

April 1, 2019

TO: Board of Regents

FROM: Jim Johnsen

SUBJECT: Recommendations on UAA School of Education

The Board of Regents, pursuant to Regents' Policy 10.06.010.C, directed me on March 1, 2019 to conduct an expedited exceptional review of the educator preparation programs at the University of Alaska Anchorage (UAA).

I then directed UAA Chancellor Sandeen to conduct such a review with a focus on the following options and questions:

1. The viability of maintaining current UAA initial teacher preparation programs in two scenarios, one of which includes seeking Council of the Accreditation of Educator Programs (CAEP) accreditation.
2. The viability of providing initial teacher preparation programs in Anchorage through programs offered by UAF and UAS.
3. The long-term viability of maintaining other UAA teacher education programs unaffected by the CAEP accreditation revocation, separate from initial teacher preparation programs.

In addition, I directed Chancellor White at the University of Alaska Fairbanks (UAF) and Chancellor Caulfield at the University of Alaska Southeast (UAS) to provide their positions as to how each of those universities could assist in providing educator preparation programs to students place committed in Anchorage. As well, I asked General Counsel Hostina for an analysis of legal risk that the Board of Regents should consider as it determines a path forward. This process would be coordinated by Paul Layer, UA Vice President for Academics, Students, and Research.

Thanks to the hard work of all three chancellors and their teacher education leaders, the review has been completed and is summarized below, with extensive supporting documentation attached. This report will address the following in turn.

- Recommendation (in brief)
- Issue
- Facts
- Standards
- Options
- Analysis
- Recommendation (in full)
- Next Steps

## Recommendation (in brief)

Key criteria used for the recommendation:

- High quality educator preparation programs throughout Alaska, including Anchorage, with the largest school district in the state.
- Clear and certain paths to licensure and employment for students in Anchorage and beyond.
- To maintain the current student experience, programs will be taught on UAA campus via face-to-face delivery as much as practicable.
- Program delivery in the most cost-effective manner possible.
- Actions taken will advance statewide coordination and alignment of educator preparation programs under effective and collaborative statewide leadership.

Based on assessment of the review provided by UAA, input from UAS and UAF, and the opinion of the General Counsel regarding the legal risks associated with seeking accreditation and, specifically, the State Board of Education approval process, at the April 8 Board of Regents Meeting, I will recommend the following changes, drawing upon accredited programmatic resources already in place elsewhere in the statewide system:

For Consideration at the April 2019 BOR Meeting, Effective September 1, 2019

UAA Initial Licensure Programs	Disposition	Responsible Unit	Existing Program
BA Elementary Education	Discontinue	UAF	BA Elementary Education
Elementary Education post-bac	Discontinue	UAF	Elementary Education post-bac
MAT Secondary Education	Discontinue	UAS	MAT Secondary Education
BA Early Childhood Education (preK-3)	Discontinue	UAF	BA Elementary Education w/preK-3 endorsement and Early Childhood minor (new but does not require BOR approval)
Early Childhood post bac (preK-3)	Discontinue	UAF	Elementary post-bac with preK-3 endorsement
*Special Ed initial licensure	Discontinue	UAF	Special Ed initial licensure preK-12
*Early Childhood Special Ed licensure	Discontinue	UAF	Special Education Minor w/endorsement (preK-12)

\*Programs with tracks other than initial licensure - the entire program will be discontinued.

Actions:

- UAA's initial licensure educator preparation programs would be discontinued effective September 1, 2019.
- In coordination with the AKCOE, UAF will expand offerings and provide new program opportunities in Anchorage to include MEd. and minor in Elementary Education, and MEd, BA, minor and post-bac licensure programs in Secondary Education.

