

The Launch Years Initiative

Developing aligned math pathways across K-12 and higher education

Summary

OSPI is leading an initiative to align high school and higher education math pathways, so that significantly more students—especially those from traditionally underserved backgrounds—can achieve postsecondary success.

Why is the Council discussing this issue?

- The Council identified increasing direct enrollment from high school in its “Enrollment” strategic cluster. Students that are academically prepared are more likely to directly enroll in higher education.
- Preparation for credit-bearing coursework—especially in math—remains a significant barrier for increasing the number of students that earn a postsecondary credential.
- There are significant racial/ethnic and socioeconomic gaps in students’ math preparation and success in higher education that, if not closed, will limit the likelihood of meeting the state’s attainment goal.
- The legislature has invested significant resources into the development of Bridge to College courses to ease the transition for students into postsecondary credit-bearing coursework, and yet a significant number of students continue to struggle.

Why do we need to improve math outcomes to meet the state’s attainment and workforce goals?

1. Preparation for credit-bearing coursework remains a significant barrier for increasing the number of students that earn a postsecondary credential. **National research indicates that students at two-year institutions have about a 1 in 10 chance of attaining a credential in three years if they enroll in a developmental or remedial math course instead of a standard “math 101” course.** The rates are significantly better in courses with co-requisite remedial supports, and yet still far too many students in those courses struggle to attain a postsecondary credential.
2. **Statewide 40% of all students in 2-year/CTC institutions and 10% in 4-year institutions enrolled in remedial coursework in math in 2016.** And significant gaps exist across racial/ethnic and socioeconomic student groups. For instance, among 2-year/CTC enrollees, 51% of Latinx and 47% of Black students enrolled in remedial math coursework, compared to just 36% of White Students. The gaps were similar when comparing free and reduced-price lunch (FRPL) students and non-FRPL students, at 45% and 36%, respectively.

3. Improving math outcomes is also critical for increasing the state’s long-term economic competitiveness. Jobs today—especially well-paying jobs in areas ranging from business to healthcare that will set students on a path to success—require a range of math skills, including analyzing data, interpreting statistics, and making predictions based on mathematical models. According to national research from Burning Glass Technologies, analyzing data and communicating data are two of the fastest growing skillsets identified in job postings across occupations. **In the STEM sector specifically, Washington STEM projects Computer and Mathematical occupations to have the greatest number of annual job openings through 2022.**

Why do students struggle in math?

1. For far too many students, math remains a wall—not a way—to their postsecondary and career success. **A growing body of research demonstrates that traditional developmental sequences and college gateway courses in mathematics serve as barriers to student success.** College Algebra has been the largest gatekeeper for credit-bearing and mathematics requirement fulfillment in postsecondary education. Originally intended to prepare students for Calculus, over time algebra became the default mathematics experience for most students, a majority of whom do not need an algebra-intensive curriculum for the educational program they intend to follow.
2. **For many students, this traditional math pathway is disconnected from their intended academic or career interests.** Students struggle to understand how the content is relevant to their own lives and how they will use the skills in the future. Data indicate that not only is College Algebra not particularly helpful in preparing students for Calculus as it is intended, but also that Calculus itself is not especially relevant to most degrees. Even so, algebra-intensive courses designed to prepare students for College Algebra have been the norm in high schools across the country. Nationally, about 90% of all students complete Algebra II before graduation, and most students that complete a course beyond Algebra II go next to Pre-Calculus, regardless of their intended academic or career plan.

What math do students need to find academic and career success?

1. Students’ different aspirations require different quantitative skills, and this means there should not be a “one-size-fits-all” approach to math. **In response, several Washington higher education institutions have implemented multiple mathematics pathways that offer differentiated, rigorous math options tailored to students’ academic and career goals.** In addition to the traditional Calculus pathway for STEM majors, there is an increasing focus on Quantitative Reasoning and Statistics as pathways that can serve most students.

Both pathways focus on broad mathematical literacy, which is increasingly important for informed participation in our democracy. As the world is transformed by explosive growth in access to large amounts of data, mathematical sensemaking has become fundamental to the healthy functioning of our society. The data sciences and mathematical modeling are increasingly essential across numerous fields, including business operations, sociological studies, and healthcare management and implementation.

What efforts are currently underway to support students’ math success in Washington?

1. Washington has been a leader in the movement to offer multiple math pathways in higher education. Starting in 2015, state leaders engaged with the Charles A. Dana Center at the University of Texas at Austin (Dana Center) to develop recommendations for implementing an expanded set of gateway math courses across institutions.
2. **Beginning in the 2017-18 academic year, 10 Washington higher education institutions formally became the initial cohort of “early implementers.” These institutions agreed to implement math pathways at scale, compile available baseline data on math student enrollment and success and work with SBCTC to track specific metrics over time, and complete an annual program progress report.** The institutions are: Cascadia College, Central Washington University, Clark College, Columbia Basin College, Eastern Washington University, Everett Community College, Spokane Community College, Spokane Falls Community College, Tacoma Community College, and Wenatchee Valley College.
3. **To improve students’ transitions from high school into higher education, OSPI and SBCTC—in collaboration with higher education and high school educators—also partnered to develop Bridge to College transition courses in math (and English).** These courses were designed for high school seniors who scored a Level 2 on the Smarter Balanced Assessment. At the time the courses were designed, the Smarter Balanced Assessment was administered to 11th graders.
4. Through Bridge to College transition courses, students work to gain the skills and knowledge they need to succeed in college-level work. Students who earn a B grade or above in a Bridge to College transition course are considered “college-ready” and eligible to enroll in college-level math and English at all of the community and technical colleges and Eastern Washington University.
5. In the 2018-19 school year, there were 235 educators trained to teach Bridge to College Math in 179 high schools statewide. Based on an impact study from 2018, over 40% of students enrolled in the Bridge to College Math course received a course grade of “B” or better. Students that received these grades were more likely to enroll in postsecondary institutions than the statewide average, suggesting that the course is helping students see themselves as college-capable.

What is the Launch Years initiative?

Building on the work in the higher education sector, the Launch Years initiative seeks to give high school students access to a broader range of rigorous and relevant math courses aligned to their needs, aspirations, and postsecondary paths.

Led by the Dana Center, in collaboration with Education Strategy Group, Achieve, Community College Research Center, and the Association of Public and Land-Grant Universities, the Initiative has three components, each involving cross-sector leaders from K-12, higher education, and workforce at the regional, state, and national levels. Washington, Georgia, and Texas were selected to participate in the Initiative, and representatives from each state are involved in all three components of the work.

Building Consensus

A Consensus Panel made up of state and national K-12, higher education and workforce leaders is working to develop a new vision for math pathways in high school. The Panel will release

recommendations for policy and practice to enact that vision at scale, with the goal of increasing student success and mitigating persistent barriers to equity.

Designing and Implementing Courses

The Dana Center is bringing together educators from K-12 and higher education to develop and support the implementation of two interrelated approaches to high school mathematics: (1) transition to college mathematics (TCM) course and (2) Algebra II-equivalent pathways (A2EPs). In December 2019, a working group released a set of design principles and learning outcomes for a TCM course that reflects higher education multiple mathematics pathways. The Dana Center and Achieve are now engaging with regional representatives in each of the three states to prepare for a pilot of the TCM course starting in Fall 2020.

In the second, the Dana Center is facilitating a working group to create and implement frameworks for course designs and sequences for A2EPs. These pathways will reflect the level of algebraic rigor necessary for all students to be successful in education beyond high school, while also recognizing that typical learning outcomes in Algebra II and Precalculus are not central to the vast majority of postsecondary degrees. These pathways will maintain articulation with higher education by guiding students through both a third- and fourth-year math course aligned with common entry-level higher education math courses and mathematics content relevant in today's economy. Quantitative reasoning, statistics, and data science are strong contenders for shaping the mathematical content of these A2EPs, many of which would conclude with advanced placement or dual-credit follow-on offerings to signal their mathematics rigor and their ability to prepare students for college-level content.

Supporting State Implementation and Scale

Each Launch Years state (GA, TX, and WA) has convened a Steering Committee of K-12, higher education, and workforce leaders to set a vision for multiple, high-quality mathematics pathways in high school that prepare students—especially those from traditionally underserved student populations—for postsecondary success. Education Strategy Group is supporting the Steering Committees in their efforts to identify policies and structures to improve alignment of students' high school mathematics experiences with their college and career aspirations; increase opportunities that can accelerate students' progress toward a credential of value; and, ensure that students, parents, and educators understand the value of math pathways in high school. The Steering Committees are also being asked to identify ways that state education officials, and national partner organizations, can best support and provide cover for implementation efforts. Each Steering Committee is expected to produce a set of public recommendations at the end of 2020 about the policy and programmatic supports necessary to scale high school math pathways.

How can WSAC support this work?

Potential approaches for WSAC to support the Initiative could include:

- Identify key barriers that stand in the way of math success for K-12 and higher education partners to address
- Provide guidance to Launch Years initiative partners and state participants on how to overcome identified structural barriers
- Communicate and gather feedback about the effort among Council members' constituencies

- Recommend ways for lead agencies to engage diverse stakeholders about the work

Questions for consideration

- 1) What do we know about the equity issues in current math pathways across secondary and postsecondary sectors – and how these math pathways impact potential employment and earnings outcomes after completion of a postsecondary credential?
- 2) What can the state learn from the development and implementation of math pathways in higher education to increase the likelihood of success in high school?
- 3) What lessons can be gleaned from the state’s efforts to develop and implement the Bridge to College Math course about how best to support collaboration between high schools and higher education institutions?
- 4) How does the state make sure that successful math pathways can scale to serve all students?
- 5) How can we monitor progress in implementation over time?
- 6) What are the implications for the College Admission Distribution Requirements (CADR) established by WSAC? What are the implications for approaches to multiple measures for placement?
- 7) What role should WSAC play in the work to align math courses and pathways between K-12 and higher education sectors?



REPORT TO THE LEGISLATURE

Covering the Costs of Dual Credit for Students and Families

2019

Authorizing legislation: ESHB 1109 Part V (1)(S)

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Executive Summary

Students earning college credit while meeting the requirements of Washington's high school diploma are basic education students. Yet every year in Washington, students and their families pay out-of-pocket for the fees, books, and supplies that are required for participation in dual credit programs. This creates inequity by only allowing students who can afford the additional costs to have access to these courses.

Dual credit programs allow students to earn high school and college credit at the same time. There are two main types of dual credit programs: exam-based dual credit and concurrent enrollment dual credit. Research is clear: participation in dual credit courses increases high school and postsecondary success for students.

Dual credit, when used intentionally, is a tool for addressing inequity in Washington's school system. Since students take dual credit courses while in high school, the courses allow young people to buy down the cost of a college education. Growing equitable access to dual credit programs is one way to stem exploding student loan debt and better prepare our young people for an economically stable future.

