MEETING CALIFORNIA'S NEED FOR THE EDUCATION DOCTORATE

A Report Examining California's Needs
for More Holders—and Suppliers—of Education Doctorates

Prepared by
The California State University

March 2001

CSU Office of the Chancellor
401 Golden Shore
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Introduction and Summary

The effectiveness of California's schools depends heavily on the quality of their leadership, and preparing educational leaders who can bring about school improvement is a major challenge for the state. Preparation of educators at the doctoral level has been the subject of much debate in recent years. Over the past decade, the number of education doctorates produced per year in California—and the number of people with doctorates employed in the state's public schools—have remained fairly constant. Yet the growth of the California student population at the elementary, secondary, and postsecondary levels and the growing complexity of the educational system indicate a growing demand for education doctorates.

Moreover, at a time when more accessible, appropriate, and affordable doctoral programs in education should be available to fill this demand, the California State University (CSU), the largest public university system and the one with the greatest involvement in K-12 education, is precluded from taking a significant role in preparing well-qualified future educational leaders.

The recent report by the California Postsecondary Education Commission (CPEC), The Production and Utilization of Education Doctorates for Administrators in California Public Schools: A Report in Response to Assembly Bill 1279 (hereinafter, "the CPEC report"), examined this issue. The CPEC report, while not definitively calling for an increased supply of education doctorates for California's public schools, community colleges and university-level colleges of education, recommends that California address directly the question of access to education doctoral (Ed.D.) preparation in terms of affordability, time, and distance.

The CPEC report is an important first step in engaging fully what from most perceptions must be a clear need both for more applied education doctorates and for a more cost-effective way of preparing these professionals for the schools, community colleges, and colleges of education. We believe that a deeper examination of the current levels of preparation and utilization of professionals with the Ed.D. in California in all of these sectors reveals a relatively low utilization (compared with other states), not because of weak latent demand but because the supply is so meager. Simply looking at current utilization misses the critical issues of what demand and use would be if the supply of education doctorates in California approached the levels of other states.

This report was commissioned by CSU to consider further the need for leaders who are educated at the doctoral level to advance California's school improvement efforts, and to reexamine some of the issues raised in the CPEC report.

California's Supply of Education Doctorates Has Been Artificially Suppressed

CPEC's analysis suggests that the current production of education doctorates accurately reflects the demand. Several factors have artificially suppressed the supply of education doctorate-holders in California, however, and the report alludes to some of these factors (e.g., geographic inaccessibility, lack of affordable programs, and often a mismatch between students' goals and the goals of existing programs). If actual current demand is equivalent to this meager supply, it is only out of resignation. For example, nearly half the seventh and eighth grade science and mathematics teachers in California have failed to receive certification in science or mathematics, compared with only one-quarter nationally, and the number of certified science teachers in California actually declined 16% between 1994 and 1998 (Council of Chief State School Officers 1999). This, however, does not mean that there is little need in California schools for science and mathematics teachers who actually meet the required standard, but rather reflects the simple fact that the current supply is inadequate. A similar systemic failure to supply properly prepared educational leaders exists, as well.

The Current Need Far Exceeds the Current Supply

Even if the current suppressed supply accurately reflected current "demand," the state's actual need for education doctorates is—as indicated by facts embedded in the CPEC report itself—substantially in excess of the report's supply-and-demand calculation. California lags the nation, its competitor states, and the CPEC-documented preferences of California school administrators themselves. **In California, there is one education doctorate awarded for every 14,685 K-12 students, compared with one for every 9,438 K-12 students nationally** (CPEC 2000b, p. 16). In fact, by continuing at the same level of education doctoral production since 1991, California has fallen substantially further behind the rest of the nation on all these measures in the past decade. With an increase of nearly 1.2 million students in California public schools over the last decade but little increase in educational doctorates awarded, California's ratio of education doctorates to K-12 students has fallen to less than two-thirds the national ratio.

The Future Need for Education Doctorates Will Exceed the Current Supply

Even if the CPEC report's supply-and-demand calculation accurately reflected the state's current need for education doctorates, the need in the future—which is what the CPEC study was intended to address—is in all likelihood going to be substantially higher. After substantial growth in the public school population in the 1990s, the number of public school students and the number of schools will increase further in the state over the next ten years. Furthermore, California cannot continue to meet the demands of growing complexity in education administration and the growing need for education leadership with stagnant production of educational leaders.

The CPEC report identifies a need for more people from underrepresented groups to earn the education doctorate, better to reflect California's great diversity. The report also calls for consideration of a need for increased numbers earning doctorates in such subfields as educational testing, measurement, and assessment. In addition, CPEC recommends actions, such as establishing incentives to encourage attainment of the doctoral degree by educators and efforts to make doctoral programs more accessible to education leaders in rural areas, that would substantially increase demand well in excess of the current production capacity of all institutions currently serving the market. These incentives would increase demand that could be met only if an additional supplier with the capacity, experience, and dedication of the CSU enters the field.

CPEC's Analysis Does Not Address a Significant Portion of the Need: The State's Higher Education System

Finally, the CPEC report acknowledges that it addresses only part of the need for education doctorates—the K-12 system—while not addressing the needs of the California Community Colleges, and of higher education in California generally, for doctoral degree-holders. Yet projections estimate an increase of more than 36% in California public college and university students between 1998 and 2010 (California State University 2000a). In addition, a large number of community college leaders and university professors of education will reach retirement age during this period. And perhaps even more significantly, there is a large shortfall in the number of education doctorate-holders available to fulfill a key role: educating the next generation of school-teachers. Even if CPEC's limited analysis were accurate in suggesting that the K-12 system will present no greater need for education doctorates in 2008 than can be met with a system operating unchanged from its performance levels in 1990, the state's higher education systems demand additional education doctorates. The CPEC report did not attempt to assess that demand. In fact, the report noted that "[a]n important finding in this study is that a relatively small percentage of education doctorates actually go to work in elementary and secondary education" (CPEC 2000a, p. 31). The CPEC report thus looked at only a relatively small percentage of the problem.

California Needs Additional High-Quality Doctoral Programs in Education

In sum, California must produce substantially more education doctorates in the coming decades than it does now in order to meet the demands of the state's K-12 and postsecondary educational systems. To accomplish this, education doctoral programs must be more affordable and more accessible. California must produce education doctorates whose holders are more diverse, and it must prepare more recipients of education doctorates to lead instructional improvement efforts at the district, county, and school levels and to serve as leaders and professors of education in two- and four-year postsecondary institutions.

It is therefore clear, after nearly a decade and a half in which additional institutions have been discouraged from offering education doctorates (CPEC 1987), that California cannot afford to continue producing essentially the same number of doctorates, in the same places, at the same high cost, with the same lack of diversity. In short, California needs to increase the number of institutions authorized to award the doctorate in education if it is to have enough well-qualified leaders at all levels of education.

Limitations of the CPEC Study

The assumptions and analytical approach on which the CPEC report relied preclude an objective view of the demonstrable need for education doctorates.

- For a decade, California has produced about the same number of education doctorates each year, keeping the state far below the national rate (and the rates of almost all the states identified by CPEC as comparable) for doctorate-holders in school administration positions. The supply has remained flat, although substantial percentages of California school administrators indicate that these positions should be filled by doctoral-degree holders—a conviction revealed in the CPEC study's surveys. This relatively small number of education doctorates produced in the state comes overwhelmingly from higher-priced programs at non-public institutions. The heavy reliance on the independent segment is in contrast to virtually every other aspect of education in California, where the public sector is expected to provide accessible and affordable services.

- The CPEC study appears to attribute this constricted supply of education doctorates in California to the current demand for them, assuming that in the long run, supply and demand must be equal. As long as demand is defined to be equal to supply, no undersupply can be detected.

- Therefore, the report implies that California's production of education doctorates should remain at its current flat level, that only those institutions currently offering programs should do so in the future, and that California schools' utilization of education doctorate-holders should remain far below the levels across the nation and in comparable states. The CPEC study's survey results indicating widespread agreement on the value of and need for more such doctorates did not enter into its analysis or conclusions.

A more comprehensive analysis of the situation yields quite different conclusions.

