

January 3, 2011

Honorable Edmund G. Brown  
Governor of California  
State Capitol  
Sacramento, California 95814

Members of the California Legislature  
State Capitol  
Sacramento, California 95814

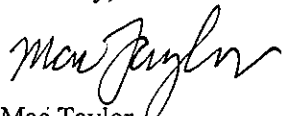
Dear Governor and Members of the Legislature:

Pursuant to Chapter 269, Statutes of 2005 (SB 724, Scott), which authorizes the California State University (CSU) to independently award the Doctor of Education degree, representatives from the Legislative Analyst's Office (LAO), Department of Finance (DOF), and CSU jointly evaluated the doctoral programs implemented under the legislation. Enclosed is the report of our evaluation. The report provides background on the development of the new doctoral programs, describes their characteristics, and evaluates the university's compliance with requirements specified in Chapter 269.

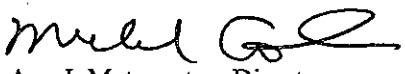
The evaluation team found the joint process to be valuable, and arrived at consensus on the description of program implementation and evaluation of CSU's compliance with Chapter 269. It was not possible, however, for the three organizations—with their different orientations—to agree on recommendations regarding program priorities or funding allocations. For this reason, the report focuses on description and evaluation, and stops short of providing recommendations.

Each of our offices is available to answer any questions you may have about the report or to further discuss our assessment.

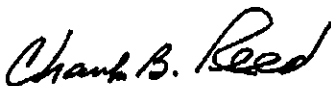
Sincerely,



Mac Taylor  
Legislative Analyst



Ana J. Matosantos, Director  
Department of Finance



Charles B. Reed, Chancellor  
California State University

Enclosure

cc: Mr. E. Dotson Wilson, Chief Clerk of the Assembly  
Mr. Gregory Schmidt, Secretary of the Senate  
Ms. Diane Anderson, Legislative Counsel

**Evaluation of Education Doctorate Program Implementation  
At The California State University**

**A Report to the Governor and Legislature**

**Pursuant to Chapter 269, Statutes of 2005 (SB 724, Scott)**

**January, 2011**

**Legislative Analyst's Office**

**Department of Finance**

**California State University**

# **EVALUATION OF EDUCATION DOCTORATE PROGRAM IMPLEMENTATION AT THE CALIFORNIA STATE UNIVERSITY**

## **EXECUTIVE SUMMARY**

Chapter 269, Statutes of 2005 (SB 724, Scott) authorizes the California State University (CSU) to independently award the Doctor of Education (Ed.D.) degree with a focus on education leadership. The CSU is offering independent education doctorates at 11 campuses, plans to add two or three more campuses in the near future, and has not yet determined the scope and timeline for introduction of Ed.D. programs at other campuses.

The programs have admitted about half of total applicants to date, although the ratio varies by campus. Students are drawn from faculty and administrative ranks of public school and community college systems, and many have taken new administrative positions while enrolled in the doctoral program. Persistence and completion rates have been high. The independent programs awarded 89 doctoral degrees in the spring and summer of 2010, and plan to award 17 additional degrees in the fall and winter. Nearly 700 doctoral students are currently enrolled in the programs. This represents a significant expansion in doctoral program capacity for California. In 2008, there were slightly more than 500 education doctorates awarded in the state by public and private institutions.

The programs launched to date adhere to the main purposes of the legislation—they focus on preparing administrative leaders for California public schools and community colleges, and they serve working professionals. With minimal exceptions, public school and community college partners have been meaningfully involved in program development and operation as required. The state's fiscal crisis, however, has made it difficult for CSU simultaneously to launch new doctoral programs and comply with certain provisions of the law that assumed continuous enrollment growth funding.

Although Chapter 269 calls for the review of available evidence on the effects that graduates of the programs are having on school and community college reform efforts and student achievement, the evaluation team concludes that it is too soon to evaluate the impact of the new degree programs on these or other long-term outcomes.

## **INTRODUCTION**

This report responds to Chapter 269, which authorizes CSU independently to award the Ed.D. degree. The statute requires the CSU, the Department of Finance (DOF), and the Legislative Analyst's Office (LAO) to jointly conduct a statewide evaluation of the doctoral programs implemented under the legislation and report the results to the Legislature and the Governor on or before January 1, 2011.

The report provides background on the development of the new doctoral programs, describes their characteristics, and evaluates their compliance with requirements specified in Chapter 269.

## BACKGROUND

### Doctoral Education at CSU

In 1960, California's Master Plan for Higher Education was adopted and many of its provisions were subsequently incorporated into statute. Among these provisions is the assignment of specific missions and functions to the various educational segments. The CSU was given primary responsibility for undergraduate and graduate education through the master's degree in liberal arts and sciences, and professional education (including teacher education). The University of California (UC) was given sole authority to award the doctoral degree in all fields of learning, but permitted to award joint doctoral degrees with CSU in selected fields.

**Issue in Negotiations.** During the discussions leading to the creation of the Master Plan, the state college system (now CSU) sought authority to provide graduate education through the Ph.D. level, while UC sought to maintain its exclusive domain in research and doctoral education. The inclusion of joint doctorates in the final plan was a compromise between the two systems. (Historical accounts of the negotiations show that UC was willing to consider yielding the Ed.D. and honorary doctorates to the CSU, but these concessions were not ultimately included in the Master Plan.)

**Several Joint Doctoral Programs Created.** Over the following decades, UC and CSU developed 21 joint doctoral programs, including 8 joint Ed.D. degree programs in education leadership and 2 Ph.D. programs in special education, as shown in Figure 1. In addition, CSU developed joint doctoral programs with independent universities. Since the passage of Chapter 269 in 2005, most of the UC/CSU joint Ed.D. programs are being phased out in favor of CSU's independent programs, which entail considerably less administrative structure. Only the UC Davis/Sonoma State University and UC San Diego/CSU San Marcos Ed.D. programs are still admitting students (CSU Sacramento and San Diego State University withdrew from these two partnerships after launching their independent Ed.D. programs).

Figure 1 UC/CSU Joint Doctorates in Education		
Program Focus	Program Partners	
	CSU Campuses	UC Campuses
Leadership (Ed.D.)	Fresno	Davis
Leadership (Ed.D.)	Sacramento, Sonoma	Davis
Leadership (Ed.D.)	Fullerton, Long Beach, Los Angeles, Pomona	Irvine
Leadership (Ed.D.)	San Luis Obispo	Santa Barbara
Leadership (Ed.D.)	Hayward, San Francisco, San Jose	Berkeley
Leadership (Ed.D.)	Monterey Bay, San Jose	Santa Cruz
Leadership (Ed.D.)	San Diego, San Marcos	San Diego
Math and Science Education (Ed.D.)	San Diego	San Diego
Special Education (Ph.D.)	Los Angeles	Los Angeles
Special Education (Ph.D.)	San Francisco	Berkeley

***First Independent Doctorate Created...*** Forty-five years after adoption of the Master Plan, the state authorized CSU to offer its first doctoral degree. Chapter 269 was narrowly written as an exception to the Master Plan in recognition of the urgency to meet critical education leadership needs. The authorization is limited to Ed.D. degrees that prepare administrative leaders for California public schools and community colleges. It is specifically aimed at creating lower-cost, accessible, practitioner-focused complements to existing UC and private university programs. Appendix 1 contains the text of Chapter 269.

