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August 29, 2008

**SYSTEMWIDE SENATE COMMITTEE CHAIRS  
DIVISION CHAIRS**

**Re: Professional Doctorate**

**RESPONSE DATE: Monday, November 24, 2008**

Dear System-wide Senate Committee and Division Chairs:

On behalf of Chair Michael T. Brown and Chair-Elect Mary Croughan, please find enclosed the report of the Subcommittee on the Professional Doctorate of the UC Task Force on Planning for Professional and Doctoral Education along with a request from Vice President for Research and Graduate Studies Steven Beckwith that the Senate conduct a systemwide review of the report. As you will remember, Council has had an opportunity to see earlier drafts of this report.

The Subcommittee's report addresses the growing phenomenon of the "professional doctorate" and proposes principles that should be used to determine when such doctorates are distinct from doctorates based on research and scholarship, so that it may be appropriate for the California State University to offer them.

You will note that Vice President Beckwith requests comments by the end of December. In order for Council to consider the comments of all Committees and Divisions that wish to opine, **it will be necessary to receive responses from both the systemwide Senate Committees and the Divisions by no later than November 24, 2008.**

As a reminder to systemwide Senate Committee Chairs, please note that requests for comments are sent out to all systemwide Senate Committees. Each committee may decide whether or not to opine. Please notify the Senate Office if your committee chooses *not* to participate in this review by emailing me or your Committee Analyst. Please do not hesitate to contact me or Chair-Elect Mary Croughan if you have any questions regarding this request.

Sincerely,



Martha Kendall Winnacker, Executive Director  
Academic Senate

Copy: Academic Council Chair Michael T. Brown  
Academic Council Chair-Elect Mary Croughan  
Divisional Senate Directors  
Academic Senate Committee Analysts

Encl. 10

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August 5, 2008

Dear Vice President Beckwith,

On behalf of the PDPE subcommittee on the Professional Doctorate, I am pleased to submit our revised Report, which is submitted to you in your role as the Chair of PDPE: our anticipation is that the next step will be review of the document by the full PDPE committee. The Report contains largely the same recommendations as were in the version discussed at the March meeting of PDPE, but the text has been substantially modified and strengthened in response to comments from PDPE and others.

On a personal note, I feel extraordinarily privileged to have worked with a subcommittee that was both expert and immensely conscientious, with a superb membership from both the campuses and the Office of the President---indeed, this was a truly interactive product of the two groups, and I know I join my campus colleagues in profusely thanking the OP participants for all of their hard work on this document.

Sincerely,

A handwritten signature in cursive script that reads "Quentin Williams".

Quentin Williams  
Professor of Earth Sciences and  
Chair, Academic Senate  
University of California, Santa Cruz

# **UC Task Force on Planning for Doctoral & Professional Education:**

## **Report of the Subcommittee on the Professional Doctorate – Last Revised August 4, 2008**

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### **EXECUTIVE SUMMARY**

Over the past decade, a number of new “professional doctorates” have emerged in various fields. This trend has been driven by a variety of factors ranging from substantial growth in the depth of knowledge required in a particular field, to changes in national requirements for program accreditation and changes in professional licensure standards. In some cases, the academic basis for change is not entirely clear. Of particular concern within the higher education community are fields for which professional societies and accrediting agencies have raised the entry-level degree qualification to the doctorate, with little accompanying change to curricular or clinical requirements. In light of these trends, questions are being raised within the state’s public higher education system about the roles and responsibilities of California’s four-year public segments (the University of California and California State University) to meet the needs of a growing and changing workplace for those with graduate-level training.

To help inform these discussions, the University of California’s Task Force on Planning for Doctoral and Professional Education (PDPE) established a Subcommittee on the Professional Doctorate (Subcommittee), chaired by Quentin Williams, PhD, Professor and Academic Senate Chair at UC Santa Cruz. Subcommittee members included faculty from UC Davis, UC Santa Cruz, and UC San Francisco as well as senior staff at the UC Office of the President (see Appendix A for full roster). The Subcommittee was asked to develop a set of principles and recommendations to help guide decision-makers in determining which doctoral programs UC should offer, and for which doctoral titles UC should strive to retain its sole granting authority among California public higher education institutions.

### **Key Recommendations**

In keeping with California’s Master Plan for Higher Education, the Subcommittee recommends that UC strive to preserve sole authority within California public higher education to independently grant research/scholarship-based doctoral degrees (a category that includes several degree titles in addition to the Ph.D.).

For professional doctoral titles, UC and the California State University, with the participation of other affected California institutions, should develop principles and a process for evaluating, on a title-by-title basis, the appropriateness of sharing granting authority. The CSU/UC Joint Graduate Board could be reinvigorated to provide a medium for such discussions.

### **Specific Recommendations**

- (1) To ensure the effective use of public resources, the University should work to preserve its responsibility and authority within the California public higher education system with respect to research/scholarship doctoral degrees. In this context, it should be noted that the Master Plan authorizes CSU to offer doctoral degrees jointly with either UC or a private institution.