Non-initial licensure programs were also part of the Expedited Program Review. At the May Board of Regents meeting, I intend to propose the following actions contingent on feedback:

For Possible Consideration at the May 2019 BOR Meeting, Effective July 1, 2020

<b>UAA non-Initial Licensure Programs</b>	<b>Disposition</b>	<b>Responsible Unit</b>	<b>Proposed Program</b>
Education Leadership CERT	Discontinue July 2020	UAS	Education Leadership CERT
Education Leadership MEd	Discontinue July 2020	UAS	Education Leadership MEd
Special Education MEd	Discontinue July 2020	AKCOE	Evaluate transfer or integration into UAF or UAS programs
Language Ed CERT	Discontinue July 2020	AKCOE	Evaluate transfer or integration into UAF or UAS programs
Speech-Language Pathology post-bac	Discontinue July 2020	AKCOE	Evaluate transfer or integration into UAF or UAS programs
Teaching and Learning MEd.	Discontinue July 2020	AKCOE	Evaluate transfer or integration into UAF or UAS programs
Early Childhood Education AAS	Continue at UAA pending further review by BOR	AKCOE	Evaluate move to UAA CTC and coordination with UAF program

Action:

- At the May Board of Regents Meeting, I plan to propose that UAA’s non-initial licensure educator preparation programs be discontinued effective July 1, 2020 following teach-out.

*The Role of the Alaska College of Education and the Executive Dean*

The Alaska College of Education (AKCOE), under the leadership of the Executive Dean, will continue to support UA’s teacher education goals by:

- Working closely with UAA leadership and with leadership and program faculty at UAS and at UAF to ensure effective program delivery, allocate and standardize programs, abide by accreditation requirements
- Serving as point of contact with the Alaska Department of Education and Early Development (DEED) and the State Board of Education
- Providing clear and well-coordinated pathways for students to complete education degrees in the Anchorage area.

## **Issue**

How will UA ensure a clear and certain path to licensure for our students in Anchorage in light of the loss by UAA of required accreditation of its initial licensure teacher education programs?

If not through UAA, how will other units of UA step in to meet the need?

## **Facts**

- UAA's School of Education was informed on January 11, 2019 that the Council for the Accreditation of Educator Preparation (CAEP) revoked accreditation for UAA's initial licensure teacher education programs.
- Under State law and regulation, CAEP accreditation is the basis for licensure of our program graduates to teach in Alaska. (It may also be required for licensure to teach in certain other states.)
- CAEP accreditation is not only a requirement for licensure, it is a nationally recognized measure of how well the "unit", in this case UAA's School of Education initial licensure programs, measures its effectiveness as a basis for continuous program improvement in preparation of high quality educators for Alaska.
- UAF's School of Education initial licensure programs underwent a CAEP review at the same time and received reaccreditation in November 2018.
- UAS's Alaska College of Education initial licensure programs are currently undergoing a CAEP accreditation review.
- The Alaska State Board of Education approved licensure of UAA Spring 2019 and Summer 2019 graduates, and approved a process that will assess at regular intervals UAA's progress and consider granting licensure to graduates if the program is in substantial compliance with CAEP standards.
- UAF and UAS provided transfer options for UAA students, and to date, more than 100 students have transferred to one of these programs.
- Reaccreditation for UAA's initial licensure programs likely will take up to 3 years to accomplish, and require a significant commitment of resources, attention, and commitment by UAA School of Education faculty and leaders.
- At present, students enrolled in UAA's initial licensure programs, graduating in December 2019 and thereafter, have no clear path to licensure.
- The Board of Regents received extensive student and public input through town hall meetings, public testimony, and written comments.
- The Board of Regents directed the President to conduct an expedited program review of the educator preparation programs at UAA.
- The Board of Regents had previously (December 2016) called on the President to implement education programs across the system with

leadership from the Alaska College of Education at UAS, toward a more coordinated and standardized curriculum that meets the needs of Alaska.

## **Standards**

The analysis and recommendations for implementation in this report are in accordance with the following standards and guiding principles:

- Board of Regents Policy and University Regulation
- State Board of Education regulations
- UNAC Collective Bargaining Agreement
- CAEP Standards
- Current CAEP accreditation status
- Cost effectiveness
- Current resources

## **Options**

At the March Board of Regents meeting, the following three options were presented:

1. Continue current programs through ongoing UAA effort toward CAEP accreditation and Alaska Board of Education approvals
2. Teach-out through the existing UAA programs, ceasing programs when students are done (~3 years). Phase in availability of UAF and UAS programs in Anchorage
3. Teach-out through transfer of students and maintain initial teacher prep programs in Anchorage through UAF/UAS, ceasing UAA programs as of August 31, 2019, when State Board approval expires

