

## 6782019-21 Biennial Budget Decision Package

**Agency:** 350 – Supt of Public Instruction

**DP code/title:** Equitable Access to Dual Credit Programs

**Budget period:** 19-21 Regular Session

**Budget level:** PL

**Agency RecSum text:**

Students deserve a K–12 education system with high standards and multiple pathways to graduation and post-secondary success. Students who participate in dual credit are more likely to graduate high school and go on to post-graduation education/training. But financial barriers prevent many students from families experiencing poverty from participating in dual credit opportunities. A dual credit course is rigorous and provides students the potential to earn both high school and college credit. The Superintendent requests \$20,000,000 to increase access to dual credit programming for students experiencing poverty by covering many of the costs associated with the courses. This request will build on current dual credit funding.

**Fiscal detail: To be completed by budget staff**

Operating Expenditures	FY 2020	FY 2021	FY 2022	FY 2023
Fund 001-1	\$10,000,000	\$10,000,000	\$10,000,000	\$10,000,000
<b>Total Expenditures</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>	<b>\$10,000,000</b>
<b>Biennial Totals</b>	<b>\$20,000,000</b>		<b>\$20,000,000</b>	
Staffing	FY 2020	FY 2021	FY 2022	FY 2023
FTEs	1.5	1.5	1.5	1.5
<b>Average Annual</b>	<b>1.5</b>		<b>1.5</b>	
Object of Expenditure	FY 2020	FY 2021	FY 2022	FY 2023
Obj. A	\$102,000	\$102,000	\$102,000	\$102,000
Obj. B	\$43,000	\$43,000	\$43,000	\$43,000
Obj. E	\$30,000	\$29,000	\$29,000	\$29,000
Obj. G	\$9,000	\$9,000	\$9,000	\$9,000
Obj. J	\$10,000	\$0	\$0	\$0
Obj. N	\$9,806,000	\$9,817,000	\$9,817,000	\$9,817,000
<b>Biennial Totals</b>	<b>\$20,000,000</b>		<b>\$20,000,000</b>	

## Package description

Dual credit courses provide students with the potential to earn high school and college credit at the same time. In a world in which two out of every three jobs require some post-high school education or training, increasing equitable access to dual credit opportunities, especially for low-income students, is an economic imperative. Participation in, and completion of, dual credit courses is related to higher high school graduation rates, college enrollment, degree completion, and student self-confidence in believing they can succeed in college.

Current dual credit programs can be broadly classified into two groups: college preparatory courses with exams and concurrent enrollment courses. Brief descriptions of each are provided below:

### I. College preparatory courses with exams

**Advanced Placement (AP), Cambridge International (CI), and International Baccalaureate (IB)** are courses students can take that may earn college credit depending upon exam performance. These courses are taught at the high school. Students taking IB courses must pay an exam fee and required registration.

### II. Concurrent enrollment courses

**Career and Technical Education (CTE) Dual Credit courses** support the transition from high school courses that integrate academic standards, industry and technical standards, and leadership and employability skills to the related professional-technical career related coursework at the community and technical college level. CTE Dual Credit courses are state-approved CTE courses, with valid articulation agreements that describe the college credit agreements between local school districts and community and technical colleges. These courses are taught by CTE teachers at the high school.

**College in the High School (CHS) programs** are accessible to 10th, 11th, and 12th grade students. These college-level courses include a tuition cost of up to \$65 per college credit, and most students are responsible for paying the costs. Per Revised Code of Washington (RCW) [28A.600.290](#), some state subsidies are available to cover the course fees, but much need is still not being met. The courses are taught at the high school by high school teachers, with training and support provided by college faculty and staff.

**Running Start (RS) programs** are college courses available to 11th and 12th grade students that take part on the campuses of community and technical colleges and at Central Washington University, Eastern Washington University, Northwest Indian College, and Washington State University. Per state statute regarding the maximum allowable credits that can be earned, the full cost of tuition is covered with state funds; however the student is required to pay some costs, including course and campus fees, books, and transportation to attend the classes.

