



A Double the Numbers Publication from Jobs for the Future

On Ramp to College

A State Policymaker's Guide to Dual Enrollment

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GUIDING PRINCIPLES DUAL ENROLLMENT AND INCREASING ACCESS TO COLLEGE

Based on Jobs for the Future's experience in the field, we have defined high-level principles that characterize the best dual enrollment programs:

- ▶ The mission of dual enrollment is to serve a wide range of students, particularly those from groups who attend college at disproportionately low rates.
- ▶ All of the state's public high schools provide equal access to dual enrollment opportunities.
- ▶ College credit substitutes for high school credit, allowing students to accelerate in the specific subjects in which they demonstrate strength.
- ▶ The secondary and post-secondary sectors share responsibility for dual enrollment student success.
- ▶ Funding mechanisms are based on the principle of no cost to students and no financial harm to secondary and post-secondary partners.
- ▶ The state collects individual student and statewide data in order to assess the program's impact and help design improvements.
- ▶ The policy is part of a statewide agenda to increase the rigor of the high school diploma and is guided by a K-16 governance structure.

ACKNOWLEDGMENTS

The authors dedicate this guide to the many policymakers and practitioners who are taking the risk of promoting and supporting college course-taking in high school among young people who did not grow up “college bound.” We benefited from collaborating with state officials, early college leaders, and dual enrollment program directors in their struggle to create and implement policies that get results for young people. We are also grateful to the researchers who, often unasked, sent us their findings on dual enrollment, however preliminary, and to our tolerant and critical JFF colleagues who read drafts of this work as it evolved. We also wish to thank the Council of Chief State School Officers and the state officials they convened for reviewing an early draft of the policy self assessment tool. And a special thank you to Andrea Venezia for the initial research that underlies this guide.



Jobs for the Future seeks to accelerate the educational and economic advancement of youth and adults struggling in today's economy. JFF partners with leaders in education, business, government, and communities around the nation to: strengthen opportunities for youth to succeed in postsecondary learning and high-skill careers; increase opportunities for low-income individuals to move into family-supporting careers; and meet the growing economic demand for knowledgeable and skilled workers.

On Ramp to College is one of a series of *Double the Numbers* publications from Jobs for the Future. These publications are designed to deepen support for state and federal policies that can dramatically increase the number of low-income young people who graduate high school ready for college and work and who enter and complete postsecondary education.

To download this guide, and for additional information on dual enrollment, please visit the JFF Web site: www.jff.org.

On Ramp to College

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“It’s like I’m so much more important to the teachers now that I’m [taking college courses]. They pay attention to me because they know I’m serious and I’m not going to fool around in class and miss assignments and stuff like that. I’m college-bound now.”

—RHODE ISLAND HIGH SCHOOL STUDENT

Introduction

We can predict the future economic well-being of our young people, and that of the United States, by how well educated they are. Those with a Bachelor’s degree or higher will head toward the top of the income scale, while those with only a high school diploma will move to the bottom—where they are likely to cost states more in services than they can contribute in taxes and workforce productivity (Carnevale 2007). Indeed, according to *Hitting Home*, a Jobs for the Future report on challenges confronting U.S. higher education, educational attainment correlates with personal income and state economic strength (Reindl 2007). When educators celebrate high school graduation, they sell students short unless they send a second clear message: completing an Associate’s degree or an industry certificate is a minimum educational requirement for achieving a family-supporting income.



Despite this economic reality, the number of students who actually earn a postsecondary credential is startlingly small, and states face enormous challenges in increasing postsecondary attainment. In fact, fewer than half of all ninth graders—only 40 percent—enroll in college four years later, according to a national report card by the nonprofit National Center for Public Policy and Higher Education. Of those who do enroll, many never complete a postsecondary credential. Even in the best-performing states, only 65 percent of community college students return for a second year. In 2006, only 29 percent of community college students attained a degree within three years of enrolling. And 56 percent of students completed a degree within six years of enrolling in a four-year institution.¹ Completion rates for low-income students and students of color are significantly lower.

An analysis of data from the National Education Longitudinal Study (NELS:88) pinpoints the problem: Students from the middle and upper ends of the socioeconomic spectrum (i.e., quintiles 3-5) are almost five times more likely to earn a college degree than their least-advantaged classmates.² While 52 percent of students from the middle and upper levels of the socioeconomic ladder complete college and earn a postsecondary degree, only 11 percent of students from the lowest group attain a degree. Students from the second-lowest group fare

better, with 24 percent earning a college degree, but this rate of completion is still significantly worse than their more affluent peers (Goldberger 2007). (See Figure 1.)

State education leaders, like most Americans, believe that hard-working students, regardless of their family backgrounds, should be able to get a postsecondary credential. So how can states ensure that more young people get the postsecondary skills and knowledge needed for financial self-sufficiency, civic participation, and state economic stability?

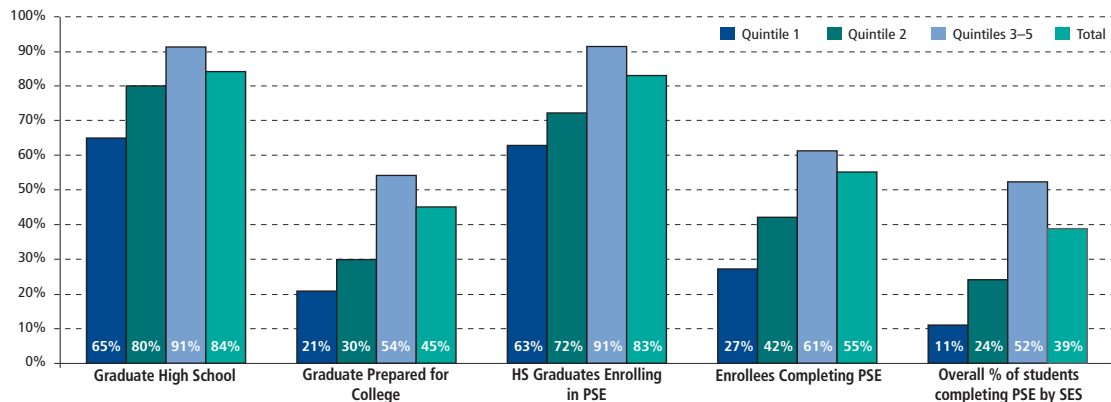
Many states are raising high school graduation standards and building better bridges between secondary schools and higher education to help ensure that more students start on the path to a postsecondary credential and stay on that path to earn one. Within states, this work entails:

- aligning high school exit and college entrance standards;
- requiring a rigorous academic curriculum;
- building incentives into the state’s accountability system for schools to retain and graduate all students;
- promoting collaboration between education sectors through K-16 councils; and
- installing data systems to track student progress.

This guide also addresses each of those points. Just as important, it shows how state policymakers can use dual enrollment—a rapidly expanding mechanism for allowing students to enroll in and earn credit for college-level coursework while still in high school—as a valuable part of a comprehensive, statewide effort to expand college opportunity for all.

While dual enrollment programs have existed in some form for many years, their primary purpose has been to provide accelerated work for advanced students, including those in Career and Technical Education programs. However, dual enrollment can do much more than advance such students. When properly designed, it can serve as an “on ramp” to postsecondary education for students otherwise unlikely to attend college. Dual enrollment gives students practice at doing college-level work while receiving support from collaborating high school and college instructors. In addition, dual enrollment can serve as a powerful impetus for integrating high school and postsecondary education into a continuous system spanning grades 9 through 16.

Figure 1: The college completion gap between low-SES and high-SES students is the cumulative result of gaps in achievement along every step of the education pipeline.



Percentage of eighth graders by SES status who attain different levels of education.
Source: Goldberger (2007).



SECTION ONE: *Overview of Current Dual Enrollment Policies and Practices*

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The Goal of this Guide

► **An electronic version of this guide and additional information on dual enrollment are available on the JFF Web site: www.jff.org.**



Today, a number of states recognize the power of dual enrollment to link high school and college: they are redesigning their dual enrollment programs and policies—or crafting new ones—to serve as a bridge to college for all. The goal of this guide is to help policymakers make informed decisions as they do this important work. Jobs for the Future derived the advice here from promising practices in states that are leading the way in opening dual enrollment to a broad range of students and creating coherent secondary-postsecondary education systems—several in partnership with JFF. We designed this guide to spur policymakers to ask the right questions, consider the full range of options, and learn from the experience of others.

The guide has three sections:

Section One provides an *overview* of and background information about the status of dual enrollment programs and policies across the United States. It reviews the benefits of expanding dual enrollment to a more diverse group of students, information on what is known about outcomes, and the need for revision of dual enrollment policies in order to allow programs to serve this broader mission.

Section Two contains *purpose and principles* for designing each critical component of quality dual enrollment legislation or regulations, as well as detailed suggestions for shaping the necessary state policies. The principles, each covered in a chapter, are organized as follows:

- 1 Establishing a clear purpose;
- 2 Designing equitable eligibility and access rules;
- 3 Ensuring course quality;
- 4 Providing academic and social support to ensure student success;
- 5 Funding mechanisms;
- 6 Creating data systems elements that track outcomes and monitor quality; and
- 7 Implementing governance, accountability, and alignment mechanisms to ensure that secondary and postsecondary systems work together.

Each chapter in Section Two begins with principles for decision making, and then provides comments on design choices. The guide notes common problems that arise when states expand the mission and scope of dual enrollment and suggests how to address those issues. It also highlights existing policies from several states to illustrate various options in practice. Tips suggest ways to strengthen and aid in policy implementation.

Section Three is a “Policy Self-assessment Tool” that policymakers can use to gauge how closely their dual enrollment policies coincide with the principles presented in this guide.

► ***Throughout the guide are noteworthy examples of dual enrollment legislation and rules from various states, as well as reference links to helpful publications and Web sites.***



Dual Enrollment as an “On Ramp to College”



Dual enrollment programs allow high school students to enroll in college-level coursework and earn credit for it while they are still in high school.³ Students typically enroll in college courses in their junior and senior years. In most programs, courses result in dual credit; the college course replaces a required high school course and the student earns credit for both. In some programs, however, students must choose between high school or college credit. Many dual enrollment programs offer free or discounted tuition, providing a significant savings for families who otherwise could not afford to send their children to college.

The Status of Dual Enrollment Today

The availability of dual enrollment data varies by state, but the data that do exist suggest that dual enrollment has become a common option in American high schools, including as a component of Career and Technical Education programs (Karp et al. 2007). In the first national studies of dual enrollment patterns, the National Center for Education Statistics found that approximately 813,000 high school students took college-level courses through postsecondary institutions as of 2002-03, either within or outside of dual enrollment programs. This represents about 5 percent of all high school students (Waits, Setzer, & Lewis 2005; Kleiner & Lewis 2005). If we assume most course-takers are juniors or seniors, the percentage of dual enrollees among these students rises to approximately 13 percent.

NCES also found that dual enrollees accounted for a total of 1.2 million course enrollments in 2002-03. During that school year, 71 percent of public high schools offered dual credit course opportunities to their students. Of these schools, 92 percent offered academic courses and 51 percent technical courses (Waits, Setzer, & Lewis 2005).

In states with longstanding dual enrollment programs offered at no cost to students, 10 to 30 percent of juniors and seniors earn college credit while in high school. While state-by-state participation rates do not exist for all states with policies, states that do collect data report that participation continues to accelerate (Karp et al. 2007).

However, students who may have the most potential to benefit from getting a head start on college—those currently underrepresented in higher education—are participating the least. Schools with the highest minority enrollment are least likely to offer dual enrollment courses. Twenty percent of these schools indicated that they did not offer any dual credit or exam-based (i.e., Advanced Placement or International Baccalaureate) courses, compared with only 6 to 12 percent of schools with lower minority enrollment (Waits, Setzer, & Lewis 2005).

The Benefits and Outcomes of Dual Enrollment

Dual enrollment programs have the potential to result in substantial benefits for high school students and their families, particularly for those who may not appear college bound. The promise of free or low-cost college credit, combined with the opportunity to compress the time needed to earn a degree, can motivate young people to perform well enough to become eligible. Faced with the higher expectations of college-level courses and with appropriate academic supports, many rise to the challenge, proving to themselves and others that they are indeed capable of postsecondary work.