I. California's Supply of Education Doctorates Has Been Artificially Suppressed

CPEC's analysis depends primarily upon the notion that the current production of education doctorates accurately reflects the demand. This is a misguided assumption. Unfortunately, California currently does not encourage or even make it possible for many educators who wish to pursue doctoral degrees to do so. In fact, a number of factors presently combine not only to discourage prospective doctoral candidates from pursuing these degrees, but also to artificially deflate demand among school districts and county offices of education for people holding these degrees. This paper will focus on three of these factors:

- **The geographically limited availability of doctoral programs in education.**
- **The high cost of current doctoral programs in education.**
- **The reputation of existing programs for uneven quality or utility.**

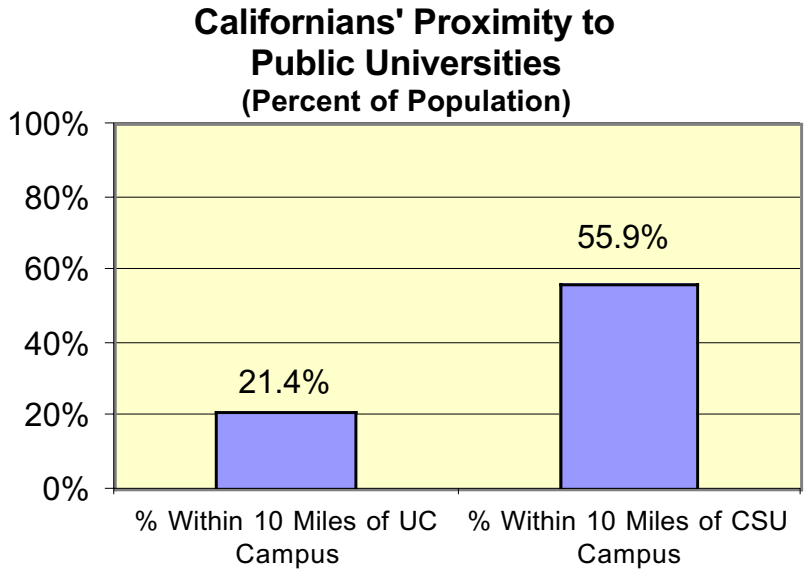
A. Geographic Remoteness of Doctoral Programs

Geographic availability of doctoral programs influences demand at both the individual and school system levels. Since the majority of Ed.D. students attend part-time, the need for proximity is obvious. For those who work in school districts or county offices that are not close to universities offering a doctoral program in education, the choices are stark: stop working, find a new job in another district that is close, seek out a "diploma mill" that awards doctoral degrees by mail—or forego the degree. Lack of proximity to a degree-granting institution can also be a disincentive for school districts or county offices of education to expect their future leaders to obtain a doctorate.

The need for programs accessible to part-time students is acute. In the CPEC study (CPEC 2000b, p. 138), survey respondents reported that while earning the doctorate, they spent about 90% of the period [in which they were working towards the degree] working full-time as a school administrator. Similarly, the American Association of School Administrators (hereafter, AASA), in its 2000 Study of the American School Superintendency (Glass, Bjork, and Brunner 2000, p. 149), concluded that "most students in educational administration are commuter students who pursue graduate degree and licensure programs on a part-time basis and attend classes after work or during summer school . . . [this is because] most aspiring and veteran administrators are mature, at mid-career and have family obligations. Attending graduate school on a full-time basis would require giving up their full-time positions."

Although it is impossible to quantify precisely the negative impact that geographical remoteness from doctoral programs has on the production of degree holders (in the absence of a full survey of teachers and administrators who do not presently hold doctorates), the CPEC survey provides a hint. Superintendents without doctorates were asked to list the reasons why they do not have them. Of the reasons cited by the 41 superintendents without doctorates who responded to CPEC's survey, "no programs in reasonable proximity" was one of three reasons that ranked just below the top two of "can't afford the time" and "family obligations interfere" (CPEC 2000b, p. 140). Admittedly, this is an imprecise measure, for superintendents without doctorates are a population that is not so likely to consider doctoral degrees important to success (they have obtained their positions without having earned the degree, and they tend to be older than teachers and other administrators—past the age when doctorates are normally pursued). For a population currently in less elevated leadership positions, the proximity of doctoral programs could be even more crucial to realizing their aspirations.

These findings of the CPEC study are consistent with a recent analysis of the proximity of the state's population to California's public universities. This study determined that while about 56% of Californians lived within 10 miles of a CSU campus, only 21% of Californians lived within 10 miles of a University of California (UC) campus (please see map, below). CSU campuses are not now authorized to award education doctorates; UC campuses are.



Source: Julie Hoang, "California 1990 Population Distribution in Proximity to Public Postsecondary Institutions," California Demographics, Winter 1998, California Department of Finance.

Campus Locations

California State University
University of California

B. High Cost

Another factor suppressing the production of education doctorates generally—and among underrepresented groups in particular—is the relatively high cost of obtaining a doctoral degree under existing policies and circumstances. Indeed, even the CPEC survey (CPEC 2000b, p. 138) of superintendents cited earlier revealed that an inability to afford the costs was tied for third as a reason for not pursuing a doctoral degree. If cost is a factor for superintendents—who are at the top wage level of the education pyramid—it is even more likely to be a factor for teachers and lower-level administrators, who tend to have substantially lower salaries and are less likely to receive financial assistance or sabbaticals from their school districts, according to the American Association of School Administrators (Glass, Bjork, and Brunner 2000, p. 150).

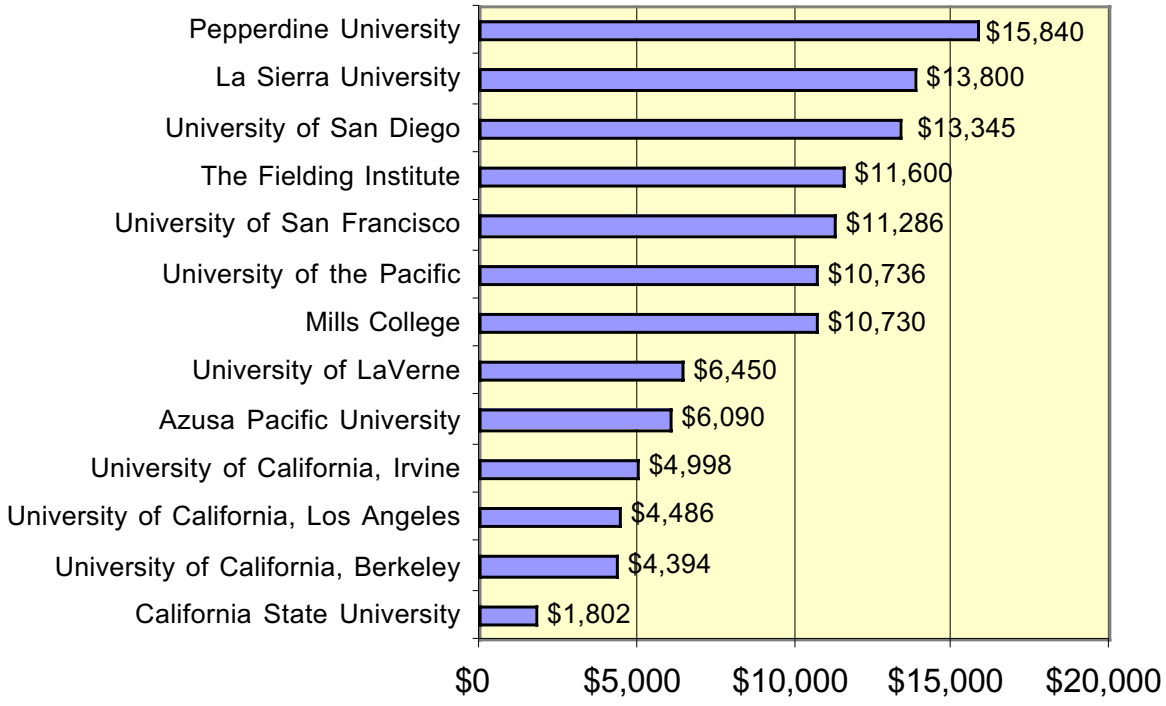
A key question California legislators and policy-makers need to answer—a question that CPEC has posed in its report—is whether it makes sense to continue rationing education doctorates by price. Education doctorates are different from most other doctorates because they are uniquely related to a core state function: the public education of the state's children. California has a special obligation to provide more affordable, accessible, and high-quality education doctorate programs than it does currently.

