
HOUSE BILL 1651

State of Washington

65th Legislature

2017 Regular Session

By Representatives Pollet, Doglio, Kilduff, Gregerson, Peterson, Frame, and Bergquist

1 AN ACT Relating to supporting students' success by increasing
2 retention and graduation rates with evidence-based programs; adding a
3 new section to chapter 28B.10 RCW; adding a new section to chapter
4 28B.50 RCW; adding new sections to chapter 28B.77 RCW; adding a new
5 section to chapter 28B.20 RCW; creating a new section; and making an
6 appropriation.

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

8 NEW SECTION. **Sec. 1.** (1)(a) The legislature recognizes that
9 student success is often a product of a good support system, and the
10 legislature finds that student supports such as academic and career
11 advising, tutors, cohort-based classes, peer mentor programs, and
12 orientation programs can help students achieve their dream of a
13 postsecondary education. The legislature finds that student retention
14 term-to-term and year-to-year significantly increases when students
15 attend required orientation programs or enroll in student success
16 courses. Orientation programs and student success courses help new
17 and transfer students become familiar with the institution and its
18 resources, and offer students opportunities to develop relationships
19 with their peers and faculty, thereby creating a sense of community.
20 Student success courses also teach students about study skills, the
21 expectations of college, and potential career pathways.

1 (b) Investment in student success programs promotes timely
2 graduation, which is a cost benefit to the student who pays less
3 tuition and can enter the workforce faster, and to the state, which
4 has reduced operating costs. In addition, college graduates earn more
5 over their lifetime than high school graduates, while federal, state,
6 and local governments enjoy increased tax revenues, less dependence
7 on social programs, and more civic engagement.

8 (2) The legislature finds that there are effective, evidence-
9 based examples of student success programs here in Washington state.
10 Some examples of those programs include:

11 (a) Columbia Basin College requires mandatory academic advising
12 and required enrollment in Human Development 101 for all students who
13 test into two or more remedial areas. The class is focused on
14 creating academic success by teaching students about learning
15 strategies, campus tools and resources, and how to develop an
16 academic plan to support their career and educational goals. For both
17 the 2012 and 2013 cohorts, students who took the class had higher
18 rates of retention than students with remedial needs who did not take
19 the class.

20 (b) Summer Bridge is a program offered by the University of
21 Washington-Tacoma to incoming freshmen who take an intensive, one-
22 month long university course for college credit. The course gives
23 students the tools they need to be successful, including academic and
24 financial aid advising, academic enhancement workshops, and peer
25 mentoring from sophomores, and provides opportunities to engage in
26 community service and receive career development information.
27 Students who participate in bridge programs are more likely to
28 succeed in college compared to students who do not participate.

29 (c) TRiO is a program for student support services that increases
30 access and success for low-income and first generation students, and
31 students with disabilities, at the community and technical college
32 level. The program helps students complete their associate degree and
33 successfully transfer to a four-year institution. TRiO services
34 include academic advising, counseling, mentoring, academic planning,
35 financial aid guidance, tutoring, library resources and textbook
36 rentals, and tours of four-year institutions.

37 (d) Mathematics, Engineering, Science Achievement (MESA) is a
38 nationally recognized program that supports and encourages
39 underrepresented students in an associate's program to pursue four-
40 year degrees in science, technology, engineering, and mathematics

1 (STEM) fields. MESA provides students with an orientation course,
2 academic workshops, academic advising, a designated study center for
3 students to work together, assistance with transferring to a four-
4 year university, and direct administrative support. Many of the
5 students also have internships with industry partners or speak at
6 conferences about their research. According to Washington MESA, for
7 the first MESA graduating class of 2011-12, one hundred percent of
8 the students who earned bachelor's degrees majored in STEM fields.
9 Seattle Central College MESA students who transfer to a four-year
10 university to pursue a STEM degree graduate at one hundred percent,
11 compared to non-MESA students who graduate at ninety percent.