In addition, while enrollment continues to grow in Washington, there is significant inequity in participation rates in dual credit courses. Students of color, students experiencing poverty, and students with disabilities participate in dual credit courses at a lower rate than their peers.

The 2019 Legislature (House Bill 1109) directed the Office of Superintendent of Public Instruction (OSPI) to "study and make recommendations for how Washington can make dual credit enrollment cost-free to students ...within existing basic education apportionments."

This report provides a high-level overview of the different types of dual credit available to Washington's students, an examination of persistent opportunity gaps, discussion of the costs of dual credit, and recommendations for eliminating costs for students and their families while increasing equitable access.

OSPI consulted with leaders in dual credit policy, instruction, transcription, and costs throughout the summer of 2019 (included in [Appendix G](#)). Building from the advice and expertise of these stakeholders, OSPI developed a list of high leverage recommendations:

- Fully cover dual credit costs for students and their families by 2023 (recommendations 1 and 2).
- Close opportunity gaps by eliminating policies and practices limiting access while resourcing districts to expand dual credit programming (recommendations 3–7).

- Ensure dual credit counts toward post-secondary credentials (recommendations 8 and 9).

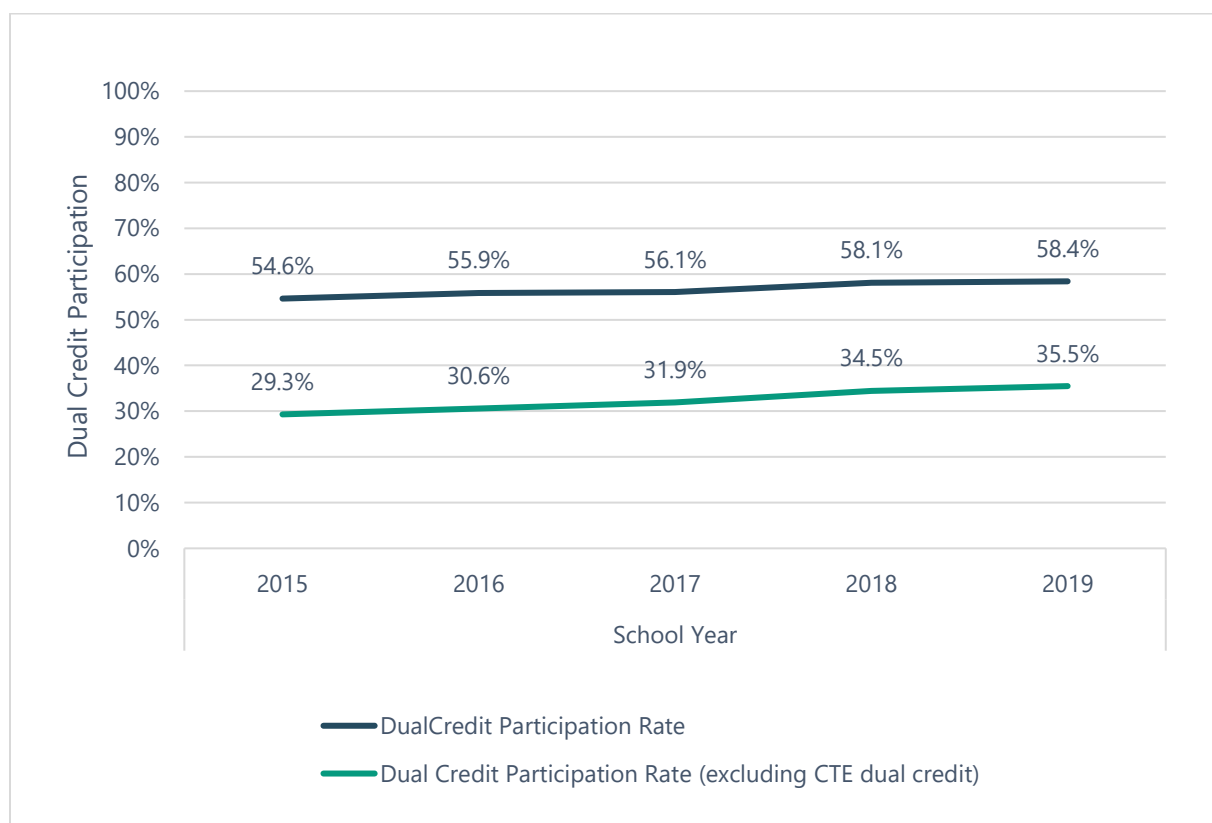
Introduction

Superintendent of Public Instruction Chris Reykdal believes each of Washington’s students deserve the opportunity to earn college credit while in high school as part of basic education programming – at no cost to them or their families. Institutional barriers and financial obstacles must be removed in order to ensure dual credit can be accessed equitably.

In Washington state, there are four types of dual credit:

1. Running Start (RS);
2. College in the High School (CIHS);
3. Exam-Based (Advanced Placement [AP], International Baccalaureate [IB] and Cambridge International [CI]); and
4. Career and Technical Education (CTE) Dual Credit.

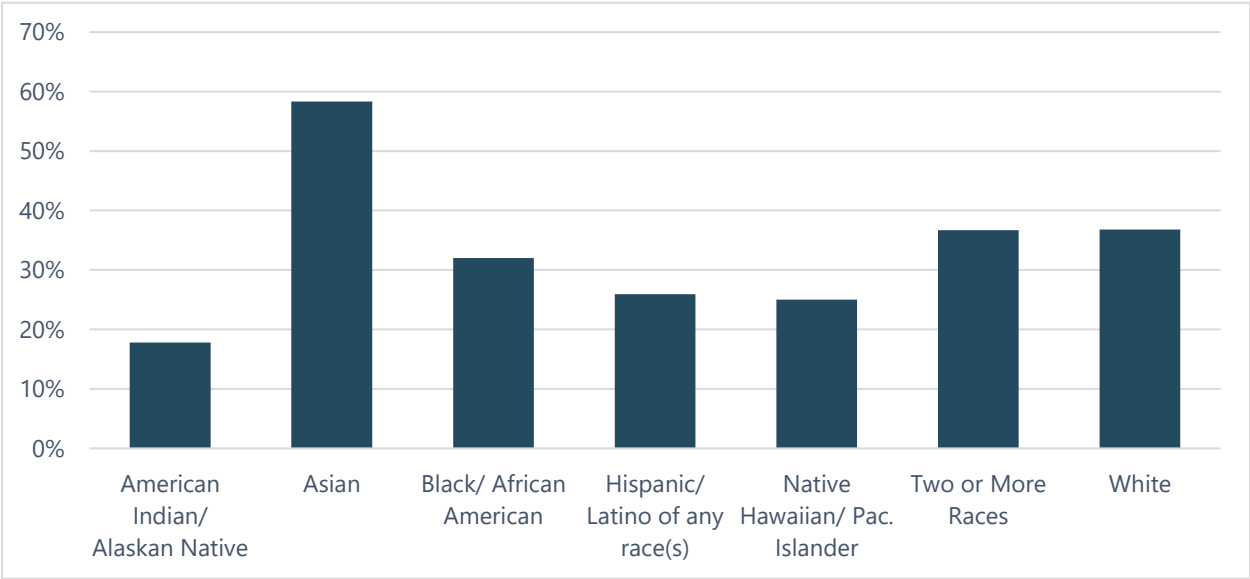
Figure 1: Participation in Dual Credit from 2015–19



Over the past five years, the participation rate in dual credit has increased. For the purposes of this report, the overall dual credit participation rate will consist of Running Start, College in the High School, and exam-based dual credit. The overall rate excludes Career and Technical Education (CTE) Dual Credit because the Office of Superintendent of Public Instruction (OSPI) does not yet understand the CTE Dual Credit reporting practices in school districts across the state and how participation in CTE Dual Credit is articulated in the 2-year community and technical college system.

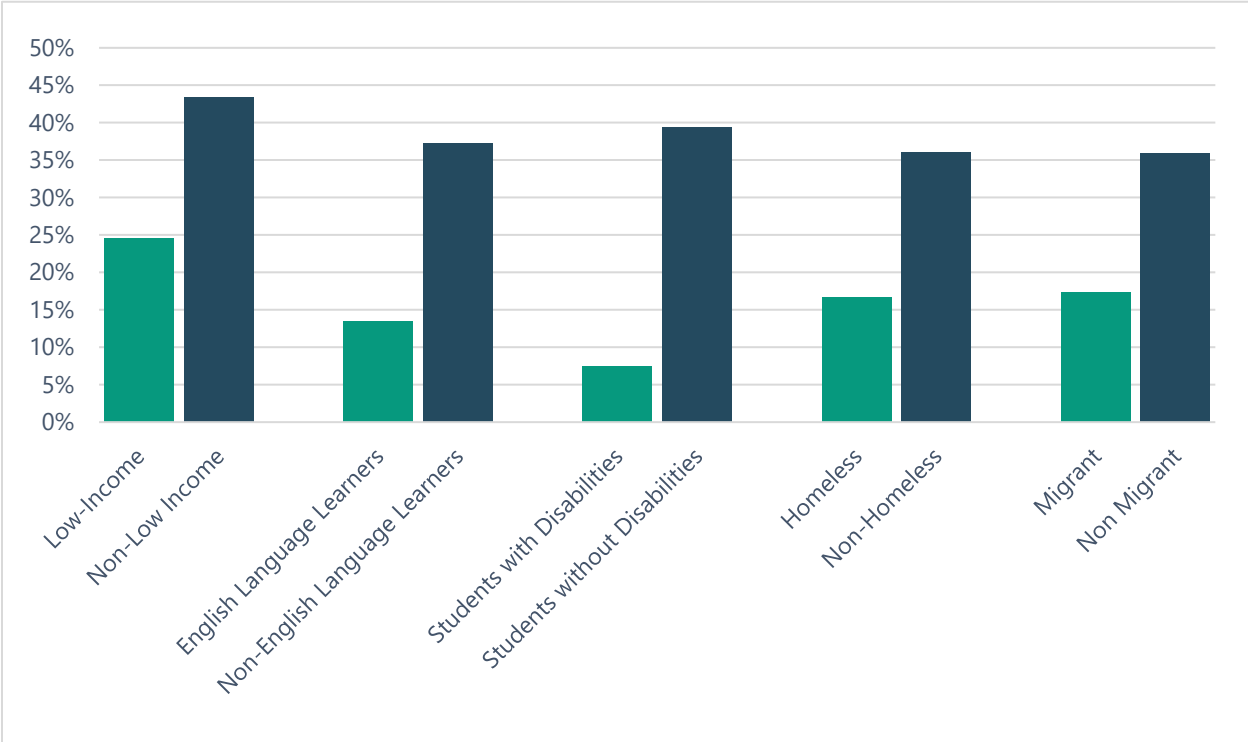
A closer look reveals persistent gaps in dual credit participation. Students of color, students experiencing poverty, English learners, students with disabilities, and students experiencing homelessness participate in dual credit courses at lower rates than their peers.

