
SENATE COMMITTEE ON EDUCATION

Senator Benjamin Allen, Chair

2017 - 2018 Regular

Bill No: AB 422 **Hearing Date:** June 28, 2017
Author: Arambula
Version: February 9, 2017
Urgency: No **Fiscal:** Yes
Consultant: Olgalilia Ramirez

Subject: California State University: Doctor of Nursing Practice Degree Program

SUMMARY

This bill repeals provisions relating to the Doctor of Nursing Practice (DNP) degree pilot program, and instead authorizes the California State University (CSU) to permanently establish DNP degree programs.

BACKGROUND

Existing law:

- 1) Provides that the primary mission of the CSU is undergraduate and graduate instruction through the master's degree, but authorizes the CSU to offer joint doctoral degrees with the University of California (UC), or with one or more independent institutions of higher education, only as specified. (Education Code § 66010.4)
- 2) In setting forth the missions and functions of California's public and independent institutions of higher education provides, among other things, that UC has the sole authority in public higher education to award the doctoral degree in all fields of learning, except that it may agree with the CSU to award joint doctoral degrees in selected fields. (EC § 66010.4)
- 3) Authorizes the CSU to independently award the Doctor of Education (Ed.D) degree focused solely on preparing administrative leaders for California public K-14 schools. (EC § 66040, et seq.)
- 4) Authorizes the CSU to offer the Doctor of Audiology (Au.D) degree; and, specifies that the Au.D degree programs at the CSU shall be focused on preparing audiologists to provide health care services and shall be consistent with the standards for accreditation set forth by the Council on Academic Accreditation in Audiology and Speech-Language Pathology (EC 66041, et seq.).
- 5) Authorizes the CSU, until January 1, 2019, to offer the Doctor of Physical Therapy (D.P.T.) degree focused solely on preparing physical therapists to provide health care services, and shall be consistent with meeting the requirements of the Commission on Accreditation in Physical Therapy Education. (EC § 66402, et seq.)

- 6) Authorizes the California State University (CSU), until January 1, 2019, to offer the Doctor of Nursing Practice (DNP) degree programs at up to three campuses chosen by the CSU Trustees and requires the CSU to provide data, as specified, by July 1, 2016, to the Legislative Analyst's Office (LAO), in order for the LAO to prepare a report to the Legislature on or before January 1, 2017. (EC § 89281, et seq.)

ANALYSIS

This bill repeals provisions relating to the DNP Degree Pilot program, and instead authorizes the CSU to permanently establish a DNP degree program. Specifically, it:

- 1) Requires that the Doctor of Nursing Practice degree offered by the CSU be distinguished from the doctor of philosophy degrees in nursing offered at, or in conjunction with, the University of California.
- 2) Requires that the DNP degree programs offered by CSU to focus on the preparation of nursing faculty to teach in postsecondary nursing education programs and may also train nurses for advanced nursing practice or nurse leadership, or both.
- 3) Specifies that these programs are not exempt from any required review and approval process.
- 4) Prohibits enrollment in these programs from altering the ratio of graduate instruction to total enrollment and diminishing growth of enrollment of undergraduate programs.
- 5) Requires the CSU to provide any initial funding needed for these programs from within existing budgets for academic programs support, without diminishing the quality of program support offered to undergraduate programs.
- 6) States legislative intent that the CSU seek private donations or other non-state funds to fund startup costs for DNP degree programs.

STAFF COMMENTS

- 1) ***Need for the bill.*** In 2010, the Legislature approved AB 867 (Nava/Arambula, Chapter 416, Statutes of 2010), giving the CSU authority to offer Doctor of Nursing Practice degree programs on a pilot basis. The authority to enroll new students expires on July 1, 2018. According to the author, "without this authority, the ability to grow CSU's nursing faculty, maintain key industry partnerships and graduate highly qualified healthcare professionals into the workforce will be eliminated."

This bill seeks to permanently extend CSU's existing authority to award a DNP degree.

