



COURSE ACCESS IN MISSOURI: DIVERSITY, PERSONALIZATION, AND OPPORTUNITY

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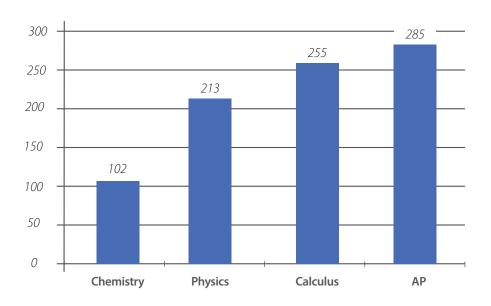
INTRODUCTION: MISSOURI, WE HAVE A PROBLEM

In 2009, the Missouri Department of Elementary and Secondary Education (DESE) announced a new initiative: *Top 10 by 20*. By 2020, they hoped, Missouri would rank among the top ten performing states in the country. DESE included objectives addressing access to early childhood education and teacher quality, but one of the

key metrics of success for *Top 10 by 20* was the goal that "all Missouri students will graduate college- and career-ready."²

So what has happened? Since 2010, Missouri has seen a 3.1% decrease in college enrollment.³ However, about one-third of Missouri students are unprepared for college when they get there. According to the Coordinating Board of Higher Education, in 2014 30.8% of college students registered

Districts in Missouri with zero students enrolled in selected courses



Source: Missouri Department of Elementary and Secondary Education.

for remedial courses—courses they should have already taken in high school.⁴

The results on the ACT for Missouri's class of 2015 also revealed a lack of college preparation. While 71 percent of Missouri students were found to be ready for college-level English, only 44 percent were ready for college-level math, 51 percent were ready for college-level reading, and 42 percent were ready for college-level science.⁵ In total, only 30 percent of the class of 2015 scored college-ready in all

four tested subjects.6

If remediation rates and readiness predictors are an accurate representation of college and career readiness among graduates, Missouri has made little progress toward its goal.

College and career readiness require enrollment in appropriate courses in high school. During the 2014–2015 school year, of the 507 school districts that offer high school in the state, 255 districts had no students enrolled in

calculus, 213 districts had no students enrolled in physics, 102 districts had no students enrolled in Chemistry, and 285 districts did not have a single student enroll in an AP class (see Figure 1). Between 2001 and 2015, at least 110 Missouri school districts ended their gifted and talented education programs.7 According to the U.S. Chamber of Commerce's 2014 report Leaders and Laggards, only 9.5 percent of Missouri students in the class of 2014 graduated having passed an AP exam, ranking Missouri 47th in the Nation (and 48th if you count the District of Columbia).8

These course access issues disproportionately affect Missouri's smaller, rural school districts. For smaller school districts (and Missouri has a lot of them), especially in rural Missouri, providing courses beyond what is minimally required to graduate is difficult to justify if only a small number of students are interested in taking them. In some cases, teachers are spread thin across multiple subjects. In others, location creates staffing challenges. How does a principal at Worth High School, for example, recruit and retain a highquality Mandarin teacher in the least populous county in Missouri?

Problems such as geographic isolation and staffing shortages require innovative solutions. Students in small or rural school districts should not have their educational options limited just because of their zip code. All students should have access to advanced math and science coursework beyond the three courses required to graduate, as well as solid career and technical education and college-preparatory work.

Public schools must venture outside the traditional model to ensure that students are provided with unique pathways to college and careers. This policy brief provides an overview of one such solution—course access.