Figure 2: 2018–19 Dual Credit Participation Rate by Race/Ethnicity



Note: Excludes CTE Dual Credit.

Figure 3: 2018–19 Dual Credit Participation Rate by Student Group



Note: Excludes CTE Dual Credit.

Background

Dual credit programs allow students to earn high school and college credit at the same time. There are two main types of dual credit programs: exam-based dual credit and concurrent enrollment dual credit. [Appendix A](#) contains a chart that provides a comparison of the different types of dual credit.

Exam-based Dual Credit

Exam-based dual credit programs require a student to take an exam at the end of an advanced course taught in the high school. Institutions of higher education may award credit, in accordance with their policy, based on the student's performance on one or more exams.

Figure 4: Number of High Schools Offering Exam-based Dual Credit in the 2018–19 School Year

Exam-based Dual Credit Program	Schools that Serve Grades 9–12 (Out of 643)
Advanced Placement	308
International Baccalaureate	20
Cambridge International	3
Total Number of High Schools Offering Exam-Based Dual Credit	331

Concurrent Enrollment Dual Credit

Concurrent enrollment dual credit courses are college-level courses offered either on a high school campus or a college campus. Students earn both high school and college credit when they complete the course. Concurrent enrollment dual credit programs are known in Washington state as Running Start, College in the High School, and CTE Dual Credit.

Running Start

The Washington State Legislature created Running Start in 1990. Students attend courses on a college campus and assume the same rights and responsibilities as other college students. To be eligible, students must apply and enroll at public state colleges or universities (excluding the University of Washington and Western Washington University) or the Northwest Indian College. Only students in grades 11 and 12 can participate in Running Start.

College in the High School

The Legislature expanded dual credit programming in 2009 by putting the College in the High School program into law. Colleges and universities create agreements with individual school districts to offer college courses on a high school campus. The course is taught by qualified high school instructors. Courses can be in general education areas or in career or technical education areas. Students must be in grades 10, 11, or 12 to participate.

CTE Dual Credit

Formerly known as “Tech Prep,” Career and Technical Education (CTE) Dual Credit provides college credit in career and technical fields. CTE Dual Credit courses are taught at a high school or skill center by qualified instructors and are open to any high school student.

CTE Dual Credit students complete college-level work leading to postsecondary credentials and degrees, including Associates of Applied Science and Applied Baccalaureate degrees.

Academic and industry standards are developed for each course and outlined in an articulation agreement between a high school and a college. Some districts belong to consortiums where multiple high schools create a common agreement with higher education partners.

Figure 5: Number of High Schools Offering Concurrent Enrollment Dual Credit in the 2018–19 School Year

Concurrent Enrollment Dual Credit Programs	Schools that Serve Grades 9–12 (Out of 643)
Running Start	474
College in the High School	255
CTE Dual Credit	356
Total Number of High Schools Offering Concurrent Enrollment Dual Credit	537

Dual Credit and Federal Accountability Measures

Washington state updated its school accountability framework in 2017, as required under the federal Every Student Succeeds Act. Secondary schools are now measured not only on student performance on assessments and graduation rates, but also on the extent to which students participate in dual credit courses. Other measures include regular attendance and 9th graders on-track for graduation.

With the inclusion of the dual credit measure, schools are putting even more focus on providing more access and opportunity to participate in dual credit.

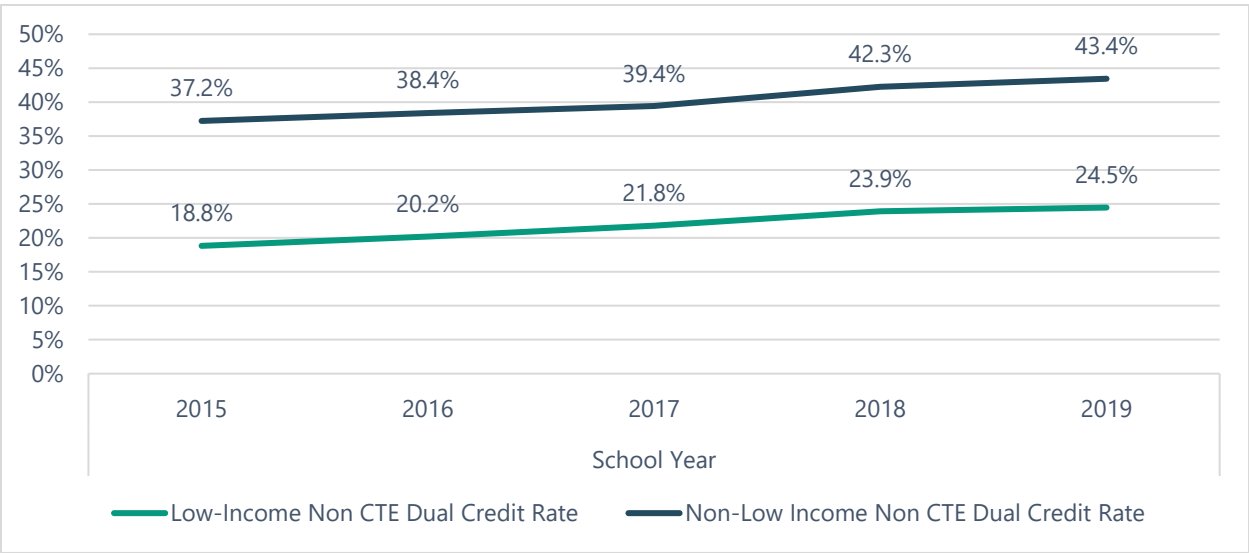
Opportunity Gaps in Dual Credit Participation

In the 2018–19 school year, 122,231 Washington high school students participated in dual credit programs (not including CTE Dual Credit). While Washington continues to make strides in increasing dual credit access for all students, data show there is more work to do.

Low-Income Students

Forty-six percent of Washington’s students are identified as low-income (measured by student eligibility for free or reduced-price lunch). In comparison to students who are not low-income, low-income students show persistent gaps across all measures the Office of Superintendent of Public Instruction (OSPI) uses to measure system and student performance. This is true for dual credit participation rates as well. The gap between low-income and non-low-income students is pronounced and persistent over time.

Figure 6: Dual Credit Rate by Income Status, 2015–19



Note: Excludes CTE Dual Credit.

Among the dual credit programs with the most student enrollment (Advanced Placement, Running Start, and College in the High School), low-income student participation is roughly half that of their non-low-income peers. The exception to this is CTE Dual Credit. The most likely explanation is the fact that there is not a direct student cost upfront for CTE Dual Credit courses. CTE Dual Credit students are often only required to pay a transcription fee at the time they apply to the college.

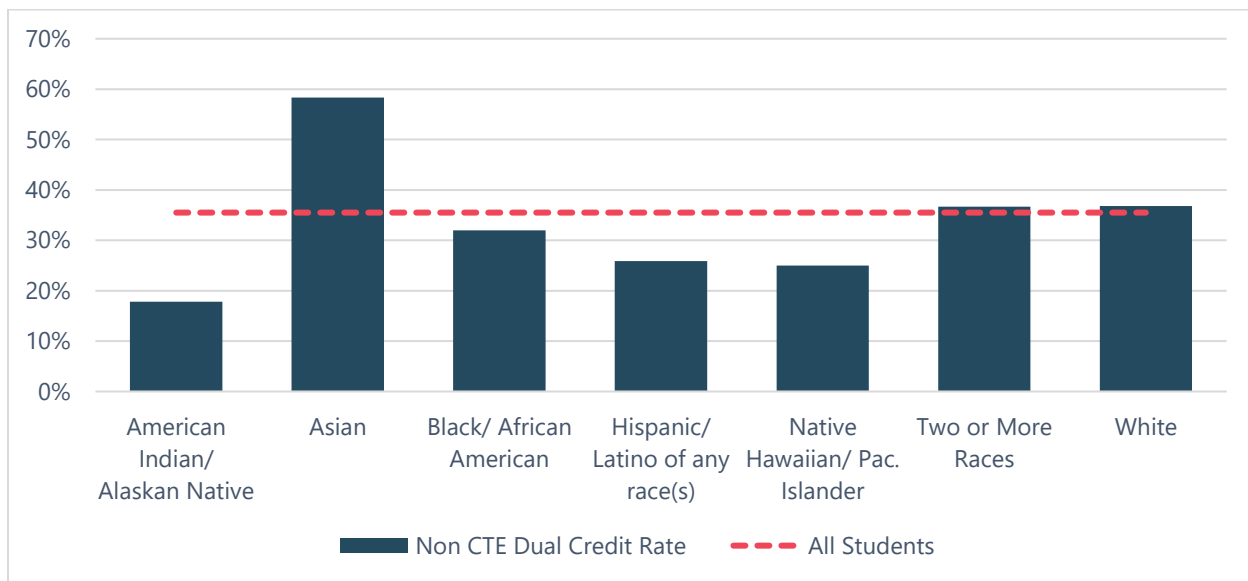
Figure 7: Dual Credit Rate by Income Status, 2018–19 School Year

Dual Credit Program	Low-Income Student Rate	Non-Low-Income Student Rate	All Student Rate
Advanced Placement	12%	25%	20.2%
International Baccalaureate	2.3%	3%	2.7%
Cambridge International	0.3%	0.3%	0.3%
Running Start	5.7%	10.6%	8.6%
College in the High School	7.9%	14.6%	10.5%
CTE Dual Credit	33%	34%	34.3%

Gaps Across Race and Ethnicity

Some student groups participate in dual credit programs at lower rates than their peers.