- (2) The University should make an effort to provide opportunities for students to earn research/scholarship doctoral degrees (as classified by the National Center for Educational Statistics or other entity) commensurate with state and national need.
- (3) The University should assess, on a case-by-case basis, its interest and capabilities with respect to the development of new professional doctoral degree programs for existing and emerging fields. As part of this assessment, the University should consider the extent to which programs at independent institutions and joint-degree partnerships with CSU are able to meet state demand.
- (4) Use should be made of the CSU/UC Joint Graduate Board, in possible collaboration with WASC, AICCU, and CPEC, as a cooperative forum for determining, based on clearly-stated criteria, when it is appropriate for UC to maintain sole authority within public higher education for independently granting specific doctoral degree titles, or when the public interest is best served by sharing this authority.
- (5) The University should continue to engage CSU in discussions regarding their interest in future joint doctoral programs, and encourage collaboration when mutually agreeable.
- (6) When the University agrees that it is in the public's interest for CSU to have independent authority to grant specific professional doctorates, UC should support CSU's efforts to secure that authority.
- (7) Because the CSU/UC Joint Graduate Board may be unable to resolve all intersegmental issues pertaining to doctoral education, the UC President and other leaders in higher education should consider the possible benefits of creating an overarching adjudicating body that is politically neutral, has expertise in graduate education issues, and represents the range of constituencies in California higher education. A revitalized California Postsecondary Education Commission or the California Education Round Table (with a modified subcommittee structure) could fit this role.
- (8) Within the University, the Academic Planning Council and the Coordinating Committee on Graduate Affairs should periodically assess the effectiveness of existing mechanisms and processes used for addressing, managing and resolving intersegmental differences, should they develop.

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## INTRODUCTION

In response to growing concerns regarding new types of professional doctorates and questions about whether UC and/or other institutions should offer these degrees, the University's Task Force on Planning for Doctoral and Professional Education (PDPE) established a Subcommittee on the Professional Doctorate (Subcommittee). The Subcommittee, chaired by Quentin Williams, PhD, Professor and Academic Senate Chair at UC Santa Cruz, included faculty from UC Davis, UC Santa Cruz, UC San Francisco as well as senior staff at the UC Office of the President (see Appendix A for a full roster). The Subcommittee was asked to develop a set of principles to help inform and guide the University's decision-making with respect to professional doctoral education, and to determine when it might be appropriate to share UC's responsibility and long-standing statutory authority within public higher education to award individual doctoral degree titles. In the course of the Subcommittee's review, members addressed the following two questions:

- What kind of professional doctorates are most appropriate for a research university such as UC?
- What principles should guide the University of California's decisions on professional doctorates with regard to UC's role vis-à-vis CSU or other institutions?

As supplementary issues, the Subcommittee also discussed: (1) how UC might contribute to national discussions regarding trends in doctoral education, particularly as these pertain to changing requirements for program accreditation and/or professional licensure; (2) assessment of professional doctoral programs; and (3) the suggested administrative home for professional doctoral programs (see Appendix B for a brief summary of these supplementary discussions).

### I. BACKGROUND AND CONTEXT

Educational institutions responded to the expanding knowledge base required to practice in a variety of professions by developing advanced degrees such as the M.D., D.V.M., and D.D.S. Such professional degrees are designed to provide rigorous training for practitioners entering these fields. While these degrees traditionally lack the independent research requirement that characterizes the Ph.D., the level of rigor and mastery demanded of their recipients is significantly beyond that of a master's degree, making these degree titles the first generation of "professional doctorates." Over time, numerous other professional doctoral degrees were developed, some of which require a research effort that approaches that of the Ph.D. (such as certain doctoral programs that result in the Ed.D.). In some fields, a professional doctoral degree may already exist, but educators and practitioners have not yet reached consensus regarding the need for such a degree as the preferred level of educational preparation for practice. In certain cases, non-academic considerations may be in part driving the trend toward such programs (e.g., the view or hope on the part of some professions that a transition to a doctoral degree will result in improved status and/or compensation for degree-holders).

The state's Master Plan for Higher Education (Master Plan), formalized in the 1960 Donahoe Higher Education Act (Title 3, Division 5, Part 40, of the California Education Code), grants exclusive authority to the University of California as the public institution responsible for awarding doctoral degrees; campuses in the California State University (CSU) system are authorized to develop doctoral programs only in

partnership with another California university that is eligible to grant doctoral degrees (i.e., UC or an independent institution). For joint programs, the California Postsecondary Education Commission (CPEC) is responsible for approving doctoral degree programs between CSU and independent institutions. The CSU/UC Joint Graduate Board approves such degree program proposals between CSU and UC, which are then submitted to CPEC for concurrence.

In recent years, the number of professions that require or are proposing to require a doctorate to enter practice has increased, pressuring educational institutions to re-examine existing master's programs and develop plans for doctoral-level educational programs. In 2005, CSU came forward with a request to the Legislature that it be granted the authority to award certain professional doctorates, including the Ed.D. Although a number of new joint Ed.D. programs between UC and CSU had been established pursuant to a 2001 agreement between UC and CSU, CSU felt it needed independent authority to award this degree as well as other professional doctoral degrees. This request was embodied in Senate Bill 724 (Scott), which UC initially opposed; however, a compromise was eventually reached that limited the scope of the new CSU doctoral authority specifically to a Doctor of Education in Educational Leadership in conjunction with K-12 and/or community college districts. Subsequent to the compromise, SB 724 was passed by the Legislature and signed by the Governor. While all degree titles other than this specific Ed.D. were excluded from the Bill, the legislation granted CSU – for the first time in its history – unilateral authority to award a doctoral degree. In 2008, another bill, also introduced by Senator Scott (SB 1288), was proposed to authorize CSU to independently award the Doctor of Nursing Practice (D.N.P.) degree. At the time of completion of this report, SB 1288 was held in the Senate Appropriations Committee's "suspense file." Other professional doctoral degree programs, including audiology and physical therapy, have also been mentioned in the legislative arena.

