

**REPORT BY THE
AUDITOR GENERAL
OF CALIFORNIA**

**OVERVIEW OF THE ORGANIZATION, ROLES,
AND RESPONSIBILITIES OF THE STATE
DEPARTMENT OF EDUCATION**

REPORT OF THE
OFFICE OF THE AUDITOR GENERAL
TO THE
JOINT LEGISLATIVE AUDIT COMMITTEE

065

OVERVIEW OF THE ORGANIZATION,
ROLES, AND RESPONSIBILITIES OF THE
STATE DEPARTMENT OF EDUCATION

AUGUST 1981



California Legislature

Joint Legislative Audit Committee

925 L STREET, SUITE 750
SACRAMENTO, CALIFORNIA 95814
(916) 445-0371

WALTER M. INGALLS

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August 26, 1981

065

The Honorable President pro Tempore of the Senate
The Honorable Speaker of the Assembly
The Honorable Members of the Senate and the
Assembly of the Legislature of California

Members of the Legislature:

Your Joint Legislative Audit Committee respectfully submits the Auditor General's report concerning the organization, roles, and responsibilities of the State Department of Education.

Respectfully submitted,

WALTER M. INGALLS
Chairman, Joint Legislative
Audit Committee

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SUMMARY

California operates a vast public school system comprising more than 8,000 schools that serve approximately 4.2 million students in kindergarten through grade twelve (K-12). In fiscal year 1980-81, California spent approximately \$11.9 billion in state, federal, and local funding to support its public school system. This amount included over \$7.2 billion in state funds--nearly one-third of the State's total budget.

The structure for administering California's public school system is established within the Constitution and the Education Code. These describe a group of parallel, yet autonomous governing bodies, each of which has the authority to exercise specific powers, duties, and responsibilities. Included in this group are the State Board of Education, the State Department of Education, the County Board of Education, and the school district governing boards.

Our review focused on the State Department of Education, which in fiscal year 1980-81 administered over \$8.2 billion of the \$11.9 billion spent in support of the public school system. The department is responsible for

directing various educational programs and activities under the guidance of the State Board of Education and the Director of Education. It discharges these responsibilities through its three offices: the Office of the Deputy Superintendent for Administration, the Office of the Deputy Superintendent for Programs, and the Executive Office. These offices in turn comprise eight divisions and numerous subunits.

This report examines the legal responsibilities of the State Department of Education and other governing bodies which operate the State's K-12 public education system. It also discusses the department's internal organization, staffing, and unit budgets.

INTRODUCTION

In response to a request of the Joint Legislative Audit Committee, we have reviewed the organization, roles, and responsibilities of the State Department of Education. This review was conducted under the authority vested in the Auditor General by Sections 10527 and 10528 of the Government Code.

The first chapter of this report describes the general powers and duties of the educational agencies in California. The following chapter describes the organization, roles, and responsibilities of the State Department of Education. Finally, the appendices to the report present the major responsibilities and functions of individual units within the department.

Background

California operates a vast public school system comprising more than 8,000 schools that serve approximately 4.2 million students in kindergarten through grade twelve (K-12). In fiscal year 1980-81, California spent approximately \$11.9 billion in state, federal, and local funding to support its public school system.

The Education Code prescribes specific responsibilities for the State Department of Education in the K-12 public school system. To meet these responsibilities, the department carries out specific legislative directives, implements regulations adopted by the State Board of Education, and provides state level guidance and leadership. It is important to note, however, that the department is only one of many agencies and governing bodies that are involved in establishing policy and in regulating and administering education in the State. Also involved in administering K-12 public education are the State Board of Education, individual county offices of education, and local school districts.

Scope of Review

Our review focused on identifying and describing the legal responsibilities of the Department of Education and other governing bodies which operate the State's K-12 public education system. We also reviewed the department's roles in administering the State's educational system. Furthermore, we examined and documented the department's internal organization, staffing, and expenditures.

We gathered information for this study from various sources, including the State Constitution, the Education Code, the Governor's Budget, and the Legislative Analyst's budget analysis. We also collected data on budget allocations, staffing, and expenditures from the State Department of Education. The data compiled from these sources is unaudited and provided for informational purposes only.

CHAPTER I

GENERAL POWERS AND DUTIES OF EDUCATIONAL AGENCIES AND OFFICIALS IN CALIFORNIA

California's public school system is established by the State Constitution and further defined in the California Education Code. The Constitution establishes the State Board of Education, the Superintendent of Public Instruction, the county boards of education, and the local school districts. The Constitution also states that the Legislature is responsible for providing for the State's public school system. Furthermore, the Constitution provides that the Legislature may authorize local school district governing boards to initiate and carry on any programs or activities not in conflict with existing laws.

The Legislature has determined the composition of the public school system through the Education Code. In the Education Code, the Legislature has assigned specific powers, duties, and responsibilities for different programs and activities to the various governing boards and officials in the public school system.

Generally speaking, the Constitution and the Education Code provide California with a public school system comprising parallel, yet autonomous, governing bodies. Each of these governing bodies has the authority to exercise specific powers, duties, and responsibilities that the Legislature has assigned to them through the Education Code. This chapter describes the general responsibilities of each of the major participants in the California public school system, including the State Board of Education, the State Department of Education, the County Board of Education, and the school district governing boards.

State Board of Education

The State Board of Education establishes policy for governing the State's kindergarten through grade twelve public school system. In addition to establishing policy for governing the State's public school system, the board has the authority to adopt rules and regulations pertaining both to its own governance or the governance of its appointees and employees and to elementary, secondary, technical, and vocational schools in the State.

The board is also required to study the educational conditions and needs of the State and to devise plans for improving the administration and efficiency of the State's

public schools. Other major responsibilities of the board include reviewing and acting on school district reorganization plans, approving program plans issued by the State Department of Education, and allocating federal funds.

The State Board of Education consists of 10 members who are appointed by the Governor with the advice and consent of two-thirds of the Senate. These members serve four-year terms of office; at least two members' terms expire each year, and the terms of all members expire over a four-year period. The board is required to meet at least six times each year and to hold at least one meeting every three months. Special meetings may be called by the president of the board or at the request of any four board members. To validate the board's acts, six members must concur.

The board's secretary and executive officer is the Superintendent of Public Instruction, an elected official who serves a four-year term. The superintendent serves as the Director of Education in the State, ensuring that the board's policies are carried out by appropriate staff in the State Department of Education. The superintendent also has charge of board correspondence and keeps a record of its proceedings.

The superintendent has a wide range of powers and duties in administering the State's public education system. For example, this individual is required to certify the amount of state school fund money to be apportioned to school districts each year. Another responsibility of the superintendent is to prescribe regulations for contracting with the Federal Government for funds, services, commodities, or equipment. Furthermore, the superintendent is required to develop and distribute various materials and forms and to coordinate certain services for public schools.

State Department of Education

The State Department of Education is administered through the State Board of Education and the Superintendent of Public Instruction, who is the Director of Education. The department is charged with administering and enforcing those powers, duties, or functions which are provided for in the Education Code. For example, the department has specific duties relating to school district budgeting and accounting, such as revising and updating budget manuals, forms, and guidelines; cooperating with federal and state agencies in prescribing required regulations and instruction; and conducting training workshops for school district and county

personnel. Finally, the department gathers data such as statewide test scores. The next chapter of the report further elaborates on the department's responsibilities.

County Board of Education

The Education Code requires that each county have a board of education. County boards consist of five or seven members, as determined locally. These boards are required to adopt rules and regulations for their own government, to approve the annual budget of the County Superintendent of Schools, and to approve the county school service fund budget of the County Superintendent of Schools.

County boards of education have the power to adopt rules and regulations governing the administration of the Office of the County Superintendent of Schools. The county boards also review the county superintendents' annual estimate of revenues and expenditures. In addition, the county boards may acquire, lease, or convey real property for housing the offices and services of the County Superintendent of Schools, if authorized by the County Board of Supervisors. Finally, these boards have the authority to contract with and employ persons for furnishing special services and advice.

The County Superintendent of Schools is the secretary and executive officer of the county board. As such, this person must record any official acts and all the proceedings of the County Board of Education. The superintendent may be elected by the voters in a county or appointed by that county's board of education.

The County Superintendent of Schools is responsible for overseeing the operation of and learning the problems of the schools the county operates. The superintendent is also required to distribute all laws, circulars, instructions, and materials for use in the schools. Beyond these duties, the superintendent also submits reports which may be required by the Superintendent of Public Instruction.

School District Governing Boards

Each of the 1,044 school districts in California is under the control of a separate governing board. School boards have the authority to prescribe and enforce rules for their own government as long as these are consistent with the laws or rules prescribed by the State Board of Education. For example, these rules and requirements may relate to attendance, dress policy, or teachers' contracts. School boards are generally composed of five or seven members who serve four-year terms of office.

School boards also have the authority to fix and prescribe the duties to be performed by all persons in public school service in the school district. Further, these boards have the power to employ a district superintendent, and, in larger districts, assistants to the superintendent.

Under the Education Code, school boards have the authority to initiate and carry on any program or activity or to take any action that does not conflict with any law or with the purposes for which school districts are established. The boards have the power to execute such powers in addition to other duties specifically imposed by law. Additionally, school boards are authorized to conduct educational promotional activities, including assessing the needs of school districts, installing and maintaining exhibits of educational programs, providing information to citizens, and subscribing to memberships in associations or organizations concerned with promoting and advancing education.

School boards select school district superintendents for terms of not more than four years. The superintendent, as the executive officer and secretary, is generally responsible for preparing and submitting a budget to the school board and revising the budget, as directed by the board. The superintendent also has the authority to execute the school

board's policy for assigning and transferring teachers. In addition, the superintendent has other duties, including assuring that teachers possess valid qualifications, entering into contracts on behalf of the district, and submitting required financial and budgetary reports to the school board.