At present, California has few low-cost doctoral programs in education. Indeed, many people do not realize that California relies on independent colleges and universities for about 70% of the education doctorates produced in the state. Moreover, California provides few direct financial incentives for obtaining a doctorate to anyone in education below the rank of superintendent. But early in one's career is precisely when affordability is most important; younger people with relatively brief work experience are likely to have fewer resources. And affordability is clearly a key (and sometimes, even determinative) factor when it comes to promoting doctoral degrees among underrepresented groups.

How expensive is it to earn a doctoral degree today in California? The cost of tuition and fees for graduate study varies widely, with California State University campuses the lowest. Tuition and fees for graduate study at CSU campuses are less than one-half the cost of graduate study at UC campuses, and as little as 11% of the cost at an independent university. The total tuition cost to a student to obtain a doctoral degree from an independent institution is often in the neighborhood of $45,000.

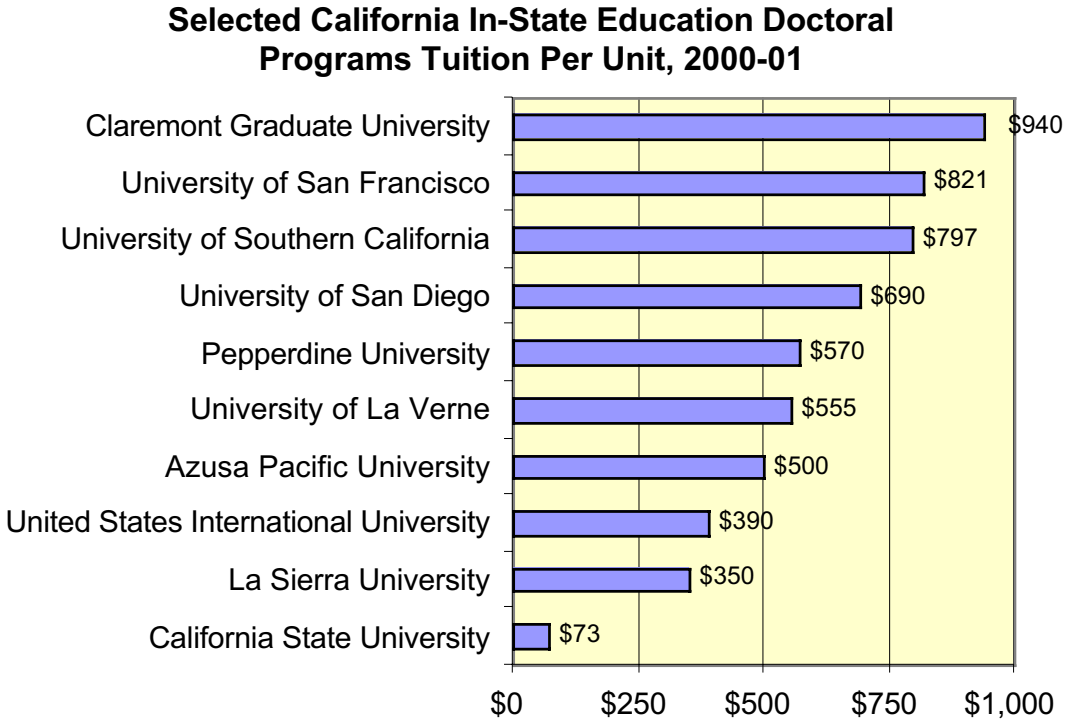
The chart below compares the cost of tuition and fees of doctoral programs for one year at various California colleges and universities that provide education doctoral programs with the average cost of in-state fees at CSU campuses:

Select Comparison of Graduate Study In-State Tuition and Fees in California, 1997



Source: **National Center for Education Statistics, U.S. Department of Education**

The chart below compares the costs of graduate programs at selected independent California colleges and universities, with that of the CSU on a "per-unit" fee basis:



Notes: Pepperdine per unit fee varies depending upon program of study, ranging from $570 to $750. USC graduate students with 15 to 18 units per semester can pay a flat-fee rate of $11,832. Claremont students can pay $10,879 for full-time study, or 12 units at $899 per unit.

In short, doctoral education at a CSU campus would cost students a fraction of the price of doctoral education at the non-public institutions that provide approximately 70% of the state's education doctorates today.

C. The Reputation of Existing Programs for Uneven Quality or Utility

A final factor that may well be suppressing demand for education doctorates—at both the individual and school district levels—is a lack of confidence in the quality or utility of doctoral programs in education. The State of California does not impose accreditation requirements on programs leading to education doctorates. Across the nation, the reputation of even high-quality education doctoral programs at private institutions has been tainted by the proliferation of programs that may be little more than "diploma mills." And high-quality programs with rather narrow objectives for their students might not meet the needs of many prospective educational leaders. Together, these circumstances fuel skepticism and doubtlessly serve to dampen demand. Indeed, some of these concerns are expressed in the CPEC study.

These concerns are not confined to California. They have truly become a national issue, and various organizations are calling for improvements in curriculum and better accreditation standards. The proposed 2001 platform of the American Association of School Administrators, for example, specifically recommends that "only higher education degrees received from colleges and universities accredited by regional associations of the National Council for the Accreditation of Teacher Education be recognized for the preparation, appointment and promotion of school leaders" ("AASA 2001 Proposed Platform," n.d.).

This AASA recommendation derives, in part, from its 2000 Survey of the Superintendency (Glass, Bjork, and Brunner 2000), which concludes:

> In the coming decade, thousands of individuals will complete superintendent preparation programs. There are a considerable number of interrelated issues regarding how the next generation of superintendents should be prepared, which entities are best suited to provide education and training, and whether emerging national standards for licensure (ISLLC) may contribute to ensuring the rigor and quality of those who will lead schools into the 21st century. Although many individuals who complete preparation programs may not actually become superintendents, the knowledge and skills acquired are invaluable to building the capacity of districts to improve the education of children, particularly those at risk. In addition, it is becoming evident that an increasing number of superintendents are viewing the position as "impossible", and the salary and benefits as inadequate, contributing to many highly qualified professionals deciding not to enter candidate pools. In addition, the weaknesses of both university- and non-university-based programs are similar, which refocuses the often-heated debate from research and practice to addressing a common problem and finding shared solutions.

More stringent and universal accreditation requirements could get to the heart of the problem. At the moment, however, most states (including California) do not require accreditation by the National Council for the Accreditation of Teacher Education (NCATE), the leading accrediting body for programs in education. Institutions both strong and weak may choose not to seek NCATE accreditation and to ignore NCATE standards. In fact, in California, only fourteen education programs were NCATE-accredited as of October 2000. Of these, two—at Loyola Marymount University and at the University of the Pacific—were at independent universities. The remaining twelve were programs of the California State University, and two additional CSU campuses are in the process of obtaining NCATE accreditation.

II. The Current Need Far Exceeds the Current Supply

CPEC's initial analysis implies that the actual current demand for education doctorates in the K-12 system can be equated to the current level of production. As the CPEC report acknowledges, this would appear to be an inadequate measure of current demand for a number of reasons.

In the past decade of explosive growth in the state's population, the number of California public school administrators with education doctorates has remained virtually stagnant (CPEC 2000a, p. 5). As a result, California now dramatically trails the nation in providing doctorally educated leaders for its growing school system.

If California should aspire at least to match the national average ratio of doctorate-holders to K-12 students, then there will be, at a minimum, an average yearly shortfall of 211 education doctorates produced in California universities, given current state policies.

The national average (based on 1998 data) is one education doctorate awarded for every 9,438 K-12 students (CPEC 2000b, p. 16). In California, one doctorate is awarded for every 14,685 students—meaning that California lags the rest of the nation by more than a third. Moreover, the gap is increasing. Indeed, the rise was steady from 1991 to 1997, and the gap has retreated only slightly from its maximum. If California were to close this gap and match the national average, it would mean an additional 242 education doctorates by the end of 2002.

California's production of education doctorates also fails to measure up to that of other large, diverse states. The CPEC report prominently displays a table (CPEC 2000a, p.17) showing that California ranks behind three of five "comparable" states (Pennsylvania, Illinois, New York, Florida and Texas) in doctorates per 1000 administrators. Looking more closely at the data for different categories of administrators yields an even bleaker picture, as shown in the table below.