### **Audiology and Physical Therapy**

Examples in the fields of audiology and physical therapy illustrate some of the current challenges posed by the increasing prevalence of professional doctorates. For audiology, a national change in requirements for program accreditation became effective January 1, 2007. This change required that all programs offer a doctoral degree (an Au.D.) as a mandatory requirement for accreditation. Within California this change placed CSU's existing master's level programs in jeopardy. Given that only one joint doctoral program between UCSD and SDSU was in operation at the time, this change in accreditation requirements also raised significant concerns about the state's ability to generate practicing audiologists.

At the request of the Governor's Office and Legislature, UC and CSU engaged in extensive discussions intended to lead to the development of new joint doctoral audiology programs that would include expanded curricula and increased clinical training as required to meet new accreditation standards. Notwithstanding a two-year effort by UC and CSU to develop joint programs to meet the state's need for doctoral level training in audiology, the systems ultimately agreed (in July 2008) that the small size and significant clinical requirements for joint Au.D. programs require resources that exceeded current reach. While the details leading to this conclusion are not included in this report, the Subcommittee believes that this example illustrates many of the complex issues facing higher education with respect to professional doctoral education (see Appendix C and D for more details on the history and rationale for the current outcome). In this instance, the University's decision to move forward with the development of two new UC audiology programs (at UCLA and UCSF that will be separately operated, but linked to share resources where possible), was based primarily upon the agreement that the clinical requirements for these programs (e.g., clinic settings; equipment; an adequate patient base; etc.) would be best met by leveraging the resources

available at UC medical centers. UC and CSU also agreed that costs could be further reduced by avoiding the modest duplication of resources that would have been required for a joint program.

By comparison, the field of physical therapy offers a somewhat different example. In physical therapy, the trend among educational institutions has been to offer doctoral-level educational programs leading to the Doctor of Physical Therapy (D.P.T.). In fact, as of July 2008, 192 D.P.T. programs are accredited by the Commission on Accreditation in Physical Therapy Education, while only 18 are currently accredited at the master's level. Although the doctorate is not currently a mandatory requirement for accreditation, the national accrediting body and profession appear to be moving in this direction. In June 2000, the leadership of the national professional association endorsed "Vision 2020" – a statement for the profession for the next 20 years - which contains a clear reference to "doctors of physical therapy" and reflects support for the clinical doctorate as the first professional degree. Subsequent to any change in accreditation, the D.P.T. could also become required for state certification to practice as a licensed physical therapist. Within the UC and CSU systems, joint doctoral programs currently exist between UCSF and both SFSU and CSU Fresno. In addition to these joint programs, however, the CSU system has three other campuses offering master's degree programs. The CSU system has recently inquired about the University's interest and ability in creating new joint programs to offer the doctoral degree. Although no formal decision has yet been made by the University, it is important to note that, by contrast to audiology where the state need for new licensees is estimated to be approximately 40 to 80 per year, the state need for new physical therapists is far greater.

Because there is no real forum for advising and/or adjudicating on intersegmental issues, there is no existing mechanism to assist UC and CSU in developing a reasonable plan to meet rising state needs in physical therapy, which ideally would also include an analysis of the capacity of independent institutions to help meet state needs. Similar observations apply with respect to the Doctor of Nursing Practice (D.N.P.) and other clinical doctorates. While it is clear that the Legislature and public will voice their views and concerns, it is essential that the academic community be engaged and accountable for its decisions and choices in determining a suitable course for the future.

From a still broader viewpoint, as educational budgets have tightened, UC and CSU have found the State increasingly receptive to cooperative appeals for maintenance of funding that addresses the collective needs of the higher education system segments. A more formal mechanism for sound decision-making with respect to doctoral education could be of great service in helping guide the State through the maze of new professional titles that are emerging.

## **II. CATEGORIZING DOCTORAL DEGREES: RESEARCH VS. PRACTICE DOCTORATES**

The National Center for Educational Statistics (NCES) recently proposed a new classification scheme for reporting doctoral degrees in their Integrated Postsecondary Education Data System (IPEDS). The NCES classification [1] would eliminate the "first professional degree" category, and establish three new and discrete categories of doctoral degrees:

- (1) Doctor's degree – research/scholarship;
- (2) Doctor's degree – professional practice; and
- (3) Doctor's degree – other.