***...Followed by Two More.*** Five years later, two additional doctoral degrees were authorized for CSU. Chapter 416, Statutes of 2010 (AB 867, Nava), extends CSU's authority to the Doctor of Nursing Practice (DNP) degree. The primary focus of CSU's DNP programs will be the preparation of clinical faculty to teach in postsecondary nursing education programs, where there is a projected shortage of nursing faculty. Chapter 425, Statutes of 2010 (AB 2382, Blumenfield), adds the Doctor of Physical Therapy (DPT) degree. This bill responds to a recent decision by the accrediting body for physical therapy programs to require that programs award the DPT. The Legislature rejected a similar effort in 2007 to add Doctor of Audiology degrees in response to a change in accreditation requirements. The more recent expansions of CSU's role reflect a drive toward higher degree requirements within health care disciplines, led by professional associations and educational institutions.

The two recent bills include evaluation language nearly identical to that in Chapter 269. Because the Ed.D. degree programs were the first CSU independent doctorates to be approved and implemented, evaluation of these Ed.D. programs may be instructive as CSU expands its doctoral-level offerings.

## **Requirements for New Ed.D. Programs**

Chapter 269 sets out several requirements regarding the structure and content of the new degree programs. Specifically:

- Degree programs are to focus on preparing administrative leaders with knowledge and skills needed to be effective leaders for public schools and community colleges.
- Programs must be distinguished from doctoral degrees at UC.
- Programs are to be offered through partnerships in which public schools and community colleges are substantively involved in program design, candidate recruitment and admissions, teaching, and program assessment and evaluation.
- Programs must enable professionals to earn the degree while working full-time.
- Enrollment is to be funded from within the CSU's enrollment growth levels as agreed to in the annual Budget Act.
- Enrollments may not alter CSU's ratio of graduate to total enrollments.

- Enrollments must not come at expense of growth in CSU undergraduate programs.
- State funding for programs will be at the agreed-upon marginal cost rate.
- Fees charged to students may be no greater than UC fees for state-supported doctoral programs in education.
- CSU must provide any start-up funding needed for programs from existing budgets without diminishing the quality of support for undergraduate programs.

## CSU Program Development

*Implementation Guided by Chancellor's Office.* Campus development of Ed.D. degree programs has been coordinated centrally through the CSU Chancellor's Office. The office worked with the Board of Trustees, faculty, Academic Senate, and the university's accrediting body (the Western Association of Schools and Colleges, or WASC) to develop regulations, a degree proposal process, and a number of templates and forms for campuses to use in establishing their programs.

The office also developed core leadership concepts, specializations, and methodological competencies that all programs are expected to address. For example, core concepts include systemic reform, visionary leadership, complexity and organizations, collaborative management, diversity and equity, policy environments, and educational accountability. Methodological competencies include applied quantitative and qualitative inquiry and data-driven decision-making.

One year after Chapter 269 was signed into law, Chancellor Charles Reed issued Executive Order 991 outlining the policies and procedures for campuses to follow and providing the documents, templates, and other resources developed centrally. The executive order and supporting documents emphasize the statutory requirements for the new doctoral programs including the program focus on leadership development and reform and the central role of school and community college partners.

*Campuses Selected by CSU Administration.* The Chancellor's Office selected seven campuses for the first wave of program implementation in 2007 based largely on their institutional interest, readiness, and experience with graduate-level scholarship. Three additional campuses were identified for implementation in 2008, two in 2009, and three in 2010. Implementation at some of these campuses has been postponed due to the state's budget constraints. Figure 2 (see next page) shows the original launch schedule with these changes annotated. As indicated in the figure, some of the programs include both a pre-K through 12 (P-12) and a community college specialization, while others include only P-12. To date, no programs offer only the community college specialization.

Three campuses are in the advanced planning stages for implementation of Ed.D. programs:

- Bakersfield and Fresno have received WASC approval for a collaborative program to begin on the Bakersfield campus by Fall 2011.

**Figure 2****CSU Independent Ed.D. Program Launch Schedule**

Campus	2007	2008	2009	2010	After 2010
Bakersfield				Postponed	2011 <sup>a</sup>
Channel Islands					<sup>b</sup>
Chico					<sup>b</sup>
Dominguez Hills				Postponed	>=2012
East Bay		P-12			
Fresno	P-12 and CC				
Fullerton	P-12	CC added			
Humboldt					<sup>b</sup>
Long Beach	P-12 and CC				
Los Angeles			P-12		
Monterey Bay					<sup>b</sup>
Northridge		P-12 and CC			
Pomona				Postponed	>=2012
Sacramento	P-12 and CC				
San Bernardino	P-12				(CC) <sup>b</sup>
San Diego	P-12 and CC				
San Francisco	P-12 and CC				
San Jose			Postponed		<sup>b</sup>
San Luis Obispo					<sup>b</sup>
San Marcos					<sup>c</sup>
Sonoma					<sup>c</sup>
Stanislaus		P-12 and CC			
<sup>a</sup> Will be a collaborative program with CSU Fresno. <sup>b</sup> Program implementation postponed; no start date specified. <sup>c</sup> Postponed indefinitely. Campuses plan to continue their joint UC-CSU Ed.D. programs. Pre-K through 12 = P-12; community college = CC.					

- Dominguez Hills has received WASC approval and is ready to open its program as early as 2012, depending on fiscal factors.
- Pomona potentially could begin its program in 2012 as well.

**Extensive Process of Review and Approval.** The CSU process for developing new programs requires review and approval at a number of levels. The Board of Trustees first authorizes a campus to begin the proposal process. Proposals developed by faculty must be approved by the campus, WASC, and the Chancellor's Office, and reviewed by the California Postsecondary Education Commission (CPEC). There are opportunities for feedback and revision throughout the process. Figure 3 (see next page) illustrates CSU's program approval process.

## CSU Independent Ed.D. Proposal Review Process





## PROGRAM CHARACTERISTICS

### Programs Reflect Local Context

Eleven programs have been launched to date. Although they share many characteristics, each has unique features that respond to local circumstances. A few examples illustrate these distinctions.