Category	**California Rank**
All Administrators	Fourth
-Superintendent	Fourth
-Central Office Administrator	Fourth
-High School Principal	Fourth
-Elementary School Principal	Fifth
-Other School-Site Administrator	Fifth

California in fact ranks no better than fourth of six in all categories, and above only Texas in two categories. In addition, California might rank behind all competitor states except Texas in the superintendent category but for the fact that a large number of Florida superintendents are elected, thus keeping that state from surpassing California in doctorate-holders in that category, as well.

Information pointing to the current need for more holders of education doctorates in California is found elsewhere in the CPEC survey. As CPEC summarized its findings, "Superintendents who were surveyed frequently mentioned that there exists a need for doctoral programs that emphasize a practical knowledge base" (CPEC 2000a, p. 6). There is a strong belief among superintendents and principals who hold a doctorate, and especially among deans of universities with doctoral programs and CSU deans, in the importance of a doctorate in filling the position of superintendent. In addition, seventy percent of superintendents of districts with more than 2500 students and 32% of superintendents of districts smaller than 2500 students consider the doctorate very important for superintendents (CPEC 2000b, p. 19).

Those superintendents who assert that there is a high need for a doctorate for principals is somewhat lower, but still significant. For example, 27% of large district superintendents and 9% of small responded that it was important for a high school principal to have a doctorate. Fourteen percent of large school superintendents and 5% of small district superintendents believed that a doctorate was important for elementary school principals.

If we assume that these "doctorate importance ratings" are indicative of demand (i.e., 27% of superintendents from large districts seeking to hire a high school principal would recruit a candidate with a doctorate degree if available), there appears to be a gap between the resulting measure of demand and the percentage of principals who actually have doctoral degrees. This gap represents unfilled demand. Data from the California Basic Educational Data System (CBEDS) as of 1998, as reported by CPEC (CPEC 2000b, p. 104), show that only 7.8% of principals listed in CBEDS have a doctoral degree.

Since large-district school superintendents hire more principals (because larger districts have more schools), and since more of these superintendents consider the doctorate important, the gap between need for and availability of candidates with doctoral degrees may be particularly pressing in large districts. On the other hand, as reported in Career Crisis in the Superintendency, prepared in cooperation with AASA and NCES (Cooper, Fusarelli, and Carella 2000), "leaders who live in more isolated areas of the country and work in smaller systems are, according to our data, half as likely to have their doctorate as large district administrators." Perhaps this was acceptable in the past, when smaller districts served less diverse student populations and tended to be less impacted by issues of poverty and cultural diversity. But in an age of increased population mobility, statewide standards, and electronic information flow, all schools are now operating in a more complex environment. The increasingly pivotal role of superintendents in all district and county settings and the unique role principals play as site leaders make it increasingly important that they have the tools they need to do the job, no matter how large or small their district, whether their span of control is one school building or multiple school sites.

Superintendents in K-12 school settings who hold doctorates explicitly recognize the increased legitimacy conferred upon them by their degrees—legitimacy that is not acquired through alternative "training" or other degrees (CPEC 2000b, pp. 142-143). Nationally, for example, more women superintendents (57%) than men superintendents (44%) hold doctorates. In California, 51% of female superintendents hold the doctorate vs. 47% for males (CPEC 2000b, p. 96). This is especially important because "many school boards favor hiring superintendents with doctoral degrees" (Glass, Bjork, and Brunner 2000, p. 80). One could infer that a doctoral degree is especially important in providing legitimacy to a woman candidate for the job of superintendent.

Further, in large districts in California, doctorates are held by 81% of the superintendents from underrepresented ethnic groups, compared with 65% of the white non-Hispanic superintendents in similar districts (CPEC 2000b, p. 150). This legitimacy is more than mere symbolism. One reason that holders of education doctorates are perceived to have more credibility as leaders is the recognition that obtaining such a degree requires a great deal of hard work and dedication to the field of education; it is a short-hand measure not just of a person's academic achievement but of his or her work ethic and commitment to the profession (CPEC 2000b, pp. 20-22).

The University of California system (University of California, Office of the President 1997) has also acknowledged the salience of education doctorates for professional advancement within the education community:

> The professional master's degree (and in Education, the Ed.D.) has increasingly become a preferred route to professional advancement or career change among working adults. The University of California should expand its outreach to serve this segment of California's population.

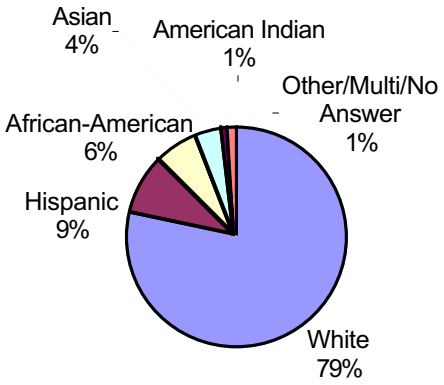
The Unmet Need for Diversity

California's rapidly changing ethnic demographics make it critical that all ethnic groups and both sexes be adequately represented in K-12 leadership positions. One way of ensuring this is to increase the number of educators from underrepresented groups who hold education doctorates. The demographic shifts will also increase the need for developing school system leaders, of all backgrounds, with rich skills in collaboration in a diverse community.

The ethnic composition of the California K-12 classroom will continue to change dramatically through 2006, according to statistics generated by the Demographic Research Unit of the California Department of Finance (November 2000); Hispanic students will comprise half the public school student population by the 2007-08 school year. The number of Hispanic students is projected to increase from 2,373,881 in 1998-99 to 3,067,896 in 2007-08, a 29% rise. During the same period, Caucasian students will decline from 38% of the public school student population (2,188,035) to 30.2% (1,852,151). The Asian population will remain relatively constant at just over 8%, while the percentage of African-Americans among public school students will fall slightly from 8.6% in 1998-99 to 7.2% in 2007-08. Overall, more than two-thirds of K-12 students in California in 2007-08 will be people of color.

If California's student population is more diverse than ever before, the same cannot be said of those earning education doctorates from California institutions. The CPEC report, citing National Opinion Research Center data, notes a consistent pattern of fewer than 30% of education doctorate degrees being awarded to people of color through the end of 1998 (less than half the corresponding percentage of students in California public schools today). This imbalance is even greater when one compares the ethnicity of those holding doctorate degrees at the superintendent, deputy superintendent, and principal levels:

Superintendents/Deputy Superintendents/Principals with Doctorates by Ethnicity in California, 1998-99



***Source*: Compilation of data from Tables D-3, D-4, D-8 (CPEC 2000b, pp. 96, 97, 104).**

Nor is the problem restricted only to the top levels of the education community: the ethnic and gender diversity in all school leadership positions is unsatisfactorily low. Clearly, if California does nothing to increase the number of qualified candidates from underrepresented groups through such means as enhanced access to the doctoral degree, an insufficiently diverse talent pool will persist in the near term, and educators from underrepresented groups may find their long-term job mobility further constrained. In addition, there is a great need for closer collaboration among the universities and the public school systems to identify, encourage, and support diverse leaders who can assume the most responsible jobs in K-12 education.

Unfortunately, neither the problem of geographical availability of education doctoral programs nor the issue of diversity in these programs is likely to be solved through the existing degree-granting framework of the California higher education system. Specifically, the fact that campuses of the University of California are the only public institutions authorized to grant education doctorates—or any other kind of doctoral degree—exacerbates these problems.

UC campuses are not nearly as conveniently located as CSU campuses, either to the population as a whole, or to underrepresented ethnic populations in particular:

Population Within Ten Miles of Public Universities

	UC Campuses		**CSU Campuses**	
	Population	%	Population	%
TOTAL California	**6,365,767**	**21.4**	**16,638,826**	**55.9**
White Non-Hispanic	3,452,835	20.3	8,155,885	47.9
African-American	698,674	33.4	1,425,688	68.1
Hispanic	1,403,072	18.3	5,011,887	65.2
Asian and Pacific Islander	773,394	28.5	1,929,932	71.2
American Indian	24,669	13.4	80,199	43.6

Source: Julie Hoang, "CA 1990 Population Distribution in Proximity to Public Postsecondary Institutions," California Demographics, Winter 1998, California Department of Finance. Ethnicity is from 1990 census data. Population is only counted once where different postsecondary systems overlap.