The first category (research/scholarship) is characterized by a dissertation, other original research or a creative capstone project that is a primary requirement for degree attainment. This category includes the Ph.D. as well as degrees such as the Ed.D., D.M.A., and D.Sc., all of which require creative thought and demonstration of substantial artistic or scholarly achievement. The second category (professional practice) is characterized by a rigorous program of coursework and practica required for professions demanding a high level of knowledge and skill, and which often includes explicit preparation for examinations that lead to licensure by an external agency or board. This category includes the original advanced professional degrees formerly classified as “first professional” (M.D., D.V.M., D.D.S.) as well as the J.D., O.D. (Doctor of Optometry), Pharm.D., and several others. The third category (other) appears to be a “catch-all” for doctoral degrees that are oriented neither towards research nor advanced professional practice, and are generally not appropriate for consideration by the University; in its classification, NCES did not identify specific examples.

The Subcommittee found the NCES’ proposed characterizations to be helpful, in that the distinction between the first two categories suggests different guidelines for research versus professional practice degrees. The Subcommittee also reviewed the National Science Foundation’s annual Survey of Earned Doctorates [2] for insights in understanding various types of doctoral degrees. The Subcommittee believes, however, that UC should exercise its own judgment in determining how best to classify individual doctoral degree titles.

### **III. SUBCOMMITTEE FINDINGS AND RECOMMENDATIONS**

#### **A. Research/Scholarship Doctorates**

Research-based doctoral education is expensive because it generally requires involved one-on-one mentoring between students and faculty, and depends on a scholarly infrastructure of specialized facilities, materials and collections, and administrative research expertise. Developing and sustaining quality requires a concentration of resources that is essential for promoting creativity and research productivity and for supporting time-intensive student-faculty relationships. By granting the authority to award doctoral degrees within the public higher education system to the University of California, the Master Plan recognized and anticipated the benefits of concentrating resources in a single segment of the state’s public higher education system. This vision, in turn, has formed the basis for the state’s diverse array of outstanding doctoral programs. The Master Plan intended that research-based doctoral education would be undertaken in an educational environment designed and funded by the state to support research. The infrastructure required to generate and sustain a research-friendly environment is extensive, from both fiscal and personnel perspectives: scholarly and administrative support is required, as is the promotion of an overall institutional culture and infrastructure (e.g., access to state-of-the-art research laboratories, libraries, medical facilities, etc.). These resources enable the faculty and their students to develop to their fullest potential.

The Subcommittee agrees that this premise and its commensurate resource implications support the concentration of research/scholarship doctorates within the UC system. To distribute this category of doctoral education more broadly would dilute limited state funding, would lead to proliferation of programs with consequent competition between systems serving neither the public nor academic interest, and/or require a substantial new state investment.

**Recommendation 1:** To ensure the effective use of public resources, the University should work to preserve its responsibility and authority within the California public higher education system with respect to research/scholarship doctoral degrees. In this context, it should be noted that the Master Plan authorizes CSU to offer doctoral degrees jointly with either UC or a private institution.

**Recommendation 2:** The University should make an effort to provide opportunities for students to earn research/scholarship doctoral degrees (as classified by the National Center for Educational Statistics or other entity) commensurate with state and national need.

If UC's current degree offerings in a particular research/scholarship field are not sufficient to adequately fulfill clearly demonstrated state or national needs, several possible alternatives should be considered. These include creating joint doctoral programs with CSU or others, or, as was undertaken with the Ed.D., instituting a systemwide initiative to launch new degree programs in the area, or leaving the degree offerings to independent institutions. These options represent viable alternatives that are consistent with the Master Plan and the University's long-standing responsibility for research-intensive degree programs.

## **B. Professional Practice Doctorates**

The Subcommittee finds it more difficult to provide a definitive recommendation for professional practice doctorates. Some professional practice programs develop and thrive only when they are based within a dynamic research environment and provided with a sufficient level of support. The Council of Graduate Schools notes [3]:

*Ph.D.-granting research universities have significant advantages for offering professional doctorates. They are accustomed to offering doctoral-level training. When professional doctorates and Ph.D. programs are paired within a single disciplinary area (e.g. a Ph.D. in Nursing Science and Doctor of Nursing Practice), it is possible to create a strong complementarity. The missions and audiences of the programs can be differentiated, and the potential exists for strong interchange among students and faculty with different orientations, especially within the vocabulary of engaged or translational research. In some cases, paired programs may offer the opportunity to train dual-degree "superstar" students (e.g. M.D.-Ph.D.).*

## **Challenges and Opportunities**

When a discipline shifts the credential required for accreditation from a master's degree to a professional doctorate (e.g., the recent changes in accreditation requirements for audiology), it raises an important issue of minimum standards for professional doctorates. This topic continues to attract the attention of regional accreditors and the Council of Graduate Schools. The dilemma raised is clear: rebranding a master's degree as a doctoral degree without a substantial increase in content is recognized as degree-inflation. However, changes in program accreditation and/or in licensure requirements also directly impact demands and decision-making for new doctoral programs. The Subcommittee believes that this is an area where UC should actively engage in national discussions. If changes in accreditation and licensure create demands for new doctorates, UC should assess which doctorates (or what level of rigor of doctorates) are most appropriate to offer.

