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Office

S.B. 104
135th General Assembly

Fiscal Note & Local Impact Statement

[Click here for S.B. 104's Bill Analysis](#)

Version: As Introduced

Primary Sponsors: Sens. Cirino and Brenner

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 secondary schools and districts to participating colleges may decrease as credentialing options for high school instructors to teach under the CCP Program are expanded under the bill, potentially shifting payments away from more expensive reimbursement rates required for college faculty.
- 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

Textbook costs

The bill removes the general requirement that secondary schools pay for the cost of textbooks for students enrolled through the College Credit Plus (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. Current estimated rates of adoption of open source instructional materials, as required and supplemental texts in

college courses nationwide, are around 15% and 22%, respectively.¹ 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 have voluntarily reported these costs to the Ohio Department of Education (ODE) over the 2016-2017 through the 2021-2022 school years. On average, over this period, these voluntary cost reports cover 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 \$10.7 million annually. However, given the nature of these data, this estimate should be considered very rough.

Teacher credentialing

Credentialing options for instructors are also expanded under the bill. An alternative credentialing process is included to certify instructors for the CCP Program without requiring any additional graduate-level coursework. Prior guidelines required all secondary school teachers to be approved as an adjunct professor by the college at which they desired to teach a CCP Program course; generally, this also required 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 in the instructed discipline.² The Chancellor of Higher Education was 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.

The Ohio Department of Education 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.³ Consequently, this provision of the bill may reduce state expenditures to colleges for reimbursement of CCP Program participation if more teachers become credentialed to teach in the CCP Program, potentially shifting payments away from more expensive reimbursement rates required for college faculty.

¹ See Bay View Analytics' 2021 [report \(PDF\)](#), supported by the William and Flora Hewlett Foundation, entitled *Digital Texts in the Time of COVID*. The current percentage for CCP courses may be higher since entry level courses may be more likely to have open source materials.

² See *Resources for Secondary Schools: Teacher Credentialing for College Credit Plus* on the Ohio Department of Higher Education's website: higher.ed.ohio.gov.

³ R.C. 3365.07(A).

This result, however, is unknown since most Ohio teachers, an estimated 63%, already hold a master's degree in at least one discipline.⁴

Orientation

Lastly, 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 state Superintendent of Public Instruction, who will establish the requisite guidelines, affecting any potential cost.

⁴ 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](#).