III. The *Future* Need for Education Doctorates Will Exceed the Current Supply

Simply preserving the status quo is not a desirable goal, especially given the comparatively low ratio of doctorates to students that currently exists in California, as well as the even lower number of doctorates produced per capita in this state.

The gap between the demand for and the supply of education doctorates can be expected to grow even wider in the future. First, California's future population growth and growth in the number of K-12 students will create greater demand. Growth in the number of K-12 students will continue in the next decade (though not at the explosive rate of the last decade), producing about a quarter of a million new students. The state's postsecondary student population will rise dramatically in the next decade, however, expanding the student population by nearly one-quarter, or almost 500,000 students from 2000 to 2009. (See Section IV of this report for a discussion of the need for education doctorates among higher education faculty members and administrators.)

Second, the growing complexity of public education and a growing determination to hold it accountable will increase the need for administrators to have more advanced preparation. After decades of concern and debate, there is little argument over the main goal of public education reform: enhanced K-12 performance within an increasingly challenging educational environment. This environment includes burgeoning public and political demand for better results and more accountability, the rise of school choice and charter school options, the negotiation and interpretation of labor contacts, increasing ethnic diversity within student populations, and research advances in the areas of how learning takes place and what programs work.

Clearly, changes like these are making the jobs of education leaders more difficult. And equally clearly, such changes are especially pronounced in California, which is being buffeted more than most states by expanding enrollments, changing student demographics, and multiple efforts (not always well-coordinated) to reform public education.

A key component of improving school performance is providing current and future school leaders with the knowledge and skills they need to educate our children better and to help them succeed, according to school administrator leadership expert, Dr. Charles Mojowski (Mojowski 1993, p. 34). It is not just teacher expertise in discrete subject matter that is important, but also better management skills, values, habits, and experiences among school administrators, which breed a positive learning culture and lead to student success (Mojowski 1993, p. 61). These findings firmly link accountability, student performance, and finance with administrator preparation. As the Council of Ministers of Education, Canada (CMEC) concluded several years ago, this emphasis on administrator preparation, in turn, increases pressure on higher educational institutions to offer such preparation and institute needed curricular and program delivery changes (CMEC 1996, p. 6).

The net effect of these shifts is to redefine the school system and the roles of those in it. In particular, some of the responsibilities that historically had been those of the superintendent (the traditional Ed.D. seeker) have shifted to the individual school site and, therefore, to the principal. This means that delivery of education leadership preparation must be increased not just because of its growing importance, but also because of the expanding number of individuals within the school system who must possess it if reforms are to succeed. Such considerations underlie the recommendation of the National Policy Board for Educational Administration that the Ed.D. be a prerequisite for national certification and state licensure for all full-time school administrators (National Policy Board for Educational Administration 1989, Mattocks and Drake 2001).

Roland Barth, who later created the Principals' Leadership component of the Harvard Graduate School of Education curriculum, stated in 1990 that a "lack of specific knowledge about the skills principals need to be effective leaders exists at a time when principals face dramatic change in their roles" (Barth 1990). Research by Sharon Powell of the Princeton Leadership Training Institute, reported in Building Capacity from Within, echoes these observations (Powell and Ross n.d.): ". . . these demands for change in administrative roles and functions have not come solely from reformers and researchers. Practicing administrators themselves have repeatedly noted personal needs to develop a new set of knowledge and skills for effectiveness as leaders in education today." Research on middle school faculty and administration by Neufeld (1997) and Varner (1998) reinforces the need for principals to acquire knowledge and skills in the area of leadership, which will allow them to create a positive school culture by meeting the needs of the new "holistic" constituency, consisting of parents, students and teachers.

Gerald Tirozzi, Executive Director of the National Association of Secondary School Principals, echoes and summarizes this recurring theme in current research this way (Tirozzi 2000):

> Within the school walls, there must be continuity of purpose and a shared commitment to excellence. Establishing this climate and preparing and engaging a faculty for this age of accountability requires enlightened leadership. The principals of the 21st century schools will not be recognized and rewarded based only on their management skills; they will be applauded for their ability to lead the school toward curricular change, innovative and diversified instructional strategies, better decision making, and accountability models for students and staff members. The litmus test for the principalship will be rooted in results—improved student achievement. Of course, with a litmus test must come genuine support for the principal.

The current community of school system leaders is responding to these changes in a variety of ways that break from the past. But some principals are quitting rather than trying to change. The teacher and author, Gloria Chaika, observed of the principal licensure movement that some principals choose to retire rather than face the pressure, adding to a shortage of qualified administrative candidates, especially in secondary schools and urban centers (Chaika 1998). Moreover, current trends show the percentage of principals with doctorates is declining in California, exacerbating the gap at that level of school leadership and further shrinking the pool of qualified future superintendents. In California, 10% of principals had doctorates in 1984-85, compared to only 7.8% in 1998 (CPEC 2000b, p. 109). Perhaps this is why current superintendents—the vast majority of whom have been in education more than thirty years and are in their 50s and 60s—are deeply concerned about finding the next set of leaders to take their place.

The CPEC report also identifies a probable increase in the need for educators with doctoral-level expertise in such areas as testing, assessment, and measurement. And, as noted earlier, the school population will be ever more diverse, underscoring the concomitant need for doctorally prepared educational leaders to reflect that diversity.

Finally, the CPEC report recommends actions, such as incentives to encourage attainment of the doctoral degree by educators and efforts to make doctoral programs more accessible to education leaders in rural areas, which would substantially increase demand well in excess of the current production capacity of all institutions now serving the market. The demand will be met only if an additional supplier with the capacity and experience of the CSU enters the field.

IV. A Significant Portion of the Need: The State's Higher Education System

The CPEC report's analysis concentrated on the need for education doctorates in the K-12 segment. As the report noted, though, relatively few recent graduates of doctoral programs in education have been undertaking roles in the K-12 system. It was considered an "important finding" of the study "that a relatively small percentage of education doctorates actually go to work in elementary and secondary education" (CPEC 2000a, p. 31). A much larger proportion of the current market for doctorate-holders in education consists of leadership positions in the community college system and positions in the education departments of the state's universities, preparing the next generation of school teachers.

A. The Need for Expanded Educational Opportunities for California Community College Leaders

As noted earlier, independent colleges and universities—which offer relatively expensive programs—play the dominant role in preparing K-12 education leaders in California, accounting for 7 of 10 education doctorates awarded in the state. This runs counter to the state's tradition of affordable, accessible public education in every other area of higher learning.

However, for many of California's community college leaders, the public universities that have provided their doctoral-level education are located outside California. Appropriate in-state doctoral opportunities in education for future community college leaders are extremely limited, whether at public or independent universities.

CPEC data indicate that only 13% of community college chief executive officers received their doctorates from the three UC campuses—UCLA, UC Berkeley and UC Riverside—that have offered such programs (CPEC 2000b, p. 176). A 1999 survey conducted by the Community College Leadership Development Initiative (CCLDI) corroborated those findings (CCLDI 2000b, p. 11):

Doctoral Degrees Held by California Community College Chief Executive Officers (sample)

UC campuses (all)	9
California independent institutions	41
Non-California public institutions	25
Non-California independent institutions	8

Doctoral Degrees Held by Community College Chief Instructional Officers, Chief Student Services Officers, and Chief Business Officers (sample)

UC campuses (all)	10
California independent institutions	12
Non-California public institutions	18
Non-California independent institutions	6

The CPEC report commented (CPEC 2000b, p. 165):

> The CEOs have earned their advanced degrees at universities all over the nation. Forty-five institutions … have contributed to the leadership of the community colleges in California, with only the University of Southern California accounting for more than 7 percent. Perhaps one of the strengths of community college leadership in California is the many different institutions that have influenced its leadership, fostering a wide variety of views and approaches.

