



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

Dual Credit Programs/Subsidized Fees

1. **Purpose:**

Dual credit proviso funding is intended to support the administration of programs and subsidization efforts which increase equitable access to dual credit programs. This includes awarding grants to districts adopting strategies to promote equitable and sustainable dual credit programs and/or demonstrating a need to support student access and completion by reducing out-of-pocket costs and/or expanding program offerings. Included in these strategies are efforts to subsidize test fees for Advanced Placement (AP), Cambridge International (CI), and International Baccalaureate (IB) dual credit exams and subsidize College in the High School (CiHS) course fees for students who qualify as low-income.

2. **Description of services provided:**

Dual credit proviso funds were directed to schools and districts in the following ways:

- Grants for dual credit programs:
 - Consolidated Equity and Sustainability (CES) Grant, including the CiHS subsidy program described [Revised Code of Washington \(RCW\) 28A.600.290](#).
 - CI/IB Test Fee Waiver Program.
- College Board direct-billing agreement for AP exam fee waivers for low-income students.

With \$3.32 million available to Local Education Agencies (LEAs) through the CES Grant, 128 schools/districts received between \$5,000 and \$75,000 in awards. 115 of 128 (90%) recipients received funding for CiHS subsidies and 58 (45%) received funding for both CiHS subsidies and other activities intended to increase equity in and sustainability of dual credit programs. Demand was so high for CES Grant funding in 2022–23 that an additional \$500,000 in ESSER funding was allocated to award supplemental grants to 45 of the initial applicants. The activities undertaken with CES Grant funds included contracting with Always Be Learning and Equal Opportunity Schools to improve master scheduling practices and evaluate programs; investing in professional development to ensure teachers were adequately prepared and/or certified to teach dual credit courses; further subsidizing dual credit costs (Running Start costs, exam fees, textbooks, supplies, etc.); engaging in outreach and marketing to students and families from groups underrepresented in dual credit; partnering with institutions of higher education (IHEs) on articulation agreements and curriculum development; and purchasing industry-standard equipment for Career and Technical Education (CTE) Dual Credit programs.



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

In addition to funding provided through the CES Grant, \$278,176 was awarded to subsidize CI and IB exam fees at 16 schools and OSPI was invoiced for \$675,513 in AP exams taken by students from low-income families at 264 schools throughout the state. In total, more than \$4.28 million in proviso funding (in addition to \$500,000 in ESSER funding) was utilized in direct support of students and/or local education agencies.

The balance of the dual credit proviso was utilized for OSPI staff, professional development, and operational needs associated with dual credit. These activities focused on:

- Statewide policy and program coordination among K–12 and postsecondary partners.
- Dual credit technical assistance and grant management services to schools and districts.
- Provision of academic guidance and support about dual credit opportunities related to the High School and Beyond Plan.
- Professional training provided to school counselors and CTE Directors and teachers.
- Data collection and analysis required for local and statewide reporting and program improvement purposes.

3. **Criteria for receiving services and/or grants:**

CES Grant: The CES grant merged two existing programs—CiHS subsidies and the Equitable, Sustainable Dual Credit grant—to continue access to CiHS subsidies while promoting other methods of increasing equity and sustainability in dual credit programs. As a competitive grant, applications were evaluated by a review committee on both narrative response quality and the need demonstrated by the applicant. CiHS subsidy requests and Equity and Sustainability activities were generally considered independently, except when requested together. For subsidies, priority was given to LEAs meeting eligibility requirements set in statute (RCW 28A.600.290), small and/or rural schools with CiHS programs and students residing 20 or more miles from a Running Start college. Additional considerations for both CiHS subsidies and Equity and Sustainability activities included the LEA's proportion of free and reduced-price (FRPL)-eligible students, school/district size, past subsidy/grant utilization, submission of required annual reports, and average application score.

AP Test Fee Waiver Program: Through a direct billing agreement with the College Board, AP exam costs for low-income students were reduced by the College Board and subsidized by state funding managed by OSPI. Costs for students identified as low-income on AP orders placed with the College Board were paid directly by OSPI.

CI/IB Test Fee Waiver Program: Districts partnering with CI and IB applied for test fee waiver funding through iGrants, submitting final exam counts and costs for reimbursement



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

at the end of the spring term. Students receiving test fee waivers must be enrolled in CI or IB courses and be classified as low-income by demonstrating eligibility for free and reduced-price lunches or through other accepted additional methods outlined in OSPI's Low-Income Verification Form.

Beneficiaries in the 2022-23 School Year:

Number of School Districts:	CES Grant: 128 IB/CI Test Fee Program: 13 AP Test Fee Program: Unknown (264 Schools)
Number of Schools:	CES Grant: Unknown (128 Districts) IB/CI Test Fee Program: 16 AP Test Fee Program: 264
Number of Students:	CES Grant: Unknown* IB/CI Test Fee Program: 3,675 (2,274 Exams) AP Test Fee Program: Unknown (12,453 Exams)
Number of Educators:	0
Other:	*\$2,650,769 was awarded specifically for CiHS subsidies. At the maximum rate of \$69.95/credit, this could have covered 37,895 credits or 7,579 five-credit courses.

