



REPORT TO THE LEGISLATURE

# Covering the Costs of Dual Credit for Students and Families

2019

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**Chris Reykdal**  
**Superintendent of Public Instruction**

**Prepared by:**

- **Michaela Miller**, Deputy Superintendent  
[michaela.miller@k12.wa.us](mailto:michaela.miller@k12.wa.us) | 360-725-6116
- **Jason Boatwright**, Multiple Pathways Dual Credit Program Supervisor  
[jason.boatwright@k12.wa.us](mailto:jason.boatwright@k12.wa.us) | 360-725-0436
- **Katherine Mahoney**, Assistant Director of Policy for System and School Improvement  
[katherine.mahoney@k12.wa.us](mailto:katherine.mahoney@k12.wa.us) | 360-725-6033

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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).

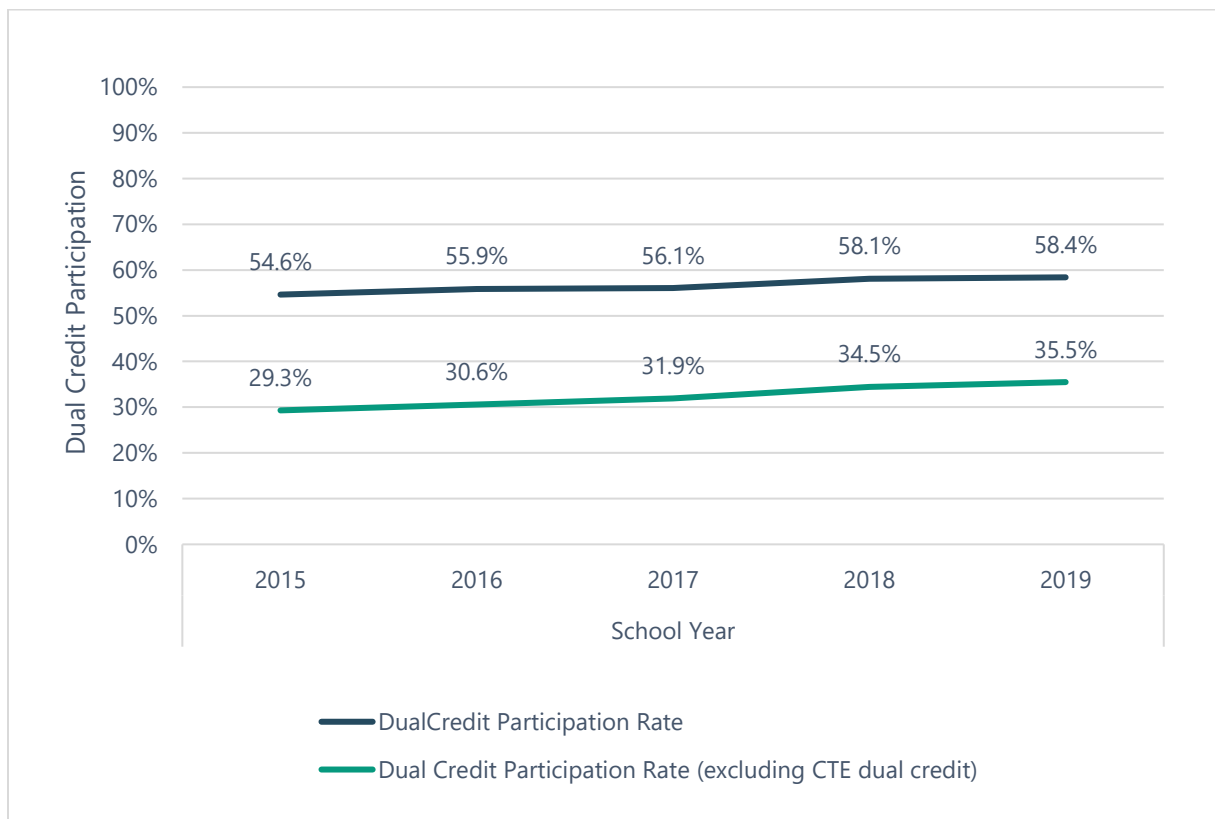
## Introduction

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.