There is, of course, nothing wrong with institutional diversity. The problem is that these figures reflect a continuing paucity of in-state doctoral opportunities for California Community College faculty and administrators who aspire to leadership roles—a paucity that has been recognized at least since 1987 by CPEC and others (CPEC 1987, pp. 29-30):

> Although several of California's fourteen doctoral programs in education offer a specialization in higher education, the choice of graduate programs in California specifically designed to develop the leadership competencies and potential of community college administrators is presently extremely limited . . . . Unlike public school administrators who have a wide access to a variety of preparatory and in-service training opportunities, community college administrators have few formal training programs apart from degree programs offered by graduate institutions. For all of these reasons, additional doctoral programs relating to their professional responsibilities are needed.

CPEC reiterated in its current study that "doctoral degree programs for California Community Colleges' administrators were scarce, with 60 percent of the community college chief executive officers indicating that there is no doctoral program in community college administration/leadership within a reasonable commuting distance of their campus" (CPEC 2000a, p. 8).

The CCLDI has also noted the imbalance that presently exists between supply and demand in this area and identified how that shortfall has been partially filled in the years since 1987: "Degrees at the doctoral level are conferred primarily by research universities. A growing number of smaller California independent institutions are conferring doctoral degrees in school administration, probably in part due to the failure of the University of California to adequately address the market" (CCLDI 1998, p. 2).

The CCLDI study therefore sought information on the kinds of programmatic additions that were needed in this area and received responses from 127 institutions and 21 district offices. Revealingly, "Ed.D. programs in community college leadership" were cited by 104 of the respondents (CCLDI 1998, p. 4). This is, of course, consistent with what the CPEC study found as well (CPEC 2000b, p. 171):

> The majority of Community College CEO's believe that demand for Community College administrators with "an appropriate doctorate" exceeds the supply of such persons. 51.4% think that demand "greatly exceeds" or "exceeds" supply, while only 14.0% think supply "greatly exceeds" or "exceeds" demand.

Furthermore, the CPEC study found that three out of five responded negatively when chief executive officers were asked whether there is a doctoral program in [community college] administration/leadership within "reasonable commuting distance" of their campus (or "district" in the case of chancellors) (CPEC 2000b, p. 172).

Although the precise demand for doctorates at community colleges is not known, it is instructive that for doctoral and other graduate programs for leaders, the CCLDI survey identified a potential student demand of "more than 450" (CCLDI 1998, p. 5). Based on its survey, the CCLDI concluded that "there exists a desire, and a market, for an expanded set of opportunities to develop leadership talent, including . . . [g]raduate programs of study leading to the doctorate, designed so as to be accessible to working professionals. Such program(s) need to have the visible academic leadership and scholarship of a high order that confer credibility" (CCLDI 1998, p. 7-8).

Support for this conclusion is readily available by looking at other states. California compares poorly, for example, with states such as Illinois and Texas with respect to doctoral programs for community college personnel. Though both states have smaller populations than California, Illinois has three public university doctoral programs in community college administration serving 50 community colleges, and Texas has community college doctoral programs offered by three universities (two of them public universities) and serving 58 community colleges. In contrast, California has no public university doctoral programs focused specifically on community college administration but has 107 community colleges.

Very clearly, California needs more doctoral programs in education to provide community college leadership. The breadth of the community college mission produces a particularly challenging teaching environment, and appropriately designed Ed.D. programs could help faculty and administrative leaders to promote learning among all community college students. Overall, independent institutions have been more responsive to community college needs in this area in recent years than has the University of California, but doctoral opportunities relative to demand remain insufficient. In April 2000, the CCLDI and Claremont Graduate University entered into a partnership to develop improved leadership education opportunities in California through the creation of the Community College Leadership Institute. One part of this institute is a Doctoral Fellows Program (CCLDI 2000b, p. 9):

> Doctoral Fellows will be individuals committed to leadership in the community colleges who will pursue . . . doctoral work at universities throughout the region. Those selected as Doctoral Fellows will, in addition to their regular doctoral studies at participating universities, gain access to a co-curricular program providing an in-depth, multiple-year experience.

While this is an excellent step in the right direction, the program in question supports doctoral programs, but does not, in and of itself, increase the supply of doctorates. In fact, Claremont does not intend to increase its community-college-focused graduates. According to David Wolfe, Executive Director of the Accrediting Commission for Community and Junior Colleges, Western Association of Schools and Colleges, neither Claremont nor other existing California programs are likely to expand significantly community college doctorates. In any event, even were these institutions to expand their programs, the intractable issues of affordability and geographic dispersion of independent institutions would challenge community college personnel as they do K-12 practitioners who wish to obtain a doctorate.

B. The Growing Need for "Teachers of Teachers" to Support California's Schools

Finally, CPEC acknowledges that its report addressed only part of the need for education doctorates—the K-12 system—while not addressing the needs of the California Community College system, and of higher education in California generally, for doctoral degree-holders. As indicated earlier, the report concluded that "[a]n important finding in this study is that a relatively small percentage of education doctorates actually go to work in elementary and secondary education" (CPEC 2000a, p. 31). Thus CPEC looked at only a relatively small percentage of the problem.

At least as important as the "relatively small" number of education doctorate holders needed in elementary and secondary schools is the total number of teachers needed—and hence the number of education doctorate-holders needed to teach them. Very simply, California is not keeping pace with the need for doctoral-level educators to teach the next generation of teachers.

The Report on Faculty Recruitment Survey, 1998 & 1999 (California State University 2000b) shows that in the last two years reported, there were 363 searches throughout the CSU system—the leading producer of the state's teachers—to fill faculty positions in schools of education. The searches resulted in 247 appointments, a success rate of only 68%. This rate is below average for the CSU system—lower, even, than the rate in such "hard-to-hire" fields as engineering. The report attributes this finding to the exceptionally large number of education department searches throughout CSU, especially in relation to the number of people available and qualified to serve on the faculty, and concludes that university-level education faculty members were one of the five disciplinary categories "most difficult to recruit" (the other categories were business and management, computer science, nursing, and engineering). The need is even more acute if diversity is considered, as only 29.6% of those who were in fact hired were members of underrepresented ethnic groups.

In short, the need for education doctorate holders to serve as "teachers of teachers"—perhaps their most crucial role—far exceeds the available supply just at CSU. Over a decade, this unmet need could dwarf even the number of education doctorates needed to bring California up to the national average within the K-12 system.

In sum, the unmet need for education doctorates in our elementary and secondary schools—as large as it is—is a mere fraction of the state's total need. The CPEC report's analysis barely mentions a possible shortage of "teachers of teachers," perhaps the largest segment of the demand.

V. CPEC Recommendations That Might Best Be Realized by Establishing Additional Doctor of Education Programs

The following recommendations in the CPEC report will be very difficult to realize fully with California's current complement of doctoral programs in education:

A. The Commission urges school districts and institutions of higher education to work together in determining whether or not priority admission should be provided to candidates who plan to work in the public schools. **Further, public school boards should encourage attainment of the doctoral degree through incentives or position requirements** (CPEC 2000a, p. 6 [emphasis added]).

This recommendation can only increase demand, since it would provide more incentives for educational leaders to obtain a Doctor of Education degree. (Unlike other sections of the CPEC report, the recommendation assumes that an organized, rigorous, and comprehensive doctoral program in the field of education is of value.)

B. The Commission urges California's public colleges and universities to support increased emphasis on program curricula that meet the needs of leaders for management and organizational skills as well as policy understanding based on theory and practice. Additional support should be provided to enable closer collaborative relationships between various stakeholders in the content of the doctoral programs so that the content is responsive to current and future needs (CPEC 2000a, p. 6 [emphasis added]).

This recommendation is in support of a significant role for the **public university system** in providing strong Doctor of Education programs that include and meet the needs of K-12 practitioners. It is difficult to imagine a large-scale, practitioner-focused doctoral program emanating from the public sector without the large-scale participation of the CSU (which does not currently have authority to award doctorates on its own) as a provider. Also, the expanded availability of programs with relevant content, developed in a collaborative process, would certainly increase demand for the degree by both the school districts and individual education professionals.

C. The Commission urges higher education institutions to make doctoral programs more accessible to education leaders in rural areas. In addition, alternative training opportunities through administrative credential programs, education specialist programs and courses focused on specific topics should be made available. These goals could be implemented through the use of distance learning programs.