- ***CSU Sacramento.*** The program at CSU Sacramento takes advantage of the school's strengths in public policy and its location near the center of state government. The degree program is a collaboration between the Department of Educational Leadership and Policy Studies in the College of Education and the Department of Public Policy and Administration in the College of Social Sciences and Interdisciplinary Studies.
- ***CSU Stanislaus.*** This program has a focus on the achievement gap for Latinos and other ethnic minorities in the northern San Joaquin Valley. This is reflected in dissertation projects on topics such as language acquisition for English learners, the effect of English academic unpreparedness on community college persistence, and the public school experience of Sikh students in a local school district.
- ***CSU Long Beach.*** This program builds on a Seamless Education partnership established in the 1990s among Long Beach Unified School District, Long Beach City College, and CSU Long Beach. A pre-K through graduate school orientation is evident in the program's design. For example, students in the P-20 and community college specializations take their first year courses together and share other opportunities for collaborative work.
- ***San Francisco State University.*** This program emphasizes social justice, cultural competence, and urban school issues with a highly multidisciplinary faculty.
- ***CSU San Bernardino.*** This Inland Empire program features an extensive online community, enabling doctoral students and educators from across the geographically-dispersed region to access program resources.

### Applications, Admissions, Enrollments

***Applications.*** The number of applicants in all programs grew from 333 in 2007-08 to 479 in 2008-09, to 554 in 2009-10, and then declined to 405 for 2010-11. The number of programs admitting students in each of those years was 7, 11, and 10, respectively. Excluding Los Angeles, which did not accept applications in 2010-11, the number of applications dropped by an average of 20 percent in the most recent year. (Several of the campuses with large declines in the number of applications had experienced large increases the prior year.)

The fluctuation in applications in the four years since the programs opened may be due to such factors as the new nature of the programs and changes in prospective students'

employment situations related to the economy. In general, the programs that opened in 2007 have shown the most stability in applications. A downward trend in applications at some campuses suggests there was pent-up demand boosting early application volume above the ongoing level of demand in an area. Evidence collected for WASC accreditation of the Ed.D. programs suggests that there is sufficient demand to sustain a new group of students, or cohort, each year. In most cases, the number of applications received by the campuses appears to bear this out (assuming the majority of applicants are well-qualified and enroll in the program). At least one campus, however, has experienced a more pronounced downward trend in applications, raising questions as to whether there is sufficient demand to enroll a new cohort each year. Figure 4 provides a summary of applications received by each campus.

<b>Figure 4</b>				
<b>Number of Applications Received by Program</b>				
<b>Campus</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
East Bay	—	12	53	29
Fresno	31	42	33	35
Fullerton	36	85	63	66
Long Beach	79	51	58	56
Los Angeles <sup>a</sup>	—	—	48	—
Northridge	—	54	52	29
Sacramento	38	30	66	38
San Bernardino	34	38	28	29
San Diego	51	55	63	54
San Francisco	64	71	67	53
Stanislaus	—	41	23	16
<b>Totals</b>	<b>333</b>	<b>479</b>	<b>554</b>	<b>405</b>
<sup>a</sup> The CSU Los Angeles program did not accept applications in 2010-11.				

**Admissions.** Acceptance rates are a function of the number and qualifications of applicants and the number of enrollment slots available. Overall, just over half of students who have applied for admission to the CSU Ed.D. programs in the last four years have been admitted. Admittance rates have varied from as low as 28 percent to as high as 100 percent within a single program. Some programs have consistently accepted fewer than half the applicants, while others have admitted higher proportions.

It might be expected that applications and admissions would fluctuate in the first few years of a program, as its standards and expectations become better defined and communicated to prospective students. Figure 5 (see next page) shows the number of students admitted each year by program, followed by the acceptance rates.

**Enrollment.** About 90 percent of students admitted to CSU's education doctorate programs have enrolled. A summary of new enrollment for each year, by campus, is shown in Figure 6 (see next page). About 60 percent of students have enrolled in the pre-K through 12 track, and the remaining 40 percent in the community college track.

**Figure 5****Admissions Figures and Acceptance Rates by Program**

Campus	2007		2008		2009		2010	
	Number	Rate	Number	Rate	Number	Rate	Number	Rate
East Bay	—	—	12	—	15	28%	23	79%
Fresno	24	77%	25	60%	25	76	23	66
Fullerton	20	56	46	54	42	67	39	59
Long Beach	35	44	38	75	36	62	36	64
Los Angeles	—	—	—	—	26	54	—	—
Northridge	—	—	26	48	25	48	21	72
Sacramento	17	45	15	50	25	38	27	71
San Bernardino	12	35	15	39	14	50	12	41
San Diego	33	65	37	67	30	48	27	50
San Francisco	21	33	25	35	26	39	24	45
Stanislaus	—	—	30	73	14	61	14	88
<b>Totals</b>	<b>162</b>	<b>49%</b>	<b>269</b>	<b>56%</b>	<b>278</b>	<b>50%</b>	<b>246</b>	<b>61%</b>

**Figure 6****New Enrollment in CSU Ed.D. Programs by Campus and Year**

Campus	2007	2008	2009	2010
East Bay	—	10	12	21
Fresno	23	25	25	20
Fullerton	18	43	40	39
Long Beach	27	27	26	27
Los Angeles	—	—	22	—
Northridge	—	24	25	26
Sacramento	17	15	25	22
San Bernardino	12	15	12	9
San Diego	29	34	30	22
San Francisco	16	20	20	19
Stanislaus	—	29	12	15
<b>Totals</b>	<b>142</b>	<b>242</b>	<b>249</b>	<b>220</b>

**Persistence and Completion**

**Persistence and Attrition.** The CSU measures attrition as the proportion of students who have officially withdrawn from the degree programs. Using this definition, 33 students, or 5 percent of those enrolled in the first three Ed.D. cohorts, had withdrawn by 2010. Another common measure of persistence is the proportion of students who remain actively enrolled from year to year. Eighty-four students (13 percent) from the first three cohorts were not enrolled in 2010. Some of these students had “stopped out” with the intention of returning to their programs. Persistence appears to be relatively high for these programs—especially considering they are targeted to full-time professionals.

**Completion.** The CSU education doctorates are designed to be completed in three years by students who are employed full-time. The first cohort of students was scheduled to graduate in spring 2010. Of the 142 students who entered the program in 2007, 89 students (63 percent) graduated in the spring or summer of 2010. Another 17 (12 percent) planned to graduate in the fall or winter. Nineteen (13 percent) of the students remained enrolled or were on leave and hoped to graduate in future years, and 17 (12 percent) had officially withdrawn. Figure 7 displays annual enrollment by cohort.