New research provides early evidence that dual enrollment programs can help students realize the benefits suggested above: completing college faster and improving their college performance. While more research is needed, especially about the impact of dual enrollment on the new constituency, studies of programs in Arizona, Florida, California, and the City University of New York are promising. Several studies conclude that high school students who take college courses subsequently perform better in college than those with no history of dual enrollment course-taking (Spurling & Gabriner 2002; University of Arizona 1999; Windham & Perkins 2001). A 2007 study of Florida and of College Now at City University of New York, using one of the few longitudinal data sets available, had additional promising findings, among them: dual enrollment was positively related to enrollment in college for both the full sample and for students taking college courses while in vocational high schools, and it increased the likelihood of enrolling in a four-year institution. Dual enrollment also had a positive impact on retention and grade point average. Strikingly, dual enrollment students had earned 15.1 more credits than their non-dual enrollment peers three years after high school graduation (Karp et al. 2007). Another national study found that students who earned college credits in dual enrollment and similar programs before high school graduation had a lower average time to degree—4.25 years for students having nine or more credits—than students with no previous credit, who finished in 4.65 years on average (Adelman 2004).

While there is only anecdotal evidence to confirm it, dual enrollment programs also may provide additional advantages for some students over other advanced academic programs in signaling to college admissions officers that the student is college-ready. Unlike the Advanced Placement program, which uses a single, high-stakes test to determine whether a student has earned college credit during high school, most college courses provide multiple assessments over the semester and a cumulative grade at the end. Students who are inexperienced test takers or are new to college expectations may fare better in dual enrollment classes. In addition, dual enrollment links each student to the postsecondary institution providing the college courses. Many colleges provide dual enrollees with a college ID and access to facilities; at some colleges, dual enrollees do not have to apply to the college if they choose to continue there. Many dually enrolled students stay with the same institution to finish their degrees because they already have the school's transcript and credits—providing colleges with well-prepared, nonremedial students.

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More research on dual enrollment is needed, and it is well worth a national effort to carry that out. First, however, more states must develop the capacity to collect data on dual enrollment and to link this high school data with students' later college performance—a capacity only a few states currently have. (See “*Developing Data Systems to Monitor Quality and Success.*”) The benefits above make dual enrollment attractive to policymakers. Governors, education commissioners, higher education system heads, and legislators find broad political appeal in the principle that qualified students can earn the privilege of taking free college courses while in high school. Indeed, when students who have been historically underrepresented in higher education participate successfully in dual enrollment courses, they can change public attitudes about how motivated and prepared such young people are to attend college.

Equity

As a key component of an educational equity agenda, dual enrollment can help a state's education system to both raise achievement levels of all students and close the achievement gap between members of different income and racial/ethnic groups.

Groups that may benefit from dual enrollment programs but do not now participate at proportionate rates include low-income students, students of color, first-generation college-goers, English Language Learners, overage students, and students in isolated high schools that cannot offer a wide variety of courses (Western Interstate Commission for Higher Education 2006). Once extended to a broader range of students, dual enrollment programs have the potential to spur these important improvements. Thomas R. Bailey and Melinda Mechur Karp (2003) note four ways to make this occur:

- Increase the pool of historically underserved students who are ready for college;
- Provide realistic information to high school students about the knowledge and skills that they will need to succeed in postsecondary education;
- Help high school faculty to better understand the preparation their students need for college; and
- Promote formal, long-term partnerships between postsecondary institutions and high schools.

In addition, dual enrollment can create a feedback loop between K-12 and postsecondary systems regarding issues of standards, assessments, curriculum, and transitions from high school to college.

A New Generation of Dual Enrollment Policies

As dual enrollment programs become more popular and a wider range of students participate, many states are discovering a mismatch between their policies and the new purposes dual enrollment is beginning to serve. All but eight states have dual enrollment policies, while the remainder have locally developed programs (Western Interstate Commission for Higher Education 2006). However, few were explicitly designed as a bridge to college for students not already college bound. Nor were the policies set up to take advantage of the connections between secondary and postsecondary education required in a dual enrollment program.

This situation has begun to change. A number of states—including Florida, Georgia, Illinois, Kentucky, Maine, New York (CUNY), North Carolina, Pennsylvania, Rhode Island, Texas, and Utah—now have or are crafting statewide dual enrollment policies that look decidedly different than those established mainly for the benefit of the gifted and talented. These policies make the attainment of college credit in high school an opportunity for a wide range of high school students. This guide draws examples primarily from these states.

The table beginning on the next page provides a snapshot of the scale of dual enrollment participation and increases in growth.

GUIDING PRINCIPLES

Based on Jobs for the Future’s experience in the field, we have defined high-level principles that characterize the best dual enrollment programs:

- ▶ The mission of dual enrollment is to serve a wide range of students, particularly those from groups who attend college at disproportionately low rates.
- ▶ All of the state’s public high schools provide equal access to dual enrollment opportunities.
- ▶ College credit substitutes for high school credit, allowing students to accelerate in the specific subjects in which they demonstrate strength.
- ▶ The secondary and post-secondary sectors share responsibility for dual enrollment student success.
- ▶ Funding mechanisms are based on the principle of no cost to students and no financial harm to secondary and post-secondary partners.
- ▶ The state collects individual student and statewide data in order to assess the program’s impact and help design improvements.
- ▶ The policy is part of a statewide agenda to increase the rigor of the high school diploma and is guided by a K-16 governance structure.

Participation Data on Dual Enrollment Programs in Cutting Edge States

Students in Credit Courses	Number of Credit Hours (or Courses) Completed by Students in Dual Enrollment	Increase in Participation ^a	Race/Ethnicity of Participants	Other Comments
FLORIDA, 2006–07^b				
32,196 at community colleges 3,200 at four-year institutions	Students earned 287,874 credit hours and 10,299 credit hour equivalents (career and technical programs) through community college dual enrollment courses.	Total student enrollment for 2006-07 decreased 2% (or 720 students) from 2005–06.	White: 72% Black: 9% Latino: 11% Asian: 4% American Indian: <1% Unknown: 4%	Each of Florida's 11 public universities and 28 community colleges participates in dual enrollment.
GEORGIA, 2005–06^c				
4,046 students	10,452 courses were completed under either the Accel or Hope Grant Program. ^d	N/A	N/A	35 state technical colleges and 35 universities within the Georgia system offer dual enrollment courses. An unknown number of private institutions also provide dual enrollment opportunities to students in Georgia.
ILLINOIS, 2003–04				
20,405	28,994 credit hours completed	Total student enrollment for 2003-04 increased 33% (or 5,016 students) from 2002–03.	White: 78% Black: 7% Latino: 6% Asian: 5% American Indian: 2% Unknown: 2%	56 Illinois community colleges, including all public colleges, offer some type of dual credit.
MAINE, 2006–07^e				
2,100	N/A	Total student enrollment for 2006-07 increased 105% (or 1,078 students) from 2005–06. ^f	N/A	91 out of 130 high schools in Maine offer dual enrollment.
NEW YORK (CUNY), 2006–07				
14,804	20,650 credit courses completed	Total student enrollment for 2006-07 increased 3% (or 424 students) from 2005–06.	White: 18% Black: 24% Latino: 19% Asian: 22% American Indian: <0.01% Other: 9% Unknown: 9%	CUNY's 17 undergraduate institutions participate in College Now.
NORTH CAROLINA, FALL 2007				
34,530 students	Students earned 35,572 credit hours	Total student enrollment for 2007 increased 17% (or 5,995 students) from 2006. ^g	White: 74% Black: 17% Latino: <1% Asian: <1% American Indian: <1% Unknown: <1%	North Carolina has three types of dual enrollment programs: Huskins, concurrent enrollment, and Learn & Earn.

Participation Data on Dual Enrollment Programs in Cutting Edge States, continued

Students in Credit Courses	Number of Credit Hours (or Courses) Completed by Students in Dual Enrollment	Increase in Participation ^a	Race/Ethnicity of Participants	Other Comments
PENNSYLVANIA, 2005–06				
7,270	10,099 courses completed	First dual enrollment program in PA, in 2005-06	18% of the students participating in the program were low-income students.	218 total school districts offered dual enrollment to their students.
TEXAS, 2006–07				
57,554	253,250 semester credit hours earned	Total student enrollment for 2006-07 increased 36% (or 15,387 students) from 2005-06.	White: 54% Black: 5% Latino: 34% Asian: 3% American Indian: <1% International: <1% Unknown: 2%	Texas requires every district to provide students with the equivalent of 12 college credit hours.
UTAH, 2006–07				
27,967	190,254 credit hours completed	Total student enrollment for 2006-07 increased 3% (or 778 students) from 2005–06.	White: 91% Black: <1% Latino: 5% Asian: 2% American Indian: <1% Unknown: 5%	110 of the 114 regular high schools and 14 of the 24 charter schools participate in concurrent enrollment.

^a Figures reporting the race/ethnicity of the participants were rounded to the nearest whole percentage; totals may not add up to 100 percent.

^b Florida data are specific to the state's 28 community colleges. The data reported do not include data on dual enrollees at the state's public four-year universities.

^c Data on dual enrollment is not systematically collected in Georgia; accurate data on statewide participation in dual enrollment is not available. The enrollment numbers reported in the table beginning on page 10 are based on data collected by the Georgia Department of Education, and is limited to higher education. Public and private secondary school students participating in dual enrollment courses at private universities are excluded from this figure, as well as high school students whose families pay fees out-of-pocket for dual enrollment courses.

^d In Georgia, the Accel program covers the fees of students to take dual enrollment courses in the main content areas: mathematics, English language arts, science, social science, and foreign languages. The Hope Grant Program allows high school students to take technical courses approved by the Georgia Department of Education and the Georgia Department of Technical and Adult Education.

^e There are several programmatic models in Maine. These estimates include dual enrollment courses offered via the community colleges, the state-funded dual enrollment programs, and other programs noted by the Mitchell Institute, such as those started with financial support from the National Governors Association and the state department of education.

^f Percentage increase is based on the estimate that 1,022 students statewide were enrolled in dual credit courses in 2005-06.

^g "Increase in participation" includes data for online students. However, this data was only available for 2007 and not for 2006. In 2007, the number of online Learn and Earn students was 285.

Sources:

Florida: The Department of Education. The Office of Program and Policy Analysis and Government Accountability. Available online at <http://www.oppaga.state.fl.us/profiles/2028/>; Personal communication with Nancy Copa, Research and Evaluation Coordinator, Office of Research and Evaluation, Division of Community Colleges at the Florida Department of Education. January 10, 2008.

Georgia: Personal communication with Mark Pevey, Director of P-16 Data Management, Board of Regents of the University System of Georgia Office of P-16 Initiatives, February 8, 2008.

Illinois: Neely, S. (2004). *2003-04 Census of High School Students Enrolled in Community College Courses for High School Credit: Findings and Data Table*. Illinois State Board of Education Data Analysis and Progress Reporting.

Maine: Personal communications with Lisa Plimpton, Director of Research, The Mitchell Institute, November 13, 2007 and January 11, 2008.

New York (CUNY): Personal communication with Tracy Meade, Deputy Director of Collaborative Programs, City University of New York (CUNY), November 10, 2007, and March 21, 2008.


North Carolina: Personal communication with Audrey Kates Bailey, Assistant to the President for Public Information, North Carolina Community College System Office, March 7, 2008.

Pennsylvania: Tucker, S. 2007. *Dual Enrollment 2005-06 Final Report*. Harrisburg, PA: Pennsylvania Department of Education.

Texas: Personal communication with Janet Beinke, Director of Planning, Texas Higher Education Coordinating Board, November 16, 2007, and March 21, 2008.

Utah: Personal communication with Gary S. Wixom, Assistant Commissioner, Utah System of Higher Education, November 19, 2007.

States on the Cutting Edge: Examples from Florida, Georgia, Maine, North Carolina, Pennsylvania, Rhode Island, Texas, and Utah



States revising dual enrollment as an on ramp to college have structured their policies in a variety of ways.