This recommendation is based on the CPEC finding that smaller districts and rural regions "tend to have fewer doctorates employed than larger, urban and suburban areas of California" (CPEC 2000a, p. 6). Implementation of the recommendation above would increase the demand for doctorates (as well as other continuing education programs). Further, while distance learning programs may be required for some areas, expanding campus-based opportunities by allowing the university system with the greatest geographic scope, CSU, to provide education doctorates, could be preferable. When among the skills to be developed are ones to be exhibited in real-time, face-to-face interactions, it is naturally advantageous for learners and professors to have opportunities for face-to-face interaction.

D. Assuming that the Master Plan for Higher Education continues to guide State policy with regard to segmental spheres of jurisdiction and degree-granting authority, the Commission urges the State to examine accessibility to ensure that education doctoral programs are available to all students, regardless of economic means or geographic limitations.

This statement recognizes the fundamental issues posed by the high cost of programs at independent institutions and the limited geographic availability of existing programs. While not explicitly recommending modification of the Master Plan for Higher Education, it recognizes the negative impact that the Master Plan has had on access to doctoral opportunities in education.

E. The Commission recommends that the public and private institutions of higher education in California undertake aggressive efforts to encourage admission to and successful completion of doctoral programs by ethnic minority and male candidates.

"Aggressive efforts" would of course increase demand for doctorates. Furthermore, one of the most effective ways to encourage members of underrepresented groups to pursue education doctorates would be to provide more accessible and affordable opportunities, which could be provided through the CSU system.

F. Regarding the need for more doctorates in specialized fields: The Commission urges further investigation into areas where there may be a greater need in order to quantify its magnitude and develop approaches to foster increased production of doctorates in such specializations.

This recommendation not only recognizes the shortage of doctorates in the current environment but recommends that steps be undertaken to increase the number of doctorates in specialized areas. CPEC's other recommendations concern additional research into whether more doctoral programs are needed to prepare faculty members to conduct teacher and administrator preparation in higher education programs, the impact of doctoral programs, and the educational needs of community college administrators. As already noted, all of these efforts would also result in greater demand for doctorates.

VI. Alternatives for Meeting the Need

Continuing the state's current policies for producing education doctorates is likely not only to fail to close the gap between supply and demand—causing California to continue lagging behind the rest of the nation in several important areas, including the number of education doctorates granted relative to the K-12 population—but also to fail to produce a desirable level of ethnic, racial, and gender diversity among those holding such degrees. It will also fail to provide the advanced educational expertise required by the state's community colleges and the teachers of most of the state's future teachers. These problems can be solved or greatly ameliorated only by allowing the California State University system to award Doctor of Education degrees.

A. UC Doctoral Programs in Education

If it is agreed as a matter of public policy that public universities should play a significant role in educating coming generations of top-tier K-12 and community college leaders—just as they do in meeting all of California's other educational needs—then the University of California should obviously be a key player.

But the inescapable reality is that UC programs are research-focused, too small, and too geographically remote to meet all of California's future demand for education doctorates.

Capacity

In 1998, for instance, the doctoral programs in education across the entire UC system produced only 152 graduates. This is just 25% of the total number of education doctorates earned in California. Moreover, almost 50% of all of these UC education doctorates were awarded by a single campus, UCLA (CPEC 2000b, pp. 214-215).

Perhaps even more tellingly, the CPEC study reported no plans by UC to expand its future capacity. Even if UC were dedicated to expanding its capacity and addressing other issues, UC programs would not be adequate to meet the state's need.

Research Focus

By charter and design, UC has focused on research and producing doctoral graduates whose career interests are scholarly in nature. In part because of this focus, UC has become the nation's greatest research university.

Serving large numbers of education "practitioners" would be inconsistent with the history and nature of the UC academic program. Indeed, that outcome would require a wholesale change in UC's approach to part-time students, in the type of students it seeks to attract, and in the

expectations it sets for faculty in the balance between teaching and research. Such a transformation would put UC departments of education uncomfortably out of step with the rest of each UC campus and have negative consequences for those departments in such matters as faculty recruitment, promotion, and tenure.

This is not to say that UC need not play an expanded role in improving California's K-12 system. Indeed, reshaping California's educational system will require the energy and intellectual power that UC can uniquely offer. But UC programs will neither fill the supply gap nor be widely perceived as providing the kind of doctoral experience many talented, dedicated practitioners seek.

Geographic Dispersion

UC has only eight general campuses, and one (UCLA) provides half of all doctorate output. Given the limited geographic accessibility of these campuses, access to doctoral programs would still be distributed very unevenly across the state, even if output were increased.

Most UC doctoral programs, regardless of field of study, strongly encourage full-time attendance for at least part of a student's doctoral career. Many have a one-year minimum campus residency requirement (CCLDI 1998, p. 6). Failure to serve fully students who must work full-time and study part-time also limits UC campuses' ability to participate in the delivery of Tier II administrator preparation, making their geographic limitations even more consequential.

Absence of Doctoral Programs for Community College Faculty and Administrators

The nature of its current doctoral programs and its expressed lack of interest in expanding doctoral opportunities for community college educators make UC an unlikely candidate to narrow the supply-demand gap in this area. As the CCLDI concluded, "University of California campuses may presently lack program emphasis on Higher Education and community college matters, but it is quite possible to undertake doctoral level study that is relevant to community college operation and leadership. However, the University typically requires at least one academic year in residence in full-time study as part of a doctoral program. This issue looms large for working professionals, who may not be able to afford to take the time off from work" (CCLDI 1998, p. 6).

CCLDI further noted:

> While we had useful and candid discussions on each of four University of California campuses, we found little reason to be optimistic about their ability to respond to the leadership challenge in the community colleges. Many community college professionals can remember strong centers of scholarship and graduate education focuses on the community colleges at both UC Berkeley and UCLA. These centers were largely supported by external foundation funding and with the expiration of

> those external funds, for all practical purposes, they are defunct. Key faculty in these programs have retired and they have not been succeeded by scholars focused on the community colleges nor, for that matter, on higher education more generally. . . . In all four campuses we found . . . an inability, in the face of budget limitations and a lack of a core of faculty interested in the community colleges, to begin to focus on community college leadership needs (CCLDI 2000b, pp. 15-16).

Although efforts were made after the 1987 CPEC report to restart the UC community-college-oriented doctoral programs, no such programs were ever re-established.

B. Joint UC-CSU Doctoral Programs in Education

One way of addressing the need for more public-sector doctorates would be through UC-CSU joint degree programs. Although the Master Plan has provided for joint doctoral programs for nearly forty years, there are currently only four such programs in education: one in educational leadership, one in mathematics and science education, and two in special education. Creating joint doctoral programs in education at the average rate of one per decade cannot meet the needs of California for well-qualified educational leaders.

Formal negotiations are under way between UC Riverside and a consortium of eight CSU campuses, between UC Berkeley and a consortium of three CSU campuses, and between UC Davis and CSU Sacramento to create additional programs. Two other UC campuses have expressed informal interest in negotiating a joint doctoral program in education. While joint degree programs provide a dynamic means of pooling the resources of two great institutions to improve K-12 doctoral leadership and produce doctoral specialists, the current and potential level of production is far too low to meet the demand for public-sector doctorates. There are also a multiplicity of unresolved concerns surrounding how these programs are negotiated, established, and operated.

Few Graduates

As the following chart shows, the number of graduates from UC-CSU joint degree programs in education is small.

CSU Campus	UC Campus	Specialization	Doctorates Fall 1999 Enrollment	Doctorates Awarded, 1998-1999	Awarded, 1999-2000
Fresno	Davis	Educational Leadership	63	7	9
Los Angeles	Los Angeles	Special Education	10	1	0
San Diego	San Diego	Mathematics and Science Education	33	1	0
San Francisco	Berkeley	Special Education	12	2	1

Although the creation of more joint UC-CSU programs is certainly desirable, developing them at the speed and scale necessary to meet significant Ed.D. demand will be all but impossible unless the programs are dominated by CSU resources. But if CSU were to provide the lion's share of resources, it is difficult to see how they could still be described as "joint" degree programs—or why they should be.

The Negotiation Process

Establishing joint degree programs has proven to be excruciatingly difficult; even those that now exist required years of informal and formal negotiations. Establishment of a joint doctoral program entails the following steps:

- Informal discussions among faculty and campus administrative representatives;
- A campus request for formal permission to negotiate and each system's granting of the request;
- Development of a comprehensive implementation proposal;
- Review of the proposal at the campus, system, intersegmental and CPEC levels, and approval or concurrence at each of those levels. (The proposers may be required to revise the proposal at any of these levels of review.)