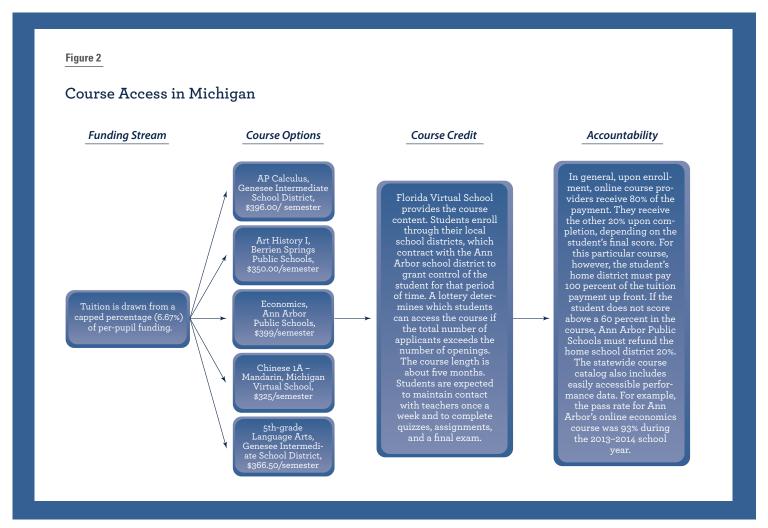
WHAT IS COURSE ACCESS? THE EXAMPLE OF MICHIGAN

Course access programs allow students to direct a portion of their annual per-pupil funding to approved course providers outside of their traditional public schools and to receive credit for classes they successfully pass. Students access the course from an approved location such as the school library or travel to an off-site location like a local community college.

What does this look like in practice? Let's use Michigan's course access program as a guide. Figure 2 illustrates how course access allows Michigan students to direct funds toward coursework that fits their unique interests and abilities.

In Michigan, middle- and highschool students are eligible to enroll in two online courses per academic term.9 Students can view virtual course options using the Michigan Online Course Catalog, which is maintained by the statewide virtual school, Michigan Virtual School (see Figure 3 for a screen shot). 10 The catalog allows parents and students to view course descriptions, drop and completion policies, and even student performance data. The student performance data in Figure 3 shows that during the 2013–2014 school year, 85.8 percent of students passed

How does a principal at Worth High School, for example, recruit and retain a high-quality Mandarin teacher in the least populous county in Missouri?



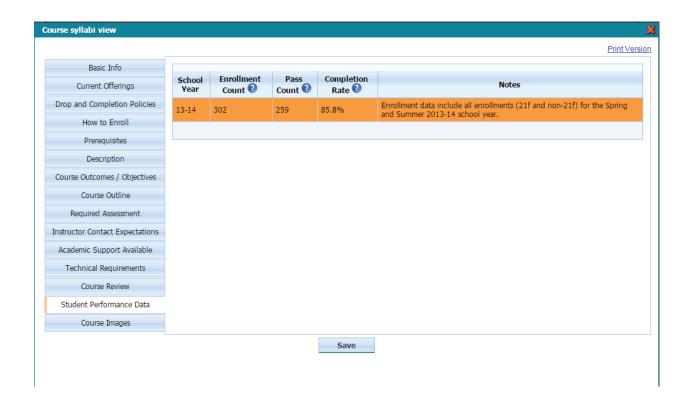
4th-grade Math provided by Genesee Intermediate School District (ISD) in Flint, Michigan.

Once a student enrolls in an online course, a portion of the student's per-pupil funding is paid to a digital learning provider that could be an in-state traditional public school, a public charter school, or a third-party provider. The program operates using what is referred to as the 80/20 rule—80 percent of the course tuition is paid up-front, and 20 percent is paid after the student receives a passing score of 60 percent or above. However, school districts also have the option to pay 100 percent up-front and receive a

20% reimbursement if the student does not pass the course.¹¹

Online courses vary in cost, but Michigan's course access law does not require a school district to pay more than 6.67% of the minimum allowance per pupil as calculated by the state's funding formula. Thus, if a school district has a \$10,000 dollar per-pupil foundation allowance, the school district does not have to pay more than \$667 for an online course even if a course costs \$800. Parents can opt to pay the difference. ¹² If the tuition rate does not exceed the capped rate, then the school district can use the leftover funds to pay for

Figure 3 Online Course Interface, Michigan Course Access Program



other costs such as providing mentors for students enrolled in online courses.¹³

While the state education department cannot approve or reject courses added to the online catalog, local school districts are responsible for reviewing each course using Michigan content standards and the National Standards for Quality Online Courses (see boxed insert on page 6). The Michigan Department of Education (MDE) provides regional training opportunities to teach school district officials how to develop and

conduct online course reviews, as it is each individual school district's responsibility to evaluate the quality of the courses their students enroll in.¹⁴

OPPORTUNITIES FOR SCHOOL DISTRICTS AND TEACHERS: EXAMPLES FROM MINNESOTA AND TEXAS

Course access programs offer school districts the opportunity to broaden the course offerings available to students. Additionally, school districts and public charter schools can earn

Typically, school districts partner with content providers or online vendors of curriculum, technology, and course materials.

revenue by becoming course providers.