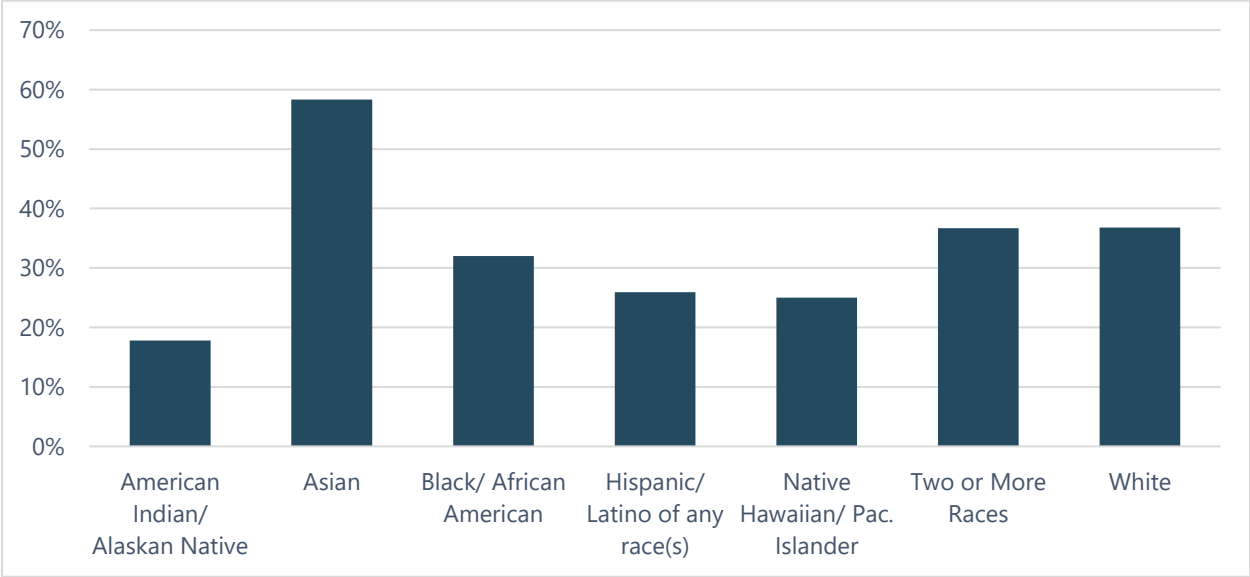
**Figure 1: Participation in Dual Credit from 2015–19**



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.