For most successfully established programs, the process takes several years. It may, however, grind to a complete halt at any point, especially if one of the two or three faculty members most enthusiastic about starting the program leaves the institution.

It is easy to understand why so few joint degree programs have been established in California. Negotiated issues are many and diverse: Should the program be a Ph.D. or an Ed.D.? Of what should the curriculum consist? Which faculty members will participate? Where should classes be held? Who controls admissions? What should be the make-up of the dissertation committee? What is the resource contribution of each partner?

Since negotiation time is measured in years, it is difficult to maintain continuity of negotiators and a uniform system for resolving issues. With no rules to guide negotiations and an uneven commitment to the concept, inertia inevitably creeps in and negotiations ebb and flow according to the idiosyncratic concerns of the individuals involved.

In fact, in fall 1998, CSU graduate deans were asked about joint doctoral program discussions that had not yet reached the stage of a request for permission to negotiate. Of approximately 30 possible programs that were mentioned (in education and other disciplines, with UC or other partnering institutions), only two have as yet produced a request for permission to negotiate—in one case, with a different partnering institution than originally considered. The most commonly cited reason for failure was the resistance or indifference of the faculty, usually at the prospective non-CSU partnering institution.

Passage through the formal steps has a somewhat higher probability of success than informal discussions but is not simply "a formality." Of seventeen proposed CSU-UC joint doctoral programs (in education and other disciplines) that had formal permission to negotiate as of 1990 or have subsequently received permission, only six have been established. Four have effectively been abandoned or rejected, and seven are still in negotiation. In contrast, while only six joint doctoral programs with independent institutions have been given permission to negotiate during the same time frame, two have already been established and one is under active consideration. Even when they are finally established, these joint degree programs are not perceived by many of those involved as working well. CSU participants appear particularly skeptical (CPEC 2000b, p. 232).

Ultimately, joint UC-CSU degrees appear to be little better as a solution to the need for applied doctorates in education than increased production by UC alone, for the same basic reason: the University of California faculty has little interest in producing such degrees in meaningful quantities.

C. Doctoral Programs in Education Offered Jointly by the CSU and Independent Institutions

San Diego State University has offered a Ph.D. program jointly with Claremont Graduate University for several years and has just started a joint Ed.D. program with the University of San Diego. Joint doctoral programs with CSU and independent university partners are, however, beset by many of the same problems as joint UC-CSU programs. The numbers of graduates are few compared with the need, and the negotiation process is equally lengthy and fraught with differences attributable to the different organizational cultures of the cooperating institutions. The overall costs to students, while not as high as they are for doctoral programs offered solely by independent institutions, are still substantially higher than they are for programs offered entirely within the public sector.

D. CSU Qualifications and Capacity to Offer Doctoral Programs in Education

CSU's participation in joint degree program negotiation and operation has enhanced its knowledge and experience in developing, supporting, and managing doctoral programs. It has shared teaching, administration, financing, committee service, and other responsibilities with its partnering institutions in these programs. Most states allow universities like the CSU to offer Ed.D. programs. Were CSU to be allowed to offer its own doctoral programs, the experience it has gained from participating in joint doctoral programs would reduce its institutional learning curve and allow the system to "hit the ground running."

CSU's tenured and tenure-track faculty members in education have themselves been educated at the doctoral level in highly reputable institutions. Nearly one of every five of these faculty members earned a doctoral degree at a UC campus. Stanford University, the University of Southern California, and Claremont Graduate University account for the highest degree of an additional 14%. Of the 26 out-of-state universities (e.g., Harvard, Columbia, University of Illinois at Urbana-Champaign, University of Washington) that have prepared six or more CSU tenured or tenure-track faculty members in education, all but one are classified by the Carnegie Foundation as "doctoral/research universities-extensive." The faculty's own doctoral training, in combination with experience in offering master's and joint doctoral programs, puts the CSU in an excellent position to support doctoral-level education.

VII. Meeting the Need for Doctoral Programs in Education

Greater involvement by the California State University, including authorization of and funding for applied doctoral programs in education within the California State University system, can help to meet the demand for education doctorates in California.

A. An Applied CSU Doctor of Education Degree Program

For all the reasons discussed above, it is imperative that CSU be granted the authority to confer Doctor of Education degrees. No other option appears practical or likely to enable California to meet the demand for these degrees. Beyond the issues of affordability, geographical dispersion, and accessibility to underrepresented groups already discussed, there are a number of other reasons that CSU seems particularly well-positioned to take on the education doctorate challenge:

- CSU already has the faculty, physical infrastructure, and experience to permit the timely and cost-effective development of Ed.D. programs. Nationwide, universities like the CSU offer Ed.D. programs.

- CSU can create outstanding doctoral programs in part because it already has experience in joint doctoral degree programs. In designing its own programs, it can thus draw upon the best models and the most recent research, while also responding to what K-12 practitioners say they need.

- CSU is not only practitioner-focused by design and history, it already has exceptionally close ties with K-12 schools—ties that have been developed in the course of preparing so many of their teachers and administrators. One of the most needed elements in education doctoral programs is a cooperative relationship between the programs and the school systems. Because of their already close ties and physical proximity to one another, cooperation between CSU and the schools would be unparalleled.

- CSU has been given special responsibility for preparing teachers and K-12 administrators. But without the authority to award the Ed.D., CSU cannot fulfill its K-12 mission completely. CSU's Tier II training, for instance, will be incomplete until it is able to offer a Doctor of Education program that will give the best students an opportunity to combine credential preparation with an Ed.D. CSU Bakersfield, for example, regretted that it could not offer the most motivated of its students the option of designing their Tier II study so that it could be embedded within the framework of a doctoral program. Bakersfield developed an "articulated degree" program with the University of the Pacific, but this solution does not address the affordability issue. Students are far better off when there are more opportunities to connect advanced learning with credentialing—and California cannot do this effectively so long as the largest participant in K-12 educator preparation is excluded from doctoral education.

- Moreover, the CSU system seems particularly well-suited to helping bring more education doctorates to underserved populations, given its success in attracting, retaining and graduating students from underrepresented groups. Right now, 53% of CSU students are from targeted ethnic groups—more than twice the national average for four-year institutions.

- As the university that is chosen by over 75% of community college students to complete their undergraduate degrees, CSU is the institution (public or independent) with the strongest ties to the community college system and the greatest direct interest in ensuring that the system has a strong pool of leaders. As pointed out in a CCLDI report, "Within [CSU's current legal] constraint, the Chancellor of the California State University expressed keen interest in joining efforts that would respond to community college needs for leadership development" (CCLDI 2000b, p. 15). The community colleges might very well welcome the expansion of doctoral education opportunities that the CSU could provide.

- The CSU would be motivated to create a truly state-of-the-art doctoral program focused on community college education. If CSU does not acquire doctoral authority in this area, public institutions are essentially removed as a significant factor in community college doctoral-level leadership training because UC is not filling this role. This is a major breach in the triad of public higher education in California and should be addressed sooner rather than later.

B. Accreditation of Doctoral Programs in Education

The CSU Chancellor would require that any campuses authorized to award the Ed.D. maintain accreditation by the National Council for Accreditation of Teacher Education. CSU Ed.D. programs would thus be subject to standards of quality and accountability that would clearly distinguish them from the "diploma mill" programs that have harmed the reputation of the Ed.D. nationally.

C. Limiting CSU Authority to Doctor of Education Degrees

The only doctoral degree that the CSU is seeking authority to award by itself is the Ed.D. Improving California's education system is a core function and mission of CSU. Without a doctoral-degree-granting capability, CSU cannot fulfill its role completely. This is not the case for other doctoral degrees or programs of study. Moreover, a practitioner-focused doctoral degree does not compete with or duplicate the research focus of UC's doctoral programs.

Conclusion

In order to meet California's need for doctoral training in the field of education in the twenty-first century, the California State University should be given authority not just to offer doctoral-level education programs—as it does already—but also to grant an applied Doctor of Education degree.

This will ensure greater opportunities for accessible, affordable, and appropriate doctoral education for professional educators throughout California who are interested in building their skills and knowledge to become leaders in K-12 and postsecondary education.

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