12 (e) The state board for community and technical colleges'
13 Integrated Basic Education and Skills Training (I-BEST) program is
14 nationally recognized for its team teaching model of providing both
15 remedial education and career education concurrently, thereby
16 accelerating students' progress. An evaluation from the Community
17 College Research Center in December 2012 found three key facts: (i)
18 The highly structured I-BEST programs focus students' decisions and
19 support retention; (ii) I-BEST cohorts have higher rates of
20 performance; and (iii) on average, I-BEST students earned eighteen
21 credits compared to non-I-BEST workforce students who only earned
22 nine credits. A cost-benefit analysis of the program indicates that
23 while the I-BEST program costs more and the state funds the program
24 at a rate of 1.75 times the normal rate for a full-time equivalent
25 student, the return on investment justifies the cost.

26 (3) The legislature recognizes that the institutions of higher
27 education have an intent to increase student supports as illustrated
28 by the following examples from their budget requests:

29 (a) Eastern Washington University's request to create advising
30 teams, which includes hiring a student success advisor for each
31 department who would focus on those students in danger of not
32 graduating;

33 (b) Central Washington University's request to develop four full-
34 service transfer student centers around the state to provide
35 advising, career guidance, tutoring, mentoring, and social support
36 for transfer students at campuses in Ellensburg, Des Moines,
37 Lynnwood, and Joint Base Lewis-McChord;

38 (c) Western Washington University's request to improve the campus
39 tutoring center by hiring more peer tutors and increasing staff
40 resources, to hire a mathematics liaison to optimize collaboration

1 between the mathematics department and the tutoring center, and to
2 provide tutor-led entry level mathematics student groups in the
3 residence halls;

4 (d) The Evergreen State College's request to expand peer
5 mentoring to all first-time, first-year students, and to double the
6 First Peoples Scholars program, which brings first-year and transfer
7 students to campus before orientation to focus on building community;

8 (e) The University of Washington's requests to expand staff and
9 peer tutoring for STEM programs, implement a summer bridge program at
10 the Seattle campus while expanding the summer bridge program at the
11 Tacoma campus, implement a university 101 student success course at
12 the Tacoma campus, and hire an additional staff person to improve
13 college bound scholarship students' success by helping students
14 develop effective learning strategies, study skills, and financial
15 literacy while receiving proactive academic counseling; and

16 (f) The state board for community and technical colleges' request
17 to expand the I-BEST program by an additional nine hundred students
18 annually for the 2017-2019 biennium, and to expand the current six
19 MESA pilot programs to all thirty-four community and technical
20 colleges across the state.

21 (4) Recognizing the evidence-based examples of student support
22 programs currently available, and the institutions' intent to provide
23 additional supports, it is the legislature's intent to provide a
24 framework to expand student supports.

25 (5) The legislature also recognizes that an unintended
26 consequence of reduced state support for the research universities,
27 coupled with increased tuition, has led to fifty-five percent of all
28 graduate and professional degree programs at the University of
29 Washington becoming fee-based, self-sustaining programs. These fee-
30 based, self-sustaining graduate programs do not offer lower in-state
31 tuition to Washington residents and may not be eligible for certain
32 financial aid programs. The increased cost of these fee-based, self-
33 sustaining graduate programs leads to decreased diversity, increased
34 student loan debt, and a decrease in the availability of students
35 willing to enter traditionally low-compensated occupations, such as
36 public service professions in the areas of public health,
37 librarianship, information services, and social work. Therefore, the
38 legislature intends for the public service graduate conditional grant
39 program to provide a long-term reinvestment that will enable

1 Washington residents to obtain graduate degrees necessary for public
2 service careers.

3 NEW SECTION. **Sec. 2.** A new section is added to chapter 28B.10
4 RCW to read as follows:

5 By the beginning of the 2018-19 academic year, the four-year
6 institutions of higher education shall implement a student success
7 program for all students who are receiving need-based federal or
8 state grant aid. The student success program must take the form of a
9 credit-based class, orientation program, or peer mentoring program
10 that is based on research or documented evidence of success at other
11 institutions with comparable student populations. The student success
12 program may include elements of:

13 (1) Learning about study skills, time management, and college
14 success skills;

15 (2) Academic advising and career planning;

16 (3) Basic financial literacy and information and requirements for
17 financial aid, including student loan programs and debt, particularly
18 for students from cultural or economic backgrounds with limited
19 knowledge of student loans and debt;

20 (4) Acclimating students to the institution's campus, resources,
21 services, and culture, including the expectations and demands of
22 postsecondary education;

23 (5) Tutoring or peer tutoring;

24 (6) Cohort-based programs; and

25 (7) Peer mentorship.