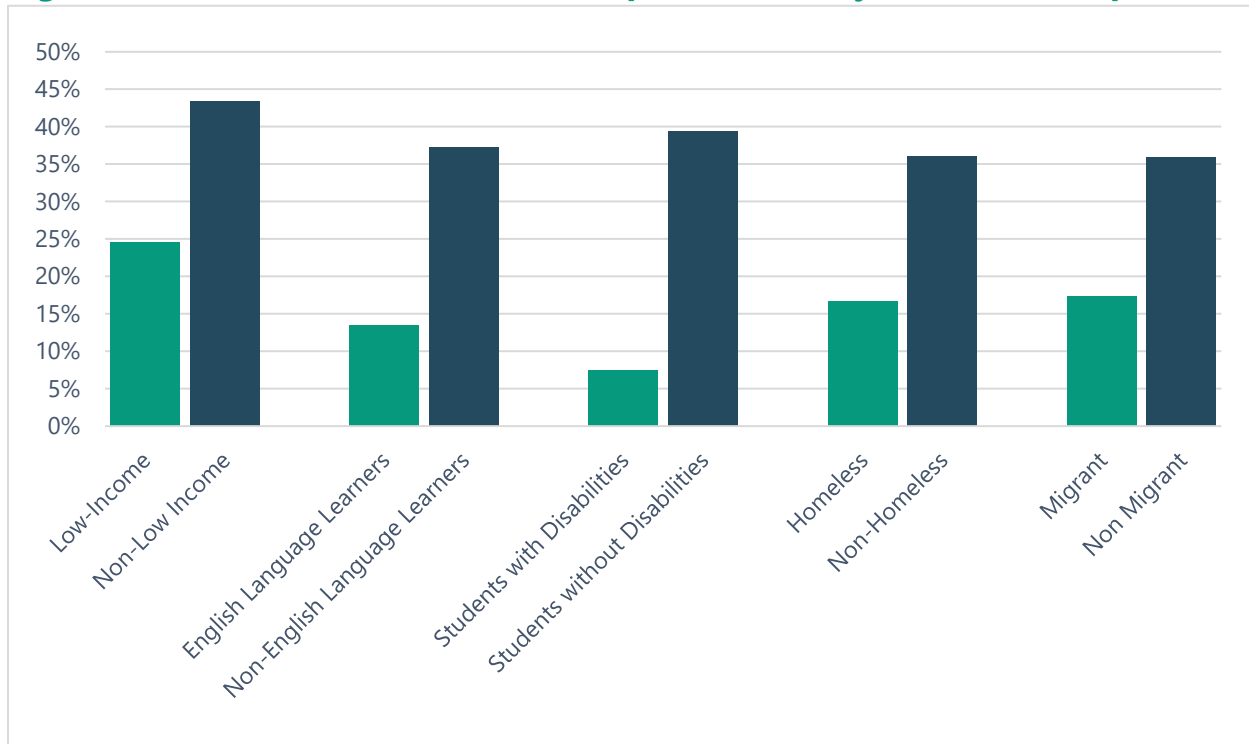
A closer look reveals persistent gaps in dual credit participation. Students of color, students experiencing poverty, English learners, students with disabilities, and students experiencing homelessness participate in dual credit courses at lower rates than their peers.

**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**

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

**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**

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

**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**

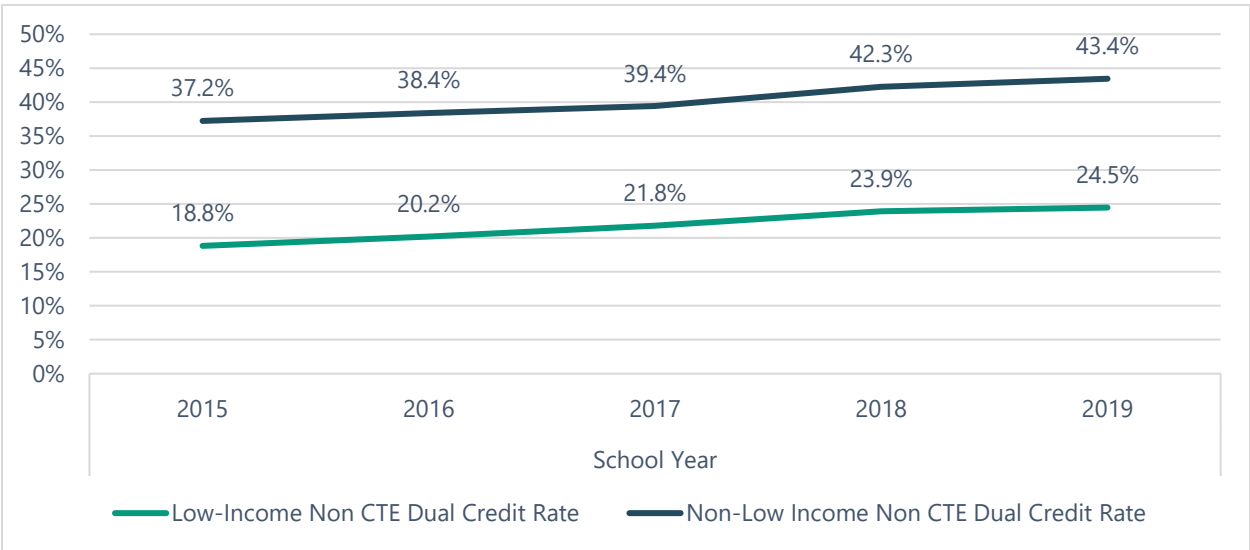
In the 2018–19 school year, 122,231 Washington high school students participated in dual credit programs (not including CTE Dual Credit). While Washington continues to make strides in increasing dual credit access for all students, data show there is more work to do.