4. Are federal or other funds contingent on state funding?

☒ No

5. State funding history:

Fiscal Year	Amount Funded	Actual Expenditures
2023	\$4,894,000	\$4,696,501
2022	\$4,894,000	\$4,894,000
2021	\$4,894,000	\$4,894,000
2020	\$4,894,000	\$4,894,000
2019	\$4,894,000	\$4,893,999



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

6. Number of beneficiaries (e.g., school districts, schools, students, educators, other) history:

Fiscal Year	Number of Schools
2023	CES Grant: 128 Schools/Districts AP/IB/CI Test Fee Programs: 280 Schools AP Exams Subsidized: 12,453
2022	CES Grant: 102 Schools/Districts AP/IB/CI Test Fee Programs: 308 Schools AP Exams Subsidized: 12,588
2021	CES Grant: 137 Schools/Districts AP/IB/CI Test Fee Programs: 318 Schools AP Exams Subsidized: 12,957

7. Programmatic changes since inception (if any):

In 2021, CiHS subsidy funding was merged with the Equitable and Sustainable Dual Credit Grant in the form of the CES Grant. This was done to promote equity and accessibility in dual credit programs, encourage broader participation, and reduce underspending by increasing flexibility in the utilization of grant funding. With the expansion of CiHS eligibility to the 9th and 10th grades, CiHS subsidies were also made available to these students and credit limitations were lifted. The CES grant was competitive and allowed LEAs to request funding for CiHS subsidies and/or additional equity and sustainability activities.

In 2022–23, changes were made to the format and content of the CES Grant application to better differentiate between requests for subsidies and other activities. CiHS subsidy applications were streamlined (including only six questions), while Equity and Sustainability applications included more detailed questions (12) about program intent, outcomes, equity, and long-term planning. Applications were reviewed by a 21-person committee, scored using a new rubric, supplemented by demographic and enrollment data, and evaluated for quality and demonstrated need.

Final award recommendations were compared to prior years' expenditures (when available) and adjusted to reflect the applicants' grant utilization more accurately. As there were over \$7.3 million in requests for just \$3.32 million in available funding, a second application process for \$500,000 in supplemental ESSER funding was launched in the spring to address the needs of applicants that received less than 50% of their initial request. 45 CES Grant recipients received supplemental awards of \$5,000 to \$40,000.



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

No changes were made to the AP test fee program; however, the CI and IB test fee waiver applications were merged into one iGrants form package to reduce grant programming time and streamline the application process for schools and districts.

8. Program evaluation or evaluation of major findings:

Demand for AP, CI, and IB test fee waivers increased for a second consecutive year, likely due to COVID recovery. The \$278,176 awarded for CI/IB exam subsidies was a 13% increase over 2021–22 and the \$675,513 in low-income AP fees was 18% higher than the previous year. Overall, the College Board reported a 17.8% increase in AP exams administered statewide and a 20.2% increase in qualifying exam scores of 3, 4, or 5. The test fee waiver program is effectively used and the \$0 co-payment for students eligible for free and reduced-price lunch has helped eliminate barriers to students attaining dual credit; however, even with almost \$1 million allocated to the program, the growing demand will soon exceed the funding available.

In 2022–23, there were over \$7 million in CES Grant requests for just \$3.32 million in funding. As College in the High School subsidies were prioritized to the tune of \$2.65 million, only 20% (\$679,231) of the funding was available to support other equity and sustainability activities. While many LEAs were appreciative of the opportunity to utilize one application for multiple activities and took advantage of the flexibility it afforded them, the merger of CiHS subsidies and other dual credit activities exacerbated the existing challenge of how to equitably distribute proviso funds, especially when grant applications rely heavily on CiHS enrollment projections. Because applicants are required to estimate the number of CiHS students they could subsidize and the per-credit cost of CiHS classes increases annually based on inflation, CES Grant awards have historically been underspent. In 2022–23, however, 89% of the funds were expended – an 8% improvement in the rate of spending the previous year.

As 75 of the 128 applicants received less than half of their CES Grant request and most were funded primarily for CiHS subsidies, \$500,000 in ESSER funding was allocated to provide supplemental awards through a second round of grant funding. 45 schools/districts were awarded additional funds to support equity and sustainability activities that were initially unfunded or provide additional CiHS subsidies.

9. Major challenges faced by the program:

The \$4.89 million dual credit proviso is generous; however, almost two-thirds of it was used to subsidize low-income student costs through test fee waivers and CiHS subsidies alone. As evidenced by a 17% increase in AP exam-taking, the 13% increase in CI/IB test fee waiver requests (which followed a 23% spike in 2021–22), and the \$7 million in applications for FY23



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

CES Grant funding, the amount available was insufficient to meet the needs of all low-income students and provide the LEAs that served them with program and professional development resources to expand their dual credit offerings. It certainly didn't stretch far enough to significantly reduce costs for students who are not classified as low-income. Even with an additional \$500,000 in ESSER funding, most CES Grant applicants received only half of their initial request and funding allocated for other purposes needed to be shifted to account for overages in both test fee programs (AP and IB/CI).