In all cases, new or revised state policies have the goal of improving equity across the state in access to—and the quality of—dual enrollment offerings. State educators recognize that students who are most knowledgeable about the demands of postsecondary education are most likely to take advantage of the expanded opportunity; thus, the new policies incorporate aggressive outreach to underserved students, academic support, and assurance of support to cover costs.

In 2006, **TEXAS** moved from a voluntary dual enrollment option to a state guarantee that all qualifying high school students have the opportunity to earn 12 free college credits. Texas provides \$275 per student for this and other college-readiness activities.

In 2003, **NORTH CAROLINA** added the Innovation Education Initiatives Act to its 1983 dual enrollment program policies. The act supports the establishment of 75 Learn & Earn early college high schools in partnership with the state’s system of community colleges. Students in the 42 schools already open—reflective of their communities in social and academic background—earn a free Associate’s degree concurrent with a high school diploma.⁴

PENNSYLVANIA’s first statewide dual enrollment policy, enacted in 2005-06, includes funding for Early College High School, Middle College High School, and Gateway to College programs—each approach targeted to a specific at-risk population of young people.

MAINE has opened its “early studies” options (and increased the state appropriation each of the last three years) to students who may not be considering college an option, particularly to those who are struggling academically and socially in high school or who might face significant financial barriers to college.

RHODE ISLAND’s new statewide dual enrollment plan expands opportunities for low-income students to participate in greater numbers. It includes pilot-testing a “pathway,” or sequence of pre-selected courses, as an on ramp to college in an urban high school. Seniors take “College 101” in the fall and four courses on the neighboring college campus in the spring.

GEORGIA and **UTAH** use financial aid to reward students for earning college credits in high school. In Georgia, state scholarships cover college course costs up to 30 credits; in Utah, students earning an Associate's degree in high school pay 25 percent of upper-division tuition for completing a Bachelor's degree at a Utah public institution.

TEXAS and **FLORIDA** share the goal of increasing choices and options for all young people by granting a wide range of students access to college-level courses. In Florida, a state with a long-established program, and in Texas, a state that has expanded its program in the past five years, dual enrollment is part of a state strategy to promote college readiness. In both cases, college readiness includes reducing the number of students taking developmental courses after having successfully completed high school.

The table beginning on the next page presents a more in-depth comparison of the statewide dual enrollment policies in Florida and Texas. The comparison is based on the policy components covered in this guide and illustrates the differences between a state with a long-established dual enrollment policy and a cutting-edge state.

► **New state policies incorporate aggressive outreach to underserved students, academic support, and assurance of support to cover costs.**



Elements of Two Dual Enrollment Approaches

	Florida	Texas
Purposes of Dual Enrollment	<p>The purposes of dual enrollment in Florida are: to reduce the time associated with completing a high school diploma and a postsecondary credential; to broaden and add rigor to the curricular options available to high school students [F.S. § 100.27(1)]; and to reduce the number of students enrolling in developmental courses [F.S. § 100.24].</p>	<p>The purpose of dual enrollment is to ensure that every high school student is college ready upon graduation, and has acquired the skills necessary to compete in the global economy. Moreover, by ensuring that more high school students are prepared for college-level work upon graduation, Texas seeks to reduce the number of high school students enrolling in developmental courses [Texas Administrative Code §4.174; HB 1 § 61.0761].</p>
Eligibility and Access	<p>Access: School districts cannot refuse to enter into a dual enrollment partnership with a local community college, unless that community college is found incapable of offering dual enrollment services [F.S. § 1007.271(3)].</p> <p>Eligibility: Eligibility guidelines recommend that general education students have a 3.0 GPA and that students pursuing a career certificate have a 2.0 GPA in order to qualify for dual enrollment. Florida does not provide dual enrollment funding to high school students who enroll in college-credit English or mathematics courses but have not passed the College Level Academic Skills Test (CLAST), the math and English admissions exam for the state's college system [F.S. § 1011.62(1)(i)]. Additional admission criteria are included as part of the articulation agreement between the community college and the local school district [F.S. § 1007.271(3)].</p> <p>Outreach: School districts are required to annually inform all high school students of the opportunity to take college-credit courses through dual enrollment beyond the traditional academic year calendar [F.S. § 1007.271(5)]. Local partnership agreements between institutions address how students and their families will be informed about dual enrollment opportunities, steps on how to access dual enrollment, high school credits earned as a result of participating in dual credit, eligibility criteria for students, and information on how colleges and districts will share other costs associated with dual enrollment, such as student instructional materials and transportation [F.S. § 1007.235].</p>	<p>Access: By fall 2008, all school districts must provide high school students with the opportunity to accrue 12 college credits free of charge [HB 1, § 28.009]. On request, a postsecondary institution may assist a school district in providing students with the opportunity to gain college credit. However, it is not mandatory for institutions of higher education to offer dual enrollment courses to high school students [Texas Administrative Code § 4.85(9)]. The governing board of each higher education institution reviews partnerships between high schools and institutions of higher education annually and amends the agreement accordingly.</p> <p>Eligibility: High school students must meet the same prerequisites as traditional college students [Texas Administrative Code § 4.85(5)]. In Texas, 11th and 12th grade students can enroll in dual credit courses if the student achieves the set minimum passing score in reading, writing, and mathematics assessments [Texas Higher Education Coordinating Board, Rules and Regulations, chapter 4, Subchapter D-4.85]. Additional admission criteria set by the postsecondary institution are also included as part of the articulation agreement [Texas Administrative Code § 4.85(8)].</p> <p>Students are allowed to enroll in more than two dual credit courses per semester if they have demonstrated high academic performance (i.e., high grade point average, performance on the SAT or ACT, or other assessment) and have obtained permission from the high school principal or a representative from the institution of higher education [Texas Administrative Code § 4.8(b)(7)].</p> <p>Outreach: School districts are responsible for notifying the parents of students in grade 9 and above of the opportunities available in the district for students to gain college credit [HB 1 § 28.010].</p>

Elements of Two Dual Enrollment Approaches, continued

	Florida	Texas
Ensuring Quality	<p>Articulation agreements must present the criteria used to judge quality of dual enrollment courses and programs [F.S. § 1007.235]. Faculty teaching dual enrollment courses must meet the qualifications to teach college-level courses [Statement of Standards, Dual Enrollment/Early College Programs in the Florida Community College System].⁵</p> <p>Textbooks, syllabi, course assignments, and other instructional materials used in a dual enrollment course must be the same as, or comparable with, those used by the same course at the community college. Academic departments at a partnering community college vet end-of-course exams. [Statement of Standards, Dual Enrollment/Early College Programs in the Florida Community College System].⁶</p> <p>Each partnership agreement must include a professional development plan for teachers of the local school district. Professional development workshops are to be developed jointly by staff at the postsecondary and K-12 levels, and to incorporate content issues, technology, and implementation issues that arise [F.S. § 1007.235(3)].</p>	<p>Institutions of higher education are to assist school districts in the development of dual enrollment programs [HB 1 Sec. 28.009]. Dual credit instructors must be employed faculty members of the college or have the same qualifications as staff teaching the course at the college. The college is responsible for overseeing the instructional quality of dual enrollment courses [Texas Administrative Code § 4.85(e)].</p> <p>The Higher Education Coordinating Board is responsible for providing professional development to its faculty on the college-readiness standards and its implication for classroom instruction [HB 1 § 61.0762(4)].</p> <p>The commissioners of education and higher education are responsible for establishing vertical teams consisting of faculty from public schools and postsecondary institutions. The vertical teams are tasked with articulating college-readiness standards, evaluating the relevance of the TAKS in assessing college readiness, proposing strategies to align curriculum, and identifying adequate professional development to improve instruction [HB 1 § 28.008].</p>
Academic and Social Supports for At-Risk Students	<p>Community colleges must offer guidance on course selection to high school students in dual enrollment programs. Each community college shall work with each individual student to create a course plan for the completion of a postsecondary credential—Associate’s in Science, Associate’s in Arts, and Applied Technology Diploma [F.S. § 1007.235(b)(1)].</p> <p>The Department of Education and the Board of Governors are mandated to develop and implement a statewide “computer-assisted student advising system” whereby students have access to information on course registration, information to meet requirements set forth for the academic path they have selected [F.S. § 1007.28].</p>	<p>To help students meet college-ready standards, the higher education coordinating board is mandated to develop “summer higher education bridge programs in the subject areas of math, science, and English language arts.” These programs are for students who have just completed their sophomore year of high school and other grade levels above. Moreover, Texas offers financial assistance to “educationally disadvantaged students” to cover the cost of taking college entrance and college-readiness exams [HB 1 § 61.0762(1)].</p> <p>Local partnership agreements address support services available to students [Texas Administrative Code § 4.84]. Dual enrollees are to receive academic services similar to those of traditional college students at the postsecondary institution [Texas Administrative Code § 4.85(g)].</p>

Elements of Two Dual Enrollment Approaches, continued

	Florida	Texas
Funding and Finance	<p>Florida waives community college tuition for dual enrollees [F.S. §1007.271 (13)].</p> <p>Florida’s legislature annually determines the base student allocation for the Florida Education Finance Program for K-12, and the amount is reflected in the General Appropriations Act [F.S. § 1011.62(1)(b)]. The Department of Education distributes the funds to each district based on its projected, weighted, full-time student enrollment [Florida Statute 1011.62 (1)(d)(1)]. School districts can claim a maximum seat time of 1 FTE for a student enrolled in dual credit courses (i.e., 75 membership hours, the equivalent of one three-credit college course). The membership hours are provided to the district regardless of whether the dual enrollment course takes place at the high school or at the local college campus. Whereas school districts are guaranteed additional funding for dual enrollees, the state funding to community colleges is discretionary and unrelated to enrollment growth. Dual enrollees are included in the FTE calculations generated at each community college [F.S. §1007.271 (2)].</p> <p>Dual enrollment students are exempt from tuition, matriculation, and laboratory fees. They are also exempt from additional fees that colleges may charge: student activity and services, technology, student financial aid, and capital improvement at rates set forth in § 1009.23. Each district and its community college partner negotiate how they will share the costs of dual enrollment (e.g., transportation, faculty salaries) through their articulation agreement. Moreover, the state subsidizes the purchase of textbooks and other instructional materials for public high school students but not for private or home-schooled students [F.S. § 1007.271(3) and § 1007.271(13-14)].</p>	<p>In 2003, the Texas legislature revoked a statute that prevented local education agencies and colleges from both claiming state apportionment for dual enrollees [HB 415].</p> <p>Colleges can choose to partially or fully waive tuition. College courses available for dual credit count toward the district’s ADA [Texas Education Code § 54.216].</p> <p>“Time spent in college courses for dual credit counts towards a district’s Average Daily Attendance (ADA). It is important to note, however, that for a district to receive Foundation School Program funding—i.e., regular program, special education, career and technology, compensatory, bilingual/ESL, Gifted/Talented, and Transportation—for a student taking a college course, documentation of the agreement between the school and the college must be available. Also, the student is exempt from paying for tuition or other instructional materials required for the course” [Texas, Frequently Asked Questions about Dual Credit].⁷</p> <p>Texas provides funding for several early college high schools. Additionally, in 2006, the legislature authorized a \$275 per-student allocation to districts that may be used to promote dual enrollment, among other college success strategies [HB 1 § 5.06].</p>
Developing Data Systems to Monitor Quality and Success	<p>Florida’s P-20 warehouse allows for longitudinal tracking of education outcomes at the student level, including outcomes related to dual enrollment participation. The Department of Education reports regularly to the legislature on key dual enrollment outcomes, providing evidence about whether the program is achieving the objective of accelerating student transitions from high school through postsecondary education [F.S. § 1008.31(3)].</p>	<p>By 2007-08, Texas will implement a statewide electronic student P-16 records system that collects information on courses completed, teachers, performance on state assessments, and a student’s personalized education plan [HB 1 §. 7.010].</p>