### 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.

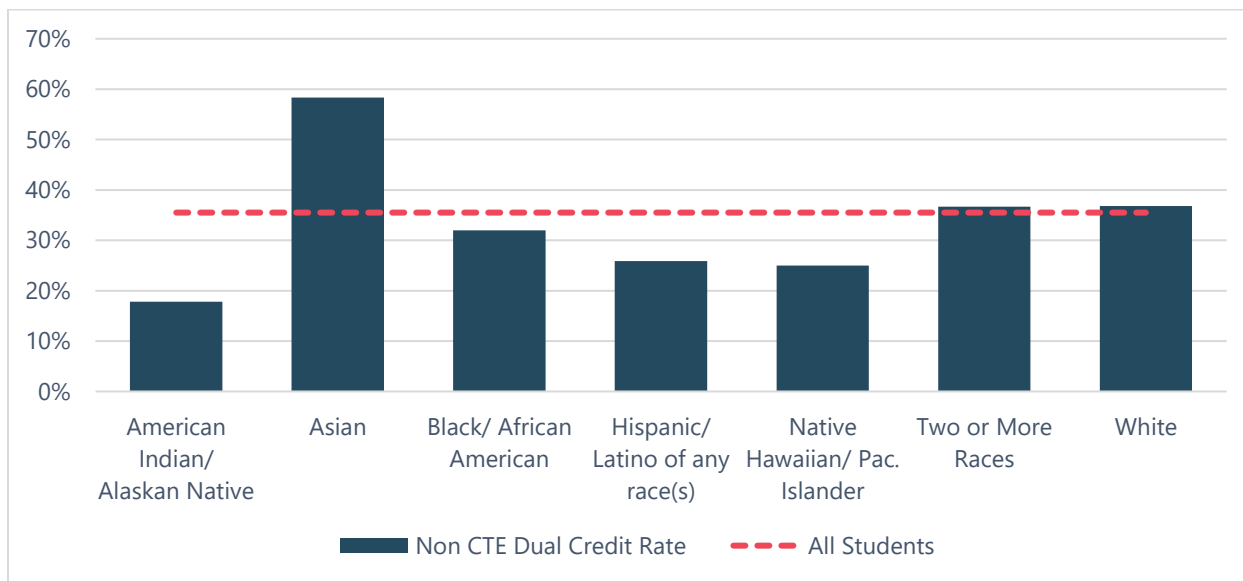
**Figure 7: Dual Credit Rate by Income Status, 2018–19 School Year**

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.