Districts like Genesee ISD, which opt to provide courses, ultimately bear responsibility for instructing and assessing students. Typically, school districts partner with content providers or online vendors of curriculum, technology, and course materials. For example, while Genesee ISD offers AP Biology, the district is not the content provider. Rather, the school district contracts with a third-party vendor, Aventa Learning.¹⁵ However, there are examples, like Michigan Virtual School,

where a single organization is both the curriculum provider and the institution responsible for student learning.

Although technically, most school districts and charter schools could serve as both content and course providers, developing a virtual course is expensive. According to University of Minnesota Vice Provost and Dean Bob McMaster, the cost of developing an Online Distance Learning course ranges from \$20,000 to \$100,000 in start-up expenses.¹⁶

Some school districts have pooled resources or united as consortiums to develop a range of course offerings. Infinity Online, for example, consists of 29 school districts in Minnesota.¹⁷ Infinity offers courses in mathematics, language arts, science, social studies, health and personal fitness, and electives.¹⁸ Courses are available to

Online Learning Standards

Many states use the National Standards for Quality Online Courses to review online course offerings and providers. The International Association for K-12 Online Learning (iNACOL) last updated the online learning standards in 2011.

States such as Texas and California use the standards to determine whether or not a course will be added to the online course catalog.

Some states, such as Virginia, rely on their own standards to determine quality.

students enrolled in school districts within the consortium, as well as students enrolled in other schools throughout the state. As an added bonus, the development of online programs such as Infinity has created new job opportunities for teachers. Infinity Online offers first priority to teachers within the consortium when new job openings become available. A traditional school teacher who wants to stay at home and raise children, travel, or acquire an advanced degree without leaving the teaching labor force may benefit from virtual teaching opportunities.

Guthrie Common School District in Guthrie, Texas, stands as another example of the possibilities offered by course access programs. In 2013, the district enrolled 91 students. Like many small, rural school districts, Guthrie faced staffing challenges. According to the Foundation

Table 1

Course Access Programs Around the Country

State	Who can participate? ²⁰	Are there limits on course enrollment? ²¹	Can the state approve or reject courses added to catalog?
Arizona	Decided locally	Decided locally	No
Florida	K-12	No	Yes
Georgia	3-12	No	Yes
Michigan	6-12	2 courses/term	No
Minnesota	K-12	Up to 50% of the school day	Yes
Oklahoma	K-12	Must enroll in one course at local school; up to 5 hours	No
South Carolina	6-12	3 units/year, 12 total units	Yes
Texas	3-12	3 year-long courses/year	Yes
Utah	K-12	5 credits	No
Virginia	K-12	Local decision	Yes
Wisconsin	K-12	2 courses/year	No

for Excellence in Education, the district could not afford to hire a foreign language instructor, posing a problem for students wanting to attend the University of Texas, which has a foreign language admission requirement.¹⁹

To solve this program, Guthrie pooled financial resources with other school districts with similar needs and partnered with Rosetta Stone to create state curriculum—aligned Spanish courses. Guthrie Virtual School (GVS) now enrolls 850 students from across the state, and offers programs

in multiple subject areas. The revenue generated by the program has allowed GVS to develop and grow. Students can access these courses from their own brick-and-mortar schools.