A more detailed summary of each option and considerations is provided below:

### **Option 1**

- Pursue CAEP re-accreditation. The process is likely to take 3 years to complete, along with major investment of commitment, scarce resources, and expertise
- Seek interim State Board approval (we cannot guarantee initial or ongoing State Board approval and licensure) and if approved, graduates will be eligible for license to teach in Alaska
- Graduates will not graduate from an accredited program, or, arguably, a program in full compliance with Alaska State Board approval requirements, thus license may be subject to question in other states
- Simultaneously offer at UAA the accredited and approved UAF/UAS programs (ensures students have access to programs at UAA that are approved by the State Board).
- Potentially less short-term disruption to Anchorage-based students.

- Can receive a UAA diploma.
- Need to recruit/retain leadership and required faculty for 3+ years
- Uncertain enrollment in an unaccredited and provisionally approved program

Outcome: Short term, uncertain UAA program approval with implication for licensure for graduates. Long term, UA has three separately accredited teacher preparation programs meeting regional needs in Anchorage, Fairbanks and Juneau

### Option 2

- Conduct an expedited program review (EPR). Do not seek CAEP reaccreditation
- Seek interim State Board approvals for UAA students (we cannot guarantee initial or ongoing State Board approval and licensure, particularly since we would not be seeking CAEP accreditation – the standard for State Board approval.)
- Graduates from UAA programs will not graduate from accredited program, or, arguably, a program in full compliance with Alaska State Board approval requirements, thus license may be subject to question in other states
- Simultaneously offer at UAA the accredited/approved UAF/UAS programs (ensures students have access to programs at UAA that are approved by the State Board).
- Need to avoid loss of UAA leadership and required faculty for 3+ years during teach-out of a program with no future
- Need to build up UAS/UAF faculty based in Anchorage to deliver programs
- Accommodates place based students and provides a path for students to receive a UAA diploma in their specific programs during the teach-out.

Outcome: Short term, Anchorage-based students might receive a diploma from UAA, or from UAF or UAS. Long term, UA has two accredited teacher education programs at UAF and UAS, and delivers accredited and approved teacher preparation programs in Anchorage and advances BOR goals of greater coordination and alignment of programs statewide.

### Option 3

- Conduct an expedited program review (EPR) leading to program deletion. Do not seek CAEP accreditation of UAA programs
- Transfer non-seniors at UAA to substantially equivalent accredited and approved programs through UAS/UAF for Fall 2019
- Recruit new students to UAS/UAF accredited and approved programs offered at UAA;
- Provide UAS/UAF faculty in Anchorage to serve Anchorage-based students
- Ensures students have access to programs in Anchorage that are

- accredited and approved by the State Board
- Avoids uncertainty of State Board approval of UAA programs beyond Summer 2019
  - Graduates will be eligible for license to teach in Alaska and will graduate from an accredited program, thus more certain about licensure elsewhere
  - Need to immediately build up UAS/UAF faculty based in Anchorage to deliver programs
  - Accommodates place based students

Outcome: UA has two accredited teacher education programs at UAF and UAS, delivers only accredited and approved teacher preparation programs in Anchorage, and advances BOR goals of greater coordination and alignment of programs statewide.

## **Analysis**

### *UAA Initial Licensure Programs:*

UAA completed a thorough and high quality Expedited Program Review. The Interim Dean of UAA College of Arts and Sciences (CAS) reviewed these reports and offered an evaluation. These comments were incorporated in the Chancellor's recommendations.

Based on this analysis, UAA recommends discontinuing immediately the following two programs (Option 3):

Masters of Art in Teaching in Secondary Education and Special Education Certification: Given the assessment in the Expedited Program Review, no further analysis is necessary to discuss the recommendation of program deletion. After Spring 2019 semester there will be no tenure-track faculty associated with these programs.

UAA also recommends that the following five programs be continued and approved for seeking State Board approval and CAEP accreditation (Option 1):

Early Childhood Education (ECE): The ECE BA and post-bac certification programs are delivered by four tenure-track faculty and two non-tenure-track faculty. One of the faculty also teaches in the Elementary Education program. The program provides an AAS degree that is not subject to CAEP accreditation, but is accredited by the National Association for the Education of Young Children (NAEYC). The Expedited Program Review demonstrates that the program is unique in the UA system, addresses a high-demand employment gap, is successful in placing graduates into programs and is the major Student Credit Hour (SCH) producer for the school. However, enrollment showed a significant decline from 2014-2018. AAS: 20% decline with about 40 students now,

BA: 37% decline, 150 students now, post-bac: 92% decline and only 1 student now.