While Washington offers an impressive range of dual credit opportunities for students to engage in, barriers exist that limit student involvement, including access to dual credit options that align with student interests and costs associated with the course. Currently, state funding supports many students' decisions to participate in dual credit but is inadequate to fully fund the extra costs

associated with dual credit courses for all students, and especially for those in need of financial support.

This request increases funding for dual credit programs, allowing the Office of Superintendent of Public Instruction (OSPI) to ensure equitable access to dual credit programming by covering the costs for dual credit course fees, registration fees, exam fees, and college course books. This will help students make educational decisions about what program is a best fit for them without worrying about how to pay for those decisions.

**What is the problem, opportunity or priority you are addressing with the request?**

**The Problem**

According to dual credit participation data, students experiencing poverty still enroll in several dual credit programs at a rate significantly below their peers. The Figure 1 (below) illustrates the difference in the total number of students who have completed at least one course, per dual credit program, for non-low income and low-income students.

Dual Credit Completion in the 2016–17 School Year				
	Low Income Students	Percent Low Income	Non-Low Income Students	Percent Non-Low Income
Total students in grades 9–12	140,540	42.5%	190,314	56.4%
Total number of students completing at least one dual credit course	69,277	49.3%	117,267	62.3%
College in the High School	6,335	4.5%	15,495	8.1%
Running Start	6,947	4.9%	18,557	9.7%
Advanced Placement	17,746	12.6%	47,753	25.1%
International Baccalaureate	2,902	2.1%	5,637	3.0%
Cambridge International	502	0.4%	634	0.3%
Career and Technical Education (CTE) Dual Credit	47,744	34.0%	63,129	33.2%

**Figure 1.** Dual credit completion in Washington in the 2016–17 school year.

The current state funding level for dual credit programs perpetuates inequitable access, particularly for students experiencing poverty. From 2013–16, the percentage of students completing dual credit courses statewide increased by the same amount for students experiencing poverty and their more affluent peers. However, students experiencing poverty continued to complete courses at a significantly lower rate than that of their more affluent peers, with the exception of Cambridge International and CTE Dual Credit. This gap in participation for most dual credit programs, sustained over time, shows the need for increased state funding for students to access dual credit courses, especially for students experiencing poverty.

Within the current level of state funding dedicated to dual credit, the Office of Superintendent of Public Instruction (OSPI) is able to fund only portions of dual credit programming but not the full need. Trend data for the past several years shows that about 56 percent of all 9–12 grade students completed at least one dual credit course during each year. Given that research shows a positive relationship between completing dual credit and higher graduation rates, college enrollment rates and degree completion, OSPI supports expanding capacity by adding investment toward dual credit programming.

Prior to 2017, federal Title I funds supported the Test Fee Program, which ensures students experiencing poverty can take Advanced Placement (AP), Cambridge International (CI), and International Baccalaureate (IB) exams for a reduced fee. The 2018 Supplemental Operating Budget provided state funding that covered the registration fees for IB and CI courses, and reduced the cost of AP/IB/CI exams to \$10 per exam for students experiencing poverty.

Students also must pay other out-of-pocket costs. College in the High School (CHS) courses can cost as much as \$65 per college credits. Required Running Start (RS) textbooks vary in price, depending on the course, and fees for career and technical education (CTE) Dual Credit can cost \$15–20 per course.

Often, students experiencing poverty are enrolled in schools that don't qualify for state subsidies. While many colleges provide some of the high demand courses' textbooks to some students experiencing poverty (through a book loan program), no state funding exists to support those students' required course materials, nor any required course fees.

## **The Opportunity**

In 2017, the United States Department of Education approved of Washington's accountability plan, as required by the Every Student Succeeds Act (ESSA). Washington's plan uses multiple measures to assess how schools are educating our students. Three of the measures, called School Quality and Student Success (SQSS) measures, were chosen by a cross-sector stakeholder workgroup as having the most positive impact on student achievement in K–12 education and beyond. Dual credit is one of those measures. Data show a persistent gap in dual credit course completion between students experiencing poverty and their more affluent peers. Thus, barriers exist preventing students experiencing poverty from taking dual credit courses. The most significant barrier is cost. When students select the course(s) that best match their interests and personalized pathway, costs should not be a factor.