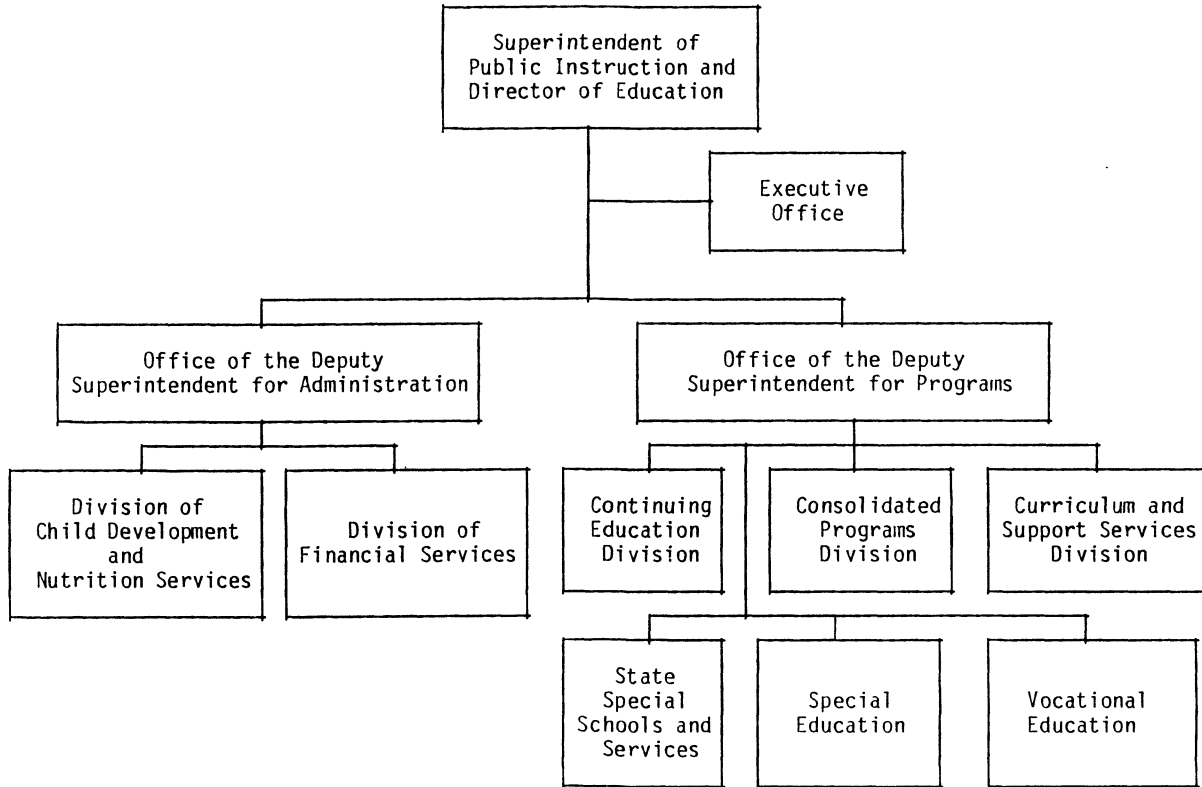
CHAPTER II

ORGANIZATION, ROLES, AND RESPONSIBILITIES OF THE STATE DEPARTMENT OF EDUCATION

As noted in the previous chapter, the State Department of Education is responsible for administering various educational programs and activities under the guidance of the State Board of Education and the Director of Education. The department fulfills its responsibilities within its three offices: the Office of the Deputy Superintendent for Administration, the Office of the Deputy Superintendent for Programs, and the Executive Office. The Office for Administration includes two divisions, while the Office for Programs comprises six divisions. This organizational structure is depicted in Table 1 which follows.

TABLE 1

ORGANIZATIONAL CHART OF MAJOR OFFICES
AND DIVISIONS WITHIN THE
STATE DEPARTMENT OF EDUCATION



^a This table summarizes the organization of the major offices and divisions within the State Department of Education. A complete organizational chart of the department is provided in Appendix A.

The remainder of this chapter describes the roles, staffing, and funding of the department; each of the offices in the department; and the supporting divisions. Details about the units within the divisions of the Office for Administration are presented in Appendix B. Similarly, information about units within the Office for Programs appears in Appendix C, and information about the units in the Executive Office appears in Appendix D.

Departmental Funding, Roles, and Staffing

The State Department of Education provides various types of assistance to programs or activities as specified in legislation. These programs in turn receive varying amounts of funding. For example, the department administers the State's \$5.8 billion State School Fund apportionment process, yet it also administers the State's \$300,000 Native American Indian Education Program. In total, the department is responsible for disbursing more than \$8.2 billion in funding for state educational programs. Approximately \$7.2 billion of these funds are state funds; this figure represents nearly one-third of the State's total budget.

Table 2 shows the funding levels for each of the eight divisions in the department. It also depicts staffing, operating expenses, and local assistance programs funding for each division.

TABLE 2

SUMMARY OF STATE DEPARTMENT OF EDUCATION
STAFFING AND FUNDING LEVELS
FOR FISCAL YEAR 1980-81

	<u>Staff Years^a</u>	<u>Operating Expenses</u>	<u>Program Allocations</u>
Executive Office			
Management	<u>200.3^b</u>	\$ <u>13,838,364</u>	\$ <u>181,250</u>
Subtotal	<u>200.3</u>	\$ <u>13,838,364</u>	\$ <u>181,250</u>
Office of the Deputy Superintendent for Administration			
Management	82.2	18,873,791	0
Division of Child Development and Nutrition Services	371.1	45,215,950 ^c	557,207,971
Division of Financial Services	<u>245.0</u>	<u>11,119,444</u>	<u>5,856,264,074</u>
Subtotal	<u>698.3</u>	\$ <u>75,209,185</u>	\$ <u>6,413,472,045</u>
Office of the Deputy Superintendent for Programs			
Management	17.5	958,456	0
Curriculum and Support Services Division	212.9	12,705,227	139,622,720
Consolidated Programs Division	167.1	10,206,475	650,826,154
Continuing Education Division	76.9	4,290,538	13,100,077
Special Education	106.3	7,468,009	747,808,330
Vocational Education	120.2	9,958,241	66,114,161
State Special Schools and Services	<u>1,094.1</u>	<u>32,829,481</u>	<u>0</u>
Subtotal	<u>1,795.0</u>	\$ <u>78,416,427</u>	\$ <u>1,617,471,442</u>
Less Intra-departmental Reimbursements ^d	0	15,186,041	0
TOTAL	<u>2,693.6</u>	\$ <u>152,277,935</u>	\$ <u>8,031,124,737</u>

^a These are stated as full-time equivalent positions.

^b This includes staff in the following offices: Legal Office, Policy Analysis and Special Projects, Governmental Affairs, Office of Information, Intergroup Relations, Personnel and Training, Program Evaluation and Research, and Affirmative Action.

^c This includes approximately \$34 million in operating expenses for the Office of Surplus Property which distributes federal property and surplus commodities.

^d This refers to payments transferred between units for services.

Since the department is responsible for administering such a broad range of educational programs and activities, its involvement in administering a particular program varies according to that program's mandate. For example, the department may be operating a program and providing services to individuals, as it does with the State's special schools for handicapped children, or it may be providing technical assistance and monitoring, as it does for child care programs. The principal areas in which the department exercises its responsibilities are policy development and coordination, fund and product distribution, and program and plan review. In addition, the department provides curriculum and management assistance and conducts regulatory and consumer protection activities.

THE OFFICE OF THE DEPUTY
SUPERINTENDENT FOR ADMINISTRATION

The Office of the Deputy Superintendent for Administration is responsible for providing a full range of administrative and support services to the department. The office is also responsible for apportioning funds and providing some technical and management assistance to local educational agencies. In addition, the office operates a child development and nutrition program and distributes surplus property and commodities.

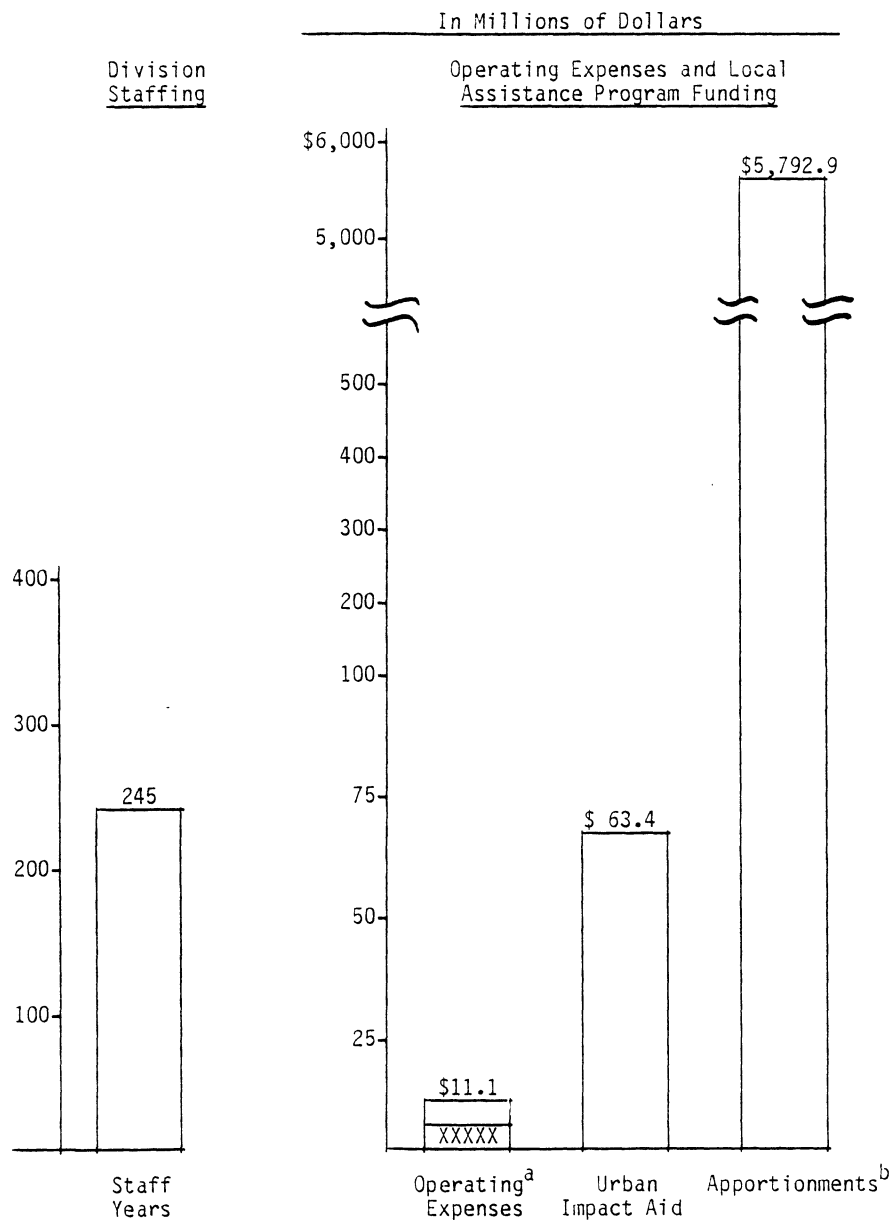
The two major divisions in the Office of the Deputy Superintendent for Administration are the Division of Financial Services and the Division of Child Development and Nutrition Services. In addition, this office has an Education Data Management Systems Unit and a Fiscal Policy Planning and Analysis Unit; both of these units report directly to the Deputy Superintendent. The responsibilities and activities of the two major divisions are discussed below. In addition, Appendix B further discusses the divisions as well as the two units reporting to the Deputy Superintendent.