<b>Figure 7</b> <b>Number of Students Enrolled by Cohort and Year of Enrollment</b>				
<i>Number Enrolled</i>				
<b>Cohort</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10</b>	<b>2010-11</b>
2007-08	142	125	123	33 <sup>a</sup>
2008-09	—	242	212	214
2009-10	—	—	249	213
2010-11	—	—	—	220
<b>All Cohorts</b>	<b>142</b>	<b>367</b>	<b>584</b>	<b>680</b>

<sup>a</sup> Eighty-nine students from the 2007-08 cohort graduated in 2009-10.

## Student Profile

### Student Qualifications

**Students Have Completed Graduate Programs.** Students must possess master's degrees to qualify for admission to the CSU doctoral programs. The majority of students who have enrolled in the P-12 concentration have held master's degrees in educational leadership. Other represented fields include curriculum and instruction, public policy, and cultural and ethnic studies. There has been considerably more variation in the master's degrees among students in the community college concentration. Many of these students began their careers as faculty and hold master's degrees in their area of teaching.

**Test Scores and Grades Comparable With Joint Program Students.** All applicants are required to take the Graduate Record Examination (GRE), a standardized graduate school entrance exam. Scores have varied widely within individual programs. In general, GRE scores and previous grade point averages for students enrolling in the independent CSU Ed.D. programs have been comparable to or somewhat below those of students enrolled in UC-CSU joint Ed.D. programs. One faculty member who has been involved in admissions for both types of programs explained that because the two types of programs have different emphases, the admissions criteria differ. Specifically, the independent CSU programs focus on applied skills and thus look for applicants with strong administrative and leadership potential. The joint programs are delivered in partnership with a research university thus tend to put more weight on applicants' grades and test scores.

***Student Support Services and Accommodations Needed.*** Several programs reported the need for intensive students support services, especially writing support. A number of faculty members visited by LAO staff agreed that a significant proportion of students entered the Ed.D. programs without graduate-level writing skills. One program director summarized the rationale for providing extensive writing support: the program faculty will not accept dissertations that do not meet the standards for doctoral-level work. Instead of compromising their standards, they are committed to provide whatever support is needed to help students research and write dissertations that meet these standards.

Most programs have made other accommodations for students based on feedback from the first student cohort. These include changes in course sequencing, qualification exam processes, and course format. For example, at one campus an initial sequence of three separate courses in the first term, each with its own workload, was replaced by two interrelated courses with shared assignments plus a research seminar. Another campus reduced in-class time by one-third, increasing out-of-class activities accordingly, to reduce the number of times students must travel to campus. A third campus is increasing the proportion of online instruction from about one-third to more than half. Faculty attribute the need for these adjustments to their own learning curves for working with part-time doctoral students.

## **Employment in Education**

***Most Students on Leadership Path.*** Chapter 269 establishes an expectation that working professionals should be able to earn the Ed.D. while working full time. Nearly all students who enrolled in CSU's doctoral programs from 2007 to 2010 were employed in the field of education. About two-thirds were in administrative or leadership roles, and about a quarter were employed as P-12 teachers or community college faculty. About 10 percent were employed in university positions.

The CSU reports that the majority of students in P-12 programs held both a teaching credential and Preliminary Administrative Credential (Tier I) when they enrolled, and many also held a Professional Administrative Services Credential (Tier II). About 5 percent of the first cohort of students earned a Tier II credential while completing the Ed.D. program. (A Tier II credential requires 30 units of graduate instruction. Many credential programs articulate their courses with Ed.D. and master's programs so that students enrolled in those programs can earn the credential without duplicating course units.)

## **Demographic Profile**

***Programs Enroll Diverse Student Population.*** The distribution of enrollment by race/ethnicity is shown in Figure 8 (see next page). California population estimates from DOF are included for comparison. The distribution of applicants and admissions by race/ethnicity is similar to that for enrollment.

<b>Figure 8</b>		
<b>CSU Ed.D. Enrollment by Race/Ethnicity</b>		
<i>2007-08 to 2009-10</i>		
	<b>CSU Ed.D. Students</b>	<b>California Residents</b>
Asian/Asian-American	9%	12%
Black/African-American	17	6
Hispanic	21	37
White	37	41
All Other and Declined to State	16	4

## Financial Aid Status

***Need-Based Aid and Scholarships Available.*** The two primary sources of financial aid for CSU Ed.D. students have been federal student loans and campus grants from a 10 percent set-aside from fee revenues. Most campuses have not used all set-aside monies for need-based financial aid. Some of that funding is instead used to support student costs for travel and research, and to provide student services such as writing support and dissertation editing. In addition, there are several scholarships and fellowships available to offset students' costs. The Chancellor's Office and several campuses have solicited grant funds for this purpose and identified existing scholarship opportunities for their students.

***Student Loan Debt.*** The proportion of CSU students borrowing funds for graduate school and the average amount borrowed are comparable to national figures for education doctoral students. Of the 78 students who graduated in spring 2010, half (39 students) received education loans. These students had an average total debt of about \$46,700 upon graduation. (Campus averages ranged from \$33,000 to \$56,000.)

Doctoral students pay higher fees than other graduate students at CSU. While the systemwide mandatory fee for a full time graduate student this academic year is about \$5,200, the comparable fee for an Ed.D. student is more than \$9,500.

Three-year cumulative systemwide fees (including summer sessions) for students who graduated in the spring term were about \$32,000. Campus-based fees averaged another \$2,400 for three years. Thus, it appears that students who took out loans borrowed, on average, in excess of \$10,000 beyond their direct fee costs for the program.

## EVALUATION

This section assesses the extent to which CSU's implementation of doctoral education has complied with statutory requirements. Analysis of outcomes, such as the programs' impact on system reform and student achievement, is largely deferred to the future because the programs are too new for valid judgments about their results. We do, how-



ever, provide some observations that may be helpful in understanding implementation of the programs and how they should be assessed in the future.

## **Compliance With Program Requirements**

Each requirement from Chapter 269 and related CSU Chancellor's Office and campus actions is discussed below.

### **Focus on Preparing Leaders for Schools and Community Colleges**

In an effort to promote a consistent focus on leadership preparation, the CSU Chancellor's Office established core leadership concepts for all programs to use in designing their curricula. The leadership concepts were drawn from several sources, including the California Professional Standards for Education Leaders, the CSU Presidents Task Force on Education Leadership Programs, and the requirements in statute.

The majority of students enrolled in the first four cohorts were in administrative and leadership positions when they entered the programs and several others accepted leadership positions during or after completion of their doctoral studies. The prevalence of administrators and leaders is an indication that the programs are targeted to existing and aspiring leaders in California public education.

### **Role of Partnerships**

Chapter 269 specifies that:

The Doctor of Education degree offered by the California State University shall be offered through partnerships through which the California public elementary and secondary schools and community colleges shall participate substantively in program design, candidate recruitment and admissions, teaching, and program assessment and evaluation.