26 NEW SECTION. **Sec. 3.** A new section is added to chapter 28B.50
27 RCW to read as follows:

28 By the beginning of the 2018-19 academic year, the community and
29 technical colleges shall implement the following for all students
30 enrolled in a degree-granting program:

31 (1) A student success program that is either a credit-based
32 class, orientation program, or peer mentoring program that is based
33 on research or documented evidence of success at other institutions
34 with comparable student populations. The student success program may
35 include elements of:

36 (a) Learning about study skills, time management, and college
37 success skills;

38 (b) Academic advising and career planning;

1 (c) Basic financial literacy and information and requirements for
2 financial aid, including student loan programs and debt, particularly
3 for students from cultural or economic backgrounds with limited
4 knowledge of student loans and debt;

5 (d) Acclimating students to the institution's campus, resources,
6 services, and culture, including the expectations and demands of
7 postsecondary education;

8 (e) Tutoring or peer tutoring;

9 (f) Cohort-based programs; and

10 (g) Peer mentorship;

11 (2) An evidence-based remedial program, such as the integrated
12 basic education and skills training program, for those students with
13 remedial mathematics or English education needs. The remedial program
14 may include elements of:

15 (a) Team teaching;

16 (b) Mixed basic skills and college-level curriculum;

17 (c) Accelerated basic skills curriculum; and

18 (d) Flipped classroom instruction.

19 NEW SECTION. **Sec. 4.** A new section is added to chapter 28B.77
20 RCW to read as follows:

21 Subject to availability of amounts appropriated for this specific
22 purpose, the council shall administer a competitive grant program to
23 award grants to the institutions of higher education and nonprofit
24 organizations that partner with the institutions of higher education
25 to provide precollege or ongoing peer mentoring by the 2018-19
26 academic year. The council shall prioritize grant proposals that
27 assist underrepresented, low-income, or first-generation college
28 students. The peer mentoring programs must focus on increasing
29 retention and graduation rates. The council shall develop
30 requirements for the grant program, including an application process,
31 criteria for awards, and a review process. Each institution of higher
32 education that receives a grant under this section may provide space
33 free of charge to the partner nonprofit organization providing
34 mentoring services on campus. The institutions of higher education
35 that receive a grant under this section may use state work-study
36 funds for training and supporting student mentors as a part of the
37 partnership created under this section, provided that students meet
38 eligibility requirements in RCW 28B.12.060.

1 NEW SECTION. **Sec. 5.** A new section is added to chapter 28B.77
2 RCW to read as follows:

3 (1) The council shall contract with the western interstate
4 commission for higher education to conduct an evaluation of the
5 following:

6 (a) The student success programs and remedial programs
7 implemented at the institutions of higher education as required under
8 sections 2 and 3 of this act. The evaluation must review the
9 effectiveness of the programs based on the following measures of
10 success:

- 11 (i) Improves student retention;
- 12 (ii) Improves graduation rates;
- 13 (iii) Reduces time to degree;
- 14 (iv) Reduces barriers to degree completion;
- 15 (v) Targets student populations with the most need;
- 16 (vi) Is cost-effective; and
- 17 (vii) Specifically for the remedial programs, reduces time spent
18 in remedial classes and improves students' basic skills to create
19 pathways to high-demand degree fields; and

20 (b) The competitive grant program for peer mentoring created
21 under section 4 of this act, including:

22 (i) A description of the grant programs funded and who is being
23 served;

24 (ii) Anecdotal and empirical data, including the following
25 measures of success:

- 26 (A) Improves student retention;
- 27 (B) Improves graduation rates;
- 28 (C) Reduces time to degree;
- 29 (D) Reduces barriers to degree completion;
- 30 (E) Targets student populations with the most need; and
- 31 (F) Is cost-effective; and
- 32 (iii) Which grant programs show greatest improvement in the
33 measures of success.