Division of Financial Services

The Division of Financial Services is responsible for maintaining the department's internal fiscal operations, including budget and accounting functions. The division also is responsible for apportioning approximately \$5.8 billion in state funds to local educational agencies. In addition, the division follows up on audits of local educational agencies and provides management assistance to school districts. Table 3 provides an overview of the staffing and funding of the Division of Financial Services for fiscal year 1980-81.

TABLE 3

OVERVIEW OF THE PROGRAMS
AND FUNDING OF THE DIVISION OF
FINANCIAL SERVICES FOR FISCAL YEAR 1980-81



^a This column represents \$6.2 million in employees' salaries, wages, and benefits (XXX) as well as \$4.9 million for other operating expenses.

^b Apportionments include state aid for K-12 basic education and other special purpose apportionments such as aid to county offices of education and for regional occupational programs and centers.

As illustrated in Table 3, the division is responsible for apportioning a significant amount of funding to local educational agencies. However, it is not directly involved in providing educational programs.

The Division of Financial Services is made up of these four bureaus: the Audit Bureau, the Field Management Services Bureau, the Fiscal and Administrative Services Unit, and the Local Assistance Bureau. These entities, which are fully described in Appendix B, perform various fiscal and administrative functions for the department and for local educational agencies.

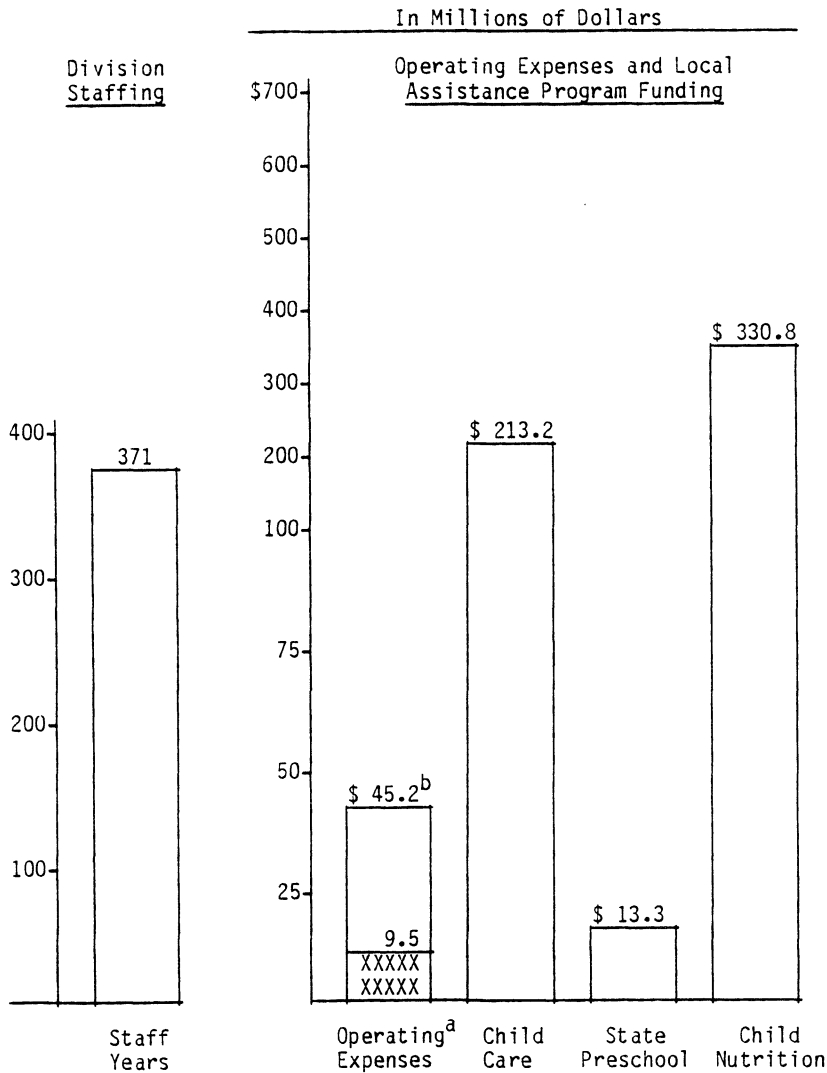
Division of Child Development
and Nutrition Services

The Division of Child Development and Nutrition Services is responsible for administering child development programs and nutrition services and for distributing surplus property. Accordingly, the division is divided into three major offices: the Office of Child Development, the Office of Child Nutrition Services, and the Office of Surplus Property. These offices are further described in Appendix B.

In fiscal year 1980-81, the division was responsible for administering more than \$557 million in local program assistance. Table 4 arrays the programs the division administered, along with the funding of these programs.

TABLE 4

OVERVIEW OF THE STAFFING AND FUNDING
OF THE DIVISION OF CHILD DEVELOPMENT
AND NUTRITION SERVICES FOR FISCAL YEAR 1980-81



^a This column represents \$9.5 million in employees' salaries, wages, and benefits (XXX) as well as \$35.7 million for other operating expenses.

^b This includes approximately \$34 million in operating expenses for the Office of Surplus Property which distributes federal property and surplus commodities.

Table 4 shows that the Division of Child Development and Nutrition Services manages approximately \$226 million in state and federal child development and preschool funds and \$331 million in child nutrition monies.

THE OFFICE OF THE DEPUTY
SUPERINTENDENT FOR PROGRAMS

The Office of the Deputy Superintendent for Programs is responsible for overseeing state programs related to education and instruction. This office comprises six major divisions: Consolidated Programs, Curriculum and Support Services, Continuing Education, State Special Schools and Services, Special Education, and Vocational Education. The six divisions serve educational agencies and individuals in the State by providing technical assistance to agencies, by funding educational program activities, and by monitoring educational programs. The following sections discuss the major responsibilities of these divisions.

Consolidated Programs Division

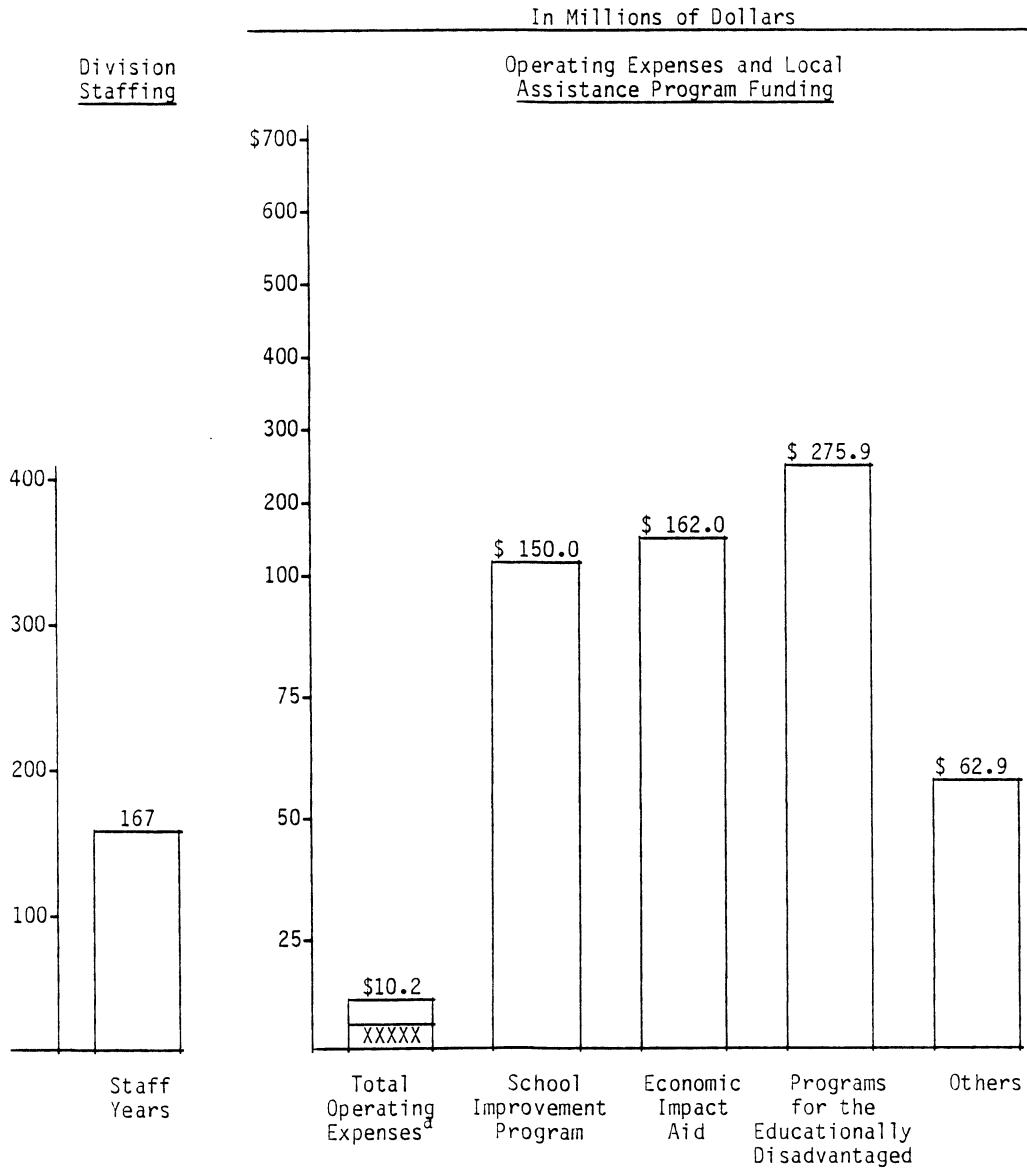
The Consolidated Programs Division provides direction for all school programs funded through the consolidated application. The consolidated application is designed to simplify procedures for obtaining special program funding through major state and federal funding sources. Units within

the division have major responsibilities for implementing the school improvement process. In this capacity, they assist schools; develop school improvement plans which assess needs, set goals, and identify resources; and evaluate the progress of programs.

In fiscal year 1980-81, this division was responsible for administering approximately \$651 million in local assistance funding. Major programs funded through the consolidated application include the School Improvement Program, Economic Impact Aid, and programs for the educationally disadvantaged. Table 5 shows the staffing levels for the Consolidated Programs Division and the funding levels of the programs it administers.

TABLE 5

OVERVIEW OF THE STAFFING AND FUNDING
OF THE CONSOLIDATED PROGRAMS DIVISION
FOR FISCAL YEAR 1980-81



^a This column represents \$5.5 million in employees' salaries, wages, and benefits (XXX) as well as \$4.7 million for other operating expenses.