## Law and Medicine

Among state-funded institutions, the Master Plan grants UC the sole authority to grant the J.D., M.D., D.D.S., and D.V.M. The examples of Law and Medicine illustrate how particular considerations may compel the state to concentrate its resources for the provision of advanced training in specific fields within a single component of the higher education system. In the case of the J.D., UC and several private institutions appear to be meeting the need for high quality programs within the state. The rationale for having UC retain authority to award this degree within the public higher education system relates to the Master Plan's intent to concentrate resources within a single system to avoid duplication of resource-intensive programs. For medicine (i.e., M.D. granting programs) and a number of other doctoral programs in the health professions, developing and maintaining the clinical infrastructure is critical for assuring high quality patient care and clinical training for medical students and other health professional students. These requirements include maintaining appropriate student-to-faculty ratios for supervision of students who are learning to care for patients, and funding well-trained and highly qualified faculty who will teach, supervise, and ensure high quality patient care. In addition, the nation's best medical schools are embedded in a world-class research environment, including strong research and Ph.D. programs in the life sciences, allowing for the ready interchange of ideas and experience between theory and practice that benefits both efforts. The resource requirements for offering the M.D. degree are thus extensive.

**Recommendation 3:** The University should assess, on a case-by-case basis, its interest and capabilities with respect to the development of new professional doctoral degree programs for existing and emerging fields. As part of this assessment, UC should consider the extent to which programs at independent institutions and joint-degree partnerships with CSU are able to meet state demand.

### Considerations to Assist with Decision-Making

Because state needs for particular degree titles depend on the context and existing educational landscape within California, each proposed doctoral program requires its own consideration and review. The Subcommittee developed two sets of questions to help inform and guide the University's deliberations about specific professional degree titles. Since the relative importance of individual questions will vary for each degree title, each proposed program will need to be individually assessed, with the decision about whether to launch a program based upon specific circumstances. The first set of questions is intended to assist in determining whether the University should embrace a particular professional doctoral title (signified by "X"). The second set of questions is intended to aid in independent deliberations about whether UC should work to preserve its authority as the sole component of the state's higher education system with independent authority to award that degree.

#### First Set of Considerations: Should UC offer a doctoral program in the field of "X"?

- Does UC's research and/or funding environment suggest that there is an overall benefit to society by developing the given degree program within the University? (For example, UC and CSU's recent agreement that UC proceed with developing new, independent audiology programs in order to leverage the clinical infrastructure of UC campuses.)
- Would the development of the degree program complement and enhance the University's existing programs and concentrations?

- Would the development of the degree program support UC's goals for diversity?
- Would there be strong student interest in the program, and is there evidence that additional public educational opportunities are needed in California for the particular degree program?
- Would new programs align with UC's overall institutional mission of increasing the quality of professional education, research and public service, and its dedication to the discovery and advancement of knowledge?
- Is there enough grass-roots interest among expert faculty, or enough institutional interest in faculty growth, to support the development or expansion of the degree programs?

Second Set of Considerations: Should UC strive to preserve its sole authority within public higher education to independently offer a doctoral degree program in X?

- To achieve or maintain excellence and impact, is it necessary that the associated programs be situated within a dynamic research environment of the type present at UC campuses?
- Does the degree program require the mentoring relationships and/or small classes provided by the low student-to-faculty ratios of a research university?
- Does the degree program require resource-intensive activities and infrastructure to assure patient care quality and safety (e.g., medical student and resident education)?
- To attract and retain leading faculty members and to ensure the necessary scholarly resources for the proposed degree program, is there a need for the substantial infrastructure which already exists at UC (e.g., basic science laboratories and patient care facilities at medical center campuses) or the higher compensation levels available at a research institution?
- Can UC, or UC plus the state's independent institutions, adequately fulfill state/national need through the initiation of new high-quality doctoral programs?

In considering these questions, the Subcommittee notes that an individual campus is authorized to propose any degree program that would benefit its overall academic profile, and thus significant discretion exists among the campuses. Moreover, although these principles are intended to inform decision-making, similar types of questions are also posed during the Academic Senate's review of graduate program proposals.

### **Other Issues**

The Subcommittee recognizes that the above questions do not deal specifically with UC- or campus-wide institutional resource management issues. During California's current fiscal crisis, State support for UC's budget has declined substantially and in some cases professional school fees have increased dramatically to offset lost revenue. Each expensive new graduate degree program has a tangible institutional impact with significant resource considerations. The economics of each new program should be carefully weighed in relation to societal need and its intellectual, pedagogic and research value to its home institution. In a

system with constrained resources, financially self-supporting programs, or those whose creation expands the University's resource base (through, for example, enhanced state funding), become particularly attractive from a resource-management standpoint. While the Subcommittee's intent is not to assess potential financial models for professional doctoral programs, many of the Subcommittee's questions and concerns are resource-related. Clearly, the impact of each proposed new program must be carefully evaluated prior to its launch.

As a separate matter, the Subcommittee notes that lessons may be learned from former UC President Richard Atkinson's "top-down" initiative to meet the state's perceived need for more doctorally-prepared K-12 educators (e.g., individuals earning a Ed.D. degree). As traditionally defined, the Ed.D. is a "research/scholarship" degree. In responding to calls for additional educational opportunities, former President Atkinson initiated a systemwide effort to develop joint Ed.D. programs between CSU and UC campuses. By 2006, all UC campuses except Riverside, Merced, and San Francisco had introduced new Ed.D. programs in partnership with neighboring CSU campuses. Notwithstanding these efforts, and as previously discussed, SB 724 (Scott) granted CSU independent authority to award the Ed.D. in the specific area of Educational Leadership and in collaboration with local school and community college districts. The Subcommittee is concerned that, if CSU campuses seek to expand these Ed.D. programs into areas of Education beyond the bill's mandate, the expansion might require a substantial ongoing infusion of new resources to produce quality doctoral programs. Nevertheless, the experience with Ed.D. degrees illustrates that: (1) in instances of significant state need, "top-down" initiatives can produce viable joint degree programs, and (2) where agreement cannot be reached between the segments, there is a need for an improved intersegmental mechanism for assessing which institution(s) should offer which doctoral titles.