The CSU reports that all campuses worked with public school and community college partners in the design of their programs and courses, involving them through a kick-off event and subsequent planning and development meetings.

The LAO visited 5 of the 11 programs and observed a range of partner participation. At most of these programs, community partners reported extensive involvement in developing the curriculum and providing ongoing guidance. Many partners also provide sites for student practicums, mentorships and internships for students, opportunities for primary dissertation research, guest and adjunct faculty, and release time or scheduling flexibility for their employees who are in the doctoral program. Several leaders and faculty members from public schools, community colleges, and district offices expressed strong support for the programs during the site visits, stating that the programs are designed to meet their immediate needs for highly skilled leaders and administrators. For at least one campus, however, partner involvement was much more limited and program leaders acknowledged the need to better engage the broad education community. A full listing of program partners is included in Appendix B.

## **Program for Full-Time Professionals**

The statute requires that the Doctor of Education degree offered by CSU shall enable professionals to earn the degree while working full time. It does not set expectations for the duration of the program. The CSU executive order on implementation of the new degrees, however, specifies that programs shall enable professionals working full time to earn the degree within three calendar years (including fall through spring terms and summer study). From the first entering cohort—the only one in which students have had the opportunity to complete three full years of study—60 percent of students graduated within three years. If additional students who were on track to complete their dissertations in the fall or winter term of 2010-11 succeed in doing so, about three-quarters of the entering students will have completed their degrees within three and a half years. The CSU estimates that the time to degree for this first cohort will average about 3.25 years.

## **Costs and Sources of Funds**

As Chapter 269 made its way through the legislative process, it was made clear that the Legislature expressed concerns about the potential for the introduction of doctoral programs to reduce the resources available for undergraduate enrollment. Reflecting this concern, Chapter 269 includes several requirements related to funding of the new degree programs. These provisions require CSU to fund the programs from enrollment growth levels, not from existing programs; to allocate funds for doctoral student enrollment at the same rate as that for existing programs; to provide startup funds from within existing budgets without diminishing the quality of support for undergraduate programs; and to maintain the existing ratio of graduate instruction to total instruction, ensuring that doctoral enrollment not come at the expense of undergraduate enrollment growth.

Although the CSU has strived to comply with these requirements, the state's volatile fiscal condition—resulting in midyear and even retroactive budget reductions—has made it difficult for the university to remain in full compliance at all times.

***Programs Not Entirely Funded Within Enrollment Growth Levels.*** The statute requires that funding for enrollment in the Ed.D. programs come from growth funding, not from existing programs:

Funding on a per full-time equivalent student (FTES) basis for each new student in these degree programs shall be funded from within the California State University's enrollment growth levels as agreed to in the annual Budget Act.

At the time SB 724 was under consideration in 2005, the Legislature likely expected that enrollment growth funding would be available for the foreseeable future. In that environment, the requirement that new programs be funded from enrollment growth allocations made sense. In an environment of level or declining funding, however, it is no longer possible for campuses to start new programs without reducing funding for another purpose.

In 2007-08, when CSU launched the first seven programs, the *2007-08 Budget Act* included 2.5 percent enrollment growth. The following two years, however, the budget funded no enrollment growth—in fact, it reduced base appropriations to below the



2007-08 level. The first-wave campuses admitted two more cohorts and four additional campuses launched doctoral programs over those two years.

To comply with the statutory requirement, the first-wave programs would have had to forego admissions in their second and third years of operation, and the four new programs would have had to postpone their start dates. In each of these cases, however, admissions decisions had to be made before the final state budget was enacted. In addition, cancelling an admission cycle can be problematic for program recruitment and operations. It can erode confidence in the viability of programs and reduce the efficiency of support services due to economies of scale.

One program that opened in 2009-10 did forego admissions for its second year, and several scheduled to begin in 2009 or later postponed their start dates because of the lack of enrollment growth funding. In the 11 other programs, however, enrollment grew from 142 in 2007-08 to 584 in 2009-10—an increase of 442 students—with no enrollment growth funding. As a result, state support for this expansion came not from enrollment growth levels as intended, but from other programs within the universities, such as post-baccalaureate programs that experienced significantly reduced demand during the time period.

***Marginal Cost Requirement Followed in Spirit.*** The legislation requires that state support provided to campuses for doctoral students be at the same rate as state support provided for other CSU students:

Funding provided from the state for each FTES shall be at the agreed-upon marginal cost calculation that the California State University receives.

Assessment of CSU's compliance with this provision is complicated by the fact that there has been no agreed-upon marginal cost rate in the last few years. The Legislature rejected the administration's proposed rate in 2007-08 and substituted its own calculation. The budget act did not provide marginal cost enrollment growth funding in 2008-09 and 2009-10; thus, there was no agreed-upon rate in those years. In the absence of a consensus rate, CSU used calculations that are generally consistent with the approach the state has used to determine marginal costs in the past.

The apparent intent of this language is to ensure that doctoral programs enrollment is not subsidized by the state to a greater extent than other CSU enrollment. As we discuss in the next paragraph, the doctoral programs do not appear to be disproportionately subsidized by the state.

***Program Revenues Exceed Direct Costs.*** It is difficult to compare costs across programs because of differing accounting practices and different treatment of items such as employee benefits and indirect costs. According to CSU, however, revenues are more uniform. Each program receives the state marginal cost rate and systemwide doctoral fees for each student enrolled. From these revenue levels and the available cost data, it is clear that after covering direct costs, funds are available for indirect school and campus-level costs.

The relatively high fee levels (compared to other CSU programs) provide substantial resources for campuses to run these programs. Several campuses provide course release time, research stipends, summer employment, and other resources for faculty who are teaching or supervising doctoral students. Campuses have also expanded library resources and sponsored seminar series with visiting lecturers. The accrediting agency expressed concern about CSU's ability to create a rich culture of doctoral-level inquiry and discourse at campuses with only one doctoral program, and many of these enhancements are designed to address that concern.

***Startup Funds Required.*** Program startup costs ranged from about \$50,000 to \$300,000. These costs included release time for program directors to develop proposals and coordinate course development; new faculty hiring; faculty release time for program and course development; and costs for administrative support, meetings, promotional materials, and supplies. The statute requires that startup funding be provided:

...from within existing budgets for academic program support, without diminishing the quality of program support offered to California State University undergraduate programs. Funding of these programs shall not result in reduced undergraduate enrollments at the California State University.

The CSU reports that a small portion of these funds came from external sources, such as foundation grants, and the remainder came from campus sources traditionally used for this purpose. Because various funding sources are generally interchangeable, any unrestricted funds spent on program startup costs—especially during a time when program support services were being cut campus-wide—could have been used to offset cuts to undergraduate programs. It is therefore not possible to state definitively that startup funding did not diminish support for other programs.