The Consolidated Programs Division is organized into four units: Consolidated Management Services, School Support Services, District and Centralized Services, and Special Projects. Appendix C describes the major responsibilities of these units.

Curriculum and Support Services Division

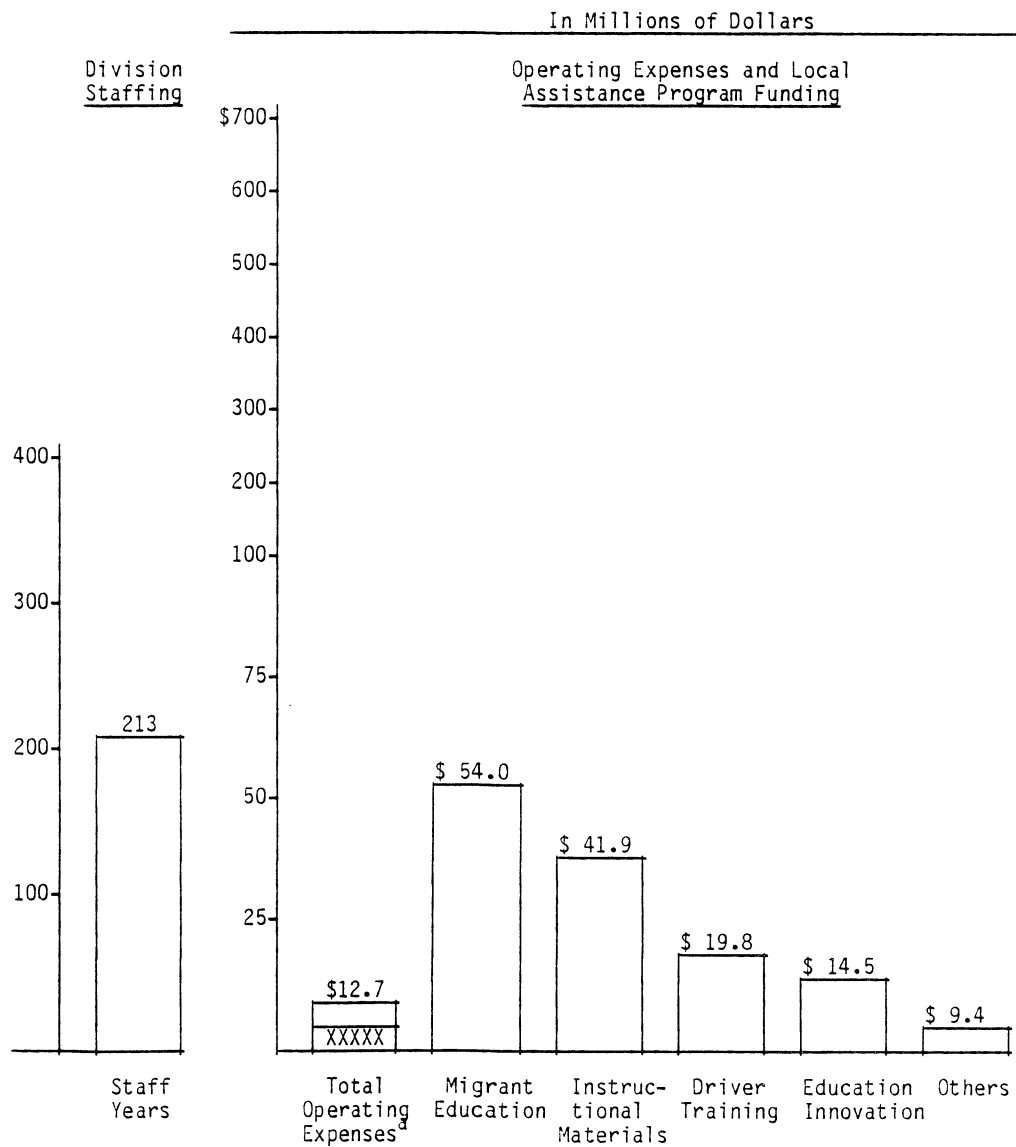
The Curriculum and Support Services Division oversees the development of curricula and educational programs. The division is also in charge of directing specially funded state and federal programs that provide extra services for students attending preschools or grades kindergarten through twelve.

Three major offices of the division carry out these responsibilities: the Office of Compensatory Education and Migrant Education, the Office of Curriculum Services, and the Office of Instructional Support and Bilingual Education. Appendix C details the functions of these offices.

In fiscal year 1980-81, the Curriculum and Support Services Division was directly responsible for administering approximately \$140 million in local assistance program funding. In addition, the division assisted in developing educational programs, such as compensatory education programs, which are

administered by the Consolidated Programs Division. Table 6 presents the staffing levels for the Curriculum and Support Services Division and the funding levels for the programs the division administers.

TABLE 6
 OVERVIEW OF THE STAFFING AND FUNDING
 OF THE CURRICULUM AND SUPPORT SERVICES
 DIVISION FOR FISCAL YEAR 1980-81



^a This column represents \$7.1 million in employees' salaries, wages, and benefits (XXX) as well as \$5.6 million for other operating expenses.

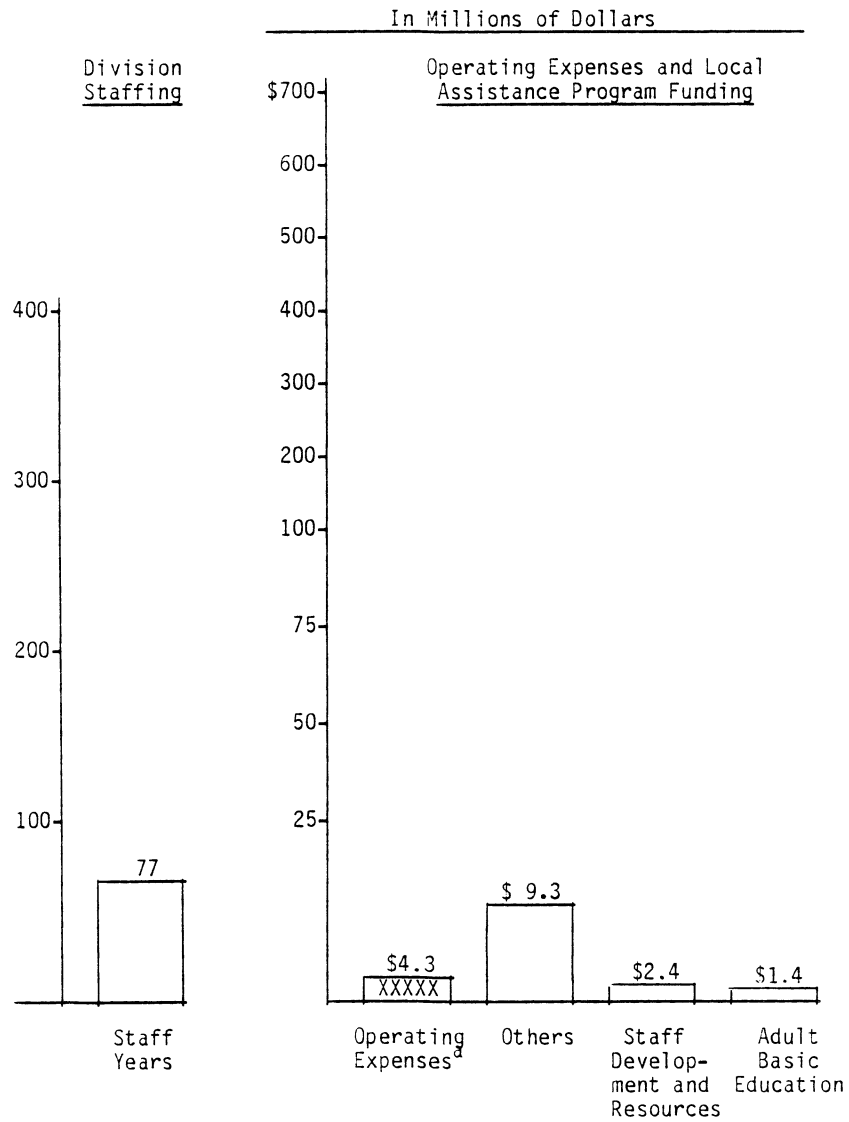
Continuing Education Division

The Continuing Education Division administers adult programs at the state level, manages the State Department of Education's staff development program, and licenses private postsecondary schools. The division oversees programs which are funded through the Consolidated Programs Division, the State School Fund apportionment process, and through contracts with providers.

In fiscal year 1980-81, this division directly administered approximately \$13 million in local assistance program funding. Table 7 arrays this amount of funding by program and also presents the level of staffing within the division.

TABLE 7

OVERVIEW OF THE STAFFING AND FUNDING
OF THE CONTINUING EDUCATION DIVISION
FOR FISCAL YEAR 1980-81



^a This column represents \$2.6 million in employees' salaries, wages, and benefits (XXX) as well as \$1.7 million for other operating expenses.

The Continuing Education Division comprises four major units: the Staff Development Unit, the Office of Private Postsecondary Education, the Adult Education Program Planning Unit, and the Adult Education Field Services Unit. Appendix C details the responsibilities of these units.