As illustrated by examples in Minnesota and Texas, the flexibility of course access programs offers increased access to virtual learning opportunities for students, new career alternatives for teachers, opportunities for school districts to earn revenue through the development of online programs, and the chance for school districts with similar interests to pool

Figure 4

MoVIP vs. Course Access Comparison

MoVIP Course Access Course content can be pro-· A portion of per-pupil vided by a third-party provid-State funds allocated only funding is directed from for medically fragile stua traditional public Students have access to a dents (tuition-based for all school to a course prowide range of course offerother students). vider. • No limit on tuition-based Course providers can · Students receive credit for a course enrollment. include: in-state school course from their traditional · When funded, districts districts, out-of-state public school. with resident students school districts, public · Students receive a percentenrolled in MoVIP classes charter schools, univerage score from the course receive a disbursement sities, state -operated provider and a local school equal to 15% of total state virtual schools, and assigns a letter grade. aid for those students. third-party providers. Course curriculum is aligned • In the past, state appro- Traditional public with state or national stanpriations would pay for 12 schools can create their dards. semesters of coursework own online courses and • Students can take courses per school year per stuaccept students from during the school day. dent. outside school district · School districts can develop · School districts can develboundaries. online courses and enroll op online programs, but • Some states limit students within the district. public funds do not follow enrollment to a certain · Course offerings and content a student to the course number of courses. providers are reviewed and provider of choice. approved by the state education department.

resources and meet specific needs.

COURSE ACCESS ACROSS THE COUNTRY

Minnesota passed the first course access law in 2006. Multiple states have since developed course access programs. Often, these programs are referred to as "supplemental online programs" or "course options," meaning that students have access to individual courses during

the regular school day.

Table 1 displays course access programs that meet the following conditions:

- (1) Public school students access online coursework for a part (not all) of a traditional school day.
- (2) The supplemental online learning program requires

little or no additional state funding—it redirects existing state funds to an alternative provider

Each state's course access program is unique.²² One important distinction is how much local control school districts are granted. Some states allow school districts to make decisions about student eligibility, course pricing, and limits on enrollment. Others, such as Utah and Michigan, allow local school districts to independently review courses added to the online catalog, although most states have implemented a statewide review process in which the state education department has the authority to approve or reject online courses. Minnesota, for example, has developed a continuous quality improvement process that includes a three-year review cycle for all approved providers.²³

While six states allow students in K-12 grades to participate, states such as Texas limit eligibility to third- through twelfth-graders, and South Carolina limits eligibility to sixth- through twelfth-graders. Most course access programs also place limits on the amount of time a student can spend on online coursework during the school day. Wisconsin allows students to enroll in 2 courses per year, whereas Michigan allows students to enroll in 2 courses per academic term. Oklahoma requires students to enroll in at least one course in a regular classroom during the traditional school day.

MISSOURI: A UNIQUE OPPORTUNITY

The Show-Me State already has much of the infrastructure to create a course access program through an underused program known as the Missouri Virtual Instruction Program (MoVIP), which was signed into law in 2006. MoVIP provides access to online courses through approved providers. Course offerings are vetted by DESE and can be credited toward graduation. Initially, the Missouri legislature allocated \$5.2 million in state funding for the program,²⁴ and in 2007, 3,000 students enrolled in online courses through MoVIP.²⁵ Funding was cut in 2009,²⁶ however, and during the 2015-2016 school year only \$590,000 was made available to subsidize coursework for students designated as "medically fragile."27

According to DESE Communications Director Sarah Potter, about 200 school districts currently use MoVIP's services, and the past few years have yielded 500 student enrollments and 2,000 course enrollments, on average.²⁸ A 2011 survey conducted by the Show-Me Institute revealed that in many cases, parents paid tuition out-of-pocket for online classes.²⁹

So what makes MoVIP different from a course access program? Figure 4 displays how MoVIP compares to a statewide course access program. The defining difference between the two is that while Missouri school districts can create their own online programs and charge tuition to students outside school district boundaries, only in very rare cases do tax dollars follow students to the program. MoVIP currently offers dozens of course options that students can receive credit for, but few students have access to them because their families would have to pay out of

Missouri's existing virtual program provides a strong foundation for the implementation of a course access program.

– LAURA'S STORY –



When 7th-grader Laura Wilson moved halfway across the state from Dallas to the small town of Guthrie, Texas, the remote but tight-knit community was a culture shock.³⁵ Guthrie has 160 residents and no restaurants.

While the graduating class Laura left behind in Dallas had 600 students, her class in Guthrie had 10.