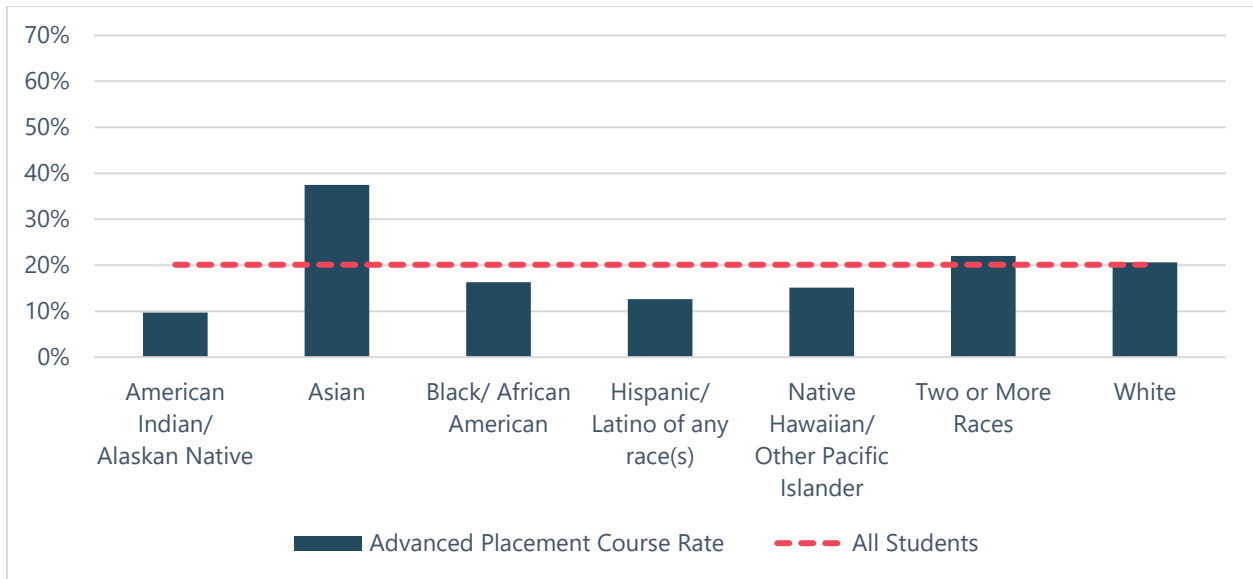
**Figure 8: 2018–19 Dual Credit Rate Participation Rate by Race/Ethnicity**



**Note:** Excludes CTE Dual Credit.

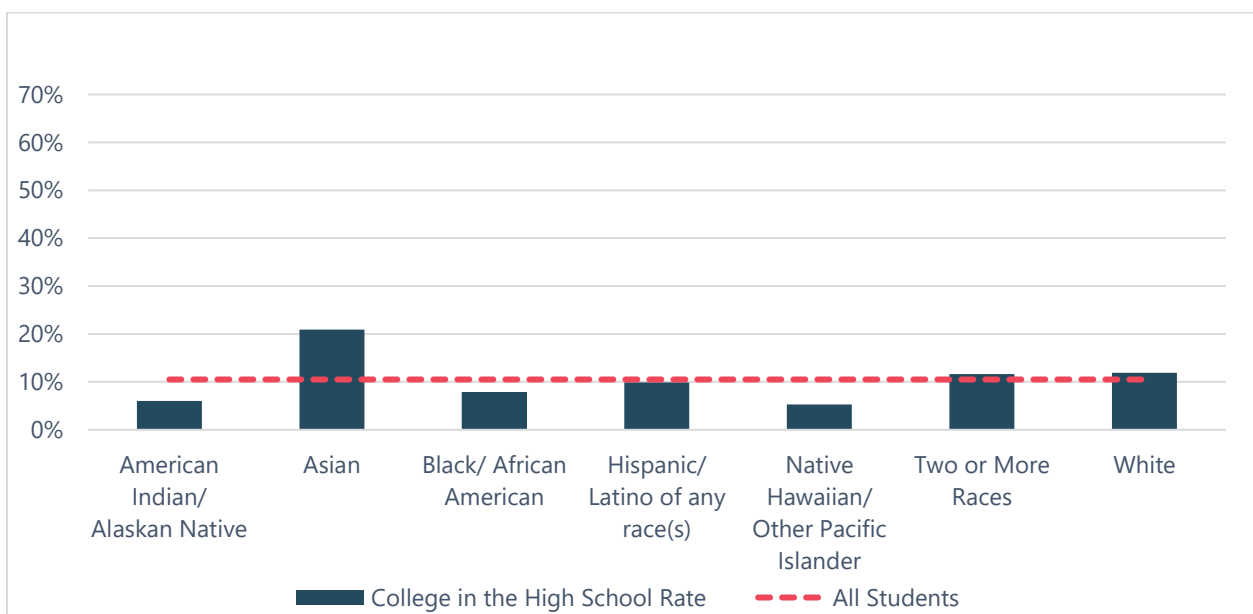
These gaps persist across dual credit programs. For example, 1-in-5 secondary students accessed at least one Advanced Placement course in the 2018–19 school year, as compared to only 1-in-10 of all American Indian/Alaskan Native secondary students.