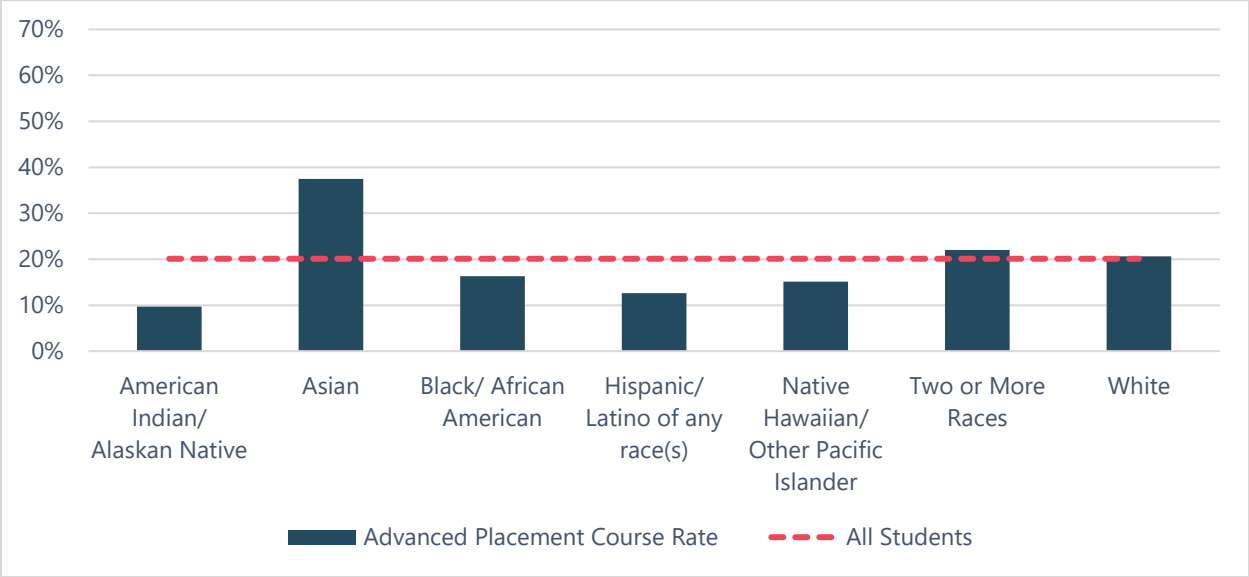
Figure 8: 2018–19 Dual Credit Rate Participation Rate by Race/Ethnicity



Note: Excludes CTE Dual Credit.

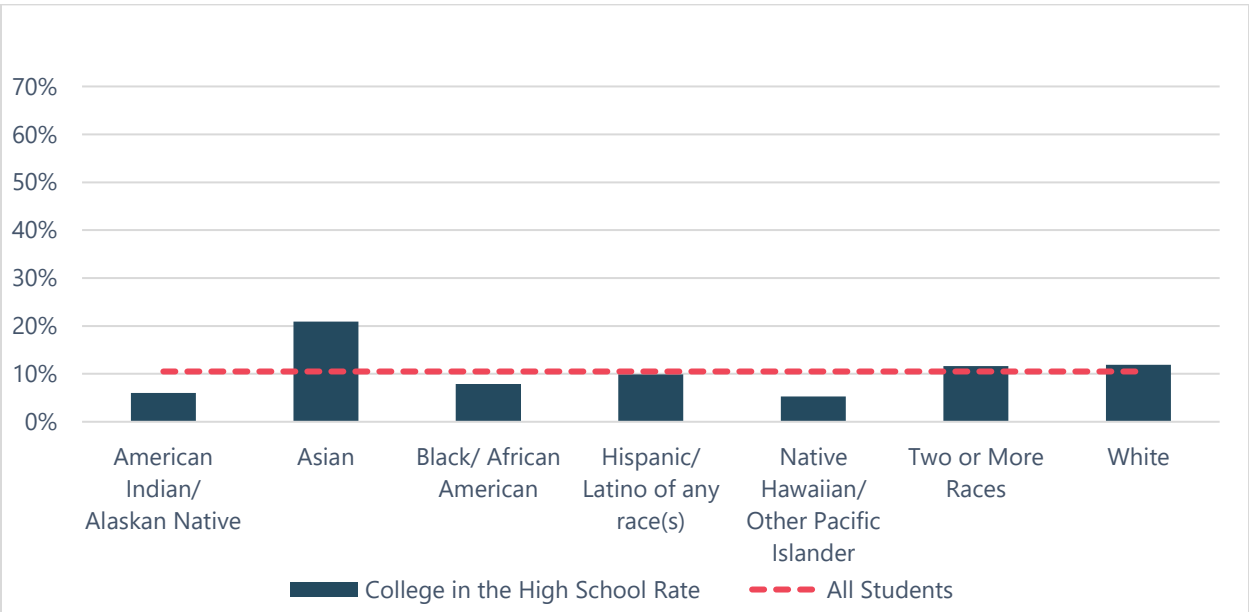
These gaps persist across dual credit programs. For example, 1-in-5 secondary students accessed at least one Advanced Placement course in the 2018–19 school year, as compared to only 1-in-10 of all American Indian/Alaskan Native secondary students.

Figure 9: 2018–19 Advanced Placement Participation Rate by Race/Ethnicity



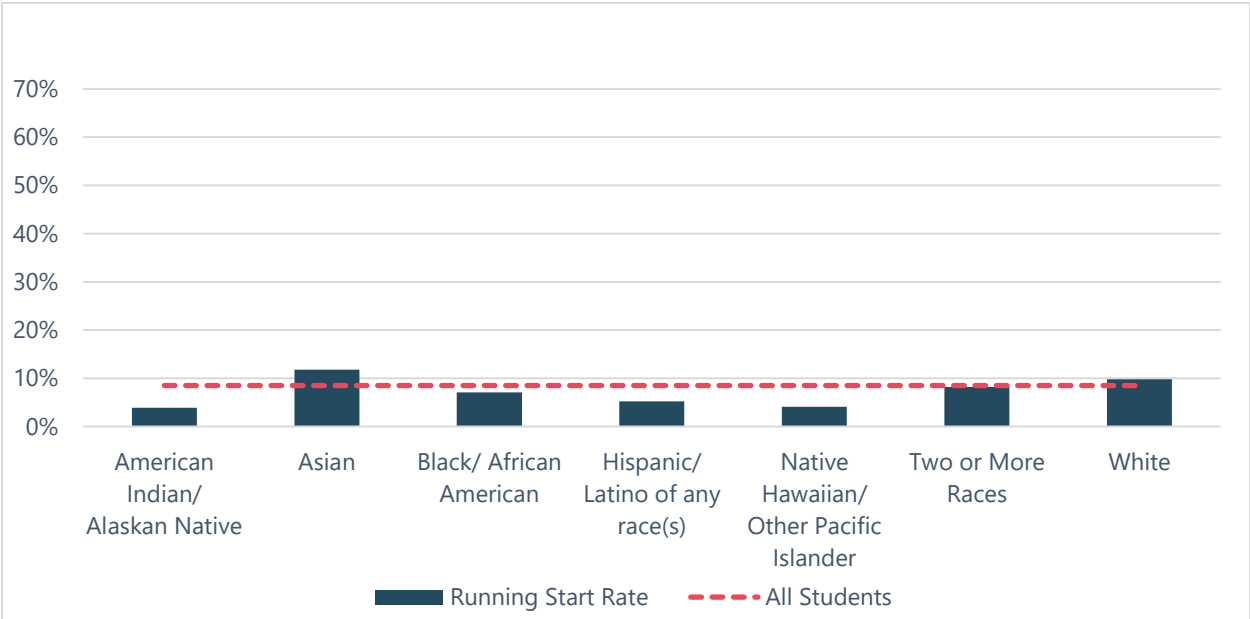
Hispanic/Latino students participate in College in the High School programming at close to the “all students” average. In other dual credit programs, Hispanic/Latino students experience a larger and persistent gap in participation. This difference warrants more study to try to better understand participation levels for this student group.

Figure 10: 2018–19 College in the High School Participation Rate by Race/Ethnicity



Running Start participation mirrors the gaps of Advanced Placement. While there has been growth across all student groups over time, there is still work to do to close opportunity gaps for many students.

Figure 11: 2018–19 Running Start Participation Rate by Race/Ethnicity

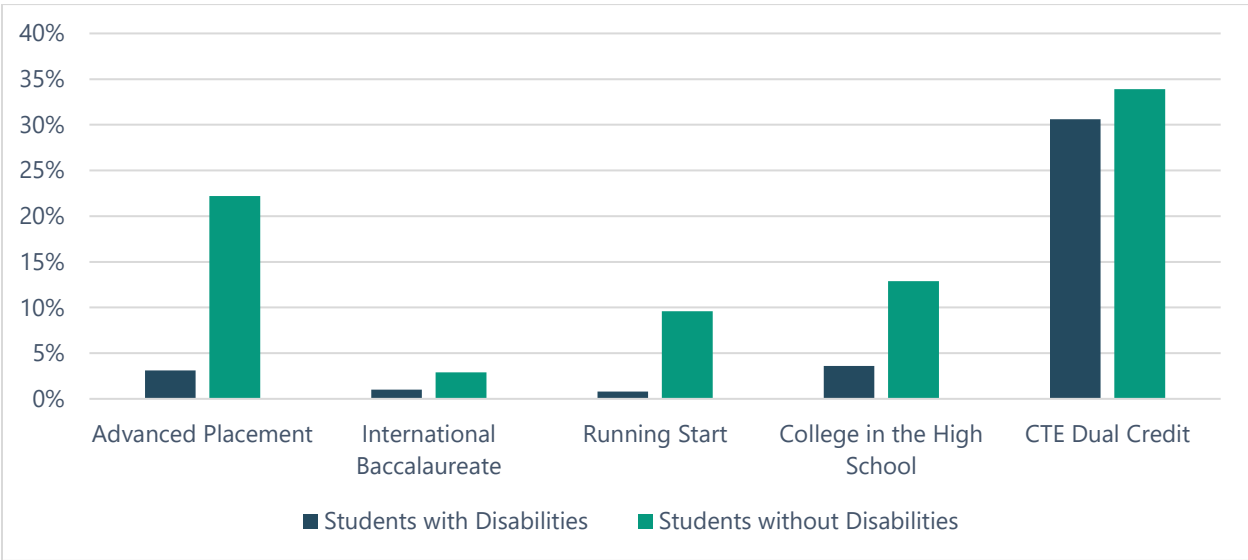


Participation for Students with Disabilities

Students identified as having a disability, and who are served with an Individualized Education Program, are among the least likely group of students to access dual credit courses. Data show most of these students have average or above IQs (*Graduation Requirements for Students with Disabilities: Ensuring Meaningful Diplomas for All Students*). Despite this, current practices in serving students with disabilities may prevent many of them from participating in general education classrooms.

The separation of students with disabilities from general education classrooms becomes more pronounced as students enter high school. This likely helps to explain the large gaps in participation across dual credit programs.

