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H.B. 219
135th General Assembly

Fiscal Note & Local Impact Statement

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Version: As Introduced

Primary Sponsors: Reps. Bird and Brennan

Local Impact Statement Procedure Required: No

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Highlights

- The bill removes the general requirement that secondary schools pay for the cost of textbooks for participants enrolled in college courses through the College Credit Plus (CCP) Program, shifting most of this cost to colleges and reducing costs to school districts.
- CCP funding transfers from school districts and other public schools to participating colleges may increase or decrease under the bill's provisions.
- The bill may increase the administrative workload or costs of the Ohio Department of Higher Education (ODHE), Department of Education and Workforce (DEW), and Auditor of State to fulfill several new duties under the bill.
- Minimal cost to participating colleges is expected from the provision in the bill requiring colleges to provide an orientation for CCP Program participants.

Detailed Analysis

The bill makes various changes to the law regarding the College Credit Plus (CCP) Program, which allows students to attend classes at postsecondary education institutions and earn both high school and college credits at state expense. Public school students participating in the CCP Program are counted in the district or school in which they are educated for state funding purposes. The tuition amounts for the college classes the student attends are deducted from the educating district's state funding and paid to the college attended by the student. For nonpublic and home-educated students, the costs of taking college classes under the CCP Program are paid by the state directly through earmarks of GRF line items 200511, Auxiliary Services, and 200550, Foundation Funding – All Students, respectively. According to the CCP Program's most recent annual report, over 80,000 students participated in the program for the 2022-2023 school year. Payments to colleges for that school year totaled \$65.4 million according to a separate

report from the Department of Education and Workforce (DEW).¹ Provisions of the bill with notable fiscal effects are discussed below.

Textbook costs

The bill removes the general requirement that secondary schools pay for the cost of textbooks for students enrolled through the CCP Program and shifts this cost to the participating colleges. The exception to this change is when a college chooses to use a purchase-only textbook in a course because no suitable open source instructional materials are available. In that instance, the cost of the textbook would be evenly split between the college and secondary school. The bill also requires colleges to strive to use open source materials in lieu of purchase-only textbooks in each course offered through the CCP Program. According to a survey reported in April 2022,² it is estimated that, nationally, 40% of faculty use open source instructional materials as either required (14%) or supplemental (18%) materials or both (8%). The rates of adoption for use in CCP courses may be higher since the use of open source materials by faculty is generally higher (59% overall) in introductory courses. Adoption rates of open source material among college courses offered through the CCP Program may increase, as colleges would be required to pay for most purchase-only textbooks under the bill.

These changes will likely significantly reduce the textbook costs school districts presently pay for CCP Program participants, as at least half the cost will be paid by the colleges under the bill. Data on the textbook costs currently paid under CCP are not robust. Some districts and schools voluntarily reported these costs to DEW over the 2016-2017 through the 2021-2022 school years. On average, over this period, these voluntary cost reports represent about 23% of the total number of students participating in CCP and result in an average annual cost for each of these students of about \$145. If this average held true for all CCP participants, the current total textbook costs paid by districts and schools would be approximately \$11.6 million (80,160 CCP Program participants in FY 2023 x \$145) annually. However, given the nature of these data, this estimate should be considered very rough.

Teacher credentialing

The bill expands credentialing options for instructors by requiring the Chancellor of Higher Education to establish an alternative credentialing process to certify instructors with relevant teaching experience for the CCP Program without requiring any additional graduate-level coursework. Current guidelines require all secondary school teachers to be approved as an adjunct professor by the college at which they desire to teach a CCP Program course; generally, this also requires teachers to obtain a master's degree in the discipline of instruction taught in the CCP Program course or any master's degree with an additional 18 semester hours completed

¹ H.B. 219 was introduced prior to the enactment of H.B. 33, the main operating appropriations act of the 135th General Assembly, which transferred most of the powers of the state Superintendent of Public Instruction and the Department of Education to the Director and Department of Education and Workforce (DEW). References to "DEW Director" and "DEW" in this fiscal analysis reflect those changes.