When Laura started high school, her parents worried their daughter wasn't being exposed to academically rigorous coursework, so they enrolled her in online

classes through the state's course access program.

Texas statute allows students to enroll in courses not currently offered by their traditional public school. Courses are funded by local school districts using a student's per-pupil expenditure. Texas school districts also can create their own online programs and accept students from across the state.

In 9th grade, Laura enrolled in two online courses through a school district more than 200 miles from Guthrie. Laura also enrolled in courses through GVS, her own school district's virtual program: sociology, psychology, and digital forensics.

While other students went to their regular classrooms, Laura headed to the school library to prepare for tests and touch base with teachers through online chat.

Laura embraced the challenge of online learning. "I became a different student. I was able to work at my own pace. I think it made me work harder," she said.

Now a freshman at Avalon Christian University, Laura is taking sophomore-level courses because of the online dual credit she obtained through South Plains College, and is pursuing a nursing degree.

pocket.30

MoVIP uses coursework from seven providers—Apex Learning, Mizzou K-12, Fuel Education, Florida Virtual School Global, Edison Learning, Connections Education, and North Kansas City Schools. Only two of these providers are public institutions based in the state.³¹ Mizzou K-12, which was founded by the University of Missouri College of Education, offers 10 college credit AP courses.³² North Kansas City School District allows students to enroll in advanced or remedial coursework.³³ Prior to the decrease in state-allocated funding for virtual learning in 2009, the E-campus at North Kansas City School District reported 600 course enrollments during the 2008-2009 school year.³⁴ Today, the campus charges tuition to out-of-district students.

Missouri's existing virtual program provides a strong foundation for the implementation of a course access program. The courses are already there, and the framework for awarding credit has been on the books for almost a decade. With some modifications to how online courses and providers are funded, every public school student in Missouri could once again have the opportunity to enroll in classes not currently offered by their brick-and-mortar school.

WHAT COULD COURSE ACCESS LOOK LIKE IN MISSOURI?

Let's use as an example the Exeter R-VI school district, located in Barry County, just north of the Arkansas border. According to DESE, the school district enrolled 322 students

Table 2

MoVIP Calculus Options³⁵

Course	Provider	Cost
Calculus Semester 1	Connections Education	\$395
Calculus Semester 1	Edison learning	\$255
Calculus Semester 1	Fuel Education	\$299
Calculus Semester 1	Mizzou K-12	\$582
Calculus Semester 2	Connections Education	\$395
Calculus Semester 2	Edison Learning	\$255
Calculus Semester 2	Fuel Education	\$299
Calculus Semester 2	Mizzou K-12	\$582
Calculus Honors-Semester 1	Florida Virtual School	\$400
Calculus Honors-Semester 2	Florida Virtual School	\$400
AP Calculus AB-Semester 1	Apex	\$300
AP Calculus AB-Semester 1	Connections Education	\$445
AP Calculus AB-Semester 1	Florida Virtual School	\$400
AP Calculus AB-Semester 1	Fuel Education	\$438
AP Calculus AB-Semester 1	Mizzou K-12	\$630
AP Calculus AB-Semester 2	Apex Learning	\$300
AP Calculus AB-Semester 2	Connections Education	\$445
AP Calculus AB-Semester 2	Florida Virtual	\$400
AP Calculus AB-Semester 2	Fuel Education	\$438
AP Calculus AB-Semester 2	Mizzou K-12	\$630
AP Calculus BC-Semester 1	Connections Educations	\$445
AP Calculus BC-Semester 1	Florida Virtual	\$400
AP Calculus BC-Semester 1	Fuel Education	\$448
AP Calculus BC-Semester 2	Connections Education	\$445
AP Calculus BC-Semester 2	Florida Virtual School	\$400
AP Calculus BC-Semester 2	Fuel Education	\$448

in the 2014–15 school year and had zero students take calculus, physics, or any AP course, and 7 students take chemistry. Although it is possible that there were simply no students in Exeter willing or able to take any of

these courses, for argument's sake, let's just say that there were.

