of the LAO's recommendation to simplify and devolve credential responsibilities, the LAO recommended that the Legislature retain county-level fingerprinting activities but eliminate CTC and district fingerprinting activities.

While the redundancies noted the LAO report do result in additional costs to candidates, they also provide certain protections to school children. Current law prohibits any individual convicted of a violent or serious felony from working in a California public school. Current law also requires all candidates for school employment and others who may come in contact with students to undergo a background check prior to employment. AB 2102 (Alby), Chapter 840, Statutes of 1998 added to credential candidate screening already done by the Commission local employment fingerprint screening that included

certificated and classified employees as well as outside employees who work on a school campus [AB 1612 (Alby), Chapter 589, Statutes of 1997 and AB 2102].¹

At the January 4th working group meeting, Commission staff noted that as a state licensing agency, the Commission has “permissive authority” and thus greater latitude than that granted to employers to investigate allegations of misconduct. Further, Section 11105 of the Penal Code states: (b) The Attorney General shall furnish state summary criminal history information to any of the following, if needed in the course of their duties, provided that when information is furnished to assist an agency, officer, or official of state or local government, a public utility, or any other entity, in fulfilling employment, certification, or licensing duties. According to the California Department of Justice, only the Attorney General can furnish criminal history information; there is no statute that allows an agency authorized to receive criminal history to provide this information to a third party. It is thus unclear if county offices of education would be able to share pertinent criminal background information with school districts.

Recommendation: The criminal background review of the credential application process does include redundancies that result in additional costs. However, it appears that these redundancies provide certain protections to both pupils and credential candidates that may be important to preserve. Should the Legislature seek to devolve credentialing and criminal background responsibilities to counties, it may require changes to various sections of the education and penal codes to ensure adequate protection of school children and due process for candidates and teachers who apply for credentials.

¹ These legislative measures were enacted in response to a 1997 tragedy at a high school in Sacramento, in which a classified school employee savagely murdered student Michelle Montoya at her school. School district administrators, who had only recently hired the employee, were unaware of the man’s history of violence. Following a set of highly emotional legislative hearings, the Michelle Montoya Act (AB 1612) was signed into law, banning any individual convicted of a violent or serious felony from working in a California public school.

Issue 2: Significantly simplifying the state's existing accreditation system by shifting from periodic, input-oriented reviews to annual reviews of measurable performance outcomes.

The LAO report identified several shortcomings of the system for the accreditation of institutions that prepare educators to work in our public schools. The LAO cited a report conducted by the American Institutes for Research (AIR) in 2002 and noted that the Commission's accreditation system was based on vague standards and subjective reviews, was overly input-oriented, with reviews occurring too infrequently and focusing on institutions rather than programs. The report recommended that the Legislature establish a new performance-based accreditation system in which teacher preparation programs would report annual summary data on various outcomes, including scores on state-required teacher assessments, graduation rates, employment rates, three-year retention rates, and employer satisfaction data. The report also noted that the Commission had suspended accreditation reviews during the state's budget crisis.

Prior to the LAO report, and in response to the AIR review, the Commission began an internal review of its accreditation system in 2004 and subsequently adopted a new accreditation system in September 2006. A workgroup of stakeholders appointed by the Commission worked with the Commission's Committee on Accreditation to review and suggest possible revisions to the Commission's accreditation system. This workgroup examined various aspects of the accreditation system, including review cycles, moving to a performance-based system, data-driven decision making, and the nexus between national accreditation organizations such as the National Council for Teacher Education (NCATE) and the Teacher Education Accreditation Council (TEAC) and California's system of accreditation. The Commission has begun implementing its new system and is resuming accreditation site visits in the 2007-2008 fiscal year.

The revised accreditation system addresses the recommendations made by the LAO. The new system will require teacher preparation programs to report annually collected summary data on various outcomes every two years. On-site reviews will be conducted every seven years and target performance issues will be identified through the biennial reporting process. The new system will continue to supplement regional and national accreditation systems and will focus on individual program effectiveness as well as the institution's overall ability to administer and support its educator preparation efforts.