## **Effects on Undergraduate Programs**

Chapter 269 provides explicit direction that enrollment in the Ed.D. programs not reduce enrollment growth in undergraduate programs:

Enrollments in these programs shall not alter the California State University's ratio of graduate instruction to total enrollment, and shall not come at the expense of enrollment growth in university undergraduate programs.

***Increases in Graduate and Undergraduate Enrollment Offset by Fewer Postbaccalaureate Students.*** Over the three year period that CSU's Ed.D. programs have operated, CSU expanded enrollment in graduate programs while constraining undergraduate enrollment growth. At the same time, postbaccalaureate enrollment (teacher education and other certificate programs) decreased significantly in response to a declining labor market, marked by teacher layoffs and hiring freezes. The result is that the CSU's ratio of graduate to total enrollment increased very slightly—but the ratio of undergraduate to total enrollment also increased. These enrollment ratios are summarized in Figure 9 (see next page).

**Figure 9****Changes in CSU Enrollment Ratios***2006-07 to 2009-10*

<b>Systemwide Ratios</b>	<b>2006-07</b>	<b>2009-10</b>	<b>Nominal Change</b>	<b>Percent Change</b>
Graduate to total enrollment	9.79%	9.94%	0.15%	1.57%
Postbaccalaureate to total enrollment	4.73	3.90	-0.83	-17.61
Undergraduate to total enrollment	85.48	86.16	0.68	0.80

The CSU asserts that the state enrollment funding for the Ed.D. students came from reallocation of postbaccalaureate teacher education enrollment slots. The reduction in teacher education enrollment does more than offset growth in doctoral programs over this period, although this does not necessarily mean that doctoral expansion came at the expense of postbaccalaureate programs. One could argue that the state funding freed up from teacher education programs was absorbed by unallocated state funding reductions. From this perspective, expansion of Ed.D. programs would require deeper cuts to undergraduate enrollment. Rather than go this route, some campuses delayed implementation of doctoral programs or decided to forego doctoral enrollment for one year. The other campuses that expanded their doctoral programs used funding that otherwise could have been used for undergraduate enrollment.

*Enrollment Shifts May Be Short-Term Response to Budget Crisis.* The change in enrollment ratios is partly due to short-term actions by CSU campuses to contend with significant state funding reductions in 2008-09 and 2009-10. They curtailed undergraduate enrollment while proceeding with implementation of Ed.D. programs. If the campuses concentrate future enrollment growth at the undergraduate level, they could restore the earlier balance of graduate to total enrollment in short order.

## **Student Fees**

*Academic Year Fees Within Statutory Cap.* Chapter 269 places an upper limit on fees based on doctoral program fees at UC:

Each student in the programs authorized by this article shall be charged fees no higher than the rate charged for students in state-supported doctoral degree programs in education at the University of California, including joint Ed.D. programs of the California State University and the University of California.

Comparison of student costs for the complete Ed.D. programs at UC and CSU is difficult. Although programs in both segments typically require 60 units of coursework and dissertation work, the programs have different term structures and likely have different average duration.

All CSU Ed.D. programs require summer enrollment. The fee for summer enrollment is the same as the fee for one semester, or one-half the academic year fee. The joint and independent UC programs vary as to whether they require summer enrollment. At some institutions the summer term is not equivalent to a full semester and has a lower fee. In

others, no summer term is required. Institutions with less intensive summer terms or no summer instruction are likely to take longer to complete.

Based solely on a normal academic year—two semesters at CSU and three quarters at UC—it is clear that CSU has kept its fees below the UC rate. When more data are available on the time to graduation for CSU doctoral students, it should be possible to compare the total program costs for students completing CSU and UC programs. Academic year fees (not including fees for summer sessions) are summarized in Figure 10.

<b>Figure 10</b> <b>Academic Year Ed.D. Program Fees</b> <b>At CSU and UC</b>		
<i>Mandatory Systemwide Fees</i>		
	<b>CSU</b>	<b>UC</b>
2007-08	\$7,380	\$7,440
2008-09	7,926	7,986
2009-10	8,676	8,956
2011-12	9,546	10,302

## Meeting State Needs

Chapter 269 directs that this evaluation consider the extent to which the CSU Ed.D. programs are fulfilling identified state needs for training in educational leadership, and include information about statewide supply—including capacity at UC and in California’s independent colleges and universities—and demand.

Previous studies have attempted to assess supply and demand for doctoral training in educational leadership. CPEC completed a comprehensive analysis of this question in 2000. The study examined the annual production of doctorates in California and the number attracted from out of state; the proportion of new doctorates who remain in the state and the number who work in the public school system; the percentage of administrators who hold doctorates in California and comparison states; and job requirements for various administrative and leadership positions, as reflected in job notices and survey results. The CPEC study found that existing production of education doctorates could meet demand over the next decade.

The CSU published a study the following year concluding need far exceeds supply. The study cited factors that have artificially suppressed demand for doctorates in California and projected significant growth in demand, particularly for higher education leaders. The study also noted the need for doctorally trained faculty to educate the next generation of school teachers.

Recent evidence is likewise split. In meetings with the LAO, public school and community college partners of the CSU doctoral programs described strong demand for new doctoral graduates with practical leadership skills. A major concern for many of these leaders is the need to replace large numbers of retiring administrators over the

next several years. In addition, leaders discussed the need for administrators—including principals and district office staff—with strong quantitative skills who can use data to guide reform efforts. Because most of the CSU Ed.D. candidates are already employed in administrative and leadership positions in the public school system and community colleges, the likelihood is high that they will apply their new knowledge and skills to meet state needs in these systems.

At the same time, there are some indicators that demand may not be strong enough to support the full expansion of doctoral programs to all CSU campuses. We earlier noted declining numbers of applications in some programs in 2010-11 following large numbers of applicants from 2007-08 to 2009-10, but it is not clear if this is a short-term response to the economic downturn. Some programs are stepping up their recruitment efforts. One program is offering instruction in multiple locations in an effort to make the program more convenient for working professionals. Another program has hired dedicated recruitment staff to market more intensively to underrepresented students, particularly in the P-12 specialization, where there is more competition from UC, independent, and online programs. The fact that a new program finds it necessary to compete with existing programs suggests that there may not be significant unmet enrollment demand in the campus' region. While competition for students can have positive effects on program quality, no increase in capacity results from shifting enrollment from UC and private institutions to CSU campuses. To date, however, there is no evidence that enrollment has shifted significantly from these programs to CSU. A sample of deans from independent California institutions reports an increase in applications and admissions for 2010 despite significant recent growth in the number of programs at other private institutions and CSU campuses.