34 (2) After the evaluation, the council and the state board for
35 community and technical colleges, in consultation with the western
36 interstate commission for higher education, shall include
37 recommendations on how the student success, remedial, and grant
38 programs may be improved. For the community and technical colleges,
39 if the evaluation indicates that certain student success and remedial
40 programs outperform others based on the measures of success, the

1 state board for community and technical colleges shall coordinate
2 with the community and technical colleges affected to change less
3 effective programs to those found to be more effective.

4 (3) In response to the council's recommendations, the four-year
5 institutions of higher education shall coordinate with the council to
6 indicate how the institutions will make adjustments to their student
7 success programs to improve the measures of success.

8 (4) A report on the evaluation, recommendations, and
9 institutions' responses is due to the legislature by October 1, 2021,
10 and October 1st every four years thereafter, to the appropriate
11 higher education committees of the legislature and in accordance with
12 the reporting requirements in RCW 43.01.036.

13 (5) The council shall take into account the results of the
14 evaluation when funding grant programs in the future.

15 NEW SECTION. **Sec. 6.** A new section is added to chapter 28B.77
16 RCW to read as follows:

17 (1) The council shall contract with the western interstate
18 commission for higher education to conduct an evaluation on mental
19 health counseling and services provided for students at the
20 institutions of higher education as defined in RCW 28B.10.016. This
21 evaluation must include a description of:

22 (a) How these services are provided;

23 (b) How the services are funded and at what capacity the services
24 are funded;

25 (c) How many students are being served and the types of students
26 being served;

27 (d) Whether students have immediate access to services and, if
28 not, the average wait time for services; and

29 (e) Any additional information that provides a picture of the
30 current needs and demands for mental health services at the
31 institutions of higher education.

32 (2) A report on the evaluation of mental health counseling and
33 services is due to the appropriate committees of the legislature by
34 September 1, 2018, and in accordance with the reporting requirements
35 in RCW 43.01.036.

36 NEW SECTION. **Sec. 7.** A new section is added to chapter 28B.20
37 RCW to read as follows:

1 (1) The definitions in this subsection apply throughout this
2 section.

3 (a) "Conditional grant" means a loan that is forgiven in whole or
4 in part in exchange for service in a public service career in
5 Washington.

6 (b) "Eligible student" means a student who is accepted into a
7 public service fee-based, self-sustaining graduate program, is a
8 resident student as defined in RCW 28B.15.012 and 28B.15.013, and has
9 a declared intention to complete an approved public service-oriented
10 fee-based, self-sustaining graduate program.

11 (c) "Equalization fee" means the additional amount added to the
12 conditional grant under this section to equate the debt to that which
13 the student would have incurred if he or she would have received a
14 loan through the federal direct loan program.

15 (d) "Forgiven" or "to forgive" or "forgiveness" means to render
16 service in a public service career in the state of Washington in lieu
17 of monetary repayment.

18 (e) "Participant" means an eligible student who has received a
19 conditional grant under this section.

20 (f) "Public service" includes employment with a public agency,
21 public entity, or a nonprofit organization, and careers in the fields
22 of librarianship, information services, public health, social work,
23 and research and teaching in public service programs.

24 (g) "Satisfied" means paid-in-full.

25 (2) The public service graduate degree conditional grant program
26 is created at the University of Washington. The University of
27 Washington shall administer the program and has the following
28 responsibilities:

29 (a) To adopt necessary rules and develop guidelines to administer
30 the program;

31 (b) To collect and manage repayments from participants who do not
32 meet their service obligations;

33 (c) To accept grants and donations from public and private
34 sources for the program;

35 (d) To publicize the program; and

36 (e) To select eligible students to receive conditional grants
37 based on an application process and selection criteria established by
38 the University of Washington. The selection criteria must emphasize
39 whether the eligible student has financial need, is a first-
40 generation college student, is from a traditionally underrepresented

1 population, and the student's commitment to public service, including
2 a commitment to working in underserved communities for which
3 recruitment of credentialed professionals is difficult.