Recommendation: The Commission's actions appear to be in line with the recommendations of the LAO. Staff recommends that the Legislature monitor the Commission's implementation of the new system and ask the Commission to report on the implementation and accreditation activities prior to the 2009-10 fiscal year.

The Legislature may wish to consider amending existing statute to require that accreditation of educator preparation programs be based, in part, on program and candidate data collected by programs and reported to the Commission.

Issue 3: Considering various governance options for administering the teacher credentialing process. *Should educator licensing be a function of the State Board of Education?*

The primary functions of the Commission are to issue credentials, oversee programs that prepare educators, and monitor teacher conduct. Prior to 1970, the California Department of Education (CDE) administered these powers and duties. In the late 1960s, concerns about credential complexity and the influence of politics on teaching standards and discipline, led to legislation in 1970 to separate teacher licensing from the functions of the CDE, and the creation of an autonomous standards board to oversee educator licensing.

The Commission is currently an agency in the Executive Branch of California state government that operates as an independent standards board for teachers. The Governor appoints fourteen of the fifteen voting members (the Superintendent of Public Instruction or his/her designee serves as the fifteenth voting member). Commission members are typically appointed to four-year terms and represent a broad cross-section of individuals, including six classroom teachers, one school administrator, one school board member, one non-administrative services credential holder, four public members, and a faculty member from an institution of higher education.

The need for more transparency and accountability in government activities provides an opportunity for the Legislature to consider whether various governance options for administering educator licensing would better serve students in our public schools.

The LAO recommended dissolving the entire existing structure of the Commission and replacing the Commission with an advisory committee that would report to the State Board of Education. The LAO argues that a special teacher-focused advisory committee would retain the basic benefit of a knowledgeable body focused on teacher issues in California, but would not have the “negative repercussions” of the existing independent governance structure.

California is one of forty six states that have some type of professional standards board and one of fifteen states that have an autonomous professional standards board. According to a 1996 report from the National Commission on Teaching and America’s Future, states with standards boards tend to enact and maintain more rigorous standards for teachers and the presence of an independent standards board helps create a “firewall” between the political system and the standard setting process.

Moving the policy making decisions for teaching standards and discipline to the eleven-member State Board of Education would significantly increase the powers and duties of the Board and add to its existing duties concerning K-12 education policy authority to develop, adopt, maintain, and enforce educator preparation standards, with California Department of Education staff supporting those functions. As educator licensure would be only one of its responsibilities, it is unclear whether the Board would be able to devote sufficient resources to responsibilities associated with maintaining and enforcing

professional standards and overseeing educator preparation. While the advisory committee would presumably possess an appropriate level of knowledge and experience in matters relating to teachers, it is unclear whether the SBE, who would be vested with the authority to make decisions, would bring sufficient expertise to bear on the process of setting and enforcing rigorous educator standards. Would responsibility for teacher quality distract the Board from its responsibilities for K-12 standards and curriculum?

With respect to the fiscal implications of consolidation, it is likely consolidation would not provide any savings to the State. Consolidation would not provide any savings to the General Fund because the Commission is supported through the fees for licensure which are deposited to the Teacher Credential Fund and fees for examinations related to licensure which are deposited to the Test Development Account. The Commission does receive some funding under Proposition 98 however all of these funds are passed through to local education agencies as local assistance grants.

Recommendation: The working group did not have a final recommendation with regard to shifting responsibilities from an independent and autonomous board to a subcommittee of the State Board of Education, or any other governance models. While shifting some of the Commission's workload to the State Board of Education could potentially lead to better coordination between K-12 policy and educator preparation, it could also dilute focus on educator-specific issues due to the competing demands of the State Board's portfolio.