Figure 12: 2018–19 Dual Credit Participation Rates by Disability Status

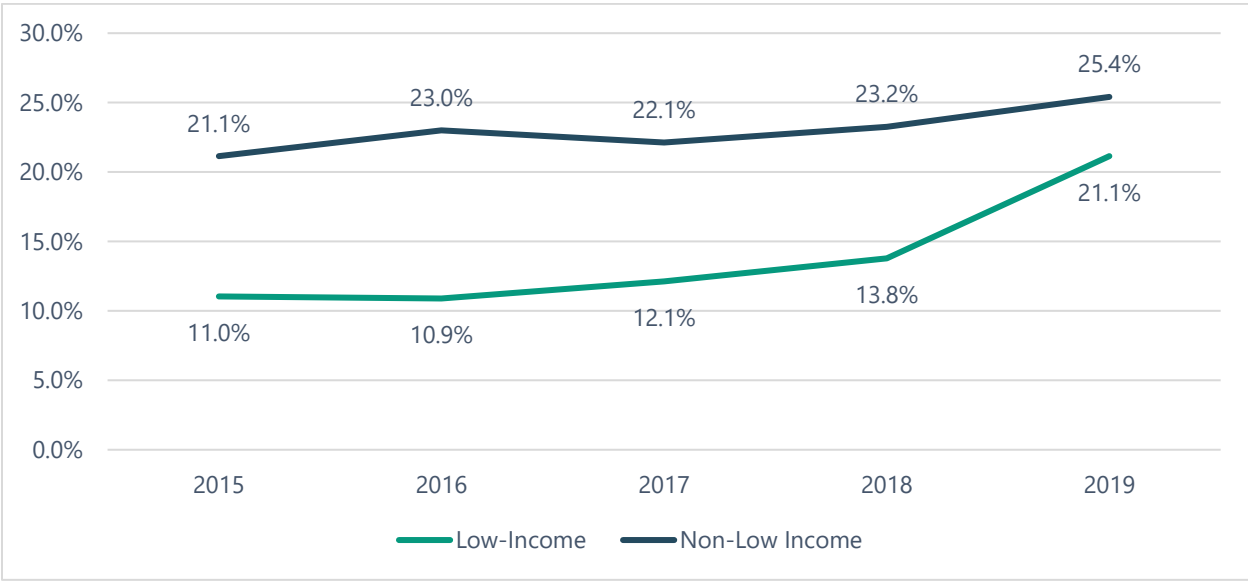


Once again, CTE Dual Credit programming shows the least inequity among student groups. The underlying causes for this are unclear. Some possibilities include the more individualized nature of some CTE courses and the diverse approaches to learning in a CTE classroom that may meet the needs of different learners.

Compounding Opportunity Gaps

Gaps among different student groups can compound each other. For example, at an 18% dual credit participation rate, American Indian/Alaskan Native students appear to have the most limited access compared to students in other race/ethnicity groups. Taking income into consideration, low-income American Indian/Alaskan Native students have even less participation than non-low-income American Indian/Alaskan Native students.

Figure 13: American Indian/Alaskan Native Student Dual Credit Participation Rate by Income Status, 2015–19



Understanding the Costs of Dual Credit Programming

In order to determine how to cover the costs of dual credit programs for students and families, cost drivers in dual credit programming must be fully understood. This is a challenge. Costs charged directly to students and their families don't only vary across dual credit programs, but also within dual credit programs.

The Running Start program is funded through the statewide average allocation generated by the prototypical school funding formula for students enrolled in grades 9–12. School districts submit Running Start enrollment on a full-time equivalent (FTE) basis to OSPI each month. Those enrollment figures determine the total allocation distributed to districts, of which they can retain up to 7%. The remaining 93% is forwarded to the college providing the instruction to the student. Figure 14 shows the total enrollment (FTE) and total Running Start program allocation.

Figure 14: Running Start Enrollment and Funding Over Time

	School Year				
	2014–15	2015–16	2016–17	2017–18	2018–19
Enrollment	17,069.50	18,561.95	20,559.72	22,484.64	24,596.96
Total Funding	\$98,678,583	\$117,499,106	\$131,619,170	\$149,117,471	\$201,570,470
Per Student Rate	\$5,780.99	\$6,330.11	\$6,401.80	\$6,631.97	\$8,194.93
Annual Increase in per Student Rate	N/A	9.5%	1.1%	3.6%	23.6%

Note: Over the five-year period, the per student rate increased by a total of 41.8%.

Exam-Based Dual Credit Student and Family Costs

Students are not charged to enroll in Advanced Placement, International Baccalaureate, or Cambridge International courses. The high school covers the costs of the college-level textbooks and other materials used in these courses.

However, students do have to pay a fee to be able to take the exam at the end of the course. The exam score is what qualifies the student for college credit. The fee is set by the organization providing the exam. Some students may qualify for a subsidy or waiver for exam fees from the test company, the district, or Washington’s free and reduced-price lunch exam fee waiver program.

The cost to the student per exam-based dual credit course type is:

- Advanced Placement: \$94 per exam.
- International Baccalaureate: \$119 per exam.
- Cambridge International: Ranges from \$99–220 per exam (different costs for different levels).

Running Start Student and Family Costs

Running Start is often described as “tuition-free” for students. Tuition, as well as student and activity fees, are covered through a contract between the student’s school district and the college they enroll in. The student’s portion of basic education funding covers these costs.

However, certain fees charged by the college are not automatically covered by the state and must be paid by the student. Examples of these types of fees include technology or lab fees, as well as the costs for books and supplies. The cost of these fees can vary from college to college, as well as course to course within a college.

The Legislature allows colleges and universities to charge Running Start students fees up to 10% of the total tuition and fee charges (RCW 28A.600.310).

School districts are not required to provide transportation to or from the college campus. In some areas of the state, accessing Running Start can require lengthy commutes. This can be cost prohibitive to students and families.

The budget proviso directing this report required OSPI to study and make recommendations about **direct costs** charged to a student and their family. This excludes the cost of transportation. This report does not attempt to quantify the costs of transportation, nor are there recommendations related to covering the costs of transportation.

College in the High School Student and Family Costs

Institutions of higher education offering College in the High School courses charge *tuition fees*, not tuition. State law also provides guidance around how much a college or university can charge per credit. Currently, the maximum per credit fee is \$65. College in the High School courses are almost always five quarter college credits, making the maximum tuition fee for a single class \$325.

However, colleges and universities have discretion in how much they charge students, and the real cost per course can range from nothing all the way up to the maximum. As more districts offer courses from multiple colleges or universities, a single student may pay \$0 for one course and \$325 for another.

Students are not required to pay for books or supplies as these costs are covered by the district.

CTE Dual Credit Student and Family Costs

Local (or consortia-wide) agreements made between districts and colleges include how much the high school and/or skill center and student is required to pay for the college credits. There is not a standard fee for the district or the student.

From 1990 to 2011, the federal government provided over \$2 million in annual funding for what was then called “Tech Prep” to Washington state. These funds flowed to community and technical colleges which, in turn, partnered with school districts. Tech Prep funding paid for staffing to develop articulation agreements, professional learning for teachers, and programming for students. Since funding was lost, local areas have been left to sustain CTE Dual Credit programs on their own.

Costs to Districts and Institutions of Higher Education

There are costs that districts and institutions of higher education incur when offering dual credit courses. Some of these costs are easily understood, such as the cost charged by exam organizations in order to provide exam-based dual credit courses. Others are a bit more difficult to understand.

It is unclear, for example, how much it costs a college or university to offer a College in the High School course on English 101. The credits a student earns must be transcribed (added to a student's transcript), courses must be monitored to ensure quality, teachers and faculty must engage in professional development, and more. The administrative costs should factor in to how much a college charges the student and the district for offering the course.

Districts can feel pinched by "losing" students to Running Start, as they can only retain a portion of the student's basic education funds. Having a student enrolled in a district, even if they do not attend a single class, still has an administrative cost. When students take some Running Start courses and some high school courses, the real costs to the district become even harder to understand.

Descriptions of various dual credit costs are included in [Appendix B](#) and [Appendix C](#).

Recommendations

Both K–12 and higher education partners strive to put students at the center of their policies and practices. Dual credit programming requires these separate and very different systems to coordinate efforts. When sharing responsibility for students, questions about how to best serve students are complicated by competing funding models; differing perspectives on how to support students; and real and perceived limitations of data sharing, privacy policies, rules, and laws. A more thorough discussion of the challenges to eliminating costs and closing opportunity gaps in dual credit programming is included in [Appendix I](#).

The following recommendations have been informed by a wide variety of stakeholders from K–12 and higher education. Stakeholders participated in facilitated discussions focusing on instructional, operational, and financial barriers faced by both K–12 and higher education. The non-cost items identified were adopted directly from these conversations. Cost was discussed at these meetings; however, minimal recommendations were presented by external stakeholders.

The recommendations provided apply to the Legislature, the Office of Superintendent of Public Instruction (OSPI), the State Board for Community and Technical Colleges (SBCTC), higher education institutions, and local K–12 school districts. The recommendations are broken down by audience as follows:

- The Legislature: Recommendations 1 and 2.
- OSPI: Recommendations 4 and 8.
- OSPI and SBCTC: Recommendations 7 and 9.
- Higher education institutions: Recommendations 3 and 6.
- Local school districts: Recommendation 5.

Covering Dual Credit Costs for Students and Families

Dual credit students are basic education students first. The costs of their education while pursuing a high school diploma, including accessing dual credit programs, should be fully covered by state funding.

Recommendation 1 **Phase-in funding to cover student and family costs.** There is still more to learn about dual credit costs. A phased-in approach allows OSPI and other partners to continue focusing on closing opportunity gaps in dual credit and will provide time to develop sustainable solutions.

This plan includes covering exam fees by the 2021–22 school year for all students through basic education funding. It also includes concurrent enrollment costs to students and families being fully covered by higher education partners.

Figure 15: Phased-in Approach to Cover Student and Family Costs, Broken Down by Year

Program Type	Year 1 2020–21	Year 2 2021–22	Year 3 2022–23	Year 4 2023–24
Exam-based Dual Credit Programs	Transition and planning year	Exam fee costs fully covered by existing basic education apportionment	N/A	N/A
Concurrent Enrollment Dual Credit Programs (<i>Running Start</i>)	Transition and planning year	Transition and planning year	All direct charges covered by higher education, except books, supplies, course fees, and student activity/voted fees.	All direct charges covered by higher education, including books, supplies, and course fees, but excluding student activity/voted fees.
Concurrent Enrollment Dual Credit Programs (<i>College in the High School</i>)	Transition and planning year	Transition and planning year	All direct charges covered by K–12	N/A

Recommendation 2

Fully describe institutional and student costs. Require Institutions of higher education to calculate and report the actual cost for offering students dual credit. This information will help create a more normalized cost structure within individual dual credit

programs (such as College in the High School) and promote equitable expansion of dual credit across the state.

Close Opportunity Gaps in Dual Credit Access

The data is clear: Some students are more likely to have access to dual credit options than others (more information is included in [Opportunity Gaps in Dual Credit](#)). In addition to addressing the costs, K–12 and higher education partners must tackle other barriers that are driving inequity for students.

Recommendation 3 Create more uniformity in teacher qualifications for College in the High School instructors. Expanding dual credit access requires expanding the workforce that can teach dual credit courses. Accreditation standards require College in the High School instructors to meet the minimum hiring requirements of the higher education sponsor. OSPI recommends either:

- A. amending accreditation standards to include advanced K–12 certifications (such as National Board Certification or graduate programs), or
- B. higher education partners make local decisions to accept those advanced certifications.