During the past several years, the Legislature has made significant improvements in ensuring students are able to access dual credit opportunities. The "Launch Year Act," House Bill 1808 (2011), required high schools to work toward offering enough courses to give students the opportunity to earn a year's worth of postsecondary credit before graduating. House Bill 1642 (2013) required high schools to adopt an "Academic Acceleration Policy," in which students are automatically enrolled in increasingly rigorous courses with the goal of eventually being enrolled in dual credit courses. This bill also instituted the Academic Acceleration Incentive Program, which provides additional funding to expand equitable dual credit access through direct allocation and competitive grants. House Bill 1546 (2015) aimed to reduce disparities in access and completion of dual credit, and it provided subsidies to support College in the High School course taking.

With the addition of dual credit as a SQSS measure for federal accountability, and the increased need for post-high school education or training to prepare students for the modern workforce, now is the time to remove state funding inequities for the various dual credit programs, thus increasing equitable access to these opportunities.

**What is your proposed solution?**

The additional funding requested will:

- Cover registration and exam fees for all low income students taking Advanced Placement, International Baccalaureate, and Cambridge International courses;
- Cover course fees to College in the High School at the flat rate of 15 college credits for every low-income student regardless of high school size or lack of proximity to a college offering Running Start;
- Expand funds for Running Start books for low income students; and
- Provide funds for CTE Dual Credit course fee reimbursement.

With cost no longer a barrier, more students will be able to choose the dual credit options that are a best fit for their academic preparation, educational goals and post-high school aspirations.

Expanding dual credit programming builds on the strength of what currently exists. First, increased funding provides OSPI the flexibility to distribute funding in the most efficient way for students and school districts to fully access it. The human resource impact at both the state and local level is kept to a minimum. Second, the expansion effectively targets students in need of financial support, and provides accountability structures to document that students experiencing poverty are the students receiving the funding. Third, the expansion builds on existing collaborative relationships with partners, such as the State Board for Community and Technical Colleges; the Council of Presidents; the College Board; local education agencies; and students and families.

The impact will be far reaching. Most important, students experiencing poverty will have access to all dual credit programs with almost no cost barrier. School counselors or other K–12 staff will continue their responsibility to verify the Free and Reduced-Price Lunch (FRPL) status of students requesting participation in dual credit courses. Colleges will need to contract with OSPI to receive funding as a reimbursement for already expended funds. Additional staffing at OSPI will help administer the expanded programs, including monitoring of student participation rates and increased capacity building for students experiencing poverty.

**What are you purchasing and how does it solve the problem?**

This request would make significant progress toward eliminating the financial barriers currently preventing many students experiencing poverty from participating in dual credit opportunities. Funding would be used to support as much of the following dual credit program costs as possible.

Dual Credit Programs and Costs	
Dual Credit Program	Estimated Costs
<b>Running Start books</b>	Based on data from the Washington Financial Aid Association (WFAA), the 2018–19 average cost of books and supplies per full-

	time college student is \$870. OSPI estimates that \$1 million would be needed to provide books for these students.
<b>College in the High School course fees</b>	If the state funded 15 college credits for all students experiencing poverty, approximately \$6.2 million would be needed to cover all 6,335 students experiencing poverty who took at least one College in the High School course last year.
<b>Career and Technical Education (CTE) Dual Credit courses</b>	Students requesting college credit typically pay a nominal transcription fee of around \$15 per CTE Dual Credit course; however, not all eligible students choose to request the college credit. OSPI requests \$250,000 to cover the college credit transcription fee for eligible and interested low income student who want to earn college credit for their CTE Dual Credit course.
<b>AP/IB/CI courses registration and exam fees</b>	Based on data from partner organizations, OSPI estimates that \$1.8 million will be needed to fully cover the registration and exam fees for all students experiencing poverty.
<b>Academic Acceleration Incentive Program</b>	OSPI requests \$750,000 to provide grants to schools that demonstrate the highest accessibility issues, especially for low-income and underrepresented students, and need to expand dual credit program capacity.