### **C. Coordination with the CSU System**

The Subcommittee also discussed how UC might better maintain a collegial relationship with CSU, and how to assure that decisions pertaining to doctoral education are based upon sound academic principles and the need to conserve scarce resources. In this regard, the history of intersegmental mechanisms for negotiation about doctoral degree programs is of interest. The Master Plan originally established a Coordinating Council involving specified educational segments, with designated representatives including both the UC President and CSU Chancellor. Because of legislative concern that there was insufficient public control over this body, legislation was enacted in 1973 to create a new advisory body, the California Postsecondary Education Commission (CPEC). The majority of members in this new body represent the general public. Representatives of the four higher education segments (UC, CSU, CCC, and the independent sector) hold four of the 16 commission seats. CPEC's responsibilities include reviewing proposals for public degree programs and undertaking statewide-need analyses for such programs. Although the Legislature designated CPEC as an oversight body for resolving intersegmental programmatic issues, as a result of recent funding cuts CPEC has been unable to take a leading role in resolving issues that have arisen.

There is thus a compelling need for the identification or creation of an intersegmental body that is academically driven, politically neutral, and analytically rigorous. This body could provide a mechanism for rational, pedagogically-based decision-making. One possibility would be to re-assess the charge of the existing CSU/UC Joint Graduate Board. A Joint Graduate Board with expanded activities might serve to fill the need for an ongoing and readily available group to oversee discussions and reach decisions about the provision of doctoral education within the two systems. Such intersegmental discussions could include participation by representatives from CPEC, the Western Association of Schools and Colleges, the

Association of Independent California Colleges and Universities (AICCU), or others as appropriate.

**Recommendation 4:** Use should be made of the CSU/UC Joint Graduate Board, in possible collaboration with WASC, AICCU, and CPEC, as a cooperative forum for determining, based on clearly-stated criteria, when it is appropriate for UC to maintain sole authority within public higher education for independently granting specific doctoral degree titles, or when the public interest is best served by sharing this authority.

**Recommendation 5:** The University should continue to engage CSU in discussions regarding their interest in future joint doctoral programs, and encourage collaboration when mutually agreeable.

**Recommendation 6:** When the University agrees that it is in the public's interest for CSU to have independent authority to grant specific professional doctorates, UC should support CSU's efforts to secure that authority.

#### **D. State-Level Coordination**

Because a designated entity such as the CSU/UC Joint Graduate Board may not be able to resolve all issues that arise, there would be a benefit to the systems and the State in identifying an overarching adjudicating body that is politically neutral, has expertise in graduate education issues, and represents the higher education constituencies within California. To be effective, such a body should also be given an appropriate and reasonable level of authority with respect to its rulings.

There are existing groups that might take on an overarching role. The founding charge of CPEC suggests that it was initially designed as the body for adjudication between segments, and there remains great value in this function. As previously noted, CPEC has had serious funding cuts which have limited its ability to fulfill this role. Alternatively, the California Education Round Table (CERT) could take on a stronger role in determining intersegmental policies relevant to graduate education. Membership in this group includes the UC President, the CSU Chancellor, the CPEC Executive Director, the State Superintendent of Education, the Chancellor of the California Community Colleges, and a President from the AICCU. The CERT operational arm is the Intersegmental Coordinating Committee (ICC). The ICC presently has four subcommittees with specific charges, but none of these has a major graduate component. The establishment of an ICC subcommittee, or a direct subcommittee of CERT, whose specific mandate lies in adjudicating intersegmental graduate disputes could produce a high-level body able to resolve disagreements based on educational and resource considerations.

**Recommendation 7:** Because the CSU/UC Joint Graduate Board may be unable to resolve all intersegmental issues pertaining to doctoral education, the UC President and other leaders in higher education should consider the possible benefits of creating an overarching adjudicating body that is politically neutral, has expertise in graduate education issues, and represents the range of constituencies in California higher education. A revitalized CPEC, or the California Education Round Table (with a modified subcommittee structure) could fit this role.

The process by which intersegmental negotiations on graduate programs occurs is of vital interest to the University. It is thus important that an appropriate level of internal assessment/monitoring of these

processes be instituted. The two UC bodies under whose purview such a monitoring role could naturally fit are the Academic Planning Council and the Coordinating Committee of Graduate Affairs.

**Recommendation 8:** Within the University, the Academic Planning Council and the Coordinating Committee on Graduate Affairs should periodically assess the effectiveness of existing mechanisms and processes used for addressing, managing and resolving intersegmental differences, should they develop.