Given the complexity of a shift in the governance structure, the Legislature should continue to monitor the progress of the Commission as it addresses some of the operational concerns previously mentioned in this report. Should financial, processing, or other problems persist, the Legislature can revisit the governance issue in 2007-08.

Appendix

Pursuant to the Supplemental Report Language, the working group consulted with other interested parties, including representatives of higher education institutions, county offices of education, and teachers. The working group provided copies of the draft report to constituents and provided these groups with an opportunity to comment on the report and its recommendations. Below are the responses submitted by the interested parties:

Phillip Barker, educator

Former Member, Commission on Teacher Credentialing

“If the CCTC were to be eliminated, placing the oversight of teacher training in the hands of the Institutions of Higher Education would be wrong. If the "government" is going to require teachers to be trained, an elected body or those appointed by that body, should have control. If the CCTC were to be eliminated, local or county elected officials should determine the educators they want to hire. The IHE should meet those standards set by the locals.”

Bruce Kitchen

Commission on Teacher Credentialing

School District Liaison

San Bernardino & San Diego Counties

“The draft report is impressive due to its rational approach to addressing the issues raised by the Legislative Analyst's Office. The "draft" report is easy to support and valuable to the legislature due to its studied insight. Comments regarding the report follow:

Issue 1: Significantly simplifying credential requirements, devolving credentialing to institutions of higher education and county offices of education, and eliminating any redundancies associated with credential reviews and fingerprinting.

The working group's recommendations are sound and logical. The legislature/CTC should respond to the use of supplemental authorizations based upon their need in the field. The feasibility of limiting supplemental authorizations must have realistic basis. A legislative requirement for a survey of need to acquire any recommended changes is a practical approach to this perceived problem.

Devolving the credentialing responsibility to IHEs and County Offices of Education would be a bureaucratic disaster. Neither of these agencies are equipped to take on this task without major physical and personnel

additions. The Mandated cost this would entail would certainly add to this awkward approach. The concept does not even address the credential renewal process that would soon become a tangle of "who and where" does the issuing that would last for decades into the future.

There are very real reasons for the "redundancies" associated with credential reviews and fingerprinting. The working group's recommendation statement indicating "...it appears that these redundancies provide certain protections to both pupils and credential candidates that may be important to preserve" is right on target.

Issue 2: Significantly simplifying the state's existing accreditation system by shifting from periodic, input-oriented reviews to annual reviews of measurable performance outcomes.

The Commission on Teacher Credentialing has already been addressing this concern and is well on the way to implementation. No additional action is needed.

Issue 3: Consider various governance options for administering the teacher credentialing process. Should educator licensing be a function of the State Board of Education?

The draft statement: *"In the late 1960s concerns about credentialing complexity and the influence of politics on teaching standards and discipline, led to legislation in 1970 to separate licensing from the functions on the CDE, and the creation of an autonomous standards board to oversee educator licensing."* is even more valid today than it was over 30 years ago. The two agencies would not blend into a single **efficient** government body. Monitor the Commission? Okay, Change the structure? No way.

The opportunity to review this draft report and respond to its recommendations is truly appreciated. Thank you! “

*California State University
Office of Governmental Relations*

“CSU supports the continuation of the independent standards board and the continued attention to program quality that can be provided by a more efficient system of accreditation. Overall, the CSU would support the committee’s recommendations. I hope this information is helpful. Thank you so much for asking our input.”

Acknowledgements

This report was prepared by Misty Padilla Feusahrens, Consultant, Assembly Education Committee and Beth Graybill, Consultant, Senate Education Committee. The report was developed in consultation with representatives from the Senate Budget Committee, Assembly Budget Committee, the Legislative Analyst's Office, the Office of the Secretary for Education, the Department of Finance and the Commission on Teacher Credentialing.

Inquiries regarding this report can be made to either the Senate Education Committee at (916) 651-4105 or the Assembly Education Committee at (916) 319-2087.