The status of joint Ed.D. programs is also germane to the supply of education doctorates. In the four years prior to CSU's establishment of independent Ed.D. programs, six active joint programs together admitted from 31 to 81 students each year (averaging 54 students). Twelve CSU campuses have withdrawn from joint Ed.D. programs, and all but two of these programs have been discontinued. The discontinued programs accounted for an average of about 40 new enrollments each year. Despite this loss of slots in the joint programs, CSU's implementation of independent Ed.D. programs—with more than 200 new students enrolled in each of the last three years—represents a significant increase in doctoral program capacity for the state. In 2008, the latest year for which national survey data are available, 515 education doctorates (both Ph.D. and Ed.D. degrees) were awarded in California, and 512 the year before. The CSU programs will increase the annual number of graduates substantially within the next several years.

## **Effects on System Reform and Student Achievement**

Chapter 269 requires that this report include any available evidence showing the effect graduates from these programs are having on school and college reform efforts and on student achievement. Student achievement is typically measured by such indicators as standardized test scores, course progression, and graduation rates. However, there is no universally accepted methodology for measuring the impact of education

administrators on system reform and student achievement. Moreover, in meetings with the LAO, doctoral program directors and faculty cautioned that these student-based indicators are insufficient (and possibly misleading) on their own. Ideally, additional information would be available to demonstrate how the activities and competencies of Ed.D. graduates relate to system reform and student achievement.

***Outcomes Assessment Is Premature.*** One broad area of agreement among the evaluation team and site visit participants is that it is too soon to meaningfully assess the impact of the CSU Ed.D. programs. Only one cohort of students has earned degrees to date. Some of them have completed dissertations with promising results; others have already led reform efforts in their schools or districts, and some of these have documented significant improvements in student achievement. Without agreement on the measures to use and several years of data to analyze, however, evaluation of the programs' impact would be premature.



## **APPENDIX 1: TEXT OF CHAPTER 269, STATUTES OF 2005**

The people of the State of California do enact as follows:

SECTION 1. Article 4.5 (commencing with Section 66040) is added to Chapter 2 of Part 40 of the Education Code, to read:

### **Article 4.5. Doctoral Programs in Education**

66040. The Legislature finds and declares both of the following:

(a) Since its adoption in 1960, the Master Plan for Higher Education has served the state exceedingly well, allowing California to create the largest and most distinguished higher education system in the nation. A key component of the Master Plan is the differentiation of mission and function, whereby doctoral and identified professional programs are limited to the University of California, with the provision that the California State University can provide doctoral education in joint doctoral degree programs with the University of California and independent California colleges and universities. This differentiation of function has allowed California to provide universal access to postsecondary education while preserving quality.

(b) Because of the urgent need for well-prepared administrators to lead public school and community college reform efforts, the State of California is hereby making an exception to the differentiation of function in graduate education that assigns sole authority among the California public higher education segments to the University of California for awarding doctoral degrees independently. This exception to the Master Plan for Higher Education recognizes the urgency of meeting critical public school and community college leadership needs and the distinctive strengths and respective missions of the California State University and the University of California.

66040.3. (a) Pursuant to Section 66040, and notwithstanding Section 66010.4, in order to meet specific educational leadership needs in the California public schools and community colleges, the California State University is authorized to award the Doctor of Education (Ed.D.) degree as defined in this section. The authority to award degrees granted by this article is limited to the discipline of education. The Doctor of Education degree offered by the California State University shall be distinguished from doctoral degree programs at the University of California.

(b) The Doctor of Education degree offered by the California State University shall be focused on preparing administrative leaders for California public elementary and secondary schools and community colleges and on the knowledge and skills needed by administrators to be effective leaders in California public schools and community colleges. The Doctor of Education degree offered by the California State University shall be offered through partnerships through which the California public elementary and secondary schools and community colleges shall participate substantively in program design, candidate recruitment and admissions, teaching, and program assessment and evaluation. This degree shall enable professionals to earn the degree while working full time.

(c) Nothing in this article shall be construed to limit or preclude the California Postsecondary Education Commission from exercising its authority under Chapter 11 (commencing with Section 66900) to review, evaluate, and make recommendations relating to, any and all programs established under this article.

66040.5. With regard to funding the degree programs authorized in Section 66040.3, the California State University shall follow all of the following requirements:

(a) Funding on a per full-time equivalent student (FTES) basis for each new student in these degree programs shall be funded from within the California State University's enrollment growth levels as agreed to in the annual Budget Act. Enrollments in these programs shall not alter the California State University's ratio of graduate instruction to total enrollment, and shall not come at the expense of enrollment growth in university undergraduate programs. Funding provided from the state for each FTES shall be at the agreed-upon marginal cost calculation that the California State University receives.

(b) Each student in the programs authorized by this article shall be charged fees no higher than the rate charged for students in state-supported doctoral degree programs in education at the University of California, including joint Ed.D. programs of the California State University and the University of California.

(c) The California State University shall provide any startup funding needed for the programs authorized by this article from within existing budgets for academic programs support, without diminishing the quality of program support offered to California State University undergraduate programs. Funding of these programs shall not result in reduced undergraduate enrollments at the California State University.

66040.7. The California State University, the Department of Finance, and the Legislative Analyst's Office shall jointly conduct a statewide evaluation of the new programs implemented under this article. The results of the evaluation shall be reported, in writing, to the Legislature and Governor on or before January 1, 2011. The evaluation required by this section shall consider all of the following:

(a) The number of new doctoral programs in education implemented, including information identifying the number of new programs, applicants, admissions, enrollments, degree recipients, time-to-degree, attrition, and public school and community college program partners.

(b) The extent to which the programs established under this article are fulfilling identified state needs for training in educational leadership, including statewide supply and demand data that considers capacity at the University of California and in California's independent colleges and universities.

(c) Information on the place of employment of students and the subsequent job placement of graduates.

(d) Any available evidence on the effects that the graduates of the programs are having on elementary and secondary school and community college reform efforts and on student achievement.

(e) Program costs and the fund sources that were used to finance these programs, including a calculation of cost per degree awarded.

(f) The costs of the programs to students, the amount of financial aid offered, and student debt levels of graduates of the programs.

(g) The extent to which the programs established under this article are in compliance with the requirements of this article.