Elements of Two Dual Enrollment Approaches, continued

Florida	Texas
<p>Governance, Accountability, and Alignment</p> <p>The Articulation Coordinating Committee, whose members are appointed by and report to the Commissioner of Education, are responsible for ensuring a smooth transfer of credit from high school to college in the state. The ACC comprises representatives from all levels of public and private education: the state university system; the community college system; independent postsecondary institutions; public schools; applied technology education; a student member; and a member-at-large. It meets regularly to coordinate the movement of students from institution to institution and from one level of education to the next by evaluating high school courses, including AP, and assigns them equivalency prefixes and numbers that match comparable college courses. Standing committees are charged with such issues as postsecondary transitions and course numbering. Florida’s only restriction on course taking is that courses count simultaneously for college and high school graduation [F.S. § 1007.01(2)].</p> <p>The Statewide Course Numbering System is used to identify the public postsecondary course. <i>The Dual Enrollment Course-High School Subject Area Equivalency List</i> is approved by the ACC and the State Board of Education and lists the courses that satisfy high school graduation requirements [F.S. § 1007.24].</p>	<p>Every two years, the Commissioner of Education and the Texas Higher Education Coordinating Board must report to the governor, lieutenant governor, speaker of the house of representatives, members of the legislative budget board, and members of standing committees of education of the senate and the house of representatives on progress in integrating P-12 and institutions of higher education [HB 1 § 39.0232].</p> <p>Progress toward college readiness is included as part of the state’s academic accountability system. Schools and districts are to report annually on their performance on this indicator. The indicator is also to be disaggregated based on the race, ethnic, gender, and socioeconomic status of the student population [HB 1 § 39.051 (b)(13)].</p> <p><i>The Lower Division Academic Course Guide Manual</i> and the Workforce Education Course Manual list the college-level courses available for dual credit at community colleges.</p>



SECTION TWO: *Guiding Principles for Designing State Dual Enrollment Policies*

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Purposes of Dual Enrollment

PRINCIPLES

- Dual enrollment programs serve as a bridge to college for students not already college bound and as a head start on college for those already committed to a postsecondary credential.
- Policies help to better align and integrate grades 9-14, and programs provide a feedback loop on student performance and academic standards in the last two years of high school and first two years of postsecondary education.



In revising existing dual enrollment policies or development of new legislation, the statement of purpose is the first important decision point. In some states, legislation enables dual enrollment without describing its purpose. Whether the intent of dual enrollment is stated or not, most stakeholders assume that it is to accelerate gifted and advanced students. Thus, in opening dual enrollment to a wider range of students, states should be clear about the broader goals of new programs. Teachers and parents will have to encourage middle achievers or those who must stretch themselves to meet reasonable standards to attempt college courses. State policy should make clear that this is a desirable—and attainable—goal for young people.

States can take an additional step beyond opening courses and pathways to a broader range of students. Dual enrollment can serve as a building block for a better aligned educational system across grades 9 through 14. For example, states can use their college- and career-ready high school exit standards as one of the measures of student readiness for college-level work in high school. In addition, states can require that postsecondary institutions provide feedback to “sending” high schools about student performance in introductory college courses, especially those that follow in a sequence from high school requirements. Certain structural requirements follow, such as assigning statewide course numbers to dual enrollment courses for general education requirements, giving corresponding numbers to related Advanced Placement courses, and developing a data system that can indicate student participation in dual enrollment.

► In opening dual enrollment to a wider range of students, states should be clear about the broader goals of new programs.

STATE EXAMPLES

Georgia: *Broadening Access and Serving Advanced Students*

Georgia states two purposes for ACCEL, the fund that pays for college courses in high school. The first opens dual enrollment broadly; the second signals clearly to advanced students that their needs will be met. One stated objective of the program is “to provide GA high school students with the opportunity to earn academic college degree-level credit hours as they simultaneously meet their high school graduation requirements.” The second is “to provide students who have already successfully completed most of the academic coursework available at their high school with additional academic opportunities at a local private or public college/university” (Georgia Department of Education n.d.).

North Carolina: *Enrichment and Opportunity*

Enacted in 1983, dual enrollment under the Huskins Bill is specifically designed for the “enrichment of high school students,” “without blurring or diminishing the distinctive roles of high schools or community colleges.”⁸ Local school boards may create cooperative programs, allowing high school students to take courses at community colleges at their high schools for college credit.⁹ Qualified students are socially and academically “mature” students in grades 9-12, as defined by their high school principal. They must also meet all prerequisites (e.g., college placement test, required of adult college students).

In 2003, the state further supported dual enrollment through the Innovative Education Initiatives Act, which encourages local districts to partner with local postsecondary institutions to create innovative high school programs. The act specifically authorizes state support for innovative schools that increase educational opportunity by using dual enrollment, including schools that enable students to earn an Associate’s degree concurrently with a high school diploma (e.g., Learn & Earn schools).

Pennsylvania: *Expanding Dual Enrollment*

Project 720, Pennsylvania’s 2005 high school transformation initiative, states the purpose of its first dual enrollment legislation as to “encourage dual enrollment for the capable, not just the exceptional, high school student. We are committed to increasing the number of underserved students who have not had access to postsecondary opportunities that allow them to achieve success.”¹⁰

Utah: *Head Start on College and Career*

The purpose of concurrent enrollment in Utah is “to provide an option for prepared high school students to take courses necessary to graduate from high school and to become better prepared for the world of work.”¹¹ Utah promotes dual enrollment in career and technical education as well as in liberal arts courses.



TIP: BROADENING ACCESS

Advanced students and their parents and teachers may be accustomed to restricted access and to individualized arrangements between high schools and postsecondary institutions. While expanding access, policymakers should thus signal that dual enrollment will continue to serve students who are truly advanced. Indeed, advanced students are likely to benefit from the broader focus. As dual enrollment becomes a transition to college for all, advanced students will be able to take postsecondary courses before their senior year, as well to be part of standardized procedures for registration, advising, and transcript generation.

Eligibility and Access

PRINCIPLES FOR SETTING ELIGIBILITY

- High school students can enroll in a college course based on meeting the prerequisites for that course alone. Students need not have met all high school graduation requirements or overall college-admission standards.
- The secondary and postsecondary sectors together determine eligibility requirements.
- Rather than a single, state-mandated test, there are multiple ways to demonstrate readiness, including a combination of tests, course grades, teacher recommendations, and portfolios.



Once a state decides to use dual enrollment as a bridge to college, policymakers face several important choices about program design, including what academic standards students must reach to become eligible, how many and which college courses should be available, and how the state can ensure that all eligible students have the opportunity to participate. The answers to these kinds of questions will depend on how a state fits dual enrollment into its strategy for increasing postsecondary credential attainment and what resources are available to support widespread participation. In states with strong P-16 collaboration and policymaking mechanisms, dual enrollment can support and extend work on the alignment of secondary-postsecondary standards. Elsewhere, dual enrollment can raise as yet unconsidered issues about how to better connect the state's secondary and postsecondary systems.

At the school level, the idea is to motivate students to prepare for college courses in their strongest academic areas. It is important to underscore publicly that dual enrollment students do not take remedial courses and that one goal of dual enrollment is to lower the need for such courses in postsecondary institutions; more students will arrive in college familiar with and prepared to meet the demands of college-level work. Recent research suggests that dually enrolled students will perform as well as or better than regular college students in college courses.¹² Importantly, not all high school students will be able to handle college-level work; readiness must be monitored closely. Allowing students to take college courses when they are not ready does a disservice to all and must be discouraged.

► **Dual enrollment students do not take remedial courses ...one goal of dual enrollment is to lower the need for such courses in postsecondary institutions.**

Specific eligibility criteria are best determined by the secondary and postsecondary sectors working together. Partners may choose among a number of ways to assess readiness. For example, postsecondary institutions may want to use a standard college placement test such as ACCUPLACER or COMPASS and require the same cut-off score as for “regular” college students; high schools may want students to pass all sections of a tenth- or eleventh-grade high-stakes exam. A better assessment, which would result in improved alignment between high school and college coursework, would be for the secondary and postsecondary partners to set a required level of student performance on an end-of-course high school exam, exit assessment, or portfolio of work in the particular subject that the student wants to continue studying—with both sectors agreeing on standards of quality.



TIP: SETTING ELIGIBILITY CRITERIA

The development of eligibility rules requires significant consultation between secondary teachers and principals and postsecondary faculty and administrators. High school teachers will have views about how well they can prepare a wide range of students for college coursework, and college faculty will have views about maintaining the quality of the credit awarded by their institutions, as well as about their willingness to teach younger students. A typical initial reaction to proposals for broadening eligibility is that quality will be compromised or students will fail.¹³ The decisions about eligibility may well be the most controversial that states face in revising dual enrollment policies.



STATE EXAMPLES

Florida: *Lower Requirements for Technical Courses*

Florida has two sets of admissions requirements, one for technical courses and another for academic courses. This helps ensure that most students have access to some dual enrollment options, even if they are not ready to participate in an academic course. Concerns about this approach are that it could reinforce curricular “tracking,” as well as the historic perception that technical courses are “less than” academic courses.

Maine: *Tiered Rules*

To maintain a balance between open access and high standards, Maine has a tiered eligibility system. Dual enrollment is open to high school students of any age if they meet course prerequisites, have a 3.0 grade point average, and have parental and high school permission to participate. If students do not meet these criteria, they must be in eleventh or twelfth grade and have high school and postsecondary permission.

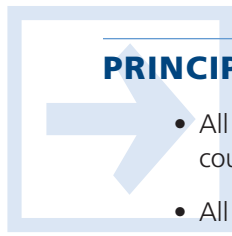
Ohio: *Performance-Based Advancement*

Students must be academically advanced in the subject of their dual enrollment course but not necessarily in other courses. A student seeking to take a dual enrollment mathematics course would need a 3.0 grade point average in his or her mathematics courses but not necessarily in English or other classes. This ensures that students who are ready for college-level work in one subject but weaker in another subject can still participate.

Utah: *State and Local Shared Responsibility*

Local schools and higher education institutions have considerable autonomy within the eligibility requirements, which may include:

- Junior or senior standing, sophomore by exception;
- GPA, ACT, or a placement score that predicts success (generally a B average or ACT of 22 or higher);
- Supportive letters of recommendation; and/or
- Approval of a high school or college official.¹⁴



PRINCIPLES FOR ENSURING EQUITABLE ACCESS

- All high schools provide a state-defined minimum number of dual enrollment courses or credits.
- All public postsecondary institutions participate in dual enrollment.
- All qualified students have the option to build dual enrollment into their individual learning plans.
- The state requires that high school/college partnerships are structured to help students to prepare themselves for dual enrollment—including preparation for students who need support in becoming eligible.
- All students and families must be informed of the availability and benefits of dual enrollment.

► ***Low-income students who may meet eligibility criteria are often unaware of the opportunity to participate—especially if they attend schools in low-income communities.***

In general, affluent communities provide more extensive dual enrollment programs than do low-income communities. This creates more opportunity for those already on the path to college, while depriving those for whom an early college experience might make the difference between a postsecondary degree or no degree. Affluent communities also are more likely to inform students that dual enrollment opportunities exist, and their families are more likely to know how to secure them. Anecdotal evidence suggests that low-income students who may meet eligibility criteria are often unaware of the opportunity to participate—especially if they attend schools in low-income communities.

While most states offer dual enrollment programs, only a few require special efforts to reach traditionally underserved students—and some efforts exist more in name than in practice. Providing state financial assistance to dual enrollees—often key to ensuring the participation of low-income students—is treated in “Funding and Finance,” but several other major factors can help promote equitable access, including course supply, outreach efforts, and credit transfer rules.

Course Supply

States may face challenges in meeting the demand for courses as dual enrollment opens to a wider range of students, but they can use the challenge as an opportunity to clarify their priorities. The purpose of dual enrollment is to start students on the path to meeting their college requirements in general education, a career path, or a major. Initially, a state might provide free credits only for college algebra and English composition. The advantage of this strategy is that, if the state has already aligned its key standards, then the math/composition sequence from high school to college should already be in place. And passing these “gateway” courses is a good predictor that a student will stay in school into her second year of college. A second strategy is to provide free credits only for a limited number of general education or career certificate courses—perhaps a maximum of two to four courses at state expense—without specifying which ones. A third option is to structure a pathway or sequence of courses that blend high school and college. (See *CUNY example on page 32.*) In any case, states should feel no obligation to support courses that neither “count” nor transfer.