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



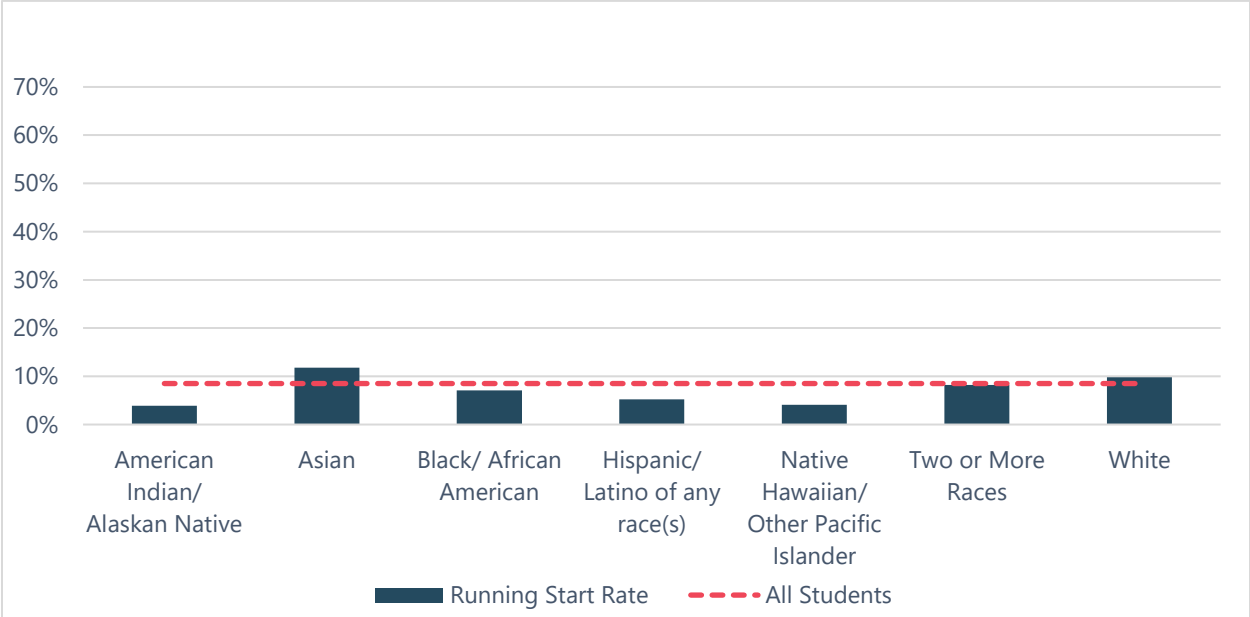
Hispanic/Latino students participate in College in the High School programming at close to the “all students” average. In other dual credit programs, Hispanic/Latino students experience a larger and persistent gap in participation. This difference warrants more study to try to better understand participation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