#### IV. SUMMARY

In summary, the Subcommittee recommends that UC strive to retain its sole authority among California public institutions for independently granting research/scholarship oriented doctoral degrees, while maintaining provisions for granting joint degrees with CSU. Professional practice doctorates should be considered on a case-by-case basis, guided by well-formed principles, including those recommended in this report. For professional doctoral programs that require considerable research or research-related infrastructure, UC should again strive to retain the sole authority for independently offering the associated degree titles. The determination of which professional doctoral programs to offer should be influenced by both the need for these programs and the educational landscape within California. In some instances, independent institutions may provide sufficient capacity to offer certain degree programs, while for others, joint doctoral programs between UC and CSU might be most appropriate. And, in some instances, new independent offerings by CSU might be the appropriate means for satisfying public demands for a particular professional degree.

With respect to managing such decision-making, an improved mechanism for intersegmental communication should be created and maintained. The CSU/UC Joint Graduate Board might, in a reinvigorated form, provide such a service. The Subcommittee also concludes that an effective state-wide entity would be helpful for assuring that an overarching, politically neutral and analytically rigorous body is available to help adjudicate disputes, should they arise. In this respect, a revitalized CPEC or the California Education Round Table might be considered, with particular attention to crafting an appropriate charge with regard to intersegmental issues.

\* \* \* \* \*

## **APPENDIX A: Subcommittee Roster**

### UC Task Force on Planning for Doctoral & Professional Education: Subcommittee on the Professional Doctorate

#### **Quentin Williams, PhD (Chair)**

Professor of Earth and Planetary Sciences and Academic Senate Chair  
University of California, Santa Cruz

#### **Carol Copperud**

Director, Academic Planning and Budget  
University of California, Office of the President

#### **Jeffery C. Gibeling, PhD**

Dean of Graduate Studies and Professor of Chemical Engineering and Materials Science  
University of California, Davis

#### **Todd Greenspan, MPP**

Director, Educational Relations  
University of California, Office of the President

#### **Cathryn L. Nation, MD**

Associate Vice President, Health Affairs  
University of California, Office of the President

#### **Bruce A. Schumm, PhD**

Professor of Physics, and Chair, Coordinating Committee on Graduate Affairs  
University of California, Santa Cruz

#### **Eugene Washington, MD**

Executive Vice Chancellor and Provost  
University of California, San Francisco

#### **Ami Zusman, PhD**

Coordinator of Graduate Education Planning and Analysis  
University of California, Office of the President

#### Report also reviewed by:

Lydia Yu, MHS  
Senior Analyst  
University of California, Office of the President

## **APPENDIX B: Supplementary Issues Discussed by the Subcommittee**

Several supplementary issues emerged in the Subcommittee's discussions about professional doctorates. While not formally part of its charge, the Subcommittee discussed: (1) how UC might play a role in the national discussions regarding changes and trends in doctoral education; (2) assessment of professional doctoral programs; and (3) the suggested administrative home for professional doctoral programs. These are summarized briefly below.

### **The National Discussion about Professional Doctorates**

There has been extensive discussion in the higher education community regarding professional doctorates. The Council of Graduate Schools (CGS), the North Central Association of Colleges and Schools, and the NCES have all produced reports regarding the status of professional doctorates within the academy [4]. A principal medium for engagement in national level discussions exists within the CGS, on which UC has significant representation. This group has considerable interest in better defining the institutional pros and cons associated with professional graduate education. The Subcommittee believes that a primary goal for UC should be to promote (within CGS) an effort to clearly define the essential characteristics of a professional doctorate.

### **Assessment of Professional Doctoral Programs**

In its Task Force Report on the Professional Doctorate [5], the CGS noted that "Professional doctorates may depend upon a mix of faculty that is significantly different from the faculty for a Ph.D. program." The Task Force raised a concern that the traditional culture of faculty and program review may not be optimal in the case of professional doctorates, which can involve significant numbers of clinical and other situational faculty. Should UC increase the number and variety of professional doctoral programs offered, and particularly those that are geared towards practice, it may need to develop new criteria for the review of these programs. In this context, the ability of the program to be accredited is a necessary but not sufficient review metric for a professional doctorate program.

### **Administrative Home for Professional Doctoral Programs**

As with research-oriented doctorates, divisional Graduate Councils need to be involved with the policy-making Senate committees for professional doctorates, and Graduate Divisions should be the units that administer graduate programs. Indeed, such structures ensure that appropriate attention is paid to academic issues associated with professional doctorates. With CGS playing a leading role in national discussions about professional doctorates, Graduate Deans are poised to contribute substantially to campus, systemwide, and national discussions about these issues.

## APPENDIX C: July 9, 2008 Letter from UC Provost Hume to the State Audiology Board

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OFFICE OF THE PROVOST AND EXECUTIVE VICE PRESIDENT --  
ACADEMIC AFFAIRS

OFFICE OF THE PRESIDENT  
1111 Franklin Street, 12<sup>th</sup> Floor  
Oakland, California 94607-5200

July 9, 2008

Lisa O'Connor, Chair, M.A.  
Alison Grimes, Vice Chair, Au.D.  
Speech-Language Pathology and Audiology Board  
2005 Evergreen Street, Suite 2100  
Sacramento, CA 95815

Dear Ms. O'Connor and Dr. Grimes:

I am writing in response to your May 30, 2008 letter to UC President Yudof and CSU Chancellor Charles Reed requesting an update on progress toward development of new doctoral training programs in audiology. As you may know, President Yudof began his official duties as UC President on June 16, 2008. I have since had the opportunity to brief him regarding the efforts thus far invested by UC and CSU to reach agreement about development of new programs in this field. With concurrence from President Yudof and Chancellor Reed, I am writing now to provide a summary of progress to date and anticipated next steps.