Elementary Education (EE): The EE BA and post-bac certification programs are delivered by eight tenure-track and two non-tenure-track faculty, 4 of whom also teach in other degree programs. Graduates from the program teach in districts throughout the state, not just in the Anchorage area. The program has seen an increase in class sizes and SCH production in the last couple of years. The program is duplicated at UAF and UAS, although program requirements differ and currently there is demand statewide. The self-study and Dean express concerns about future enrollment declines with the loss of CAEP accreditation.

Early Childhood Special Education (ECSE): This online program has only one tenure-track faculty member assigned to this MEd. program, which offers both initial and advanced programs. The student numbers are not separated for these programs, so it is difficult to tell how many students were impacted by the loss of accreditation. The MEd. program is unique in the state, but both UAF and UAS offer ECSE courses as part of other degree programs. Departmental program review indicated the need for more cross-university course sharing given the low number of faculty at UAA. From the review it appears that the programmatic needs can be met by UAF or UAS.

#### *UAA Non-Initial Licensure Programs:*

For non-initial licensure programs, UAA also conducted an Expedited Program Review. UAA recommends that the MEd. and Certificate in Education Leadership and MEd.in Special Education be discontinued. The MEd.in Teaching and Learning, the Post-bac certificate in Speech-Language Pathology, the Graduate Certificate in Language Education and, as noted above, the AAS in ECE are recommended to be continued. The AAS degree is accredited by NAEYC, and the other programs are scheduled for a CAEP accreditation review in 2021. In his analysis the Dean of CAS commented on the low enrollments and small number of faculty in these programs as areas of concern for their long-term viability and success in an accreditation review.

#### *Analysis of UAS capacity to offer programs in Anchorage:*

UAS submitted a plan to offer programs in Anchorage to meet student needs. Elements of this plan were discussed in the UAA report and as a separate report. To date, UAS has been able to accommodate more than 50 UAA transfer students. The UAS proposal considers the scenario where UAA programs are discontinued. Key elements of the UAS proposal are:

1. UAS proposes adopting the UAA ECE program in full, maintaining the faculty and teaching the program on the UAA campus. This will require program approval, additional administrative support at UAS, and

transitioning 3 tenure-track faculty from UAA to UAS. The Executive Dean expressed concerns that this would take time and the program would not be fully transferred until Summer 2020, but would provide a seamless (for the students and faculty) continuation of the program.

2. For the other programs, UAS estimates that it will require 7 additional faculty and 1 staff, mostly to be located in Anchorage (4 for the EE program, 1 or 2 for the Secondary MAT, and 1 for the Special Ed/Early Childhood Special Ed programs). The expansion of faculty in the UAS programs will allow for more specialization.
3. UAS currently offers an Educational Leadership MEd. program and should be able to fill that need for Anchorage students.

Accreditation: UAS programs are currently NCATE accredited and are in the CAEP review process. The CAEP site visit is scheduled for November 2019, with an expected decision 6 to 9 months following the visit. The review will be based on the prior three years of data and so should not be impacted by the addition of new or expanded programs starting in 2019.

*Analysis of UAF capacity to offer programs in Anchorage:*

UAF submitted a plan to offer programs in Anchorage to meet student needs. This proposal was separate from the UAA submission. To date, UAF has been able to accommodate more than 60 UAA transfer students. The submitted plan specifically addresses the initial licensure programs, but not the other programs. However it is clear that UAF has similar programs in areas such as Language Education and could accommodate students and faculty from these programs. Key elements of the UAF proposal are:

1. UAF proposes having a total of 22 faculty teaching initial licensure programs in Fairbanks and Anchorage. UAF estimates a net decrease of 6.75 FTE faculty in the combined school.
2. Elementary Education programs would be delivered at UAF and in Anchorage through both face-to-face and on-line modes.
3. UAF would add a minor in Special Education or a minor in Early Childhood Education for BAE students. This would be the only new offering, and does not require Board of Regents approval.
4. UAF would not offer a Secondary Education MAT, and would expand its Secondary Education MEd., BA, minor and post-bac programs to Anchorage.
5. UAF would move its existing early childhood programs from CTC to UAF SOE to facilitate integration with UAA's ECE AAS.
6. Because programs are an expansion of existing programs, there would be no delay for new program approval.