It is important to note, too, that Running Start costs (transportation, textbooks, and supplies) and fees—which can exceed 10% of college tuition costs – are not currently subsidized and remain a barrier for students that cannot be addressed with the funding available. With the increase to a 1.40 FTE enrollment limit and the extension of the Running Start program into the summer months, these barriers will persist and likely become more apparent. With Running Start enrollment expected to increase as a result of the change to the FTE limit, LEAs are concerned about losing students basic education allocation (BEA) funding to the program. In addition, the opening of summer Running Start has created a significant administrative and financial burden for schools and districts that are not adequately staffed during the summer months.

Past reliance on subsidization not only limited the funding available for other equitable and sustainable dual credit program improvement and expansion activities, but also impacted staff capacity at both the state and local level. The process of disbursing proviso funding through grants is administratively burdensome. It requires multiple levels of grant development, maintenance, review, marketing, training, and administrative support at OSPI and grant-writing, enrollment projection and tracking, reporting, and outreach at LEAs. While funding is often prioritized for small, under-resourced schools, those are the very schools least likely to apply for it due to staff size or limitations. Ultimately, students suffer when access to funding is dependent upon the LEA's capacity to apply for it. For this reason, among others, the new state funding structure for CiHS provided by [Substitute Senate Bill \(SSB\) 5048](#), which sends funds directly to institutions of higher education per CiHS course provided to students, is a welcome development.

10. Future opportunities:

Through the CES Grant, OSPI provided LEAs with increased flexibility and encouraged them to consider new and innovative approaches to eliminating equity gaps, expanding dual credit, and making their programs more effective and sustainable. With CiHS subsidies no longer necessary, the CES Grant has been revamped and is being administered as a formula-based, directed grant. It will continue to emphasize equity and sustainability, but the awards will target schools and districts with the greatest need with respect to family income levels,



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

the proportion of underrepresented students served, the number of dual credit offerings, enrollment, and organizational capacity, and the like. As of this writing and with one week until grant surveys are due, 28 applicants have requested over \$1.3 million in funding. The CES Grant survey includes questions about LEAs' use of data to identify equity gaps, program outcomes, assessment, outreach and marketing, partnerships, and staff capacity to undertake the work. Its scope has expanded to include eight allowable uses: Contracts and Consultancy, Professional Development and Training, CTE Graduation Pathways, Program Fees, Equipment and Supplies, Exam Fees and Other Student Expenses, Outreach to Underrepresented Student Populations, and Summer Administrative Costs. OSPI will continue to refine this and other grants, while providing technical assistance and professional development to spur innovation, collaboration, data-informed decision-making, sustainable systemic change, and equity-focused program improvement.

To that end, the agency has delivered significantly more professional development related to dual credit in the past year, including multiple collaborative webinars and in-person presentations on summer Running Start, trainings on recent legislative changes, WASBO sessions on fiscal changes to dual credit, deep dives into each program, WA-ACTE sessions on dual credit opportunities in CTE, and fall counselor workshops. Proviso funding supports these efforts, the travel associated with them as we emerge from the pandemic, and the personnel providing them, which includes those engaging in oversight of school counseling programs, data analysis and reporting, fiscal responsibilities, technical assistance, and cross-agency and LEA collaboration and planning.

While the early returns of the CES Grant survey and annual increases in dual credit exam subsidies suggest that the dual credit proviso will again be well-spent, even without the need for CiHS subsidies, new investments under consideration include:

- Licensing of a comprehensive dual credit enrollment platform like DualEnroll or Canusia.
- The establishment of a National Alliance of Concurrent Enrollment Partnerships (NACEP) state chapter to support state-level leaders' efforts to ensure equitable access to CiHS programs.
- Paying the fees for any students taking dual credit exams that satisfy ELA and Math Graduation Pathways.
- Facilitating additional stakeholder engagement on dual credit related to the development of a statewide High School and Beyond Plan platform.
- Support for K–12 and higher education personnel costs to administer summer quarter Running Start.



Washington Office of Superintendent of **PUBLIC INSTRUCTION**

11. **Statutory and/or budget language:**

\$4,894,000 of the general fund—state appropriation for fiscal year 2022 and \$4,894,000 of the general fund—state appropriation for fiscal year 2023 are provided for the office of the superintendent of public instruction to administer programs and grants which increase equitable access to dual credit programs, including subsidizing or eliminating student costs for dual credit courses or exams. By November 2022, the office shall submit a report to relevant committees of the legislature describing options for entering into statewide agreements with dual credit exam companies that will reduce the overall costs for all students and eliminate costs for students who are low income.

12. **Other relevant information:**

N/A

13. **Schools/districts receiving assistance:**

[preliminaryfy23state-fundedprovisograntawardsupdated-42823.xlsx \(live.com\)](#)

14. **Program Contact Information:**

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