

Department of Legislative Services  
Maryland General Assembly  
2013 Session

FISCAL AND POLICY NOTE

House Bill 1288  
Ways and Means

(Delegate Stocksdales, *et al.*)

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Accountability in Education Act of 2013

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This bill requires a local board of education to pay a public institution of higher education 50% of tuition and fees charged to a student for a remedial education course if the student (1) has been certified by the principal of a public high school located in the jurisdiction as qualified to pursue a course of study at a public institution of higher education and (2) enrolled in a public institution of higher education in Maryland within 18 months after graduating. A public institution of higher education must submit an invoice to the appropriate local board of education for specified students. The local board must remit payment to the public institution of higher education within 30 days on receipt of an invoice. A public institution of higher education that submits such an invoice to a local board may not charge the student more than the remaining 50% of the tuition and mandatory fees for the remedial education course.

The bill takes effect July 1, 2014, and is applicable beginning with the 2014-2015 academic year.

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Fiscal Summary

**State Effect:** None. Public four-year institutions of higher education and Baltimore City Community College can invoice local school systems for 50% of the tuition and fees for remedial education courses using existing resources.

**Local Effect:** Local school system expenditures increase by an estimated \$3.9 million collectively beginning in FY 2015. Local community colleges can invoice local school systems for 50% of the tuition and fees for remedial education courses using existing resources. Revenues are not affected. **This bill imposes a mandate on a unit of local government.**

**Small Business Effect:** None.

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## Analysis

**Background:** Remedial education, known also as developmental education or basic skills training, is provided to students who enter college without the necessary reading, writing, or math skills to compete with their college peers. Remediation can take several forms – from testing to determine where the gaps are, to modifying curriculum to providing tutoring and other support services, and evaluating success upon completion of remedial work. Remedial education at the college level is considered an inefficient use of college resources since the skills being developed should have been learned earlier in the educational process.

Students requiring extra support inevitably bear the cost and not just financially. Remedial courses extend a student's academic career and delay the quest for a degree. Students, their families, and taxpayers pay to get students "up to speed" for postsecondary education. A recent study conducted by ACT of high school juniors and seniors taking the ACT college entrance exam confirms that only half of the students were ready for college-level assignments in core subjects like math, history, science, and English.

Students needing remedial course work fall into the following two groups: those enrolling directly from high school and those returning to education after years in the workforce or elsewhere. Students in the first group graduated from high school but arrive at college unprepared for college-level academics. There may be several reasons for this, but a main one is that the requirements for high school graduation do not align with what is generally regarded as "college ready." This is especially true in math, where the highest level a student is required to pass is below the college-ready level and may be taken in the student's junior year of high school. The Common Core State Standards (CCSS) aim to align K-12 education with college-ready standards in English and mathematics. Assessments are currently being developed to measure proficiency with the CCSS. In the short term, this will likely indicate that even more students are not ready for college; however, students will know this before they graduate from high school so that they can use their senior year to improve their college readiness. Students enrolling directly from high school make up 79.8% of students enrolled in remedial courses.

**Exhibit 1** shows that more than 50% of *recent high school graduates* from 18 counties and Baltimore City need at least one remedial course, based on their enrollments in public higher education institutions in the 2008-2009 academic year, the most recent data available.

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**Exhibit 1**  
**Number and Percent of Recent High School Graduates**  
**Needing Remediation in College**  
**By County of Residence**  
**2008-2009 Academic Year**

<u>Local School System</u>	<u>Number of Graduates</u>	<u>Percent of Graduates</u>	<u>Local School System</u>	<u>Number of Graduates</u>	<u>Percent of Graduates</u>
Allegany	201	56.1%	Harford	969	62.0%
Anne Arundel	1,606	53.5%	Howard	770	42.3%
Baltimore City	1,281	64.1%	Kent	31	64.6%
Baltimore	2,202	54.5%	Montgomery	2,718	46.5%
Calvert	242	36.1%	Prince George's	2,232	64.3%
Caroline	96	58.2%	Queen Anne's	154	53.3%
Carroll	645	63.7%	St. Mary's	202	34.5%
Cecil	290	59.4%	Somerset	64	65.3%
Charles	423	44.7%	Talbot	97	53.0%
Dorchester	99	65.6%	Washington	456	63.0%
Frederick	766	52.6%	Wicomico	308	63.5%
Garrett	115	66.5%	Worcester	145	56.2%

Source: Maryland Higher Education Commission, Fact Book

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**Local Expenditures:** Local school system expenditures increase by an estimated \$3.9 million collectively beginning in fiscal 2015. This estimate is based on the following information and assumptions.

- The numbers of recent high school graduates requiring remediation are as shown in Exhibit 1. It is assumed that each student only needs to take one remedial course. (Although 23% of community college students needing remediation in the 2007-2008 academic year required both English and math remedial courses.)
- Approximately 12% of remedial courses at public institutions of higher education are taken at a public four-year institution and approximately 88% are taken at a community college.
- It is assumed that students at a community college attend the institution associated with their jurisdiction and that students from Somerset County attend either Chesapeake College (50%) or Wor-Wic College (50%). It is further assumed that

each remedial course at a community college is three credits (at the standard tuition and fee cost for that particular community college based on fall 2012 rates).

- For the public four-year institutions an average tuition and fee cost of \$1,221 for a three-credit course was used (based on fall 2012 rates). Under the bill, local school systems will be responsible for 50% of the cost, or \$610.50.

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**Exhibit 2**  
**Estimated Cost for Local School Systems for Remedial Courses**  
**Fiscal 2015**

	<b><u>Four-year</u></b> <b><u>Institutions</u></b>	<b><u>Two-year</u></b> <b><u>Institutions</u></b>	<b><u>Total</u></b>
Allegany	\$14,652	\$30,002	\$44,654
Anne Arundel	118,437	256,977	375,414
Baltimore City	94,017	169,050	263,067
Baltimore	162,393	380,424	542,817
Calvert	17,705	43,621	61,326
Caroline	7,326	19,530	26,856
Carroll	47,619	110,905	158,524
Cecil	21,368	39,398	60,765
Charles	31,136	76,184	107,319
Dorchester	7,326	20,228	27,554
Frederick	56,166	132,441	188,607
Garrett	8,547	17,271	25,818
Harford	71,429	124,605	196,034
Howard	56,777	147,014	203,790
Kent	2,442	6,278	8,720
Montgomery	200,244	530,580	730,824
Prince George's	164,225	412,230	576,455
Queen Anne's	11,600	31,388	42,987
St. Mary's	14,652	36,454	51,106
Somerset	4,884	21,491	26,375
Talbot	7,326	19,763	27,089
Washington	33,578	71,374	104,951
Wicomico	22,589	40,996	63,584
Worcester	10,379	19,363	29,742
<b>Total</b>	<b>\$1,186,812</b>	<b>\$2,757,564</b>	<b>\$3,944,376</b>

Source: Department of Legislative Services

To the extent that students are required to take more than one remedial course, costs to local school systems will be higher.

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### **Additional Information**

**Prior Introductions:** None.

**Cross File:** None.

**Information Source(s):** Baltimore City Community College, Maryland State Department of Education, Maryland Higher Education Commission, University System of Maryland, Department of Legislative Services

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mlm/rhh

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