² See pages 40-41 of Bay View Analytics' 2022 [report \(PDF\)](#), supported by the William and Flora Hewlett Foundation, entitled *Turning Point for Digital Curricula*.

in the instructed discipline.³ The Chancellor is also obligated to make applicable any graduate-level coursework required for CCP Program credentialing to the continuing education and professional development requirements of each teacher, which are used for the renewal of an educator's teacher license. H.B. 33 earmarks \$3.0 million in each of FY 2024 and FY 2025 from GRF line item 200448, Educator Preparation, for DEW, in consultation with the Ohio Department of Higher Education (ODHE), to provide awards to support graduate coursework for high school teachers to receive credentialing to teach CCP courses in a high school setting. H.B. 33 gives priority for this funding to education consortia of a public or private institution of higher education in Ohio and high schools identified as economically disadvantaged that have no or limited numbers of teachers credentialed to teach CCP courses.

DEW pays colleges for participants in the CCP Program at varying rates, depending on the method of delivery and instruction; courses completed on college campuses or taught by college faculty are reimbursed at a higher rate than those completed at a student's secondary school or taught by a high school teacher who has met the credentialing requirements established to teach CCP Program courses.⁴ More high school teachers becoming credentialed to teach in the CCP Program may increase or decrease district and school deductions of state aid and direct state payments to reimburse colleges for CCP Program participation. On one hand, the provision potentially shifts payments away from more expensive reimbursement rates required for college faculty, which will tend to decrease deductions and direct state payments. On the other hand, a greater pool of high school teachers credentialed to teach CCP courses may expand the number of CCP courses available to students and, thus, increase student participation. If so, this will tend to increase deductions and direct state payments to colleges. The end result, however, is unknown since most Ohio teachers, an estimated 71%, already hold at least a master's degree in one or more disciplines.⁵

Student application deadline

Under current law, a student or student's parent must inform the school by April 1 of the student's intent to participate in the CCP Program in the next school year. The bill replaces the April 1 deadline with one to be determined by the Chancellor, in consultation with the DEW Director, and shortens the intent period for CCP Program participation from the next school year to the next semester. Depending on when the deadline is set, the bill may allow more students to participate in the CCP Program in an academic year. For example, a student may decide to participate at the beginning of a school year and inform the school by the new deadline to participate in the CCP Program in the following semester. Under these circumstances, any additional participants in the CCP Program after the current April 1 deadline will increase the deductions of state aid from school districts and direct state payments provided to colleges. Additionally, administrative costs for schools and colleges may increase to accommodate newly participating CCP students during the academic year.

³ See *Resources for Secondary Schools: Teacher Credentialing for College Credit Plus* on the Ohio Department of Higher Education's website: higher.ed.ohio.gov.

⁴ R.C. 3365.07(A).

⁵ U.S. Department of Education, Institute of Education Sciences (IES) houses the National Center for Education Statistics. See the 2020-2021 table of [Teachers' highest degree earned](#).

State agency requirements under CCP

The bill may increase the administrative workload or costs of ODHE, DEW, and the Auditor of State to carry out certain requirements with respect to the CCP Program. The bill's requirements are listed below.

- ODHE and DEW must collect data relative to the actual cost of CCP programming and submit the data to the Auditor to State, which is required to review and audit the data and submit a one-time report of its findings to the General Assembly.
- ODHE and DEW must monitor and enforce compliance with CCP requirements for participating colleges and high schools.
- DEW must include on the state report card report-only, nonrated data about whether a school district or public school building provides information about and promotes the CCP Program as required under continuing law. That must be notated with a "yes" or "no."

Orientation

The bill requires each college in the CCP Program to provide participants with an orientation. The cost of the orientations to participating colleges is likely to be minimal; however, the specifics of such orientation requirements are delegated to the Chancellor and DEW, who will establish the requisite guidelines, affecting any potential cost.