## **APPENDIX 2: LISTING OF PROGRAM PARTNERS**

### **California State University East Bay**

Alameda County Office of Education  
Contra Costa County Office of Education  
Hayward Unified School District  
Oakland Unified School District  
San Mateo County Office of Education

### **California State University Fresno**

Association of California School Administrators  
Clovis Unified School District  
Fresno County Office of Education  
Fresno Unified School District  
Hanford Elementary School District  
Kingsburg Elementary Charter School District  
Madera County Office of Education  
Merced College  
Porterville College  
Reedley College  
Sanger Unified School District  
West Hills Community College District

### **California State University Fullerton**

Association of California School Administrators Region 17  
Capistrano Unified School District  
Coast Community College District  
Cypress College  
Fountain Valley School District  
Fullerton College  
Fullerton Joint Union High School District  
Irvine Valley College  
North Orange County Community College District  
Riverside Community College District  
Santiago Canyon College  
Superintendent Fountain Valley School District

### **California State University Long Beach**

ABC Unified School District  
Centinela Valley High School District  
Coast Community College District  
Coastline College  
Crafton Hills College  
Cypress College  
El Camino College  
Long Beach Community College  
Long Beach Unified School District  
Los Angeles Community College District  
Los Angeles County College of Nursing and Allied Health

Los Angeles Unified School District  
Moreno Valley College  
Mt. San Antonio College  
North Orange Community College District  
Norwalk La Miranda Unified School District  
Redondo Beach Unified School District  
Rio Hondo College  
Santa Ana College  
Southwestern Community College District

**California State University Los Angeles**

Arts Education Branch Los Angeles Unified School District  
Children's Law Center of Los Angeles  
Los Angeles Unified School District Local District 5  
Los Angeles Unified School District Local District 7  
Los Angeles Unified School District Office of Human Relations, Diversity & Equity  
Mental Health Advocacy Services  
Pasadena Unified School District  
Project GEAR UP  
The Partnership for Los Angeles Schools

**California State University Northridge**

Birmingham Charter High School (Los Angeles Unified School District)  
Canterbury Elementary School  
Castaic Union High School District Central Office  
Chime Charter  
College of the Canyons  
Fernangeles Elementary School  
Francis Polytechnic High School  
Glendale Community College  
Glendale Unified School District  
Granada Hills Charter High School  
Hale Middle School  
Holmes Middle School  
Los Angeles Community College District Office  
Los Angeles Trade Tech Community College  
Los Angeles Unified School District Central and Local District Offices  
Monroe High School  
Moorpark Community College  
Northridge Academy High School  
Oakwood Elementary School  
Oxnard High School  
Oxnard Unified High School District  
Pasadena High School  
Pierce Community College  
Santa Monica Community College  
Santa Paula Elementary District Central Office  
Saugus Union School District  
Simi Valley School District

Sepulveda Middle School  
Sylmar High School  
Valley Community College  
Ventura Unified School District  
Wm. S. Hart High School

**California State University Sacramento**

American River College  
Archoe Union Elementary  
Auburn Union  
Benicia Unified School District  
Black Oak Mine School District  
Center Unified  
Colfax Elementary  
Camptonville Union School District  
Cosumnes River College  
Davis Joint Unified School District  
Delta College  
Twin Rivers Unified School District  
Dept. of Ed. Admin. & Policy Studies  
Diocese of Sacramento  
Dixon Unified School District  
Dry Creek Elementary  
East Nocolaus Union High School Dist  
El Dorado Union High School District  
Elk Grove Unified School District  
Elverta Joint  
Escalon Unified  
Esparto USD  
Eureka Union  
Fairfield-Suisun Unified School District  
Folsom Lake College  
Folsom Cordova Unifed School District  
Forrest Union Elementary  
Galt Joint Union Elementary  
Galt Joint Union High School District  
Office of Graduate Studies  
Lake Tahoe Unifed School District  
Lincoln Unified  
Linden Unified  
Live Oak Unified School District  
Lodi Unified  
Loomis Union Elementary  
Los Rios Community College District  
Manteca Unified  
Marysville Joint Unified School District  
Natomas Unified School District  
Newcastle Elementary  
North Sacramento Elementary  
Ophir Elementary  
Placer County Office of Education

Placer Hills Union Elementary  
Placer Union High School District  
Plumas School District  
Rio Linda Elementary  
Twin Rivers Unified School District  
Ripon Unified  
River Delta Unified School District  
Robla School District  
Rocklin Unified School District  
Roseville City Elementary  
Roseville Joint Union High School District  
Sacramento City College  
Sacramento County Office of Education  
San Joaquin County Office of Education  
San Juan Unified School District  
Sierra Community College  
Sierra Joint Community College  
Solano Community College  
Solano County Office of Education  
Stockton Unified  
Sutter County School District  
Tahoe Truckee Joint  
Tahoe Truckee Unified School District  
Tracy Joint Unified  
Travis Unified School District  
Vacaville Unified School District  
Washington Unified School District  
Western Placer Unified School District  
Wheatland High School District  
Winters Joint Unified School District  
Woodland Community College  
Woodland Joint Unified School District  
Yolo County Office of Education  
Yuba City Unified School District  
Yuba College  
Yuba Community College District  
Yuba County Office of Education

**CSU San Bernardino**

Alvord Unified School District  
Aquinas High School  
Chaffey College  
College of the Desert  
Colton Joint Unified School District  
Crafton Hills College  
Mt. San Jacinto College  
Notre Dame High School  
Riverside Community College  
Riverside County Superintendent of Schools

Riverside Unified School District  
Sacred Heart School  
San Bernardino City Unified School District  
San Bernardino County Schools  
San Bernardino County Superintendent of Schools  
San Bernardino Valley College  
Victor Valley Community College

**San Diego State University**

Cajon Valley School District  
Calexico Unified High School  
Chula Vista School District  
Cuyamaca College  
Encinitas Union School District  
Grossmont College  
Grossmont/Cuyamaca Community College District  
Lakeside School District  
Mesa College  
MiraCosta College  
Miramar College  
National City School District  
Palomar College  
Poway Unified School District  
San Diego City College  
San Diego Community College District  
San Diego County Office of Education  
San Diego Unified School District  
Santee School District  
South Bay Unified School District  
Southwestern College

**San Francisco State University**

Cañada College  
City College of San Francisco  
College of Marin  
Contra Costa College  
Cupertino School District  
Jefferson High School District  
Los Medanos College  
Mission College  
Oakland Unified School district  
Peralta Community College District  
San Francisco Unified School District  
San Jose unified School district  
San Jose\Evergreen Community College District  
Skyline College  
Sunnyvale School District  
West Valley College

**CSU Stanislaus**

Ceres Unified School District  
Columbia College  
Copperopolis Elementary School  
Denair High School  
Dos Palos-Oro Loma Unified School District  
Empire Union School District  
Gustine High School  
Hughson Unified School District  
Jefferson Elementary School  
Livingston Union School District  
McKinley Elementary School  
Merced City School District  
Merced Community College District  
Merced County Office of Education  
Modesto Junior College  
Oakdale Joint Unified School District  
Office of the Calaveras County Superintendent of Schools  
Pioneer School  
Pittman Elementary School  
Prescott Junior High School  
Riverbank Unified School District  
Salida Union School District  
San Joaquin County Office of Education  
Stanislaus County Office of Education  
Stockton Unified School District  
Turlock High School  
Turlock Junior High School  
Waterford Middle School