- 2) ***Status of existing pilot.*** AB 867 (Nava/Arambula, Chapter 4716, Statues of 2010) resulted from a study by the CSU Nursing Doctorate Advisory Committee,

comprised of California State University (CSU) representatives and a research consultant, to determine how best to address California's nursing faculty shortage. The Doctorate of Nursing Practice (DNP) program is an applied doctoral degree for nursing professionals that is distinct from the basic research Ph.D. in nursing. At that time CSU reported that the bill was necessary for training future CSU and California Community College nursing faculty. CSU's 18 pre-licensure nursing programs were full and unable to expand, in part because there are not enough faculty available to meet the low student-to-faculty ratios required by accreditors and licensing boards for these programs. In addition, CSU anticipated that the new program would allow it to train more advance practice nurses, which may be the educational level necessary for certification in the future.

Ultimately, the CSU was authorized to operate DNP pilot programs for the purposes of; 1) Preparing clinical faculty to teach in postsecondary nursing education programs; and 2) Training nurses for advanced nursing practice or nurse leadership, or both. Two CSU pilot DNP programs were developed through campus consortia:

- Northern California DNP consortium: CSU, Fresno and San José.
- Southern California DNP consortium: CSU Long Beach, Fullerton and Los Angeles.

CSU reports that in fall 2012 the Northern California CSU DNP consortium and the Southern California CSU DNP consortium enrolled their first DNP student cohorts. To date, five cohorts of students have been served by the program. Additionally, Kaiser Northern California, The Centers for Medicare and Medicaid Innovation, and the California Office of Statewide Health Planning and Development have awarded grant funding that supporter DNP student doctoral projects, which are required in CSU DNP programs.

- 3) **Status of CSU DNP graduates.** According to the CSU, approximately one-third of CSU DNP graduates have accepted nursing teaching positions. For the CSU, 23 percent of graduates currently teaching in the system. Notably, nine graduates have accepted tenure-track nursing positions in the CSU. In 2014 graduates represented 17.4 percent of nursing tenure-track hires made across the system that year. DNP graduates have utilized their advanced training to work in many capacities through the state, with one in five alumni are working with medically underserved populations or regions.
- 4) **Related report.** SB 103 (Committee on Budget and Fiscal Review, Chapter 324, Statutes of 2015) directed the Legislative Analyst's Office to assess CSU's DNP programs and make a recommendation on whether the pilot should be extended beyond its 2018. The report provided the following findings and recommendations:
 - a) CSU formed two DNP consortia (Northern and Southern CA) consisting of a total of five campuses.

- b) About one-third of California State University's (CSU) Doctor of Nursing Practice (DNP) program graduates are serving as faculty, but few are in tenure/tenure-track positions. Within a 21 month span, 93 percent have graduated from the program (162 of a total 174 students), 34 percent of those graduates serve as faculty at CSU or other postsecondary institution. Most of these graduates are in part-time or other faculty positions that do not require a doctorate.
 - c) The state is no longer facing a nursing shortage. The Board of Nursing and other experts report that overall the state's RN labor market is in good balance and assuming current graduation production continues, supply is sufficient to ensure an adequately sized RN workforce for decades to come.
 - d) CSU continues to report trouble with attracting doctorally prepared nursing faculty, but few are tenured faculty at CSU.
 - e) Increasing faculty compensation levels for nursing faculty is a more direct way for CSU to address regular recruitment challenges for tenured faculty.
 - f) For the most part, expectations about higher entry-to-practice requirements (i.e. Doctoral degree) for advanced practice registered nurses (APRNs) have not materialized.
 - g) Other options available to Californians seeking a DNP include online programs offered throughout the country. The Legislative Analyst's Office (LAO) also noted that three University of California (UC) campuses are seeking to offer the program by 2018.
 - h) The LAO recommends that the Legislature allow the CSU DNP program to sunset for the following reasons:
 - i) Given that nursing shortage no longer exists, CSU has more direct ways to attract nursing faculty.
 - ii) The DNP has not become the required degree for APRNs.
 - iii) An increasing number of other DNP programs are now available to students.
- 5) **Other DNP programs within the state.** In 2014-15, ten California universities offered DNP programs and graduated a total of 193 students. The CSU graduates accounted for 28 percent of these graduates. In California, the number of DNP programs has increased from one in 2006 (University of San Francisco) to ten in 2017 including the CSU pilots. As noted by the LAO, three UC campuses plan to DNP degrees in the coming year.
- 6) **Master Plan for Higher Education.** As outlined in the Master Plan for Higher Education and by state statute, the primary mission of the CSU is undergraduate and graduate instruction through the master's degree. The UC was granted the