4 (3) To receive a conditional grant, the recipient must maintain
5 enrollment and make satisfactory progress toward completion of his or
6 her graduate degree.

7 (4) The University of Washington may award conditional grants to
8 eligible students from the funds appropriated to the university for
9 this purpose, from any private donations, or any other funds given to
10 the university for this program. The amount of the conditional grant
11 awarded to a participant may not exceed the difference between the
12 fees charged for the participant's public service fee-based, self-
13 sustaining graduate degree program and a similar graduate degree
14 program's in-state tuition and fees at the University of Washington.
15 If there is no similar tuition-based program at the University of
16 Washington, a similar program at a peer public institution of higher
17 education should be used.

18 (5) A participant in the conditional grant program incurs an
19 obligation to repay the conditional grant, as a loan with interest
20 and an equalization fee, unless:

21 (a) He or she is employed in a public service field in Washington
22 for five years following graduation, under rules adopted by the
23 University of Washington; or

24 (b) He or she receives the conditional grant in the form of a
25 research assistantship or teaching assistantship with an applicable
26 department at the University of Washington in a similar field as
27 their graduate degree. A research assistantship or teaching
28 assistantship funded under this program is subject to any collective
29 bargaining agreements between graduate students and the University of
30 Washington.

31 (6) In developing the repayment requirements for a conditional
32 grant that is converted into a loan, the terms and conditions of the
33 loan must follow the interest rate and repayment terms of the federal
34 direct subsidized loan program. In addition, the University of
35 Washington must consider the following repayment schedule:

36 (a) For less than one year of service in a public service career,
37 the loan obligation is eighty-five percent of the conditional grant
38 the student received, plus interest and an equalization fee;

1 (b) For less than two years of service in a public service
2 career, the loan obligation is seventy percent of the conditional
3 grant the student received, plus interest and an equalization fee;

4 (c) For less than three years of service in a public service
5 career, the loan obligation is fifty-five percent of the conditional
6 grant the student received, plus interest and an equalization fee;

7 (d) For less than four years of service in a public service
8 career, the loan obligation is forty percent of the conditional grant
9 the student received, plus interest and an equalization fee;

10 (e) For less than five years of service in a public service
11 career, the loan obligation is twenty-five percent of the conditional
12 grant the student received, plus interest and an equalization fee.

13 (7) The University of Washington is responsible for collection of
14 repayments made under this section and shall exercise due diligence
15 in such collection, maintaining all necessary records to ensure that
16 maximum repayments are made. Collection and servicing of repayments
17 under this section shall be pursued using the full extent of the law,
18 including wage garnishment if necessary. The University of Washington
19 is responsible for forgiving all or parts of such repayments under
20 the criteria established in this section and shall maintain all
21 necessary records of forgiven payments.

22 (8) The public service graduate degree conditional grant account
23 is created in the custody of the state treasurer. An appropriation is
24 not required for expenditures of funds from the account. The account
25 is not subject to allotment procedures under chapter 43.88 RCW except
26 for moneys used for program administration. The University of
27 Washington shall deposit in the account all moneys received for the
28 public service graduate degree conditional grant program. The account
29 shall be self-sustaining and consist of funds appropriated by the
30 legislature for the public service graduate degree conditional grant
31 program, private contributions to the program, and receipts from
32 participant repayments from the public service graduate degree
33 conditional grant program. Expenditures from the account may be used
34 solely for conditional grants to participants in the public service
35 graduate degree conditional grant program established by this section
36 and costs associated with program administration by the University of
37 Washington. Disbursements from the account may be made only on the
38 authorization of the University of Washington.

1 NEW SECTION. **Sec. 8.** The sum of two million dollars, or as much
2 thereof as may be necessary, is appropriated for the fiscal year
3 ending June 30, 2019, from the general fund to the University of
4 Washington for the purposes of section 7 of this act.

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