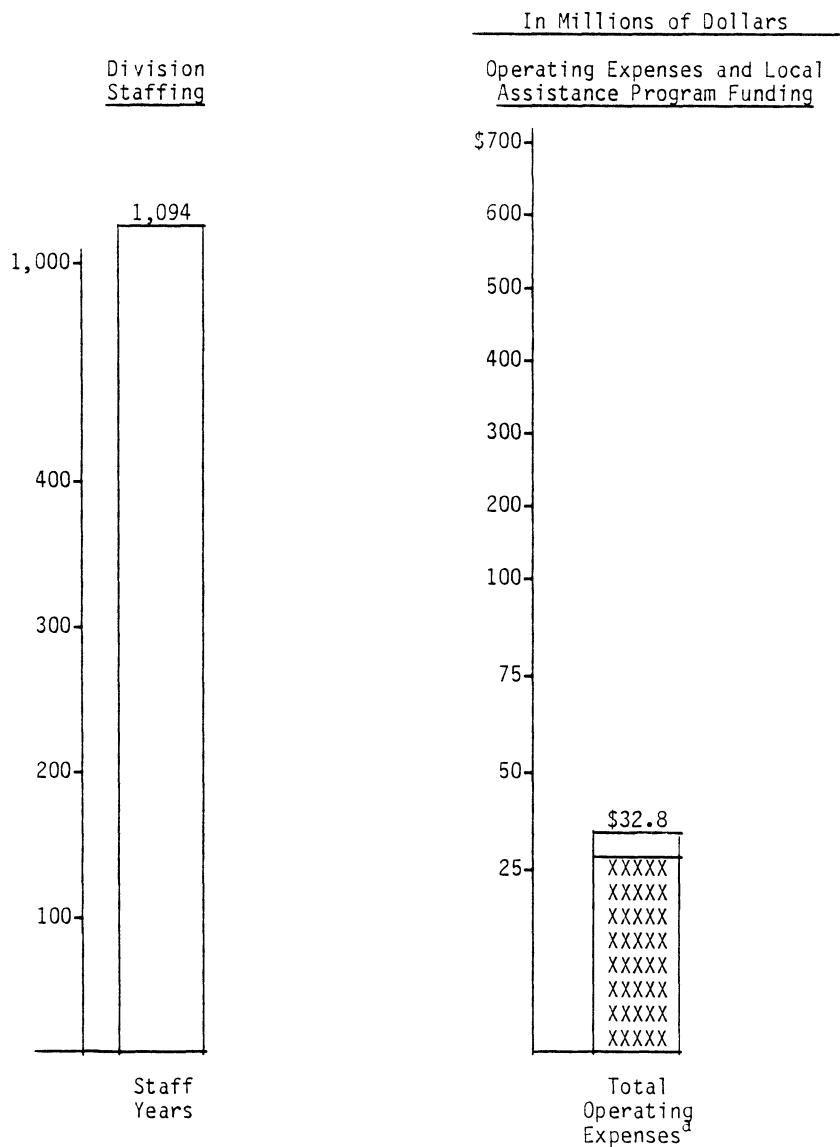
State Special Schools and Services Division

The State Special Schools and Services Division provides services and resources to individuals with exceptional needs. The division's major responsibility is overseeing the administration of the State's six special schools for handicapped children. In addition, the division is responsible for administering the Southwestern Region Deaf-Blind Center and the Clearinghouse Depository for Handicapped Children. These entities are further discussed in Appendix C.

Table 8 shows the staffing of the division and the funding level of its programs for fiscal year 1980-81.

TABLE 8

OVERVIEW OF THE STAFFING AND FUNDING
OF THE STATE SPECIAL SCHOOLS
FOR FISCAL YEAR 1980-81



^a This column represents \$26.7 million in employees' salaries, wages, and benefits (XXX) as well as \$6.1 million for other operating expenses.

As shown in Table 8, the Special Schools and Services Division administered approximately \$33 million in funding for operating the State's special schools. The division employed 1,094 personnel.

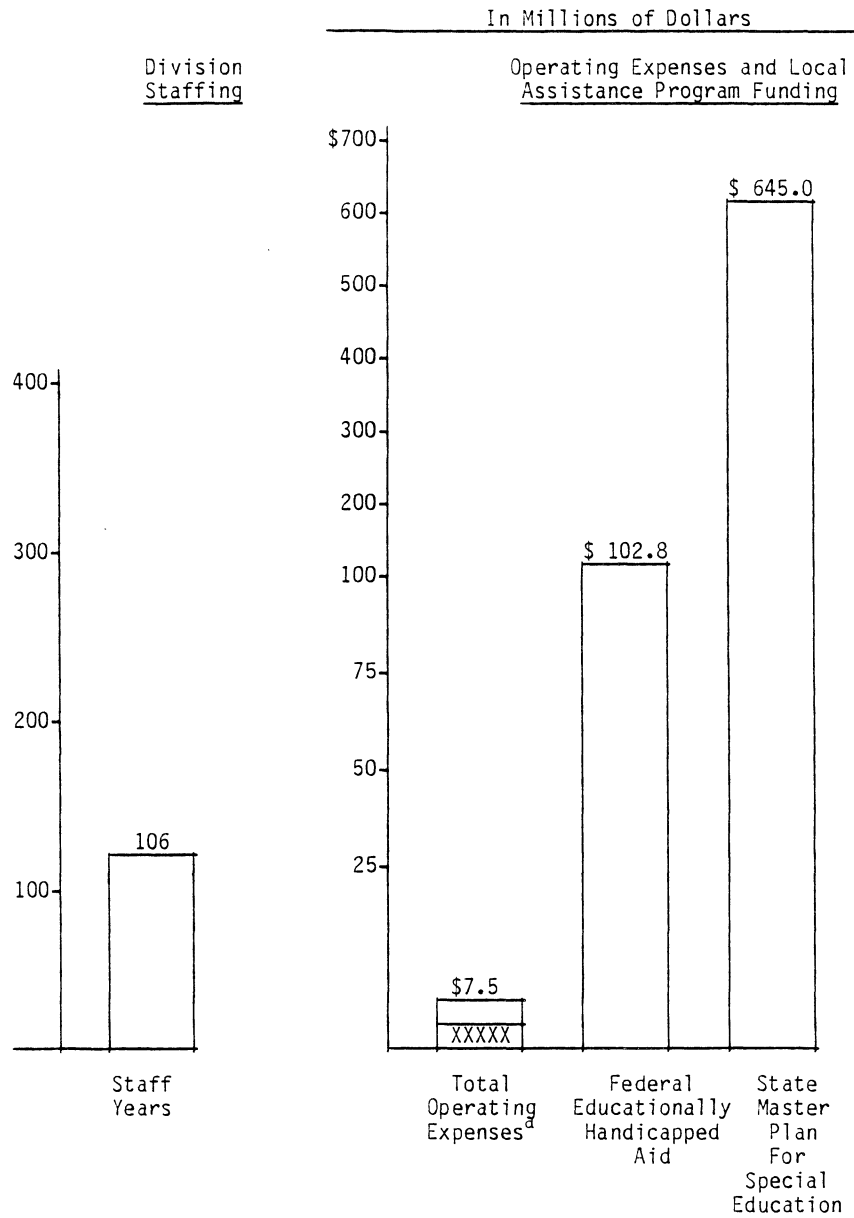
Office of Special Education

As primary administrator of the Master Plan for Special Education, the Office of Special Education coordinates programs for children with special needs. The master plan funding model allows students to be placed in instructional settings based on their needs and is designed to ensure that handicapped students receive the appropriate services they require.

In fiscal year 1980-81, the Office of Special Education administered approximately \$748 million in local assistance program funding. Table 9 provides an overview of the office's staffing levels, expenses, and the funding levels of its programs.

TABLE 9

OVERVIEW OF THE STAFFING AND FUNDING
OF THE OFFICE OF SPECIAL EDUCATION
FOR FISCAL YEAR 1980-81



^a This column represents \$3.6 million in employees' salaries, wages, and benefits (XXX) as well as \$3.9 million for other operating expenses.

Generally, the Office of Special Education is organized into consultant services units and other functional units. The consultant services units include the Consultant Services North and South Offices. Other functional units include Compliance, Program Review, Information Systems and Analysis, Policies and Program Planning, and Personnel Development. General descriptions of the functions and responsibilities of these units appear in Appendix C.

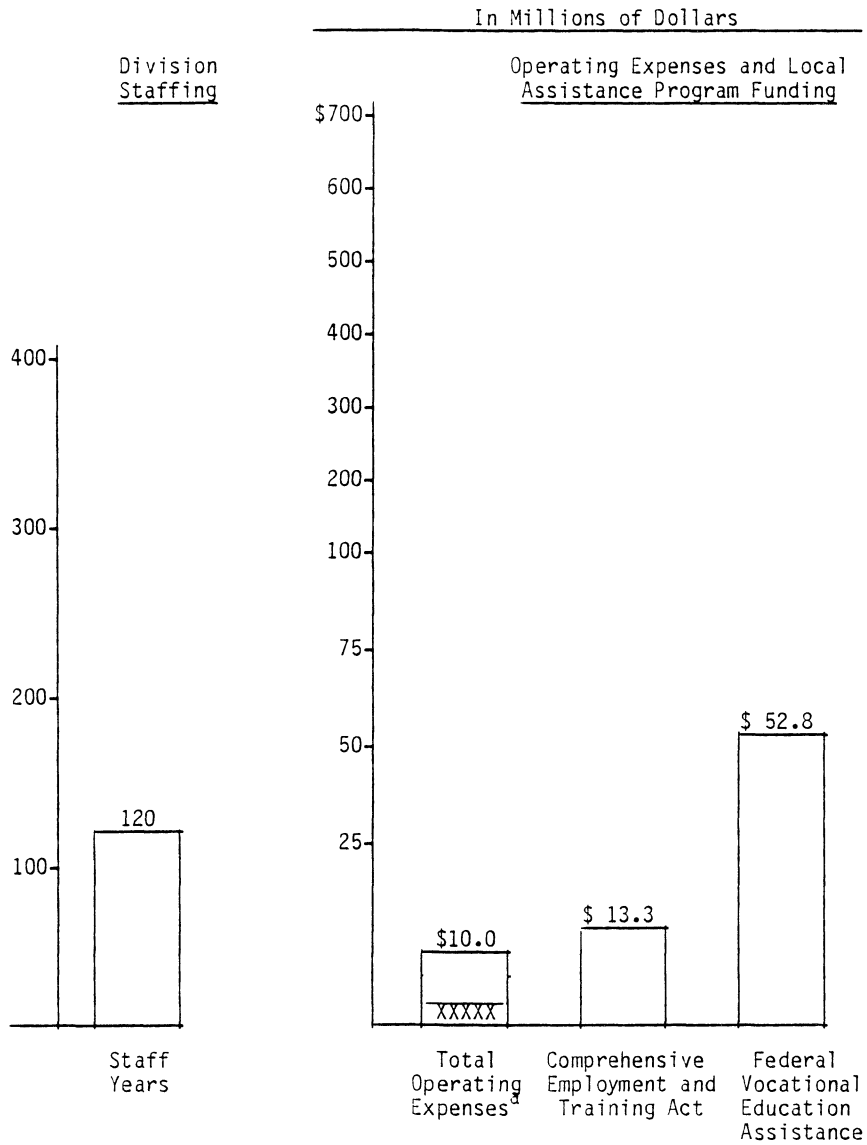
Vocational Education Division

The Vocational Education Division administers state and federal laws relating to vocational education and the Comprehensive Employment and Training Act. To fulfill these mandates, the division administers four major categories of vocational education funding: the vocational education basic grant, program improvement and supportive services, special programs for the disadvantaged, and consumer and homemaking education. In addition, the division administers funding from the Comprehensive Employment and Training Act specifically designated for vocational education.

In fiscal year 1980-81, the Vocational Education Division was responsible for local assistance programs totaling approximately \$66 million. Table 10 details the staffing level of the Vocational Education Division and the funding levels of its major programs.