Recommendation 4 Provide clear and direct information about legal and allowable use of student data between K–12 and institutions of higher education to better serve dual credit students. K–12 and higher education share responsibility for dual credit student success. Local interpretations of federal privacy rules create unnecessary barriers to sharing information about student eligibility, monitoring student progress, and adequately advising students.

Recommendation 5 Prevent the addition of local eligibility requirements for dual credit students. Some districts have adopted additional “hoops” before permitting students to access certain types of dual credit. For example, a school might require that students meet a certain score on the statewide assessment before providing the necessary paperwork for enrolling in Running Start. Access to exam-based dual credit courses, meanwhile, may depend on a teacher

recommendation. These policies drive opportunity gaps rather than close them and should not be used.

Recommendation 6

Close access gaps for rural and small schools. There are additional challenges for small schools when offering dual credit options for their students. For example, there are often a minimum number of students needed in order to make a College in the High School affordable for higher education partners. To increase access for students attending small or rural schools, colleges and universities should increase access to virtual or hybrid dual credit options in Running Start and College in the High School.

Recommendation 7

Increase access to, and utility of, dual credit programming for CTE students. The federal career and technical education (CTE) law (Perkins V) was reauthorized in 2018. The state plan under Perkins holds school districts accountable for increasing the percentage of CTE students who earn dual credit. Washington must increase access for CTE students to earn dual credit and increase the transferability of earned credits.

There are opportunities for growth across all concurrent enrollment dual credit programs for CTE students. OSPI and the State Board for Community and Technical Colleges (SBCTC) should work together to grow CTE enrollments by:

- identifying college-level CTE courses that also meet K–12 standards in English language arts, math, science, and other content requirements for Washington’s high school diploma in order to grow Running Start enrollments for CTE students; and
- re-imagining skill centers as dual credit hubs and increasing the number of College in the High School and CTE Dual Credit courses through the development of regional articulation agreements.

Ensure Transferability of College Credit

To ensure the full value of dual credit, the college credits students earn must transfer to and among colleges and universities. It is important that the number of credits earned can be

transcribed and transferred easily. It is also important that they can be consistently applied toward postsecondary credential requirements—not just as elective courses.

Recommendation 8 **Improve transcripts to ensure students get full credit.** OSPI should create a single, user friendly transcription program/protocol that all high schools use. Consistency among high schools will make it easier for institutions of higher education to treat students equitably. In addition, K–12 and higher education partners should collaborate to provide all schools/districts with a toolkit for transcribing dual credit courses. Finally, dual credit students should not be charged a fee to access their high school or college transcripts.

Recommendation 9 **Continue to refine statewide articulation agreements for CTE Dual Credit courses to ensure transferability of credits to and among colleges and universities.** OSPI and SBCTC should also work across the sectors to ensure the credit is meaningful to postsecondary outcomes.

Conclusion and Next Steps

The most powerful step we can take as a state to close opportunity gaps in dual credit programming is to recognize that dual credit students are basic education students first. Dual credit coursework is, by definition, coursework that meets the requirements of a high school diploma. Existing state apportionment for basic education should cover the costs of dual credit for students and their families.

Recent legislative interest makes it clear that policymakers will continue to look to expand dual credit programming equitably. In addition to covering costs, the non-cost recommendations included in this report are also vital to this cause.

Continued collaboration and commitment among stakeholders to fully realize the promise dual credit holds for Washington's students is necessary. While the recommendations included in this report represent the views of the Office of Superintendent of Public Instruction, the partners have committed to continue collaboration into the future on behalf of students across the state.

APPENDICES

Appendix A: Dual Credit Program Types and Characteristics

Program	Offered By	Taught By	Credit Earned By
Advanced Placement (AP)	High school	High school teacher	Passing exam
International Baccalaureate (IB)	High school	High school teacher	Passing exam
Cambridge International (CI)	High school	High school teacher	Passing exam
Running Start	College campus	College faculty	Passing college course
College in the High School (CHS)	High school	High school teacher (trained by college)	Passing college course
Career and Technical Education (CTE) Dual Credit	High school	High school teacher	Passing course

Appendix B: Dual Credit Funding

	Advanced Placement	International Baccalaureate	Cambridge International	Running Start	College in the High School	CTE Dual Credit
When Student Receives College Credit	Student submits test score to college	Student submits test score to college	Student submits test score to college	Upon completion of course	Upon completion of course	Varies. Could be at course completion or by submitting high school transcript to college
Dual Credit Cost to Student	\$94 per test	\$119 exam	<ul style="list-style-type: none"> A: \$154; AS: \$99; GA: \$220; GAS: \$175 	Fee up to 10% of tuition based on credit load	Up to \$65 per credit and fees from college	Rarely pays but may vary
College Tuition for a 5-credit Course	Varies from \$527 to \$1,952					
What's Covered by Legislative Funding (2017–18)	Low-income student pays \$10 co-pay	Low-income student pays \$10 registration and \$10 exam fee	Low-income student pays \$10 co-pay	Based on basic education allocation (93%) to institutions of higher education (7%) to school or district. This is separate from \$5 million dual credit funds	Subsidies for eligible 11th and 12th grade students. Up to 10 credits for students in rural or small high school districts. 5	District may use CTE state funds and/or federal Perkins funds to support articulation agreements and consortium fees

	Advanced Placement	International Baccalaureate	Cambridge International	Running Start	College in the High School	CTE Dual Credit
					credits for low-income students in remaining high schools.	
What's Covered by Legislative Funding (2018–19)	Free to low-income student	Free to low-income student	Free to low-income student	Based on basic education allocation (93%) to institutions of higher education (7%) to school or district. This is separate from \$5 million dual credit funds	Subsidies for eligible 11th and 12th grade students. Up to 10 credits for students in rural or small high school districts. 5 credits for low-income students in remaining high schools	District may use CTE state funds and/or federal Perkins funds to support articulation agreements and consortium fees

	Advanced Placement	International Baccalaureate	Cambridge International	Running Start	College in the High School	CTE Dual Credit
What's Covered by Legislative Funding (2019–20)	Free to low-income student	Free to low-income student	Free to low-income student	Based on basic education allocation (93%) to institutions of higher education (7%) to school or district. This is separate from \$5 million dual credit funds. New pilot scholarship: \$10 per credit book voucher	Subsidies for eligible 11th and 12th grade students. Up to 10 credits for students in rural or small high school districts. 5 credits for low-income students in remaining high schools. New pilot scholarship covers tuition charged by college	District may use CTE state funds and/or federal Perkins funds to support articulation agreements and consortium fees

	Advanced Placement	International Baccalaureate	Cambridge International	Running Start	College in the High School	CTE Dual Credit
Source of Funds	Dual credit proviso	Dual credit proviso	Dual credit proviso	Basic education funds	Dual credit proviso	CTE Enhanced/Perkins; no state proviso
Student Enrollment (2017–18): Includes Low-income and Non-low-income	68,128	9,151	1,355	<ul style="list-style-type: none"> • 22,484.34 FTE • 27,078 students 	35,590	119,366
Student Enrollment (2018–19): Includes Low-income and Non-low-income				<ul style="list-style-type: none"> • 24,023.39 FTE • 28,683 students 		
Dollars paid (2017–18)	\$651,278	\$292,527	\$45,649	\$149,117,471	\$1,561,365	
Dollars paid (2018–19)				\$197,022,044	\$1,696,603	

Appendix C: Dual Credit Cost to Students and Families

These estimates are based on OSPI's known use of dual credit and estimates of costs to students and their families.

Dual Credit Type	Number of Students	Cost per Student	Total Cost	Assumptions in the Calculations	State Revenue to College	Amount Families Pay	Item Families are Paying For
Running Start (RS)	27,865						
Enrollment		\$8,503 / \$9,470	\$196,822,000		\$183,106,534		
Books	189,482	\$92	\$17,432,344	Assumes 6.8 classes per student		\$17,432,344	Books
Fees		\$25	\$4,737,050	Assumes \$25 per course		\$4,737,050	Course Fees
			\$218,991,394			\$22,169,394	Total RS Cost to Families
College in the High School (CHS)	35,429						
Enrollment	10 credits multiplied by \$65	\$650	\$23,028,850	Assumes 10 credits per student at full tuition	\$1,696,630	\$21,332,220	Cost of Tuition
Fees		\$45	\$1,594,305	Assumes \$45 per course		\$1,594,305	Course Fees
			\$24,623,155			\$22,926,525	Total Cost of CHS to Families

Dual Credit Type	Number of Students	Cost per Student	Total Cost	Assumptions in the Calculations	State Revenue to College	Amount Families Pay	Item Families are Paying For
Advanced Placement (AP)	68,121						
Test Fee	92,461						
Comped Tests	10,000			Test fee waivers for students who are low-income or other student groups (locally-determined).			
Fees Charged	82,461	\$94	\$7,751,334			\$7,751,334	Test Fee
						\$7,751,334	Total Cost of AP to Families
International Baccalaureate (IB)	7,341						
						\$1,282,594	Registration Fee \$151 per course
Test Fee	8,494	\$119	\$1,010,786			\$1,010,786	Test Fee
						\$2,293,380	Total Cost of IB to Families
Cambridge International (CI)	499						
Test Fee	998	\$162	\$161,676	Assumes 2 tests per student		\$161,676	Test Fee (assumes 2 tests per course for 11th and 12th graders)

Dual Credit Type	Number of Students	Cost per Student	Total Cost	Assumptions in the Calculations	State Revenue to College	Amount Families Pay	Item Families are Paying For
						\$161,676	Total Cost of CI to Families
CTE Dual Credit	119,366						
Consortium Fee		\$30	\$3,580,980			\$3,580,980	Consortium Fee
						\$3,580,980	Total Cost of CTE Dual Credit to Families
		Grand Total	\$256,119,325			\$58,883,289	Grand Total Cost to Families

Appendix D: Legislative Action on Dual Credit

Washington's Legislature has taken action impacting access, costs, and transferability of dual credit. Below are some of the more recent and significant changes.

- **Requiring Fee Waivers for Low-income Students:** House Bill 2119 (2009) required colleges to waive fees for Running Start students who are eligible for free or reduced-price lunch.
- **Limiting Running Start Combined Enrollment to 1.2 FTE:** Before the 2011–12 school year, eligible 11th and 12th grade students were funded by the state for a combined maximum of 2.0 full-time equivalent (FTE). The 2011 Legislature established a limit to this funding for a combined (high school and college) maximum enrollment of 1.2 FTE over one school year.
- **Exam-based Dual Credit Subsidies:** Since 2012, the Legislature has appropriated funding to subsidize the cost of fees exam-based dual credit for students eligible for free or reduced-price lunch.
- **Academic Acceleration Policies:** House Bill 1642 (2013) encouraged local school districts to adopt academic acceleration policies to reduce “real and perceived” barriers to students accessing dual credit. This statute was updated in 2019 to require districts adopt such policies before the 2021–22 school year. An associated grant program was also created under House Bill 1642 and is subject to appropriation.
- **College in the High School Subsidy Program:** House Bill 1546 (2015) created, subject to appropriations, a subsidy program to cover the student costs for College in the High School courses. The subsidy is available to students located more than 20 miles from a college offering Running Start and to students enrolled in high schools eligible for small school funding enhancements. If funding remains, low-income students can be supported with subsidy dollars as well.
- **Statewide Credit Policies for Exam-based Dual Credit:** Senate Bill 5410 (2019) established a state-wide credit policy for test based dual credit. Colleges are required to create and publish, via their websites, their policy for accepting test scores for college credit. These policies include what courses would be received for different subject tests and how many credits a student would receive based on their score.