Accreditation: UAF's programs are accredited by CAEP through 2024, and in February 2019, the State Board of Education affirmed that UAF programs meet standards for awarding initial licensure to graduates.

*State Board Approval of Initial Licensure graduates at UAA:*

At its February 4, 2019 meeting:

*The State Board of Education & Early Development unanimously approved (1) the recommended process presented by the department to address the University of Alaska Anchorage's CAEP revocation notification received on January 11, 2019; and (2) the department's acceptance of program verifications from the University of Alaska Anchorage for teacher candidates completing their preparation program during the spring semester and summer term of 2019, **based on the fact that the program was accredited and approved through December 31, 2018.** Under this motion, graduates of the University of Alaska Anchorage initial teacher preparation programs in the spring semester and summer term of 2019 will be considered to have graduated from a state- approved program.*

If the Board of Regents recommends that UAA move toward CAEP accreditation for its initial licensure programs, at the June 9, 2019 State Board meeting, UAA will propose that the State Board approve for licensure students who graduate from the impacted programs through 2022. The request will be based on evidence presented to the Board that demonstrates how UAA **substantially meets** CAEP standards as outlined in the approved "process". Based on its assessment of the evidence, the State Board can do one of three things:

1. Approve the request that graduates through 2022 (through the next CAEP review) will be licensed. This would allow UAA to continue their programs and assure students that they will be licensed upon graduation.
2. Deny the request, leaving UAA students who graduate after August 2019 in those programs with no clear path to licensure. At which point continuing the programs would not be feasible given the inability of graduates to obtain a teaching certificate, and other opportunities in Alaska for students to enroll in approved programs. However, because this decision would be made in early June, there would be little time to accommodate students who wish to transfer out of these programs.
3. Approve the plan for a shorter period with the stipulation that UAA come back to the Board on a regular basis to demonstrate how they are in substantial compliance with CAEP standards. This path is reflected in the approved process and seems like the most likely outcome. Under this scenario, students in UAA programs would not have a guarantee of licensure and would depend on the State Board for interim approval while UAA continues to collect data and applies for CAEP reaccreditation.

## Recommendation (in full)

Throughout this process, the guiding principles have been to provide:

- High quality educator preparation programs throughout Alaska, including Anchorage, with the largest school district in the state.
- Clear and certain paths to licensure and employment for students in Anchorage and beyond.
- To maintain the current student experience, programs will be taught on UAA campus via face-to-face delivery as much as practicable.
- Program delivery in the most cost-effective manner possible.
- Actions taken will advance statewide coordination and alignment of educator preparation programs under effective and collaborative statewide leadership.

Based on an assessment of the review provided by UAA, input from UAS and UAF, and the opinion of the General Counsel regarding the legal risks associated with seeking accreditation and, specifically, the State Board of Education approval process, I recommend the following:

- The Board of Regents approves Option 3 for the initial licensure programs at UAA: *Teach-out through transfer of students and maintain initial teacher prep programs in Anchorage through UAF/UAS, ceasing UAA programs as of August 31, 2019, when State Board approval expires.* This recommendation must be implemented immediately. The urgency centers on the need for students to have access to courses in Anchorage from UAF/UAS in Fall 2019 during the Spring registration process beginning in April.
- The Alaska College of Education (AKCOE), under the leadership of the Executive Dean, will continue to support UA's teacher education goals by:
  - Working closely with UAA leadership and with leadership and program faculty at UAS and at UAF to ensure effective program delivery, allocate and standardize programs, abide by accreditation requirements
  - Serving as point of contact with the Alaska Department of Education and Early Development (DEED) and the Alaska Board of Education
  - Providing clear and well-coordinated pathways for students to complete education degrees in the Anchorage area.
- UAS offers the Secondary Education MAT via distance and cohort instruction to students in Anchorage and elsewhere in the state starting in Summer 2019.
- UAF offers the Elementary Education MEd, BA, minor and post-bac licensure programs, and Secondary Education MEd, BA, minor and post-bac licensure programs in Anchorage beginning Fall 2019. Note that UAF will expand offerings and provide new program opportunities

in Anchorage to include MEd. and minor in Elementary Education, and MEd, BA, minor and post-bac licensure programs in Secondary Education.