TABLE 10

OVERVIEW OF THE STAFFING AND FUNDING
OF THE VOCATIONAL EDUCATION DIVISION
FOR FISCAL YEAR 1980-81



^a This column represents \$4.2 million in employees' salaries, wages, and benefits (XXX) as well as \$5.8 million for other operating expenses.

As discussed in Appendix C, the Vocational Education Division is organized into three main sections: the Field Operations Section, the Support Services Section, and the Manpower Education Section.

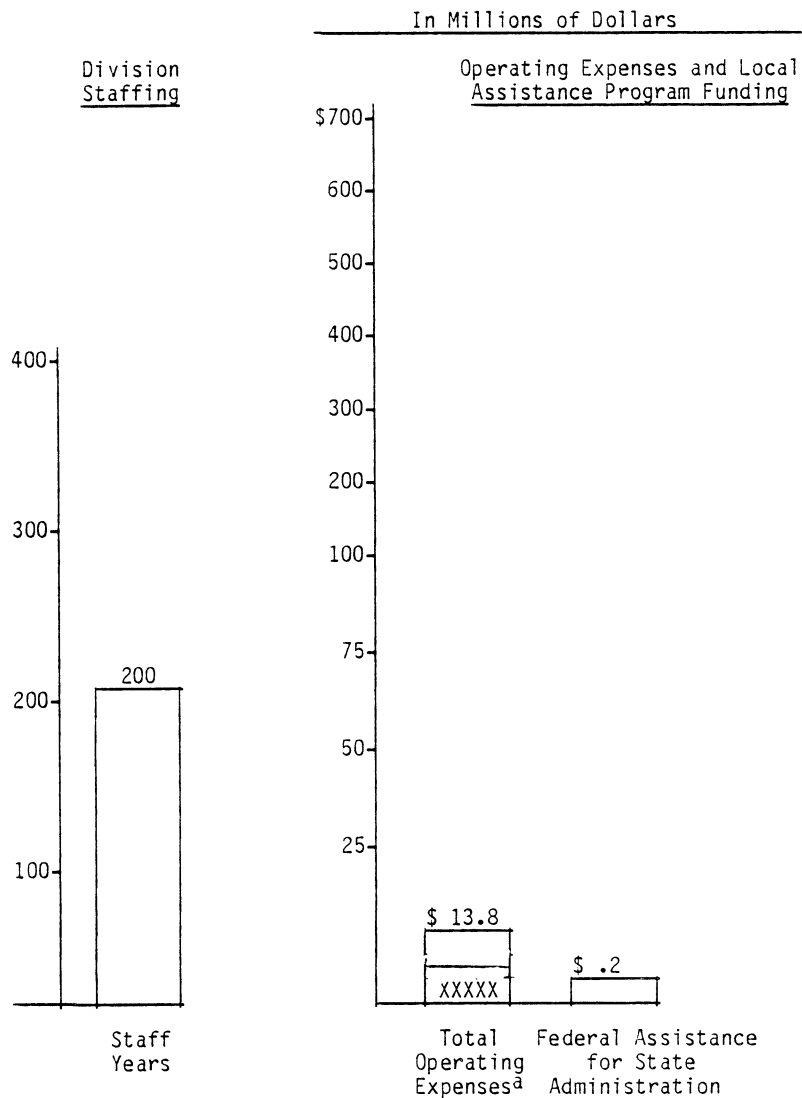
THE EXECUTIVE OFFICE

The Executive Office is responsible for effectively implementing departmental policies and achieving departmental goals. The office coordinates with other units within the department and also oversees the conduct of the department's day-to-day operations for the Superintendent of Public Instruction.

The Executive Office comprises an Executive Staff Team as well as four supporting offices. The Executive Staff Team includes various special assistants and policy coordinators. It also includes representatives from the department's Legal Office, Governmental Affairs Office, Office of Information, and Policy Analysis and Special Projects Office. The four supporting offices in the Executive Office are Intergroup Relations, Personnel and Training, Program Evaluation and Research, and Affirmative Action.

In fiscal year 1980-81, the Executive Office had an authorized staff of 200 persons and spent \$13.8 million in operating expenses. Table 11 presents the unit's staffing and budget information.


TABLE 11
 OVERVIEW OF THE STAFFING AND FUNDING
 OF THE EXECUTIVE OFFICE
 FOR FISCAL YEAR 1980-81



^a This column includes \$6.3 million in employees' salaries, wages, and benefits (XXX) as well as \$7.5 million for other operating expenses.

In addition, Appendix D describes the responsibilities of the units within the Executive Office and the other units which are part of the Department of Education.

Respectfully submitted,


THOMAS W. HAYES
Auditor General

Date: August 24, 1981

Staff: Eugene T. Potter, Audit Manager
Robert T. O'Neill
Stephen Lozano



STATE OF CALIFORNIA
DEPARTMENT OF EDUCATION
STATE EDUCATION BUILDING, 721 CAPITOL MALL, SACRAMENTO 95814

August 19, 1981

Mr. Thomas W. Hayes
Auditor General
Office of the Auditor General
660 J Street, Suite 300
Sacramento, California 95814

Dear Mr. Hayes:

This is in response to the draft copy of your report entitled, "Overview of the Organization, Roles, and Responsibilities of the State Department of Education". Thank you for the opportunity to comment upon this information report. The report portrays the structure of the Department of Education very well and the basic responsibilities for each of the administrative units within the Department.

We realize it's quite difficult to describe the relationships among all the government units who impact on public education in California. The first portion of your report does set forth some responsibilities for each unit, and we would be most happy to discuss any question which may arise with members of your staff or members of the Legislature.

If we can be of any further assistance to describe the role of the State Superintendent or the responsibilities of the Superintendent, the State Board of Education, or the Department of Education, please do not hesitate to ask.

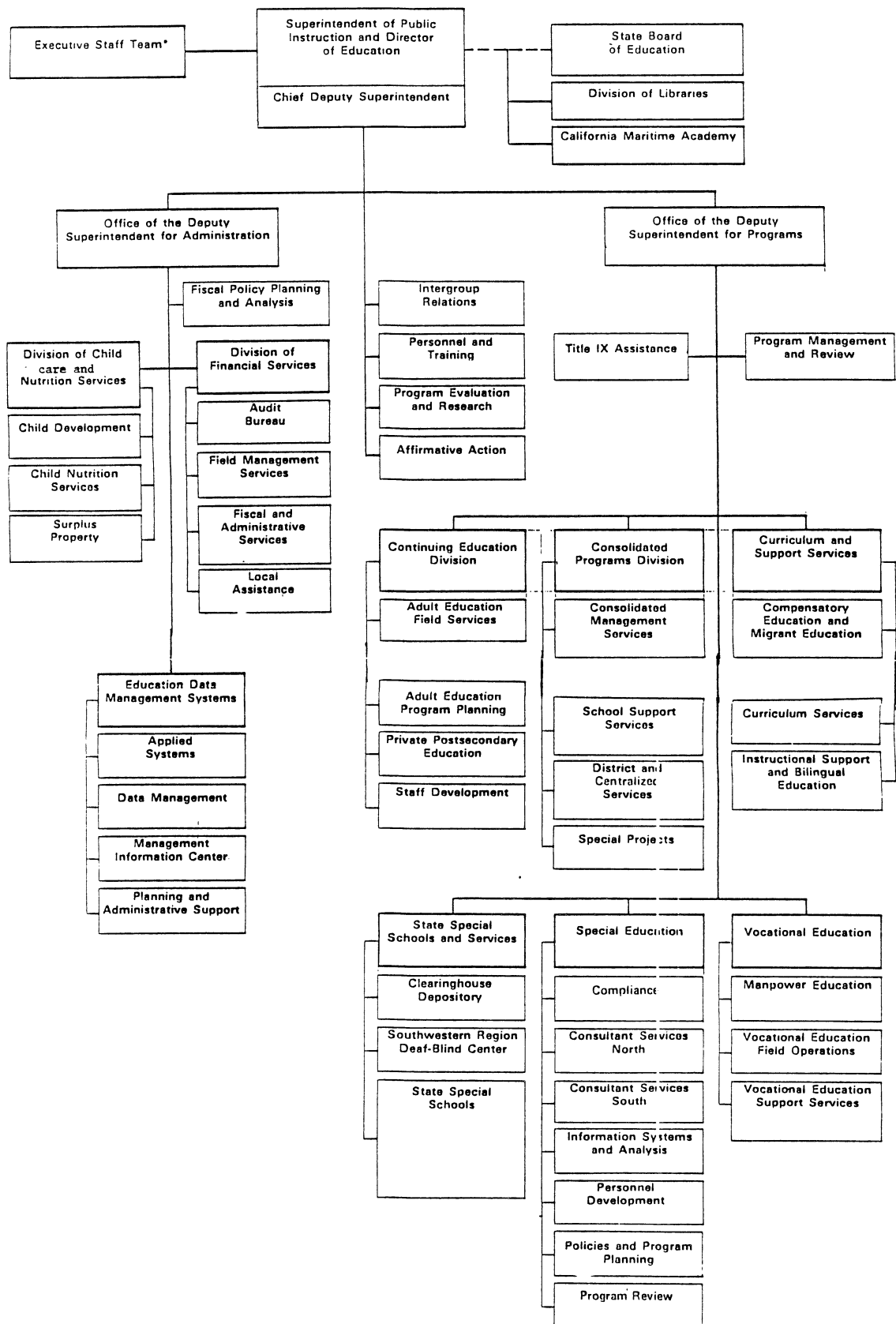
Sincerely,

A handwritten signature in black ink, appearing to read "William D. Whiteneck".

William D. Whiteneck
Deputy Superintendent for Administration
(916) 445-8950

WDW:ds

The Organization Chart of the Department of Education



DESCRIPTION OF THE UNITS
WITHIN THE OFFICE OF THE DEPUTY
SUPERINTENDENT FOR ADMINISTRATION

This appendix discusses the responsibilities of the units within the Division of Financial Services and the Division of Child Development and Nutrition Services. It also describes the responsibilities of the two staff units that report directly to the Deputy Superintendent for Administration.

Division of Financial Services

This division comprises four bureaus: the Audit Bureau, the Field Management Services Bureau, the Fiscal and Administrative Services Bureau, and the Local Assistance Bureau. The functions of these are detailed below.

Audit Bureau

The Audit Bureau is authorized to conduct internal and external audits of the State Department of Education's operations and programs. The bureau also reviews audit reports from public and private agencies and analyzes and follows up on the recommendations made in these reports. In addition, the Audit Bureau is responsible for coordinating audits performed by other governmental agencies.

A major responsibility of the Audit Bureau is reviewing the required annual audits of local educational agencies conducted by public accounting firms. The bureau examines the audits to identify audit exceptions, to verify if corrective action has been taken, and to check compliance with established guidelines. If necessary, the bureau can perform additional field audit work to investigate a problem area.