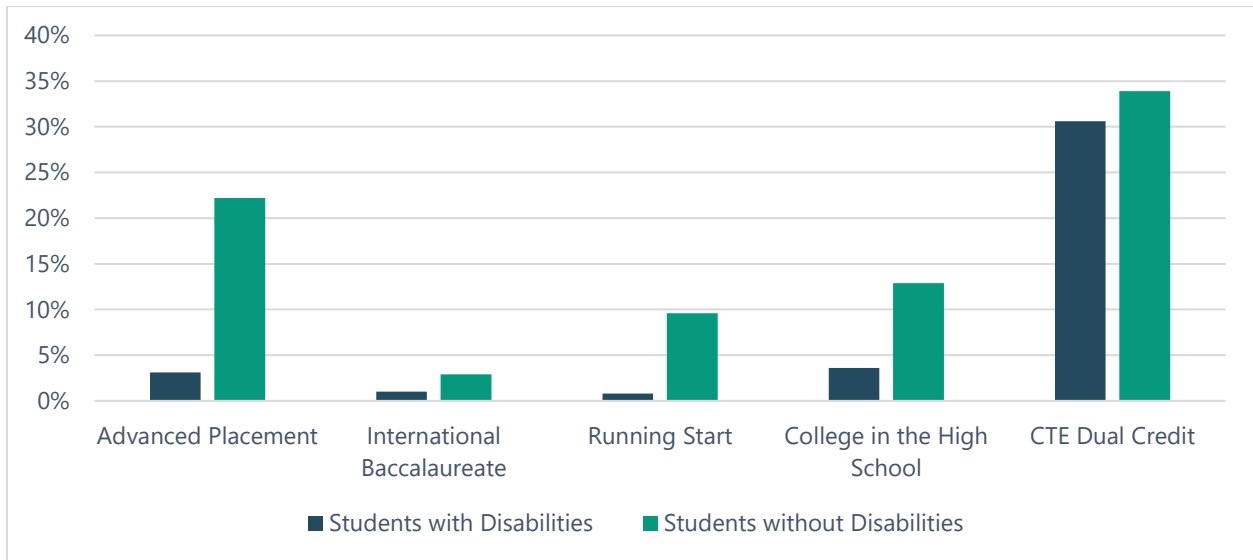


**Participation for Students with Disabilities**

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**

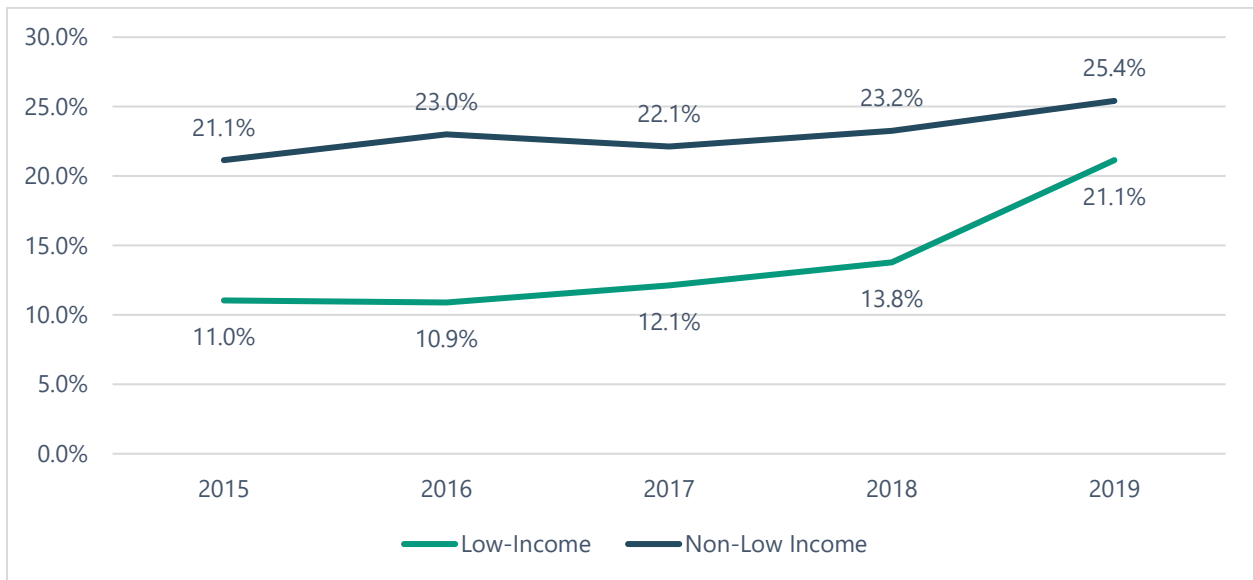


Once again, CTE Dual Credit programming shows the least inequity among student groups. The underlying causes for this are unclear. Some possibilities include the more individualized nature of some CTE courses and the diverse approaches to learning in a CTE classroom that may meet the needs of different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