Outreach

For a broader range of students to take advantage of dual enrollment, high schools must make a concerted effort to inform all students of college-credit opportunities. Students and their families must receive detailed information about “college-ready” standards, the costs of participation (if any), and the pros and cons of generating a college transcript while still in high school. Some states, such as Ohio and Washington, require that high schools inform students of dual enrollment opportunities and requirements. To go one step further, states that require each student to have an individual learning plan (e.g., Rhode Island, Vermont, Maryland) could mandate that schools ask the students to consider college course options.

Statewide Credit Transfer

Many states simplify credit-transfer processes. The ability to transfer dual enrollment credits to another postsecondary institution is desirable because some students will not later attend the institution in which they earned dual credit. Common course numbering systems among postsecondary institutions make it easier for students to keep their credits when they change institutions.



STATE EXAMPLES

Florida: *Academic Counseling Required*

Community colleges must offer guidance on course selection to high school students in dual enrollment programs. Community colleges are responsible for advising individual students to create a course plan for the completion of a postsecondary credential—an Associate’s in Science, Associate’s in Arts, and Applied Technology Diploma. College counseling complements the statewide mandate to develop and implement a statewide “computer-assisted student advising system” that gives students access to information on course registration and the requirements for the academic path of their choosing.

Kentucky: *Plans to Include Dual Enrollment in Individual Learning Plans*

Since 2006-07, Kentucky middle and high school students have been able to receive online guidance about their academic progress and course of study through an internet-enabled Individual Learning Plan. In 2007, the state’s Dual Credit Task Force recommended that the Kentucky Department of Education make information about dual enrollment opportunities available through this vehicle.

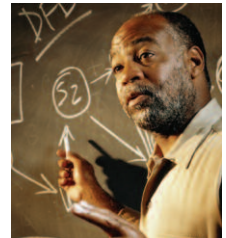
Idaho, Minnesota, and Ohio: *Mandatory Notification to Students about Dual Enrollment*

These states require schools or districts to notify students and their families of dual enrollment options. In Idaho, school districts must provide general information about the program to all tenth- and eleventh-grade students. Minnesota now requires public schools or school districts to provide students and their families with information on student eligibility for dual enrollment; participating postsecondary institutions; courses available; financial arrangements for tuition, books, and transportation; support services available to students; and how participating in the program impacts a student’s ability to complete high school requirements. Ohio’s Postsecondary Enrollment Opportunities law requires high schools to make students aware of dual enrollment opportunities through an annual information session. Some high school and postsecondary administrators expand on this requirement and work closely with students, parents, and teachers to design appropriate postsecondary options for qualified students.

Quality

PRINCIPLES FOR ENSURING QUALITY

- College courses taught at high schools use the same syllabus, assign comparable work, and give the same examinations as the equivalent courses taught on the postsecondary campus.
- The kind and number of college courses offered is limited in order to monitor quality efficiently.
- Higher education sets minimum instructor qualifications.



As soon as a state decides that dual enrollment should serve as an on ramp to college for a wide variety of students, skeptics are sure to raise questions about course quality—and with good reason. Quality is rarely a problem when only a handful of advanced students are earning credit for college work. Concern grows as greater numbers of high school teachers provide college credit for courses taught in high schools, and postsecondary institutions hire adjunct professors to meet the demand for college classes for younger students, both on their campuses and in secondary schools. The goal must be to ensure that students who participate in dual enrollment programs are doing true college-level rather than “college-lite” work, and that they will earn transferable college credit as a result. The confusing overlap of curricula, standards, and intellectual demands between the last two years of high school and the first two years of college makes reaching this goal both challenging and critical.

Currently, few states address course or instructor quality in their legislation; rather, most states leave it up to postsecondary institutions or systems to monitor quality. Institutions do so by requiring instructors to hold a Master’s degree in the content area in which they teach. However, the credential alone may not ensure the quality of dual enrollment programs. Several states are putting in place statewide quality assessment mechanisms.

For high school students taking college courses, it is not only the rigor of teaching and learning in those courses that matters. Just as important is the comprehensiveness of the college experience provided. That is, for college-level work to promote college success for underrepresented students, quality is synonymous with adequate academic support and advising, properly sequenced high school and college courses, appropriate academic content, and thorough, engaging instruction.

► For college-level work to promote college success for underrepresented students, quality is synonymous with adequate academic support and advising, properly sequenced high school and college courses, appropriate academic content, and thorough, engaging instruction.

State policies can promote quality by setting the stage for collaboration between secondary and postsecondary institutions to align standards and curriculum locally. A state or higher education system may also require that classes taught in high schools use the same syllabi, assignments, and end-of-course exams as those taught on campus; ensure that those responsible for dual enrollment visit classrooms and review student work; limit the kind and number of courses offered; and establish uniform faculty qualifications.



TIP: SMOOTHING THE PATH FOR STUDENTS

Once a state puts in place a quality assurance mechanism that creates seamless pathways in key content areas from high school to college, the overlap or lack of sequencing between high school and college courses is likely to become more apparent. Thus, states should be prepared to take the next steps: engaging high school teachers and college professors in sequencing key courses; and ensuring that pedagogy and academic assignments are continually more demanding in consistent ways.

Requiring Comparable Coursework and Exams

Requiring that dual enrollment classes involve the same readings, assignments, and exams as campus courses helps to ensure that courses cover college-level content, and it encourages regular contact between instructors and the postsecondary department sponsoring the course.



TIP: ENSURING ACADEMIC RIGOR

An interesting strategy for ensuring some uniformity of academic rigor between dual enrollment courses and traditional college courses is to embed the curriculum for AP courses in a college course—and have a college instructor teach it, giving students the option of taking the AP examination or the regular course exam or both.

Limiting the Kind and Number of Courses

Most states limit dual enrollment opportunities to non-remedial courses, underscoring the point that free college courses are a reward for reaching college readiness in a specific discipline or career area. The smaller the number of courses approved for dual credit, the easier it becomes to monitor quality and to provide high school students with appropriate support where needed. An additional advantage is that a state can focus on gathering data about alignment in key discipline areas. Such a limit would not preclude students from enrolling in and paying for courses outside of those supported by the state.

Ensuring Instructor Quality

When high school students participate in dual enrollment programs on postsecondary campuses, they are more likely to be taught by faculty who hold doctorates in their subject areas. However, while college professors are content experts, they typically are not required to learn the most effective ways to teach students—

particularly high school students (Lerner & Brand 2006). Under the best circumstances, college and high school teachers would design dual enrollment courses together, taking into account appropriate methods for teaching younger students.



TIP: INSTITUTE QUALITY CONTROLS: THE NACEP MODEL

The National Alliance of Concurrent Enrollment Programs is a voluntary dual enrollment accreditation group. It imposes additional quality measures on its members through classroom visits and audits of student work by college faculty. NACEP accredits only programs taught by high school teachers in their own high schools during the school day.

STATE EXAMPLES

Florida: *New Quality Standards*¹⁵

The New Quality Standards were adopted by Florida's Council of Presidents in February 2007 and are required by the Southern Association of Colleges and Schools. They mandate that community colleges in Florida "*ensure appropriate levels of student achievement and equivalent quality of programs regardless of method of instruction or location of program.*" The New Quality Standards are also a means to evaluate the quality of a dual enrollment program using quantifiable measures in the following categories:

Students: Student eligibility criteria include minimum GPA requirements, meeting the same placement test score requirements set by the state for all traditional postsecondary institutions. Additional criteria surrounding student participation in dual enrollment include that a student can claim AP credit or college credit with a grade but not both.

Faculty: Instructors for dual enrollment/early college courses must meet the standards for instructors already established by the Southern Association of Colleges and Schools. Dual enrollment instructors will also be evaluated on a regular basis, using the same protocols and criteria used to assess full-time/adjunct faculty at the community college.

Curriculum: Textbooks, syllabi, course assignments, and other instructional materials used in a dual enrollment course must be the same as, or comparable with, those used by the same course at the community college. Academic departments at a partnering community college vet end-of-course exams.

Environment: Dual enrollment courses shall take place in college-like environments with minimal distractions. In addition, the policy addresses other provisions, such as withdrawal from academic courses, grading, student assignments, and academic advising for students.

Assessment: Community colleges are responsible for conducting periodic assessments of their dual enrollment programs and for examining whether the future outcomes of these students are comparable to those of non-dual enrollment students.

Strategic Planning: The educational agencies are to annually revise their Interinstitutional Articulation Agreements to reflect current institutional roles and responsibilities. The plan should demonstrate a leveraging of resources to ensure the college readiness of students in the state.



Rhode Island: *Ensuring Quality Statewide*

Rhode Island is amending its statewide dual enrollment policy, and expanding opportunities while maintaining course quality. It is implementing the following quality provisions:

- Instructor qualifications (e.g., degrees held, teaching experience) must meet a uniform baseline (currently the Master's degree) across participating postsecondary institutions.
- Courses taught on the high school campus to high school students use the same syllabi and paper and exam requirements as the comparable courses taught on the college campus.
- The college department sponsoring each course on a high school campus visits each high school course once a semester and audits student work.
- The Board of Regents and the Board of Governors establish, maintain, and regularly update a master list of courses available to meet high school requirements, and they monitor course-taking patterns and success rates.
- College developmental or remedial courses, as well as physical education courses, are ineligible for inclusion.
- The Dual Enrollment Program Manager and PK-16 Working Group convene at least one professional development and recognition meeting per year for dual credit teachers and instructors and encourage additional networking.

Utah: *Board of Regents Policy 165 on Concurrent Enrollment*

The Utah State Board of Regents' policy for concurrent enrollment is supportive of the statewide dual enrollment program in that it further outlines the roles and responsibilities of the state institutions of higher education in delivering dual enrollment to high school students:

Eligibility: Public schools and institutions of higher education are entrusted with the responsibility of setting student eligibility criteria. Suggested student eligibility criteria addressed in the local partnership agreements include: limiting the dual enrollment option to juniors and seniors (and sophomores by exception); grade point average, ACT score, or score on placement exams that are indicative of college readiness; approval by high school and college staff; and letters of recommendation.

Faculty Requirements: Standards for adjunct faculty are to be determined by the appropriate academic department of the partnering postsecondary institution.

Course Quality: Course-quality standards address course content, assignments, instructional materials, and overall program monitoring.

Credit Hour Limits and College Transcripts: Students can complete up to 30 credit hours per year of college credits.

Funding: Students are exempt from tuition and applicable fees. However, colleges and universities can charge a one-time admission application fee for concurrent enrollment course credit.

Oversight: The postsecondary institution is responsible for ensuring that the content of the dual enrollment courses taught on the high school campus is comparable to that of the courses offered at the college.

Academic and Social Supports for At-Risk Students

PRINCIPLES FOR PROVIDING SUPPORTS

- Each partnership between secondary and postsecondary institutions specifies student support responsibilities in a memorandum of understanding. The state may provide a template for the MOU.
- Each partnership provides a liaison between the high school and college, with responsibilities for advising students, arranging course schedules, and linking students to support services.
- High schools and postsecondary institutions together select a limited number of “high support” pathways leading to credit in general education or a career certificate, and they counsel students needing such support to participate.
- Provisions are made for students at risk of dropping out of high school to participate in on-campus, credit-bearing courses.¹⁶
- A “college preparatory” strand is designated for students with risk factors such as being overage and under-credited or reentering the system. These students may take non-credit developmental or remedial courses to help them prepare for college-level work—or better, special preparatory courses.



While dual enrollment students from homes where college demands are familiar may need little assistance in choosing postsecondary courses, most other students require advising and support to make wise decisions and get the full benefit of dual enrollment programs. They need help in choosing courses for which they are prepared, understanding requirements, and staying on track. Indeed, one advantage of beginning college in high school is that high school staff expect students to need scaffolding to succeed with challenges.