**Figure 2.** Dual credit programs and estimated costs.

Funds will be made available through a grant program, administered by OSPI. Through the enhanced funding proposed in this request, students experiencing poverty will have increased access across all dual credit options. By minimizing costs as a barrier, students could then focus on choosing the dual credit options that are a best fit for their academic preparation, educational goals and post-high school aspirations. Existing systems will be utilized to delivery subsidized funding, and there will be a method for tracking funding for full utilization and ability to evaluate impact.

OSPI requests 1.5 full-time equivalent (FTE) in staffing to administer the expanded programs, including monitoring of student participation rates and increased capacity building for students experiencing poverty.

**What alternatives did you explore and why was this option chosen?**

The simplest alternative was to maintain the status quo. That was rejected. Significant inequities exist in access to dual credit programs. All too often, the costs of participating in the programs are barriers too high for students experiencing poverty to overcome. All students should be able to make a cost-neutral decision in choosing which available dual credit course is a best fit for their interests and post-high school aspirations.

If this proposal is not funded, students experiencing poverty will continue to have unequal access to dual credit programs. Also, the difficulties to fully utilize existing funding will continue, as will a lack of accountability for use of allocated state funds.

This proposal makes significant progress toward full and equitable funding for students experiencing poverty across all dual credit programs. It also ensures continued collaboration with other agency partners and minimal associated administrative costs.

The institutions of higher education currently offering Running Start (RS) provide some book loans for students experiencing poverty, but they must return the books once the course has ended. By shifting state funding to redeploy available resources through a RS book subsidy administered by OSPI, the state can better track and account for the usage of these funds, ensure collaborative sharing of information between the higher education and K–12 systems, and allow students to keep their college textbooks for future reference.

### **Assumptions and calculations**

#### **Expansion or alteration of a current program or service**

In the 2015–17 Operating Budget:

- \$2,864,000 was provided in fiscal year (FY) 2016 and \$3,758,000 for FY 2017 solely for implementation of House Bill 1546 (2015), regarding dual credit education opportunities.
- \$856,000 for FY 2016 and \$1,061,000 for FY 2017 were provided solely for House Bill 1642 (2013), regarding academic acceleration, and other activities proven to increase K–12 student enrollment in rigorous courses.

In the 2017–19 Operating Budget:

- \$4,894,000 was provided for FY 2018 and \$4,894,000 for FY 2019 solely for grants for implementation of dual credit programs and subsidized advance placement exam fees and international baccalaureate class fees and exam fees for students experiencing poverty.

This proposal will build on current funding and programming to fully fund almost all costs associated with dual credit options for students from families experiencing poverty. Currently, the funding provided through the 2018 Supplemental Operating Budget supports partial funding for:

- 1) Advanced Placement, International Baccalaureate, and Cambridge International registration and test fees;
- 2) Some dual credit capacity building at the school level through Academic Acceleration Incentive Program (AAIP) funds disbursed through allocation and competitive grants;
- 3) Some College in the High School subsidies for remote and small schools, as well as students experiencing poverty; and,
- 4) The option to use AAIP allocations to support students with additional transportation, book and course fees incurred through Running Start.

#### **Detailed assumptions and calculations**

Funding across dual credit programs will be administered through OSPI's K–12 grants management system. OSPI will review grant applications, including relevant data that describes school districts' needs, to determine how to best disburse available funds and most efficiently cover dual credit programming costs. In the coming biennium, OSPI will track usage of funds to provide a more detailed, data-based estimate of additional costs needed to fully fund dual credit programming for low-income students.

#### **Workforce assumptions**

Included within the \$10,000,000 annual requests are amounts to support a 1.0 full-time equivalent (FTE) Washington Management Service (WMS) Program Supervisor and a 0.5 FTE Administrative Assistant 3 (AA3).