<b>Program Type</b>	<b>Year 1 2020–21</b>	<b>Year 2 2021–22</b>	<b>Year 3 2022–23</b>	<b>Year 4 2023–24</b>
<b>Exam-based Dual Credit Programs</b>	Transition and planning year	Exam fee costs fully covered by existing basic education apportionment	N/A	N/A
<b>Concurrent Enrollment Dual Credit Programs (Running Start)</b>	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.
<b>Concurrent Enrollment Dual Credit Programs (College in the High School)</b>	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

transcripted 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

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



## Appendix B: Dual Credit Funding

	<b>Advanced Placement</b>	<b>International Baccalaureate</b>	<b>Cambridge International</b>	<b>Running Start</b>	<b>College in the High School</b>	<b>CTE Dual Credit</b>
<b>When Student Receives College Credit</b>	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
<b>Dual Credit Cost to Student</b>	\$94 per test	\$119 exam	<ul style="list-style-type: none"> <li>• A: \$154;</li> <li>• AS: \$99;</li> <li>• GA: \$220;</li> <li>• GAS: \$175</li> </ul>	Fee up to 10% of tuition based on credit load	Up to \$65 per credit and fees from college	Rarely pays but may vary
<b>College Tuition for a 5-credit Course</b>	Varies from \$527 to \$1,952					
<b>What's Covered by Legislative Funding (2017–18)</b>	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.	
<b>What's Covered by Legislative Funding (2018–19)</b>	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

	<b>Advanced Placement</b>	<b>International Baccalaureate</b>	<b>Cambridge International</b>	<b>Running Start</b>	<b>College in the High School</b>	<b>CTE Dual Credit</b>
<b>What's Covered by Legislative Funding (2019–20)</b>	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

	<b>Advanced Placement</b>	<b>International Baccalaureate</b>	<b>Cambridge International</b>	<b>Running Start</b>	<b>College in the High School</b>	<b>CTE Dual Credit</b>
<b>Source of Funds</b>	Dual credit proviso	Dual credit proviso	Dual credit proviso	Basic education funds	Dual credit proviso	CTE Enhanced/Perkins; no state proviso
<b>Student Enrollment (2017–18): Includes Low-income and Non-low-income</b>	68,128	9,151	1,355	<ul style="list-style-type: none"> <li>• 22,484.34 FTE</li> <li>• 27,078 students</li> </ul>	35,590	119,366
<b>Student Enrollment (2018–19): Includes Low-income and Non-low-income</b>				<ul style="list-style-type: none"> <li>• 24,023.39 FTE</li> <li>• 28,683 students</li> </ul>		
<b>Dollars paid (2017–18)</b>	\$651,278	\$292,527	\$45,649	\$149,117,471	\$1,561,365	
<b>Dollars paid (2018–19)</b>				\$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
<b>Running Start (RS)</b>	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
			<b>\$218,991,394</b>			<b>\$22,169,394</b>	<b>Total RS Cost to Families</b>
<b>College in the High School (CHS)</b>	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
			<b>\$24,623,155</b>			<b>\$22,926,525</b>	<b>Total Cost of CHS to Families</b>

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
<b>Advanced Placement (AP)</b>	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	<b>\$7,751,334</b>			\$7,751,334	Test Fee
						<b>\$7,751,334</b>	<b>Total Cost of AP to Families</b>
<b>International Baccalaureate (IB)</b>	7,341					\$1,282,594	Registration Fee \$151 per course
Test Fee	8,494	\$119	<b>\$1,010,786</b>			\$1,010,786	Test Fee
						<b>\$2,293,380</b>	<b>Total Cost of IB to Families</b>
<b>Cambridge International (CI)</b>	499						
Test Fee	998	\$162	<b>\$161,676</b>	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
<b>CTE Dual Credit</b>	119,366						
Consortium Fee		\$30	\$3,580,980			\$3,580,980	Consortium Fee
						\$3,580,980	Total Cost of CTE Dual Credit to Families
		<b>Grand Total</b>	\$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  
Office of Superintendent of Public Instruction  
Old Capitol Building • P.O. Box 47200  
Olympia, WA 98504-7200