sole authority to offer doctoral degrees. Notably, this bill specifies that the Doctor of Nursing Practice (DNP) degree offered by the California State University (CSU) is to be distinguished from the doctor of philosophy degrees in nursing offered at, or in conjunction with, the University of California (UC).

Notwithstanding the differentiation of mission envisioned by the Master Plan and outlined in statute, the Legislature has authorized the CSU to go beyond its original mission to offer four professional doctoral degrees which include the Doctor of Audiology, Doctor of Education, Doctor of Physical Therapy and DNP (pilot). Fees were capped at the rate charged at the UC, no additional funding was provided by the state, and these programs were to be implemented without diminishing or reducing enrollment in undergraduate programs. Additionally, the CSU programs offer applied doctorates and are not duplicative of degrees offered by UC. However, UC is set to establish its own DNP program in 2018.

Unlike the original authorization established by AB 867 (Nava/Arambula, Chapter 4716, Statutes of 2010), this bill does not cap fees at the rate charged by the UC.

The committee may wish to consider whether a similar cap should be required as a condition of granting CSU's permanent authority to offer DNP degrees.

- 7) ***Should CSU's authority sunset?*** The Legislative Analyst's Office (LAO) recommends that the Legislature allow the CSU DNP program to sunset, given that the nursing shortage no longer exists, the DNP has not become the required degree for advanced practice registered nurses (APRNs) and an increase in the number of programs now available to students. Under current law, the CSU is authorized to offer joint degrees with either the UC or private higher education institutions. Arguably, under this authority, the need to offer the DNP program could be met by establishing partnerships between UC and CSU campuses.

However, citing an impending wave of retiring nursing faculty coupled with difficulties faced in hiring tenure track faculty due to the lack of a sufficient pool of candidates, CSU reports that it continues to experience a nursing faculty shortage. Additionally, CSU has established key industry partnerships related to the DNP program including with Kaiser Permanent. Since 2000, this partnership has graduated more than half of the nurse anesthetist in California. By 2022, all nurse anesthetist programs must be taught at the doctoral level. According to CSU, the Kaiser Permanent partnership that is critical to the nurse anesthetist pipeline will be lost if the CSU is not granted permanent DNP granting authority.

SUPPORT

American Nurses Association/California
 California Association for Nurse Practitioners
 California Children's Hospital Association
 California State Council of the Service Employees International Union (SEIU California)
 California State Student Association
 California State University
 CareMore Medical Group
 Center for Education and Professional Development at Stanford Health Care

Central California Blood Center
Chico Chamber of Commerce
Chinatown Service Center
CHOC Children's
Clinical Sierra Vista
CSU, Bakersfield Department of Nursing
CSU, Chico College of Natural Sciences
CSU, Fullerton
CSU, Long Beach
CSU, Long Beach School of Nursing
CSU, Sacramento
Diversify Medical Group
El Camino Hospital
Emergency Medical Management Associates
Hoag Memorial Hospital Presbyterian
Kaiser Permanente
Keck Medical Center
Long Beach Memorial
Mayor Robert Garcia, City of Long Beach
Mental Health America
Mental Health America of Los Angeles
Miller Children's and Women's Hospital Long Beach
On Lok, Inc.
Orange County Business Council
Oxnard Chamber of Commerce
Ronald Norby, CSU Long Beach Graduate Program Director, School of Nursing
Saint Agnes Medical Center
San José State University
Sonoma State University
Southern California CSU DNP Consortium
St. Joseph Hoag Health
St. Jude Medical Center
Sylvia Everroad, Chief Administrative Officer of Kaiser Permanente Southern California
The Elizabeth Hospice
The Health Trust
Valley Children's Healthcare
Vista Community Clinic
WellSpace Health

OPPOSITION

None received

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