According to DESE figures, the district spent \$9,261.11 per child per year in current expenses (which excludes things like capital outlays and

Because students must
pass the online course
in order for the school
district offering the
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paid the entire tuition
amount, there is built-in
accountability

debt service), 58.92 percent of which came from the state. That means the state sent the district \$5,456.64 per student. Under a course access program, the state could allow a student to take 3 courses outside of his or her assigned school, with each of those courses eligible for one-sixth of the total money the state sends, or \$909.44 (each).

If a student in Exeter were looking for an option to take Calculus, she could log into MOVIP and would find the options laid out in Table 2.

So, if she were interested in non-AP calculus, she could choose Fuel Education's course at \$299 per semester for a total of \$598, well below the \$909.44 maximum. The school she currently attends could keep the other \$311. If she were interested in AP calculus, she could take two Florida Virtual School semesters at \$400 each and still have \$109.44 left over that would remit to the school she attends. The leftover money could also help defray the cost of taking the AP exam. If necessary, some portion of those unspent funds could go to fund the overhead of the program or the administrative costs for districts.

We should also note that the preceding example is working from the existing stock of schools in the MOVIP program. The program could also allow schools and districts to create their own courses, get them sanctioned by the state or other school districts, and then offer them in the course access marketplace.

Administratively, the process for districts becoming course providers

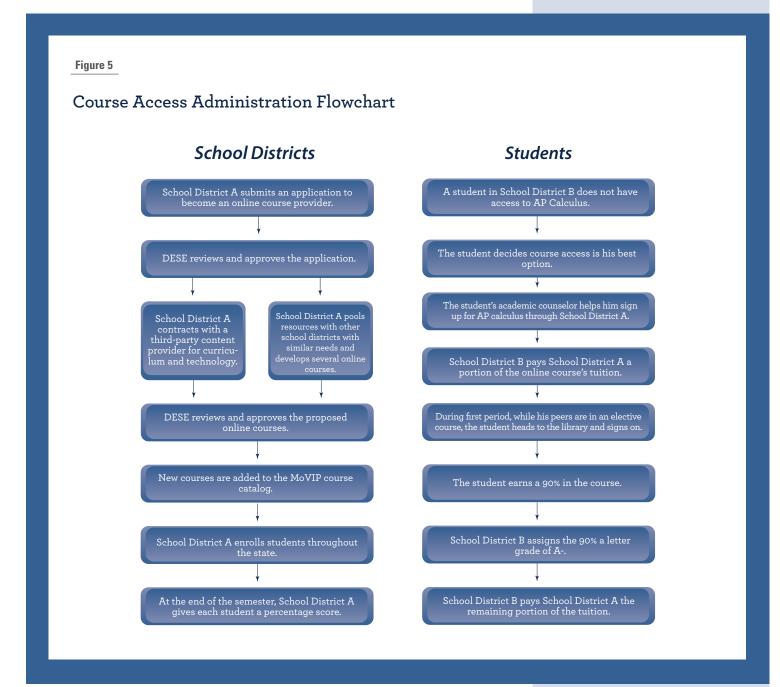
would look something like what is shown in Figure 5. The flowchart also shows how funds would be transferred from a home school district to a school district offering an online course. Because students must pass the online course in order for the school district offering the online course to get paid the entire tuition amount, there is built-in accountability.

Provided that School District A provides state-approved coursework that students wish to access, and provided that students successfully complete that coursework, the school district can make money.

CONCLUSION

Statistics on the level of preparation of Missouri students for success after high school are troubling. Clearly, something must be done to help students access and succeed in the coursework necessary for college success or the world of work. Course access is one option to do that.

Course access is especially promising as a potential solution to the problems of small, rural districts. Such districts are seen as an anachronism by many observers. They might be. But they also might have survived years of consolidations and changes because they offer something unique that students in their communities want. Rather than try and erase these institutions from the landscape of the state, programs like course access can help them keep up with modern times. These schools can still host the football team and put on the school play, they can offer classes for which they can get quality teachers, and they can remain the anchors of the



communities in which they operate. They can also provide the diversity and rigor of courses that their students will need to succeed in a rapidly changing world. Everyone can win.

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NOTES

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