- UAF develops an Early Childhood minor with preK endorsement to meet Early Childhood Education student needs and a Special Education minor with preK-12 endorsement.

At the May meeting, I plan to recommend the following to the Board of Regents:

- The above recommendations do not retain the BA in ECE that currently exists at UAA. Therefore, the Executive Dean of the AK College of Education, working with the Teacher Education Council, shall investigate the feasibility, demand, and need for reconstituting (or transferring) a stand-alone ECE program offered in Anchorage from either UAF or UAS, reporting to the Board at the May meeting.
- The Early Childhood Education AAS degree continue at UAA through the community campuses. The Executive Dean of the AK College of Education, working with the Teacher Education Council, is directed to assess how this program will coordinate with the AAS program at UAF, reporting to the Board at the May meeting.
- Non-initial licensure programs at UAA will be discontinued effective July 1, 2020. The AK College of Education Executive Dean and the Teacher Education Council will assess proposals for these programs to be integrated or transferred, and present their recommendations for consideration at the May BOR meeting. UAS will offer the Educational Leadership MEd. statewide in future years, however, neither UAF nor UAS have addressed these programs in their analyses. These programs should not pursue a CAEP accreditation review in 2021 as currently scheduled.
- Following any teach-out requirements not addressed above, effective July 1, 2020, the UAA School of Education will be closed.

## Summary of Proposed Actions

For Consideration at the April 2019 BOR Meeting, Effective September 1, 2019

UAA Initial Licensure Programs	Disposition	Responsible Unit	Existing Program
BA Elementary Education	Discontinue	UAF	BA Elementary Education
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\*Programs with tracks other than initial licensure - the entire program will be discontinued.

### Actions:

- UAA's initial licensure educator preparation programs would be discontinued effective September 1, 2019.
- In coordination with the AKCOE, UAF will expand offerings and provide new program opportunities in Anchorage to include MEd. and minor in Elementary Education, and MEd, BA, minor and post-bac licensure programs in Secondary Education.

Non-initial licensure programs were also part of the Expedited Program Review. At the May Board of Regents meeting, I intend to propose the following actions contingent on feedback:

For Possible Consideration at the May 2019 BOR Meeting, Effective July 1, 2020

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Early Childhood Education AAS	Continue at UAA pending further review by BOR	AKCOE	Evaluate move to UAA CTC and coordination with UAF program

Action:

- At the May Board of Regents Meeting, I plan to propose that UAA's non-initial licensure educator preparation programs be discontinued effective July 1, 2020 following teach-out.

In addition, I recommend that the Board of Regents consider at its June meeting, proposed revisions to its policies for consistency in the following areas in the interest of enhancing student access, inter-university collaboration, and cost effectiveness:

- Transfer of credits and grades
- Tuition and fee sharing between host and receiving units
- Residency requirements
- Course hour definition
- Course blocks
- Other areas, to be determined

### **Next Steps**

April 1-5

- Post recommendation and review documents
- Inform faculty, staff, and students of recommendation
- Inform DEED Commissioner of recommendation
- Inform United Academics of recommendation

April 8

- Board of Regents considers recommendation

Assuming the recommendation is accepted, the following steps will be taken:

April 9-May 3

- Inform faculty, staff, and students of decision
- Inform DEED Commissioner of decision
- Consult with United Academics regarding decision
- Town Halls with students for both the initial licensure and non-initial licensure programs
- UAF and UAS develop and present plans for non-initial licensure programs
- VP Layer to oversee development of transition plan key elements including student services, coordinating program delivery, advising, facilities, faculty, finance and other programmatic needs
- Recommendation to the BOR from the President on non-initial licensure programs

May 9

- BOR meeting for update and decision regarding non-initial licensure programs

June 6-7

- BOR update on implementation