- **Dual Credit as a Graduation Pathway:** House Bill 1599 (2019) established multiple pathways to graduation in addition to the requirement to meet standard on the statewide assessments in English language arts and math. Among these new pathways are completing concurrent enrollment dual credit and exam-based dual credit courses.
- **Dual Credit Scholarship Pilot Program:** House Bill 1973 (2019) created a five-year pilot program, subject to appropriation, to cover mandatory fees for Running Start and College in the High School program for free or reduced-price lunch.

Appendix E: Rethinking Dual Enrollment to Reach More Students

In 2018, the [Education Commission of the State](#) published a report exploring ways states could broaden access to “middle achieving students” and provide more pre-college experiences to accelerate students towards dual credit readiness.

Appendix F: WSAC Report

In 2016, the [Washington Student Achievement Council published a report on dual credit programs](#). The report includes recommendations for additional enhancements to improve access and completion.

Appendix G: Stakeholder Engagement

To inform this report, the Office of Superintendent of Public Instruction (OSPI) conducted two stakeholder meetings. The first of the meetings involved policy, program, and fiscal staff from OSPI. The second meeting consisted of external stakeholders from all aspects of K–12 and higher education.

Stakeholder attendees included representatives from the following organizations:

- Association of Washington School Principals
- Council of Presidents
- Centralia College, Pierce College, Central Washington University, Eastern Washington University, University of Washington
- State Board of Education
- State Board for Community and Technical Colleges
- Washington Association of School Administrators
- Washington Association of School Business Officials
- Washington Education Association
- Washington School Counselor Association
- Washington State School Directors' Association
- Washington Student Achievement Council

Appendix H: Requirements for the Report (Budget Proviso Language)

ESHB 1109 (2019)

Section 501 (s):

The superintendent of public instruction must study and make recommendations for how Washington can make dual credit enrollment cost-free to students who are enrolled in running start, college in the high school, advanced placement, international baccalaureate, or other qualifying dual credit programs within existing basic education apportionments. While developing recommendations, the superintendent must collaborate and consult with K-12 and higher education stakeholders with expertise in dual credit instruction, transcription, and costs. The superintendent shall report the recommendations to the education policy and operating budget committees of the legislature by November 1, 2019. The recommendations must, at a minimum, consider:

- (i) How to increase dual credit offerings and access for students that aligns with the student's high school and beyond plan and provides a pathway to education and training after high school, including careers, professional-technical education, apprenticeship, a college degree, or military service, among others.
- (ii) How to ensure transfer of college credits earned by dual credit students to/among institutions of higher education.
- (iii) How basic education funding will be used to provide for fees, books, and other direct costs charged by institutions of higher education and K-12 districts.
- (iv) How K-12 and postsecondary institutions will equitably expand dual credit opportunities for students.
- (v) How K-12 and postsecondary institutions will ensure coordinated advising and support services for students enrolled in, or considering enrollment in, dual credit programs.

Appendix I: Challenges to Eliminating Dual Credit Costs for Students and Families

The budget proviso identified several areas to consider while studying the how to eliminate dual credit costs for students and families. The challenges in each of those areas are explored below.

Using Basic Education Funding to Cover Student and Family Costs

The Office of Superintendent of Public Instruction (OSPI) was required to consider how to “provide for fees, books, and other direct costs charged by institutions of higher education and K–12 districts.” There are different cost considerations for exam-based dual credit and concurrent enrollment dual credit. (Note: the proviso language focused on costs directly charged to students and did not require OSPI to consider how to cover the cost of transportation for Running Start students.)

Real Cost of Concurrent Enrollment Dual Credit Programs is not Clear

As discussed in the [dual credit cost section](#), unpacking the actual costs of the various dual credit options is challenging. Each institution of higher education has different rules, policies, costs, expectations, and resources available for dual credit programs. We can’t yet answer the question “how much does it cost to enroll a student?” when it comes to concurrent enrollment dual credit programs.

Variability in Cost for Students Within Individual Dual Credit Programs

Until the costs associated with each individual dual credit program can be normalized across the state, it will be difficult to equitably use basic education funding to cover the student and family costs. This is especially true for College in the High School. It is possible for a student at one high school to pay nothing for a College in the High School course while a student in a neighboring high school is required to pay \$325 for a similar or even identical course.

Variability in Cost to Students in Running Start

Textbooks and other direct costs to Running Start students, beyond tuition and fees, are highly variable. This makes estimating the total financial impact of covering all student and family costs challenging.

Exam-based Dual Credit Programs Don’t Cost the Same

Each exam-based dual credit option has its own specific fee structure (included in [Appendix B](#)) and rules for waiving exam fees. In addition to different costs between school districts offering different exam-based dual credit programs, some districts offer more than one kind of exam-

based dual credit program among multiple high schools. This makes estimating the total financial impact of covering all student and family costs challenging.

Because exam-based dual credit programs are proprietary, the state can't control the fees charged. Reducing costs requires either the parent company to adopt a policy to subsidize or waive fees, or for a third party to cover some or all the cost of the exams. This is currently what the Legislature elects to do for low-income students, through an appropriation for subsidized exam fees.

Increasing Equitable Access to Dual Credit

The cost of dual credit to students and families is one of several factors that are barriers to equitable access to dual credit. Equitable access to dual credit is impacted by: feasibility considerations for both school districts and higher education partners, a school's location or enrollment size, workforce issues, and systemic inequalities.

Institutional Costs

Contracts between districts and higher education partners can come with an annual fee or other administrative costs agreements, which can limit a district's ability to engage with College in the High School or CTE Dual Credit programs. For these programs, districts are also required to provide the required college-level text books and other instructional materials for each student.

When a student enrolls in Running Start, state law limits the amount of funding that student's home district can keep. This may or may not fully cover administrative costs.

Providing concurrent enrollment dual credit programs also costs institutions of higher education, which may impact which districts they choose to partner with or what courses they elect to offer.

Size of Overall Enrollment

Small schools can struggle to offer dual credit options for their students. For example, there are often a minimum number of students needed in order to create a College in the High School program for higher education institutions. Meeting minimum numbers of students can be a challenge for our small districts.

Location

Washington's most remote communities can struggle to provide dual credit access. Students may simply live too far away from a college campus, limiting access to Running Start. It can be hard to find qualified instructors for courses at the high schools in rural and remote areas as

well. Many of these communities also suffer from the digital divide, with limited access to online resources.

Teacher Qualifications

Dual credit programs available on a high school campus require qualified teachers. For example, Career and Technical Education (CTE) Dual Credit courses require a qualified CTE instructor, which can include certifications different than that of a typical high school teacher.

College in the High School teachers must meet the same requirements as faculty at the partner college or university. The minimum qualifications to teach a course at a college are often different than the requirements to teach at a high school. Even when a school can secure qualified teachers for dual credit offerings, if those teachers leave the school, it can be challenging to replace them quickly, if at all.

Variability in required instructor qualifications between institutions of higher education, even within the same course, can also drive inequity. School districts working with one college or university can have an easier time finding high school teachers qualified to teach a College in the High School course as compared to a different college or university.

Additionally, Running Start students may not have access to college faculty who have received training on how to work with young adults in the classroom, impacting students' success.

Local Policies

Some high schools may adopt additional “hoops” before permitting students to access certain types of dual credit. For example, a school might require that students meet a specific score on the statewide assessment before providing the necessary paperwork for Running Start enrollments. Access to Advanced Placement or International Baccalaureate courses may depend on a teacher recommendation, which can prevent students from being able to access those courses.

These local policies can be the result of trying to ensure students will be set up for success, concerns about losing per-student funding through Running Start, or having a limited number of seats available in a particular course.

Transferability of College Credit

To ensure the full value of dual credit, the college credits students earn must transfer to and among colleges and universities. It is important that the number of credits earned can be transcribed and transferred easily. It is also important that they can be consistently applied toward postsecondary credential requirements—not just as elective courses.

Charging for Transcripts

Students are often unsure if they have college credit for the dual credit courses they have taken. This can prevent students from fully leveraging the credits they have earned toward completing a postsecondary credential. Charging dual credit students to review their transcripts can be a barrier.

Variability in Articulation Agreements

Locally negotiated articulation agreements for CTE Dual Credit programs vary from school to school or consortium to consortium. This results in dual credit being earned that may not easily transfer to other colleges.

Efficiency of College Credit

It is also important to make sure students do not take unnecessary college level courses. Receiving college credit while in high school has the potential to start the clock for financial aid. Some types of aid expire after a certain amount of time a student has worked toward a degree.

Variability in Transcripts

High school transcripts don't all look the same. Differences include how credits are displayed and what dual credit courses are called. There are differences on transcripts between colleges as well. These variations could be increasing errors in transferring of college level courses for high school students.

The rules on how to transcribe dual credit courses do not always end up with the registrar or the person responsible for creating the transcript. Further, colleges and universities can choose whether and how to accept credit earned at other institutions. For example, a College in the High School math class may not transfer, or would only transfer as an elective, at some colleges or universities.

Coordinating Advising and Support Services for Students

Education systems across the country have been renewing their focus on student success by providing quality, personalized advising and access to supports to their students. When K–12 and higher education *share* students, however, it can be challenging to coordinate advising and supports. Students can be at risk of falling through the cracks.

Academic Progress Monitoring

High schools have a hard time tracking a Running Start student's academic progress. Colleges may not report grades to high schools, so student's counselors don't always know if a student needs additional support or if they are at risk of not meeting graduation requirements.

Coordinated Advising is Limited

Communication between high school and college counselors is limited. High school counselors rarely know the policies and practices of the college, and college counselors rarely know how the high school works. This makes it difficult for either counselor to answer questions or provide comprehensive guidance to students.

This lack of communication between high schools and colleges also may lead to students taking unnecessary courses. Not only does this waste time and resources, it can lead to reduced access to financial aid later.

Lack of High School Counselors

Counselors provide a key role in ensuring students access dual credit courses. By working with students and using their High School and Beyond Plan as a guide, counselors help students make appropriate class choices. If there are insufficient counselors to counsel students, they may not self-promote to take dual credit classes. There is also the potential for students to take classes that are not relevant to their postsecondary pathway. This is costly to both the student and the educational system.