To serve the “new” dual enrollees, the high school and the postsecondary institution should form a partnership with expectations and responsibilities specified in a formal memorandum of understanding. Effective supports for middle- and low-achieving students include: academic assistance and tutoring; access to adult advisors; college success classes incorporating basic study and organizational skills; a safe environment where questions are welcomed and uncertainty acknowledged; and peer support networks. Teacher education programs and

► One advantage of beginning college in high school is that high school staff expect students to need scaffolding to succeed with challenges.

college service organizations can provide college student tutors and classroom assistants to work with dual credit students. Schools can also create predetermined curricular pathways into postsecondary education for which students prepare as a cohort.



TIP: RECRUITING AND SUPPORTING A RANGE OF STUDENTS

Some postsecondary institutions use dual enrollment as a recruiting device—especially to establish a more diverse student body. Such institutions may be willing to help high school students prepare, but they will need help figuring out how to do so effectively.

In general, dual enrollment programs should provide non-remedial coursework. Nonetheless, established programs may want to experiment by creating a developmental strand to prepare off-track and overage students, or others presenting particular learning needs. Developmental coursework can address the knowledge and skills students need to succeed in college classes and also serve as a way of including a wide range of students.

STATE EXAMPLES

City University of New York: Preparing a Wide Range of Students for Dual Enrollment

With a history of providing free college-credit and preparatory courses and activities to more than 30,000 students per year in New York City public high schools, City University of New York's College Now program decided that it could reach out more to at-risk populations. To do so, it implemented a curriculum and professional development project that would prepare students for the academic demands of college through pre-college courses focused on learning in the disciplines. New York City high school teachers and CUNY college faculty design and teach these high-interest courses for high school sophomores and juniors, introducing students to the skills and habits of a particular field. The courses are offered for high school subject-area or elective credit as determined by the principal.

Georgia, Maine, North Carolina, Pennsylvania, Texas, and Utah: Reaching Students Statewide with Early and Middle College

These states have in part addressed outreach to and success of at-risk students by creating early and middle college high schools. These small, autonomous schools, designed for low-income students and students of color underrepresented in postsecondary education, provide intensive support as well as acceleration that results in up to 60 college credits in high school. The schools are funded through dual enrollment mechanisms.¹⁷

Funding and Finance

PRINCIPLES FOR FINANCING

- Secondary and postsecondary institutions are compensated for each student's education in such a way that both are held harmless or held almost harmless.
- Courses are provided either to all students or to low-income students free of charge.
- Funding streams are flexible enough that money can be used for professional development, books, laboratory fees, and student transportation.



Despite the logic of investing early in a student's education to ensure the completion of a postsecondary credential, states may not have the resources to fund extensive dual enrollment programs. Thus, in creating or revisiting dual enrollment funding policies, states must weigh the likely costs and benefits of their strategy and to whom they are targeted. Are at-risk students who take college courses in high school more likely to be retained through the completion of a credential? If so, this would yield a return on the state's investment in the form of increased tax revenues and workforce productivity. Do dual enrollees spend less time in high school and postsecondary education due to dual crediting and reduced remedial course taking? If so, the state's cost per student to a degree may be lower.

To date, research provides no definitive answers. The state of Washington reports annually on savings to families and the state for its Running Start program, and education finance experts have suggested that early college schools yield a greater return on investment and have a lower cost-to-completion rate to an Associate's degree compared to traditional high schools.¹⁸ However, much more outcome data are needed.

This guide's advice about funding is a work in progress. The guide provides a range of state strategies for funding dual enrollment and examples and cost data where available. The focus is on keeping costs down, while providing financial incentives for participation by the critical parties.

In contrast, some dual enrollment funding policies avoid double funding for services to the same student, allowing high schools to keep a very small percentage of Average Daily Attendance (ADA) for dual enrollees. Such policies do not appear to provide enough incentives for schools to participate. High schools will be more willing to participate if they can claim ADA-based funding for dual enrollees who are still in high school for at least part of the day.

► **State strategies for funding dual enrollment should focus on keeping costs down, while providing financial incentives for broader participation of low-income students.**

As for students, they will have more incentive to participate if tuition is deeply discounted or waived. Low-income students, in particular, will be discouraged if they must pay substantial tuition or fees or foot the bill for books, lab fees, and transportation. Colleges will have incentives to participate if they receive compensation for the costs of serving dual enrollees—costs that are typically covered for regular college students by full-time equivalent enrollment (FTE) state reimbursements and by tuition payments. Below we review several ways to support dual enrollment:

HOLD HARMLESS OR “ALMOST” HOLD HARMLESS PLANS

Enrollment-Based State Reimbursement (ADA and FTE)

Under hold harmless funding, both the college and the high school claim full FTE and ADA funding for dual enrollees. In an attempt to maximize efficiency, some states stipulate that schools reallocate some of their ADA dollars to the postsecondary institutions where their students are dual enrollees. In these almost hold harmless plans, high schools do not automatically lose a large percentage of ADA to pay for college tuition. That is, some percentage of ADA funds may or must follow the student to cover the costs of college courses, but the high school keeps some funding to cover the cost of students’ continued enrollment in high school.

Special Appropriations

In addition to ADA and FTE funds, the state may create a pool of money distributed to high schools or postsecondary institutions to subsidize dual enrollment costs. Distribution may be based on a formula or granted on a competitive basis to high schools and postsecondary institutions for creating a “blended” or integrated program. Some states designate special funding for programs designed to support students who are underrepresented in college or to reengage students who are off track for finishing high school.

INCENTIVES FOR STUDENTS

Tuition Waivers and Discounts

A number of states require or encourage community colleges to waive or discount tuition for dual enrollees. In some of these states, grants are made to programs or postsecondary institutions—such as those made under the special appropriations described above—to subsidize tuition waivers and discounts. Pennsylvania provides additional funding in its distribution formula to school districts serving low-income students to cover the costs of tuition, books, and fees.



TIP: LOCATION, LOCATION, LOCATION

A consideration in financing dual enrollment is deciding what mix of campus-based versus high school-based courses to fund. “College in the high school” courses are lower in cost than college campus courses: paying a college professor or adjunct professor to teach 30 high school students costs less than the aggregated cost per credit for the same students on a college campus paying regular or even discounted tuition. The advantage of college campus-based courses is that they allow students to experience the college environment and develop an identity as a college student. Most states hold most of their courses in high schools, but states should ensure that students have some access to college campus courses—especially those students needing the most support to attend college. The state should study differences in the outcomes and the costs and benefits of each approach.

Financial Aid

At least two states, Georgia and Tennessee, use state financial aid programs funded through state lottery proceeds—not tied to federal aid or rules—to defray the course-related costs of dual enrollees. Under these programs, states must decide whether aid will be scaled by income; both Georgia and Tennessee make aid available to any eligible dual enrollee. Another decision is whether students’ receipt of the aid as dual enrollees will affect future eligibility for state aid as full-time college students. For example, if students are only eligible for four years of state aid for college, will aid received as a dual enrollee be subtracted from total years of eligibility? If so, then aid should only be made available for dual enrollment in courses guaranteed for credit toward general education requirements or a sequence resulting in a postsecondary credential.



TIP: ADDITIONAL EXPENSES

Dual enrollment, especially programs that are designed with the supports to be an on ramp to college for underrepresented students, entail costs beyond instruction-related expenses. Examples are costs for books, transportation, tutoring, support services, and professional development and planning time for the high school and college teachers who design and deliver the courses. States should consider these costs in the design of dual enrollment financing, supplementing funds or permitting the flexible use of existing funds for these costs.



STATE EXAMPLES

Florida: *Strong Student and Institutional Incentives for Dual Enrollment*

In Florida, both K-12 schools and postsecondary institutions can claim enrollment-based state reimbursement (called FTE for both K-12 and colleges) for dual enrollees. School districts can claim a maximum seat time of one FTE for a student enrolled in dual credit courses. Dual enrollees are also included in the FTE calculations generated at each community college. The students are exempt from tuition and lab fees, and these waived amounts are deducted from the standard fee revenue reported by colleges to the state. Instructional materials assigned for use within dual enrollment courses are paid by students' high school districts.¹⁹ An official estimate for the cost of dual enrollment is unavailable; however, according to a report by the state's Office of Program Policy Analysis and Government Accountability, "In 2005-06, the total funding for these students equated to \$651 per semester per dual enrollment course."²⁰

Georgia: *State Financial Aid for Dual Enrollment*

The ACCEL program provides Georgia public and private high school juniors and seniors with funding to enroll in college-level courses. The funding source for ACCEL is Georgia's HOPE scholarship program, which subsists on revenue generated by the state lottery. Students must submit an application to the Georgia Student Finance Commission after being admitted as a dual enrollee to an approved private or public college in Georgia. Colleges invoice the commission for dual enrollees and apply ACCEL funds to a student's account. ACCEL funding is set at the public college tuition rate and includes a book allowance. Much of the funding is restricted to courses in the content areas of English language arts, science, social science, and foreign languages. While Georgia is notable for this student aid, it does not hold its institutions harmless for dual enrollment; high schools cannot claim ADA for dual enrollees.

North Carolina: *Hold Harmless and Funding for "Blended" Schools*

In North Carolina, colleges claim FTE for dual enrollees. The state waives the tuition of dual enrollees for community college courses. High schools can claim ADA reimbursement for concurrently enrolled students as long as they are enrolled for at least half the day in high school. High schools keep ADA for Huskins Courses, which are college courses offered exclusively to high school students. North Carolina also provides funding for the implementation and partnership costs of Learn & Earn schools, early college high schools that support students—including underrepresented students—in an integrated grade 9-14 course of study. In 2007-08, the state invested \$15.2 million in Learn & Earn.

**Pennsylvania: Incentives for Serving Low-Income Dual Enrollees**

Of the \$10 million that Pennsylvania appropriated in 2007-08 for dual enrollment partnerships, \$2.2 million is designated for supplemental grants to school districts with at least one low-income student enrolled in the program. Supplemental funds cover the cost of tuition, books, and fees for dual enrollment program participants, as well as for students in early college, middle college, and Gateway to College programs. School districts can apply for grant awards once they have a dual enrollment partnership agreement with an approved institution of higher education that includes the jointly negotiated tuition rate.²¹

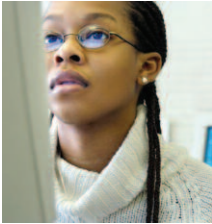
Texas: Holds Institutions Harmless

In Texas, both high schools and postsecondary institutions are reimbursed according to the average daily rate for dually enrolled students (Karp et al. 2004). Texas permits high schools to retain full ADA funding for students taking credits in postsecondary institutions (Hoffman 2005). All public colleges and universities are permitted but not required to waive all or part of the tuition and fees for a Texas high school student receiving joint credit (Karp et al. 2004). Students' contact hours are counted in the determination of state funding (Hoffman 2005). Additionally, the state recently allocated an extra sum per student (\$275) for promoting college success strategies that are inclusive of dual enrollment courses. Texas invested an estimated \$2,748,948 in dual enrollment in FY2007.²²

Utah: Flexible Use of State Dual Enrollment Appropriation

Districts receive funds per postsecondary credit completed by high school students in the prior year compared to the state total of completed concurrent enrollment hours.²³ This gives high schools an incentive to recommend students who are prepared to succeed. Dollars are allocated to schools from the district. Funds may pay for tuition and the costs of developing and maintaining a dual enrollment program, including staff development, quality monitoring, collaborative work with university employees, and the purchase of textbooks. The amount allocated by the legislation in 2007-08 for dual enrollment was \$9,215,497.

Developing Data Systems to Monitor Quality and Success



PRINCIPLES FOR DEVELOPING DATA SYSTEMS

- State K-12 and postsecondary data systems can identify current and former dual enrollees and distinguish participants and outcomes by social and academic characteristics.
- Unit-record databases with unique student identifiers allow the K-12 and postsecondary sectors to share data and monitor the progress of dual enrollees from high school to and through postsecondary education.
- Data collection and analyses are designed to provide evidence about whether a state is meeting its specified goals for dual enrollment.
- The state reports annually on dual enrollment participation and impact.