Field Management Services Bureau

The Field Management Services Bureau provides management assistance in noncurricular aspects of school operations to school districts and county offices of education. Specifically, the bureau assists in areas of school operation such as attendance accounting and welfare, school finance, and risk management. The bureau's school district management assistance team also conducts reviews within school districts and county offices of education upon request. Further, the bureau coordinates a school bus and farm labor driver training program and assists districts in planning school facilities.

Fiscal and Administrative Services Bureau

The Fiscal and Administrative Services Bureau includes four major offices: the Accounting Office, the Fiscal Systems Operations Unit, the Business Services Office,

and the Contracts Management and Analysis Unit. The Accounting Office provides centralized accounting services to the units within the State Department of Education. This office primarily accounts for the General Fund, federal funds, and special funds. The Fiscal Systems Operations Unit prepares budgetary and expenditure reports for department managers. The Business Services Office provides the department with services such as purchasing, facility and property management, duplicating, mail, and word processing. Finally, the Contracts Management and Analysis Unit processes and reviews department contracts to ensure that they comply with applicable requirements and standards.

Local Assistance Bureau

The Local Assistance Bureau is responsible for processing claims for payment of various departmental programs and for apportioning approximately \$5.8 billion to local educational agencies for basic education. The bureau also processes the funding for consolidated application programs, child and nutrition services, and a variety of specially funded programs, including bilingual education.

Some of the major responsibilities of the Local Assistance Bureau include preparing forms for local educational agencies, revising funding formulas according to legislative changes, processing documents submitted to local agencies, and allocating funds.

Division of Child Development
and Nutrition Services

Three units--the Office of Child Development, the Office of Child Nutrition Services, and the Office of Surplus Property--fall within this division. These are detailed on the following pages.

Office of Child Development

The Office of Child Development is responsible for establishing children's centers, campus children's centers, migrant day care centers, and other child care service systems for children whose parents are working or receiving training. The office is also responsible for administering funding for preschool programs operated by private nonprofit agencies and colleges and universities.

The office's objective is to provide safe child care services and thus enable parents to work or receive training leading to employment. The office also establishes child care and preschool services which enhance the physical, emotional,

and developmental growth of children. In addition, the office refers families in need of medical or family support services to the appropriate agencies. In fiscal year 1980-81, the child care programs administered by the Office of Child Development served an estimated 136,000 children. These programs served an average of 50,000 children daily.

The office also administers a portion of the State's preschool education program, which provides part-day educational experiences and services to preschool children from low-income families. Additionally, the office provides parent education and training to parents of eligible children. In fiscal year 1980-81, the office administered programs in 76 private nonprofit agencies or colleges and universities serving an estimated enrollment of 8,000 children.

These are the major activities of the Office of Child Development: providing technical assistance to agencies receiving funding, monitoring child care programs for compliance with regulations, and performing planning and development activities. The office has six regional teams which assist child care centers throughout the State in operating their programs. The office has a separate compliance unit which monitors child care facilities' compliance with

applicable regulations. Finally, the office conducts planning and development activities, such as determining funding formulas and awarding monies available for child care services.

Office of Child Nutrition Services

The Office of Child Nutrition Services assists participating school districts and private nonprofit agencies in delivering nutritional meals to children. To accomplish this objective, the office administers the National School Lunch Program, the School Breakfast Program, and the Child Care Food Program. The office also conducts the School Milk Program, the state-mandated Child Nutrition Program, and Nutrition Education and Training Projects, as well as assists districts with food service equipment. These programs help participating agencies through a combination of cash grants and food donations. In addition, certain programs provide cash grants to purchase supplies and to train food service personnel.

For the most part, the programs administered by the office are performance-based. Eligible entities submit claims to the office based on services provided. The office then certifies these claims and authorizes payment to the claimants. In fiscal year 1980-81, the programs the office administered

served an estimated 423 million meals to children throughout the State. Approximately 65 percent of these meals were served to children at no cost or at a reduced price. The Federal Government provided an estimated \$301 million of the \$337 million in funding for these programs.

The office is divided into four major units: the Field Services Section, the Program Services Section, the Administrative Services Section, and the Nutrition Education and Training Unit. The Field Services Section, which has three regional offices throughout the State, provides consultation regarding nutrition services. The Program Services Section administers the Child Care Food Program and the National School Lunch Program and provides food service equipment assistance. The Administrative Services Section develops policy and standards for the office and provides centralized support services. Finally, the Nutrition Education and Training Unit assists participating agencies in training personnel.

Office of Surplus Property

The Office of Surplus Property is responsible for operating two major programs which donate federal surplus property and commodities to eligible educational, public health, or civil defense organizations in California. The first program, the Surplus Property Utilization Program,

donates to eligible entities federal personal property, such as hardware. The other major program, the Commodities Distribution Program, distributes donated federal food commodities to eligible agencies. In addition, the Office of Surplus Property coordinates the processing of surplus items into other usable products.

An estimated 5,000 agencies in California are eligible for the Surplus Property and Commodities Program. In fiscal year 1981-82, the office anticipates serving approximately 3,000 agencies, delivering personal property and food commodities totaling approximately \$100 million.

Other Units in the Office of the
Deputy Superintendent for Administration

Within the Office of the Deputy Superintendent for Administration, two units report directly to the Deputy Superintendent: the Education Data Management Systems Unit and the Fiscal Policy Planning and Analysis Unit. The responsibilities and activities of these units are detailed on the following pages.

Education Data Management Systems Unit

The Education Data Management Systems Unit is responsible for coordinating the data processing activities and services within the State Department of Education. The unit also maintains various automated information services for the department and acquires data from local educational agencies.

The Education Data Management Systems Unit includes four primary subunits: the Applied Systems Unit, the Data Management Unit, the Management Information Center, and the Planning and Administrative Support Unit. The Applied Systems Unit supplies other departmental units with data processing activities and services. The Data Management Unit, which is responsible for acquiring data from local educational agencies and for controlling the department's forms, attempts to reduce paperwork in the department and in the schools. The Management Information Center supplies management with information services, including educational research and evaluation capabilities. Finally, the Planning and Administrative Support Unit provides internal administrative services and support for the entire Education Data Management Systems Unit.

Fiscal Policy Planning and Analysis Unit

The Fiscal Policy Planning and Analysis Unit is responsible for developing and administering the budget within the department. The unit assists in preparing the department's position statement on the Legislative Analyst's recommendations on the budget and assesses the fiscal impact of proposed legislative changes. The unit also ensures that supplemental language to the Governor's Budget is implemented by unit managers. In addition, the unit analyzes the department's fiscal condition and conducts special studies on fiscal alternatives.

DESCRIPTION OF THE UNITS WITHIN
THE OFFICE OF THE DEPUTY
SUPERINTENDENT FOR PROGRAMS

This appendix details the organization and responsibilities of the six divisions within the Office of the Deputy Superintendent for Programs. In addition, it describes the responsibilities of the staff units which report directly to the Deputy Superintendent for Programs.

Consolidated Programs Division

This division includes four units: the Consolidated Management Services Unit, the School Support Services Unit, the District and Centralized Services Unit, and the Special Projects Unit. Each of these is discussed below.

Consolidated Management Services Unit

The Consolidated Management Services Unit is responsible for conducting development and training activities, disseminating information about consolidated application activities, and managing a compliance monitoring tracking system. More specifically, the unit develops the consolidated application forms and the instrument for reviewing compliance issues within schools. It also trains staff in conducting reviews of programs participating in the consolidated

application. Another responsibility of the unit is to provide information to parents, advisory groups, and State Department of Education staff about consolidated application programs, activities, and resources. Furthermore, the unit manages an automated compliance monitoring and complaint tracking system which the department uses to follow up on school districts with identified deficiencies.

School Support Services Unit

The School Support Services Unit assists school districts and consortiums of school districts with their consolidated application programs. In addition, the unit reviews elementary and secondary school plans and programs and processes waivers of requirements for schools. The unit serves schools, preschool programs, nonpublic school programs, and districts.

District and Centralized Services Unit

The responsibilities of the District and Centralized Services Unit involve reviewing and processing the consolidated application. The unit receives consolidated applications from school districts and prepares the data on the applications for computer entry. In addition, it reviews the consolidated

applications and district waivers of requirements, and coordinates the district reviews conducted by the Consolidated Programs Division.

Special Projects Unit

The Special Projects Unit conducts special assignments for the Consolidated Programs Division and generally assists school districts with programs and activities. Its responsibilities include managing special federal funds used to assist schools in providing university and college opportunities for minority youth.

Curriculum and Support Services Division

Included in this division are the Office of the Compensatory Education and Migrant Education, the Office of Curriculum Services, and the Office of Instructional Support and Bilingual Education.

Office of Compensatory Education and Migrant Education

The Office of Compensatory Education and Migrant Education is responsible for developing policy for compensatory and migrant education programs in the State. These programs provide supplemental services to disadvantaged students. The

office also directly administers the State's migrant education program which provides supplementary services to children whose parents are migrant workers. The office cooperates in developing the State's compensatory education policy with the Consolidated Programs Division which administers that program. The office also coordinates compensatory education activities with federal and local educational agencies.

The Migrant Education Unit within the office administers the State's migrant education program. The unit coordinates and monitors the activities of nine regional offices and five separately operated school districts that provide migrant education programs. In fiscal year 1979-80, 301 school districts serving an enrollment of approximately 103,000 students participated in migrant education programs.

Office of Curriculum Services

The Office of Curriculum Services is responsible for assisting school districts and other agencies in improving the quality of educational instruction. It maintains instructional materials to support local educational agencies and also administers a program of personal and career development services.

The Office of Curriculum Services administers its responsibilities through three sections: the Curriculum Support Services Section, the Curriculum Frameworks and Instructional Materials Section, and the Personal and Career Development Services Unit. The Curriculum Support Services Section assists school districts and other agencies in developing educational instruction in areas such as physical and health education, environmental education and traffic safety, and continuing education.

Further, the Curriculum Frameworks and Instructional Materials Section assists staff at the State Board of Education and the Curriculum Development and Supplemental Materials Commission in evaluating and adopting instructional materials for elementary schools. That is, the section helps develop criteria for selecting instructional materials, coordinates statewide implementation of the materials, oversees the evaluation of materials to be adopted, and prepares selection guides for instructional materials to assist elementary school districts. Finally, the Personal and Career Development Services Section assists school districts and other appropriate agencies in improving their personal and career development activities.