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Chris Reykdal • State Superintendent
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Council of Presidents

REPRESENTING WASHINGTON'S PUBLIC BACCALAUREATE INSTITUTIONS

November 2019

Chris Reykdal, State Superintendent of Public Instruction
Office of the Superintendent of Public Instruction
Old Capitol Building
P.O. Box 47200
600 Washington St. SE
Olympia, WA 98504-7200

Dear Superintendent Reykdal:

We are writing to share concerns and disappointment over the lack of collaboration and consultation in the development of the November 2019 *Covering the Costs of Dual Credit for Students and Families* legislative report. As well, the report misunderstands basic requirements of baccalaureate accreditation, mischaracterizes the support of baccalaureate institutions for dual credit programs, and presents an unsustainable financial model for their advancement.

In the 60 years that Advanced Placement courses have been offered in Washington through the College in the High School program, Washington's four-year college and universities have successfully partnered with K-12 to support dual credit opportunities for Washington residents.

Through this work we have encouraged intentional dual credit enrollment within the context of fit, readiness, and relevancy to long-term educational and career goals so that students maximize their opportunities. We also acknowledge that barriers remain and are working to address issues of equity and access to dual credit opportunities. We seek clear and effective communication with all stakeholders: students, families, counselors, principals, superintendents, districts and schools. In particular, we strive to collaborate at the state and local level across education sectors to put student learning and student achievement first through support of efficient, high-quality programs that reduce financial and other barriers.

After engaging in numerous joint presentations, workshops and meetings with the Office of the Superintendent Instruction (OSPI) on this issue in recent years, we were disappointed by the mischaracterization of our sector's participation and support of recommendations included in the recent report.

In August 2019, public baccalaureate representatives participated in a productive meeting on data, funding and policy through the K-12 perspective. It was understood that further discussion and opportunities for input on the report would be available. However, only limited conversations on conceptual funding recommendations between the Council of Presidents and OSPI leadership took place. Potential policy recommendations were not shared nor discussed.

Our sector was not provided the opportunity to review and shape the recommendations advanced in the final report. This contradicts the report's narrative that suggests our commitment to and strong

role in its development. No drafts, concrete recommendations, or details were shared with the Council of Presidents or our six member institutions.

In our review of the report, we believe the narrative and recommendations highlight critical issue areas and decision points that must be addressed to ensure equity, access and engagement with respect to dual credit opportunities for Washington students.

We are committed to addressing these issues and working alongside you and other critical partners. However, the report development process and resulting recommendations raise serious concerns, including:

- The accurate and clear communication of what dual credit is, including its practices, processes and policies
- Misunderstandings around the applicability and transfer of dual credit
- The true costs of offering dual credit programs to students, families, districts, and institutions of higher education

We propose the creation of a joint initiative to delve into the complicated issues raised by the report's recommendations with the goal of advancing jointly supported dual credit recommendations in the 2021 legislative session. Including all stakeholders in the discussion to explore proposed recommendations will allow us to fully realize the promise of dual credit opportunities in our state.

Washington's four-year colleges and universities are committed to increasing access through an equity lens to meaningful dual credit opportunities for Washington students. The recommendations advanced in the final report are a starting point for further discussion, but fall far short of being collaborative, accurate, and sustainable recommendations. We look forward to additional work on this critical issue.

Sincerely,



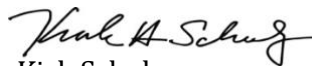
James Gaudino
President, Central Washington University



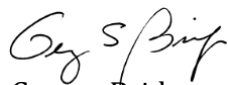
Ana Mari Cauce
President, University of Washington



Mary Cullinan
President, Eastern Washington University



Kirk Schulz
President, Washington State University



George Bridges
President, The Evergreen State College



Sabah Randhawa
President, Western Washington University



Paul Francis
Executive Director, Council of Presidents



Dec. 19, 2019

Chris Reykdal, State Superintendent of Public Instruction
Office of the Superintendent of Public Instruction
Old Capitol Building
PO Box 47200
600 Washington St SE
Olympia, WA 98504-7200

Dear Superintendent Reykdal,

We are writing today to provide feedback on your recent legislative report, *Covering the Costs of Dual Credit for Students and Families*. In light of our long and successful history of partnership, we would like to share our concerns about the data, assumptions and recommendations in the report.

Our community and technical college system shares your dedication to expanding pathways to college for Washington's high school students. We have partnered with OSPI and public universities for decades to prepare students for college and to give them a jump start on a college credential.

Two initiatives reinforce the value of high school instruction and taking academic preparation seriously:

- **Automatic placement based on high school assessment scores:** High school students who are ready for college, as demonstrated by their scores on the Smarter Balanced Assessment, are automatically placed into college-level classes at our colleges without the need for a high-stakes placement test.
- **Bridge to College:** Students who are not ready for college can catch up and avoid taking remedial classes in college thanks to Bridge to College courses. Our college system secured funds from a private foundation for this nationally recognized effort and, together with OSPI, we have worked with 850 high school teachers across the state to make Bridge to College courses a reality.

Meanwhile, the Running Start program is giving high school students an early foothold in college while saving families across Washington millions in tuition. The average Running Start student at community and technical colleges earns 34 college credits toward their first year of college. In June 2018, a record 4,134 high school students earned both a high school diploma and an associate degree at the same time.

To further strengthen the path to, and through, college, our college system has partnered with universities to forge some of the best transfer agreements in the nation, ensuring that credits earned at our 34 colleges transfer seamlessly to 4-year institutions.

We are writing today to share our perspective on your report, and to offer a path forward toward our

shared goal of improving equity in dual-credit programs

Equity, books and fees

Educational equity is one of our highest priorities. Forty-seven percent of our community and technical college students are students of color compared to 32 percent of the general population. We are committed to educational equity for all of our college students — low-income students, students of color, working adults, people with low basic skills, and Running Start students alike.

Community and technical colleges currently waive fees and provide books for low-income Running Start students so that cost is not a barrier to participation. We do not support using state dollars to pay for books and materials for every Running start student, when so many can afford to pay those expenses on their own.

Dual-credit students are K-12 students, but they are also college students who are in class with other college students from all backgrounds. It is unfair to give financial assistance to students who have the financial means when those students are sitting next to low-wage working adults who are paying their own way through college.

When approving the Washington College Grant last session, the state Legislature made a deliberate decision to focus financial aid on those who need it the most, rather than providing “free” tuition for everyone in the state, regardless of income. In keeping with this policy, we believe in helping those who are most in need and remain committed to helping our low-income Running Start students.

Our college remediation data also shows that inequities in college preparation among high school students of color and low-income students may also have a bearing on our shared goals.

Financial data

The report identifies Basic Education Allotment (BEA) funding for Running Start, but not for the other dual-credit programs: Advanced Placement, International Baccalaureate or College in the High School. We assume these courses, taught by high school teachers, also draw BEA funding from the state. As a result, funding comparisons across dual credit programs were significantly misrepresented in the report. If BEA funding had been taken into account, it would be apparent that all dual credit program costs are roughly equivalent from a state budget perspective.

A similar inaccuracy was included in financial support for students and families. The report included financial relief in the form of targeted, state funding for school districts to pay test fees for low-income students taking high-school based dual-credit courses. It did not, however, include the relief colleges provide for low-income Running Start students.

Process

We were surprised by the contents of the report and its recommendations. The joint higher education and K12 work group described in the report met once over the summer. We were told we would have an opportunity to review the report before it was final but did not see it until the final report had been posted on OSPI’s website. Substantive inaccuracies could have been avoided if we had worked together on the report.

We have a recommendation. We believe we have similar goals to expand dual credit among high school students and eliminate equity gaps. We have worked together to solve high school to college transition challenges in the past and believe we can do so again. We recommend convening a task force of college, university and K12 representatives to identify the demographic and academic characteristics of high school students who do and do not participate in dual credit, barriers to participation, and joint solutions that address those barriers. We look forward to the opportunity.

Sincerely,



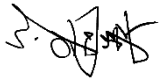
Jan Yoshiwara
SBCTC Executive Director



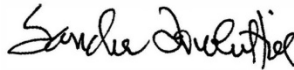
Wayne Martin
SBCTC Chair



Carl Zapora
ACT President



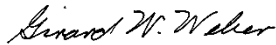
Lin Zhou
Bates Technical College



Sandra Fowler-Hill
Clark College



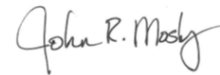
Suzanne Johnson
Green River College



Girard W. Weber
Bellevue College



Joyce Loveday
Clover Park Technical College



John Mosby
Highline College



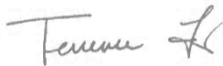
Kimberly Perry
Bellingham Technical College



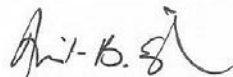
Rebekah Woods
Columbia Basin College



Amy Morrison
Lake Washington Institute of
Technology



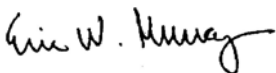
Terrence Leas
Big Bend Community College



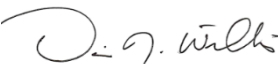
Amit Singh
Edmonds Community College



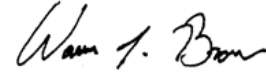
Christopher C. Bailey
Lower Columbia College



Eric W. Murray
Cascadia College



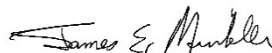
Daria Willis
Everett Community College



Warren Brown
North Seattle College



Bob Mohrbacher
Centralia College



James Minkler
Grays Harbor College



Marty Cavalluzzi
Olympic College



Luke Robins
Peninsula College



Cheryl Roberts
Shoreline Community College



Kimberlee Messina
Spokane Falls Community
College



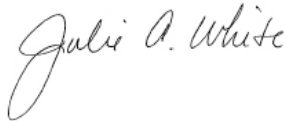
Michele Johnson
Pierce College



Tom Keegan
Skagit Valley College



Ivan Harrell
Tacoma Community College



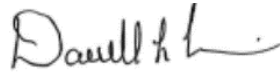
Julie White
Pierce College Fort Steilacoom



Tim Stokes
South Puget Sound
Community College



Derek Brandes
Walla Walla Community
College



Darrell Cain
Pierce College Puyallup



Rosie Rimando-Chareunsap
South Seattle College



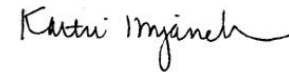
Jim Richardson
Wenatchee Valley College



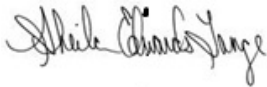
Kevin McCarthy
Renton Technical College



Christine Johnson
Community Colleges of
Spokane



Kathi Hiyane-Brown
Whatcom Community College



Shelia Edwards Lange
Seattle Central College



Kevin Brockbank
Spokane Community College



Linda Kaminski
Yakima Valley College



Shouan Pan
Seattle Colleges