► ***Until states have robust longitudinal data, there are steps they can take to improve the collection and use of dual enrollment data.***

In recent years, states have begun to build comprehensive data systems. Many have developed unit-record data with unique student identifiers, allowing them to track individual students throughout their K-12 education systems. And a number of states collect and report some data on dual enrollment participation. However, few states have the capacity to track students across education sectors and systems. Longitudinal data are critical in evaluating the benefits of dual enrollment programs. Without them, state agencies can only report data for their own part of the education pipeline. For example, a state's postsecondary system may be able to identify dual enrollees and track them through college, but it cannot determine whether they have better educational outcomes than students with similar high school academic profiles who did not participate. This type of information is key to understanding whether—and under what circumstances—dual enrollment can serve as a bridge to college for students otherwise unlikely to pursue further education.

As a starting point, states should require secondary and postsecondary agencies and institutions to collaborate in the design, collection, analysis, and reporting of dual enrollment data (Western Interstate Commission for Higher Education 2006). Until states have robust longitudinal data, there are steps they can take to improve the collection and use of dual enrollment data:

Collecting Student-Level Information

States can ensure that the K-12 and postsecondary systems are able to identify who has participated in dual enrollment. This information should be tied at the student level to each individual's academic profile (e.g., assessment scores, GPA) and social background characteristics (e.g., race and income).

Collecting Information about Dual Enrollment Experiences

States can collect data that shed light on potentially important differences in students' dual enrollment experiences. These include information on such factors as the number of college courses a student takes while in high school, whether college courses were taken on a college or high school campus, and who taught the courses (e.g., a college professor, a high school teacher designated as an adjunct).

Defining and Collecting Key Outcome Data

States can collect key outcome data, tied to a state's specified goals for dual enrollment. For example, if one goal is to graduate more students ready for college and work, data should include high school graduation outcomes, state and national assessment scores (e.g., ACT, high school exit exams, college placement exams) and college preparatory courses completed. If a goal is to increase college enrollment and persistence, the data might include remedial courses taken, college course grades, credits earned, full- or part-time enrollment status, and degrees or credentials earned.

Reporting Annually to Stakeholders Based on the Best Descriptive Data Available

States can report annually on descriptive, point-in-time data to provide the public with an informative snapshot of the status of dual enrollment. These data would be available if a postsecondary system collected standardized data from institutions which included an identifier for dual enrollees. Although such data cannot provide definitive analyses about program effects, they would be useful in lieu of more comprehensive, longitudinal data. Here are questions such data could answer:

What is the level of dual enrollment participation? Is it growing?

- How many students are participating?
- How many credits do they earn on average?
- Are there high schools and postsecondary institutions that offer more or less dual enrollment than average?
- Are there groups of students (e.g., defined by socioeconomic status, ethnicity, average GPA) that participate at disproportionately higher or lower rates?

What is the nature of dual enrollment course taking?

- In what areas are students earning credit?
- Are the courses dual credit?
- Where are the courses offered?
- Who teaches the courses?
- How many special programs or schools offer a comprehensive dual enrollment experience (e.g., early college high schools)? Where are they located?

Do dual enrollees later enroll in and complete postsecondary education? Do they do so at higher rates than non-dual enrollees?

- In what institutions do they enroll?
- To what degree do postsecondary institutions accept credits earned through dual enrollment?
- How many remedial courses do dual enrollees take once they enter college?
- Do dual enrollees complete postsecondary credentials? What kinds?
- How do their rates of enrollment, remediation, persistence, and completion compare with non-dual enrollees?
- On average, how long does it take dual enrollees to earn a postsecondary credential, compared with college enrollees who were not dual enrollees?



STATE EXAMPLE

Florida: Answering Key Questions about Dual Enrollment with Linked, Longitudinal Data

In 2001, Florida created a P-20 data warehouse containing a wide array of linked, student-level data, including those from K-12 education, community colleges, four-year colleges, adult career and technical centers, and financial aid and scholarship databases. The warehouse allows the state to conduct longitudinal research about students from their enrollment in public school into the workforce—including questions relating to dual enrollment. Controlling for key student characteristics, reports have addressed whether “Dual Enrollment Students are More Likely to Enroll in Postsecondary Education” and whether “Community College Dual Enrollment Students Do Well in Subsequent University Courses.”

Governance, Accountability, Alignment

PRINCIPLES FOR DESIGNING GOVERNANCE

- A state body representing education leaders across grades P-16 has the authority and responsibility for guiding dual enrollment policy.
- Dual enrollment programs have a state-level administrative structure that can provide assistance with data collection, designation of dual credit courses, monitoring program quality, and making improvements.



Whether a state has strong or limited structures in place to facilitate secondary-postsecondary collaboration, dual enrollment arrangements will require a significant amount of communication and shared decision making because responsibility for students, funding, and credits must be shared. Therefore, a state needs an organizational structure to link the high school and postsecondary sectors and foster joint efforts to make policy decisions, monitor quality, and make improvements as necessary.

In strong dual credit programs where secondary-postsecondary alignment is a goal, a joint entity:

- Agrees on content and standards to link high school exit competencies with college first-year competencies;
- Assigns common course numbering across the system; and
- Collects data on progress and reports it publicly.

In addition, such an entity is the vehicle for sequencing and aligning mathematics and English language arts curricula and assessments (using the American Diploma Project benchmarks or other such standards), because these are key “gatekeeper” skills. Cross-sector teams of instructors work together to provide schools and higher education institutions with feedback on student performance and academic standards in the last two years of high school and first two years of postsecondary education.

► **A state needs an organizational structure to link the high school and postsecondary sectors and foster joint efforts to make policy decisions.**

Policymaking Authority

Whatever the administrative vehicle, dual credit has to be “owned” somewhere in the state’s education system, and data must be collected to monitor quality and identify problems. A cross-sector body (e.g., a subcommittee of a statewide P-16 council, an articulation/alignment committee) makes decisions about dual credit. The committee includes representatives from the departments of education, higher education, high schools, postsecondary campuses, and the governor’s office. It is responsible for advancing policy recommendations, program coordination, and communication as needed.

Statutes, Rules, and Regulations

The dual enrollment program requirements are written into statutes or regulations that specify program purposes, general design principles, and other key elements such as access and eligibility rules, quality control, financing, and governance. The rules also establish an indicator for dual enrollment in the state’s data system, on the student’s transcript, and as a weight for dual enrollment in the student’s GPA calculation.

Administrative Structure

States can create staffed standing committees on dual enrollment, with responsibility for convening the sectors. A standing committee can report to a subcommittee of the P-16 council (if one exists) or to the chief state school officer and higher education officer. The standing committee holds regular meetings and has responsibility for the following:

- *Decision making regarding program content and rules:* Once program design is established, the committee reviews issues such as eligibility requirements, equity of access, course selection, course quality, assignment of course numbers, and other issues identified based on program data.
- *Data collection and program monitoring:* The committee tracks data across grades 9-16 and does qualitative assessments of course equivalencies to ensure a match between courses delivered in high schools and those on the college campus.
- *Partnership agreements and terms:* The committee develops and implements a standard dual credit partnership agreement or memorandum of understanding. These specify the roles and responsibilities of secondary and postsecondary partners in regard to tuition and fees, use of campus facilities, books and transportation, local decision-making mechanisms, and revenues and expenditures, including in-kind costs, related to dual credit activities.

- *Alignment of math and English language arts:* To create a feedback loop between high school and postsecondary institutions and to further align high school exit requirements with college admission requirements and non-remedial course taking, the dual enrollment program should require that mathematics, reading, and writing are structured into a sequenced pathway, using state college-readiness standards and data about student performance in college courses.
- *Public reporting:* The P-16 Council issues an annual public report on dual enrollment programs and progress against annual goals for statewide participation and improvement. (See “Developing Data Systems to Monitor Quality and Success.”)



STATE EXAMPLES

Florida: *Cross-Sector Decision Making about Dual Crediting and Credit Transfer*

Florida's Articulation Coordinating Committee is appointed by and reports to the Commissioner of Education. The committee comprises representatives from the state university system, the community college system, independent postsecondary institutions, public schools, applied technology education, a student member, and a member-at-large. Standing committees are charged with such issues as postsecondary transitions and course numbering. The committee makes recommendations to the Department of Education related to rules for course crediting and student transfer. The state requires local partnership agreements to spell out the division of responsibilities in regard to paying for books, transportation, advising, and support.

Rhode Island: *Administrative and Governing Structures for Dual Enrollment*

In 2007, the state created a subcommittee of the Governor's P-16 Council to guide dual enrollment policymaking. The Rhode Island Board of Governors for Higher Education, in coordination with the Department of Education, has hired a dual enrollment manager to manage and support the state program.



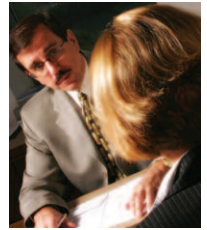
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Dual Enrollment State Policy Self-Assessment Tool

This state policy self-assessment tool is based on the principles outlined in this guide, which were derived from promising practices in states using dual enrollment as a bridge to college for all high school youth. The policy examples under “current state practice” for each principle in the table represent a continuum—from less to more accordant with the policy principle. The table also contains a column with an example of specific policies from states whose practices are emblematic of each principle.

To assess the status of a state’s dual enrollment policies, select the policy in the table that most closely characterizes current policy and note its position on the continuum. A preponderance of program characteristics on the left side of the continuum may mean that the state has a program designed to advance the already college bound. A higher accordance with the principle may mean that they have more conditions in place so that dual enrollment can serve as a bridge to college for all students, including underrepresented students.



ELIGIBILITY AND ACCESS

Policy Principle

Current State Practice

Examples of State Policy Consistent with Principle

LESS > > > [level of accordance with the policy principle] > > > MORE

SETTING ELIGIBILITY

Eligibility requirements are determined by the secondary and postsecondary sectors together.

State does not require K-12/PSE partnership agreement regarding eligibility criteria.

Eligibility criteria are set in either the K-12 or postsecondary sector.

There is a P-16 structure for setting eligibility criteria and regularly reviewing policies for effectiveness.

Rhode Island: The state has established a statewide “Working Group on Dual Credit” that, in part, sets and reviews eligibility criteria for college course taking by high school students. [Dual Enrollment in Rhode Island: Opportunities for State Policy, 2006]²⁴

Utah: Public schools and institutions of higher education are entrusted with the responsibility for setting student eligibility criteria. Suggested student eligibility criteria addressed in the local partnership agreements include: limiting the option to juniors and seniors; grade point average, ACT score or score on placement exams that are indicative of college readiness; approval by high school and college staff; and letters of recommendation. [The Utah State Board of Regents Policy, R165].

Texas: Institutions of higher education are to assist school districts in the development of dual enrollment programs [HB 1, Sec. 28.009]. In Texas, 11th and 12th grade students can enroll in dual credit courses if the student achieves the set minimum passing scores in reading, writing, and mathematics assessments [Texas Higher Education Coordinating Board, Rules & Regulations, Chapter 4, Subchapter D-4.85]. Additional admission criteria set by the postsecondary institution are also included as part of the articulation agreement [Texas Administrative Code § 4.85(8)].

Policy Principle	Current State Practice LESS > > > [level of accordance with the policy principle] > > > MORE			Examples of State Policy Consistent with Principle
ELIGIBILITY STANDARDS/CRITERIA				
High school students are able to enroll in a college course based on meeting the prerequisites for that course alone. Students need not meet all high school graduation requirements or overall college admission standards in order to take a college-level course.	Students have to meet college admission standards for non-remedial courses in all subject areas.	N/A	Students can take specified college courses based on demonstrated proficiency in an appropriate subject area.	Ohio: Students may take a specific college course(s) by achieving a certain GPA in the same subject area as the dual enrollment course. The postsecondary institution is responsible for defining the high school courses belonging in the “same subject area” as the college course [OAC Chapter 3301-44-03(H)].
Eligibility is not determined on the basis of a single, state-mandated test. There are multiple ways to demonstrate readiness.	Eligibility is based on a single, high-stakes test.	N/A	Eligibility criteria provide multiple ways to become eligible for dual enrollment.	Maine: Students are eligible to take postsecondary courses if there is space at the partner college; if the student has maintained a “B” average and completed all course prerequisites; and if student has received permission from the their parents, school, and teachers. If students do not meet these criteria, they can still enroll in courses if they are high school juniors or seniors and receive permission from the school to enroll in a college course(s) [ME Rev. Stat. 20A-208A-§4772A].
ENSURING EQUITABLE ACCESS				
All high schools provide a state-defined minimum number of dual enrollment courses or credits.	No policy authorizes the availability of dual enrollment courses for high school students.	Dual enrollment policy is voluntary: high schools do not have to provide opportunities.	The state mandates that high schools work with colleges to make some college course-taking opportunities available to eligible students.	Texas: In 2006, the legislature required that all school districts make up to 12 college credits available for free to all high school students by the fall of 2008 [HB 1, § 28.009].
All public postsecondary institutions participate in dual enrollment.	No policy authorizes two-year or four-year colleges to participate in dual enrollment.	Dual enrollment participation is voluntary for postsecondary institutions.	The state mandates that colleges work with high schools to make some college course-taking opportunities available to eligible students.	Minnesota: Under the state's Post-Secondary Enrollment Options program, postsecondary institutions are required to provide high school students with opportunities to enroll in dual enrollment courses contingent upon their meeting regular admissions standards [MN 124D.09(5)].