Workforce Assumptions				
	FY 2020	FY 2021	FY 2022	FY 2023
1.0 FTE WMS Program Supervisor Salary	\$78,720	\$78,720	\$78,720	\$78,720
Program Supervisor Benefits	\$27,400	\$27,400	\$27,400	\$27,400
0.5 FTE AA3 Salary	\$22,870	\$22,870	\$22,870	\$22,870
AA3 Benefits	\$15,865	\$15,865	\$15,865	\$15,865
<b>Total</b>	<b>\$144,855</b>	<b>\$144,855</b>	<b>\$144,855</b>	<b>\$144,855</b>

**Figure 3.** Workforce assumptions for the Office of Superintendent of Public Instruction (OSPI) from fiscal years 2020–23.

### Strategic and performance outcomes

#### Strategic framework

This request supports the Results Washington goals related to K–12 education by ensuring more students have equitable access to dual credit programs, which have proven benefits for students.

This request also aligns with the Office of Superintendent of Public Instruction’s (OSPI’s) long-term goal that every student has access to a pathway to high school graduation that prepares them for college, industry credentials, or post-secondary training.

Additionally, Washington’s federal Every Student Succeeds Act (ESSA) Consolidated Plan, and our K–12 accountability framework, identifies dual credit as a School Quality or Student Success indicator. Washington derives a measure of dual credit participation, as measured by the percentage of all enrolled students (grades 9–12) who complete a dual credit course among the identified dual credit menu of options. This request directly aligns to support dual credit obtainment.

#### Performance outcomes

OSPI anticipates an increase in graduation rates (5 percent by 2022) and an increase in post-graduation enrollment (5 percent by 2022) for students experiencing poverty. We also expect a narrowing of the opportunity gap relative to dual credit enrollment (10 percent increase for students experiencing poverty). Through agency partnerships, OSPI will maximize utilization of available funds and minimize the human resources needed to manage these programs.

### Other collateral connections

#### Intergovernmental

#### State Board for Community and Technical Colleges:



Staff assistance will be needed for proposed Running Start book subsidy in the form of collecting data from member colleges, submission of invoice to OSPI, and distribution of reimbursement to colleges.

**Institutions of higher education offering College in the High School:**

Existing College in the High School coordination staff will work with OSPI for data collection and submission of invoices to OSPI.

**Stakeholder response**

OSPI anticipates broad stakeholder support for this proposal, especially from organizations supporting historically underserved student populations, parents and industries working to ensure the future workforce is skilled and prepared for today’s economy.

**Legal or administrative mandates**

The 2017 Washington State Auditor’s Office performance audit, “[Leading Practices for the State’s Secondary Career and Technical Education Programs](#),” recognized the need to “expand the number of CTE dual-credit opportunities to increase the number of pathways from high school to college.” Allocating funds to support CTE Dual Credit articulation agreements will support the recommendation.

**Changes from current law**

To support this proposal, the Office of Superintendent of Public Instruction (OSPI) will be recommending changes to the Academic Acceleration Program located in Revised Code of Washington (RCW) [28A.320.196](#) to create flexibility through grant funding and expand access for school district participation.

In addition, OSPI will propose modifications to the College in the High School subsidy program (RCW [28A.600.290](#)) to increase the number of college credits covered and prioritize students experiencing poverty.

**State workforce impacts**

Not applicable.

**State facilities impacts**

Not applicable.

**Puget Sound recovery**

Not applicable to OSPI.

**Other supporting materials**

- [Dual Credit System Improvement Guide](#) (OSPI & the Northwest Comprehensive Center of Education Northwest)
- (2017) Washington State Auditor’s Office (SAO) performance audit “[Leading Practices for the State’s Secondary Career and Technical Education Programs](#)”

### Information technology (IT)

#### Information Technology

Does this DP include funding for any IT-related costs, including hardware, software (including cloud-based services), contracts or IT staff?

No

Yes

Please download the [IT-addendum](#) and follow the directions on the bottom of the addendum to meet requirements for OCIO review. After completing the IT addendum, please upload the document to continue.