Office of Instructional
Support and Bilingual Education

The Office of Instructional Support and Bilingual Education is responsible for implementing the State's policies on bilingual education. This office also provides instructional support in basic skills and related curriculum areas, administers programs for improving library and learning resources and for developing educational innovation, and coordinates with the Consolidated Programs Division which administers the funding of bilingual programs.

The Office of Instructional Support and Bilingual Education is divided into four units: Bilingual Education; Instructional Services; Libraries and Learning Resources, Planning, and American Indian Education; and Education Innovation and Support Services. The Bilingual Education Section guides state bilingual education policies. Major responsibilities of this section include providing technical assistance to local educational agencies and coordinating with the Consolidated Programs Division. The Bilingual Education Unit also conducts research and development activities, such as collecting and analyzing data on bilingual programs and developing instructional guides.

Continuing Education Division

This division includes the Staff Development Unit, the Office of Private Postsecondary Education, the Adult Education Field Services Unit, and the Adult Education Program Planning Unit. The responsibilities of these units are detailed below.

Staff Development Unit

The Staff Development Unit is responsible for providing in-service education for teachers, administrators, aides, and parent volunteers. To do this, the unit administers four major programs: a school personnel staff development program, resource centers for assisting schools with staff development efforts, professional development centers offering comprehensive in-service education training, and federal teachers' centers which provide training to improve teachers' skills.

Office of Private Postsecondary Education

The Office of Private Postsecondary Education is responsible for ensuring that privately supported institutions offering academic degrees are accredited and are approved or authorized by the Superintendent of Public Instruction. Thus, the office functions primarily as a consumer protection agency.

It also approves courses offered by public and private institutions for the training of veterans. The office has branch offices in Sacramento and in Los Angeles.

Adult Education Field Services Unit

The Adult Education Field Services Unit assists local educational agencies in expanding educational opportunities for adults. The unit's adult education programs, which are designed to improve literacy skills, employability, and parenting abilities, are directed toward serving the handicapped, older persons, and non- and limited-English speaking adults. The unit establishes guidelines, provides technical assistance, and monitors the adult education programs of local educational agencies. Finally, the unit coordinates with the Local Assistance Bureau which apportions General Fund monies and directly administers the federal funding for adult education programs.

Adult Education Program Planning Unit

The Adult Education Program Planning Unit provides centralized planning assistance to the other units within the Continuing Education Division. The planning unit coordinates the activities of the other units so that they are consistent with departmental and divisional goals and priorities.

State Special Schools and Services Division

Included in this division are the State Special Schools, the Southwestern Region Deaf-Blind Center, and the Clearinghouse Depository for Handicapped Children.

State Special Schools

The division is responsible for administering the State's six special schools. These include two schools for the deaf, a school for the blind, and three diagnostic schools for the neurologically handicapped. The schools for the deaf and the blind were established to provide an appropriate education to students who, because of their severe sensory loss and educational needs, cannot be adequately served in regular public schools. The three diagnostic schools serve as regional resource centers; provide assessment planning services for the neurologically handicapped, seriously emotionally disturbed, and autistic children referred by local educational agencies; and deliver specialized instruction to students residing in the special schools on a short-term basis.

In fiscal year 1980-81, the six schools served approximately 1,900 students. This included 1,200 students at the schools for the deaf and blind and 700 students at the three diagnostic schools for the neurologically handicapped.

At the state level, the division administrator directs and promotes policies and procedures for administering the schools and coordinates other administrative activities. Locally, each of the six special schools is separately administered and has its own budget.

Southwestern Region Deaf-Blind Center

The division administers the Southwestern Region Deaf-Blind Center under a contract with the Federal Government at no cost to the State. The center's objective is to provide medical, educational, psychological, or other services to any identified deaf-blind child in California, Arizona, Hawaii, Nevada, Guam, American Samoa, or the Trust Territories of the Pacific. Each year the center allocates federal grant money to contractors who provide services. It also periodically monitors and reviews the contractors for compliance with applicable requirements.

Clearinghouse Depository for Handicapped Children

The State Special Schools and Services Division is responsible for operating the Clearinghouse Depository for Handicapped Children. This depository assists public and private educational institutions and individuals in securing educational materials in special medias, aids, and equipment

needed in instructional programs for all handicapped students of preschool through college age. The depository also disseminates information regarding the production, acquisition, and use of special educational materials and equipment for the handicapped.

Office of Special Education

The Office of Special Education includes the Consultant Services North and South Offices as well as five other functional units. These are discussed below.

Consultant Services North and South Offices

The Consultant Services North and Consultant Services South Offices are responsible for providing technical assistance to local educational agencies and for monitoring local programs' compliance with state and federal laws. Most of the consultants are organized into regional teams which include specialists in different handicapping conditions. Other consultants conduct special assignments; for example, they may study problems related to delivery of services.

Other Functional Units

The Office of Special Education has five other functional units that provide services to local educational

agencies and that conduct various staff assignments. The Personnel Development Unit is responsible for training district personnel involved in teaching special education children. The unit assists local educational agencies through a network of regional training centers. The Information Systems and Analysis Unit maintains fiscal data related to special education funding through the Master Plan for Special Education and through contracts and grants.

Another major functional unit in the Office of Special Education is the Program Review Unit. This unit reviews special education programs in local agencies every three years by interviewing school administrators, parents, and teachers and by examining records. Conducting these reviews are teams of departmental consultants and nondepartmental staff. Further, the Compliance Unit and the Policies and Program Planning Unit within the Office of Special Education provide staff to assist in performing compliance and program planning activities.

Vocational Education Division

The Field Operations Section, Support Services Section, and Manpower Education Section fall within this division. These sections are discussed on the next page.

Field Operations Section

The Field Operations Section coordinates directly with local educational agencies. It provides technical assistance to these agencies and monitors vocational education programs to ensure compliance with existing rules and regulations. The section maintains three regional offices and three subregional offices throughout the State.

Support Services Section

The Support Services Section provides a variety of staff services to the Vocational Education Division. These services include research, planning and evaluation, and professional development. In addition, this section coordinates vocational youth group activities statewide. This unit also provides contracting services and conducts special projects.

Manpower Education Section

The Manpower Education Section administers the vocational education portion of the Comprehensive Employment and Training Act (CETA). The section coordinates with prime sponsors of CETA programs and assists them in developing a plan

for delivering services. Once an agreement is reached with a prime sponsor, the section is responsible for monitoring the prime sponsor's fulfillment of the agreement.

Other Staff Units

The Program Division has two other units which report directly to the Deputy Superintendent for Programs. These units are the Program Management Review Unit and the Title IX Assistance Unit. The Program Management Review Unit provides staff and administrative assistance to the Deputy Superintendent. The unit performs various evaluation, research, program review, and administrative assistance services. The Title IX Assistance Unit operates a statewide program against sexual discrimination in schools.

DESCRIPTION OF THE UNITS
WITHIN THE EXECUTIVE OFFICE

This appendix outlines the composition of the Executive Office and details the responsibilities of the major units within that office. In addition, it describes the relationship between the department and the Division of Libraries and the California Maritime Academy. Both the Division of Libraries and the academy are statutorily authorized within the Department of Education.

Executive Staff Team

The Executive Staff Team, under the direction of a coordinator, consists of various special and executive assistants whose duties include coordinating federal relations and assisting the superintendent or Chief Deputy Superintendent. In addition, this team includes representatives from the department's legal, governmental affairs, information, and policy analysis and special projects office. The Executive Staff Team was formed to act as a liaison with the Legislature and to provide information to the public about the department and education programs in

California. In addition, members of the team assist the superintendent in analyzing departmental policies and programs and in formulating changes necessary in the department's operation.

Units within the Executive Office

The Intergroup Relations Office, the Personnel and Training Office, the Program Evaluation and Research Unit, and the Affirmative Action Office are included within the Executive Office. Each is discussed below.

Intergroup Relations Office

The Intergroup Relations Office seeks ways to end racial, ethnic, religious, and sexual discrimination in the public schools. The office provides technical assistance to school districts in the areas of desegregation and integration, multicultural education, conflict management, and equal employment.

To assist local educational agencies in their efforts to desegregate or integrate schools, the Intergroup Relations Office provides information on existing legal requirements and assists districts in developing and implementing staff training activities. The office provides similar assistance in

multicultural education, conflict management, and equal employment. The office also assists local educational agencies in identifying appropriate strategies and in developing methods, materials, and other resources for improving intergroup relations.

Personnel and Training Office

The Personnel and Training Office helps the department recruit and hire personnel, provides for employee development and training, and administers the personnel management program. The unit helps fill vacancies in other departmental units with qualified personnel. It administers the department's training program and administers various aspects of the personnel management program, including personnel classification, records maintenance, and reporting.

Program Evaluation and Research Unit

The Program Evaluation and Research Unit is responsible for evaluating all state and federal educational programs administered by the department. At the request of the Legislature, the unit conducts special evaluation studies of selected programs and provides technical assistance regarding evaluation and assessment activities.

The Program Evaluation and Research Unit assists units within the department and local educational agencies with evaluation and research activities. The office also trains local educational agencies in conducting local proficiency assessments. In addition, the office is responsible for administering the California High School Proficiency Examination.

Affirmative Action Office

The Affirmative Action Office administers the internal affirmative action program for the department. Specifically, the unit is responsible for assuring that the department meets the affirmative action directives established by the Legislature and the Office of Federal Contract Compliance. To do this, the unit maintains, monitors, and evaluates departmental employment statistics. The unit also provides training and advice to other units within the department.

Statutory Responsibilities of the Department of Education

Both the Division of Libraries and the California Maritime Academy are statutorily established within the Department of Education. Each of these units is described on the following page.

Division of Libraries

The Division of Libraries operates the State Library. The division is under the direction of the State Librarian who is appointed by the Governor. This library provides reference and research materials for legislators and other state government employees, and also supports the 168 California public libraries by providing consultation, reference, and interlibrary loan services. Additionally, the library provides library services to the blind and physically handicapped and administers state and local assistance programs.

California Maritime Academy

Although the California Maritime Academy is a statutory responsibility of the Department of Education, it is separately administered and budgeted. Under the direction of a Board of Governors appointed by the Governor, the academy offers a four-year program of training officers for the maritime industry.

The goal of the academy is to provide instruction in the nautical sciences, marine engineering, and related fields, including all those necessary to provide the highest quality officer for the American Merchant Marine and California industries. In support of this goal, the Academy operates a 67-acre campus and a training ship, the Golden Bear.

cc: Members of the Legislature
Office of the Governor
Office of the Lieutenant Governor
Secretary of State
State Controller
State Treasurer
Legislative Analyst
Director of Finance
Assembly Office of Research
Senate Office of Research
Assembly Majority/Minority Consultants
Senate Majority/Minority Consultants
California State Department Heads
Capitol Press Corps