Given the importance of this matter to your Board, we thought it might be useful to elaborate with respect to several key issues. You may recall that as a result of the time and efforts undertaken by our two systems we readily reached agreement about proposed sites, partnerships, enrollments and fee levels for development of two proposed new programs in the San Francisco and Los Angeles regions. Notwithstanding these efforts, our best estimates project expenses for the proposed programs that would significantly exceed the revenues necessary to support them over time. In addition to ongoing operational costs, substantial costs for start-up will be required.

We believe that while sharing resources between the UC and CSU systems continues to work well for many joint programs, the small size and considerable clinical requirements for joint Au.D. programs require resources that are beyond current reach. This is because these programs, as initially proposed, would not benefit from the increased marginal cost support and student fee revenue generated for programs that train greater numbers of students. Beyond the well-known challenges of supporting small clinical programs, some level of additional expense would be required to support dual administrative structures (however modest) and other ongoing expenses involving faculty and staff time to coordinate student services, academic calendars, and budgets.

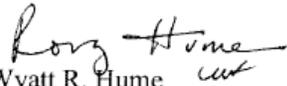
Given the state's interest in preparing well-qualified audiologists who will help meet California needs, and in view of the major work already invested, the UC and CSU systems have agreed that the most cost-effective approach for developing new programs should leverage the existing clinical resources at the UCLA and UCSF medical center campuses to the fullest extent possible and that administrative costs should be minimized. To preserve affordability for students and promote financial stability for these small, but relatively costly programs, our systems have

July 9, 2008  
Page 2

agreed to pursue: (1) modest expansion of the existing SDSU-UCSD joint program, with a commitment from both systems to address ongoing resource needs; and (2) that UC will continue with independent efforts to develop two new programs (at the UCSF and UCLA campuses) that would operate as independent – but “linked” – programs sharing faculty resources between and across the two campuses to the fullest extent practical.

We recognize that even the above approach will create budgetary challenges including the need for new state support. However, UC and CSU agree that this approach presently represents the most viable and cost-effective option for the state, our systems, and future students. I understand that Chancellor Reed may also write to you to communicate CSU’s support and agreement with these plans.

Sincerely,

  
Wyatt R. Hume  
Provost and Executive Vice President  
Academic Affairs

Cc: President Yudof  
Associate Vice President Nation  
Chancellor Reed  
Executive Vice Chancellor Reichard

WRH

THE CALIFORNIA STATE UNIVERSITY  
OFFICE OF THE CHANCELLOR

July 10, 2008

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Ms. Lisa O'Connor, Chair  
Dr. Alison Grimes, Vice-Chair  
California Speech-Language Pathology & Audiology Board  
2005 Evergreen Street, Suite 2100  
Sacramento, California 95815

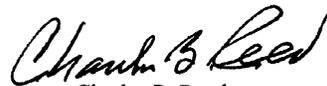
Dear Chair O'Connor and Vice-Chair Grimes:

Thank you for your letter of May 30, 2008, sent also to the President of the University of California. I generally concur with the letter of response that you now have from University of California Provost Hume, dated July 9, 2008.

We would like you to consider one further point in addition to Provost Hume's statements about the current status of planning for Au.D. programs. We hope the Board will encourage the development of strong Au.D. programs that are as affordable as possible to the state and to audiology students. This could, for example, involve the possibility of developing a less clinically-based Au.D. program (sometimes termed a "non-medical school" model), on the pattern that has been successfully developed in other states. California State University, Northridge, in particular, might be interested in exploring such a possibility if the state were to grant such authority.

With kind regards,

Sincerely,



Charles B. Reed  
Chancellor

CBR/pc

- c: Dr. Jolene Koester, President, California State University, Northridge
- Dr. Gary W. Reichard, Executive Vice Chancellor / Chief Academic Officer
- ✓ Dr. Wyatt R. Hume, Provost, University of California
- Dr. Mark G. Yudof, President, University of California

## SOURCES

- [1] National Center for Educational Statistics, Proposed Changes to IPEDS Forms 2008-09 — 2010-11 (January, 2008); see: [http://nces.ed.gov/IPEDS/news\\_room/ana\\_Changes\\_to\\_1\\_29\\_2008.asp](http://nces.ed.gov/IPEDS/news_room/ana_Changes_to_1_29_2008.asp)
- [2] National Science Foundation, Survey of Earned Doctorates. See: Doctorate Recipients from United States Universities: Summary Report 2006.
- [3] Council of Graduate Schools, CGS Task Force on the Professional Doctorate, CGS Task Force Report on the Professional Doctorate, Washington, D.C., 2007, p. 22.
- [4] Task Force on the Professional Doctorate of The Higher Learning Commission of the North Central Association of Colleges and Schools, A Report to the Board of Trustees from the Task Force on the Professional Doctorate, June 2006.
- [5] Council of Graduate Schools, *op. cit.*, p. 25.