Policy Principle	LESS >>> [level of accordance with the policy principle] >>> MORE	Current State Practice	Examples of State Policy Consistent with Principle
<p>All students and families must be informed of the availability and benefits of dual enrollment.</p>	<p>The state does not require districts to notify high school students about dual enrollment.</p>	<p>The state requires districts to notify high school students and families about dual enrollment.</p>	<p>Ohio, Washington, and Minnesota: Each state mandates that school districts inform students of dual enrollment program opportunities [MN 124D.09(6); O.R.C. Section 3365.02(B); and WAC 392-169-070].</p> <p>Kentucky and Rhode Island: These states require that every high school student have an individual learning plan and will possibly include dual enrollment as an option on these plans [704 KAR 3:305; RI Board of Regents High School Regulations].²⁵</p>
<p>The state requires that high school/college partnerships be structured to help students to prepare themselves for dual enrollment—including preparation for students who need support in becoming eligible.</p>	<p>See Policies under “Academic and Social Supports for At-Risk Students”</p>		
<p>QUALITY</p>			
<p>College courses taught at high school use the same syllabi, assign comparable work, and give the same examinations as the equivalent courses taught on the postsecondary campus.</p>	<p>The state has no provisions to ensure the quality of courses.</p>	<p>Policy includes measures to ensure the equivalence of off-campus college courses (and those taught by high school faculty) with those taught on campus.</p>	<p>Utah: Academic departments at institutions of higher education are responsible for assessing the quality of dual enrollment courses. The academic department is to approve the course content, instructional materials, and procedures of dual enrollment courses to ensure comparability with university courses [53A-15-101(3)(iii)].</p> <p>Indiana: Indiana’s Policy on Dual Credit Courses Taught in High Schools by High School Faculty, as passed by the Commission for Higher Education, stipulates that course syllabi, textbooks, class assignments, and exams be the equivalent of those courses taught at the local college institution. It also makes the academic department of the postsecondary institution responsible for offering and notifying high school faculty of professional development opportunities. The college is responsible for evaluating the performance of students who enroll in dual credit courses [Indiana Commission for Higher Education, 2005].²⁶</p> <p>Florida: Textbooks, syllabi, course assignments, and other instructional materials used in a dual enrollment course must be the same as, or comparable to, those used by the same course at the community college. Academic departments at a partnering community college vet end-of-course exams [Statement of Standards; Dual Enrollment/Early College Programs in the Florida Community College System].²⁷</p>

Policy Principle	LESS > > > [level of accordance with the policy principle] > > > MORE	Current State Practice	Examples of State Policy Consistent with Principle
<p>The kind and number of college courses offered is limited in order to monitor quality efficiently.</p>	<p>Policy does not specify the types of college courses that high school students may take.</p>	<p>Dual enrollment is limited to non-remedial college courses, except in special circumstances (e.g., high school programs serving overage, under-credited youth).</p>	<p>Kentucky: In 2007, the State Board of Education’s “Dual Credit Task Force” recommended to the board that incentives in dual credit policy focus on “Dual Credit Core” courses: key college courses from general education and career pathway sequences that “align with and expand upon” high school graduation requirements [Report to the Kentucky Board of Education: Interagency Dual Credit Task Force, 2007].²⁸</p>
<p>Higher education sets minimum instructor qualifications.</p>	<p>Policy does not address instructor qualifications.</p>	<p>Policy defines minimum instructor qualifications and supports joint curriculum and professional development for instructors of dual credit courses.</p>	<p>West Virginia: The state requires that instructors of dual enrollment courses possess the minimum faculty credential requirements for “instructional rank” at the credit-granting college [WVCTCS §139-16-6].</p> <p>Utah: Instructors of concurrent enrollment courses must be approved as adjunct faculty at the partner college or university. Public institutions of higher education are also responsible for supervising public school educators [53A-15-101(3)(i-iii)].</p> <p>Texas: Dual credit instructors must be employed faculty members of the college, or must have the same qualifications as staff teaching the course at the college. The college is also responsible for overseeing the instructional quality of dual enrollment courses [Texas Administrative Code § 4.85(e)].</p>

Examples of State Policy Consistent with Principle

Current State Practice
 LESS > > > [level of accordance with the policy principle] > > > MORE

ACADEMIC AND SOCIAL SUPPORTS FOR AT-RISK STUDENTS

<p>Policy Principle</p>				
<p>Each partnership between secondary and postsecondary institutions specifies student support responsibilities in a memorandum of understanding. The state may provide a template for the MOU.</p>	<p>The state requires no process or documentation that defines roles of high schools and colleges in dual enrollment.</p>	<p>N/A</p>	<p>The state requires that high schools and colleges specify and document key roles and responsibilities in a memorandum of understanding or agreement. The state may provide an MOU template to ensure common elements are addressed.</p>	<p>Texas: Local partnership agreements between institutions must address support services available to students [Texas Administrative Code § 4.84]. At a minimum, the state requires that dual enrollees receive academic services similar to those of traditional college students at the postsecondary institution [Texas Administrative Code § 4.85(g)].</p>
<p>Each partnership provides a liaison between the high school and college, with responsibilities for advising students, arranging course schedules, and linking students to support services.</p>	<p>The state neither requires nor supports partnerships to provide a liaison.</p>	<p>The state requires partnerships to have a liaison but provides no support.</p>	<p>The state requires and grants support to partnerships to provide a liaison.</p>	<p>North Carolina: Under the Learn & Earn initiative—starting over 70 early college high schools that employ dual enrollment in their design and target a diverse population—schools receive grant funds and other support from the state. A portion of the state support must be used to support a high school-college liaison. [State Board of Education meeting, 2007].²⁹</p>
<p>High schools and postsecondary institutions together select a limited number of “high support” pathways leading to credit in general education or a career certificate, and counsel students needing such support to move into them.</p>	<p>The state provides no policy or financial incentives for programs designed to prepare and support middle- to low-achieving students in entering and succeeding in dual enrollment courses.</p>	<p>The state provides policy and financial incentives for programs designed to prepare and support middle- to low-achieving students in gateway courses that lead to dual enrollment.</p>	<p>The state provides policy and financial incentives for autonomous schools designed to prepare and support middle- to low-achieving students in entering and succeeding in dual enrollment.</p>	<p>Ohio: In 2006, the Ohio legislature approved \$8 million in funding over two years in support of early college high schools throughout the state [HB 66]. North Carolina: The state’s “Innovative Education Initiatives Act,” created in 2003, establishes a process for high school and college partnerships—including those that use dual enrollment—to seek waivers from state rules that may stand in the way of innovative practice [North Carolina SB 656].</p>
<p>A “college preparatory” strand is designated for students with risk factors such as being overage and under-credited or reentering the system.</p>	<p>The state provides no policy support or financial incentives for programs and schools designed to work with these populations.</p>	<p>The state provides policy support and financial incentives for programs and schools designed to work with these populations.</p>	<p>The state provides policy support and financial incentives for programs and schools designed to work with these populations and makes provisions for them to take some on-campus, credit-bearing courses.</p>	<p>Massachusetts: Dual enrollment legislation reserves a portion of dual enrollment funding for students in alternative education programs. Due to funding constraints, the legislature cut all dual enrollment funding, including this set-aside, in 2003 [MGL 15a.39].</p>

Policy Principle

LESS > > > [level of accordance with the policy principle] > > > MORE

FUNDING AND FINANCE

Secondary and postsecondary institutions are compensated for the students’ education in such a way that both are held harmless or almost harmless.

MODEL 1: Enrollment-Based State Reimbursement (ADA & FTE)

<p>The state has no policy to reimburse K-12 or postsecondary institutions for the costs of serving dual enrollees.</p>	<p>K-12 or postsecondary institutions have a disincentive to offer dual enrollment (e.g., school districts are required to lose substantial ADA to pay for college tuition).</p>	<p>ADA and FTE can be claimed by both K-12 and postsecondary institutions respectively.</p>
<p>Texas: In 2003, the legislature eliminated a statute that prevented local education agencies and colleges from both claiming state apportionment for dual enrollees [HB 415].</p>		

MODEL 2: Special Appropriations Support for Dual Enrollment and Incentives for “Blended” Programs and Schools

<p>No special appropriations for dual enrollment or grants for partnerships between high schools and colleges to create a “blended” or integrated program</p>	<p>Special appropriations for dual enrollment or grants for partnerships creating a “blended” or integrated program</p>	<p>Special appropriations for dual enrollment and grants for partnerships creating a “blended” or integrated program, with special incentives for models targeting underrepresented students</p>
<p>Pennsylvania: In 2005, the legislature authorized support for high school-college partnerships offering dual enrollment opportunities. More state support is available to partnerships serving greater proportions of low-income students [HB185].</p> <p>Texas: The state provides funding for several early college high schools. Additionally, in 2006, the legislature authorized a \$275 per-student allocation to districts that may be used to promote dual enrollment, among other college success strategies [HB 1 § 5.06].</p>		

ALTERNATIVE APPROACH: Pilot or Performance Funding

Set aside “pilot” or “performance” funding for high schools and postsecondary dual enrollment partnerships. Make future funding dependent on whether dual enrollment reduces course-taking redundancy, increases postsecondary readiness and completion for low-income students, and moves students more quickly into the workforce or to degree completion.

Policy Principle	Current State Practice [level of accordance with the policy principle] > > > MORE		Examples of State Policy Consistent with Principle
<p>Courses are provided either to all students or to low-income students free of charge.</p>	<p>MODEL 1: State-Funded tuition waivers</p>		
	<p>There is no state funding provided to cover tuition for dual enrollees. Students pay.</p>	<p>The state discounts tuition for all dual enrollees or based on a means test.</p>	<p>North Carolina and Florida: The states have long waived community college tuition for any dual enrollee [FL § 1007.271 (13); NC 23 NCAC 02D.0202].</p>
<p>Funding streams are flexible enough that money can be used for professional development, books, laboratory fees, and student transportation.</p>	<p>MODEL 2: Scholarships for students*</p>		
	<p>The state has no financial aid program or does not make aid available to dual enrollees.</p>	<p>The state provides partial aid to colleges or students to offset full costs for dual enrollment. Student eligibility may or may not be tied to a means test.</p>	<p>Georgia: In 2004, the state created ACCEL grants—part of the state’s lottery-funded HOPE Scholarships—for high school students to pay for tuition and other costs of college courses leading to a degree [Georgia Code, Title 20 § 20-3-519.2].</p>
<p>Funding streams are flexible enough that money can be used for professional development, books, laboratory fees, and student transportation.</p>	<p>State funding cannot pay for non-course related dual enrollment costs.</p>	<p>State funds may be used to pay for non-course-related dual enrollment costs.</p>	<p>Utah: High schools and institutions in Utah’s System of Higher Education that have granted adjunct status to high school educators must jointly offer professional development activities to their faculty [The Utah State Board of Regents Policy, R165-9.3].</p> <p>Florida: Postsecondary and secondary institutions are to annually revise their Interinstitutional Articulation Agreements (IAA) to reflect current institutional roles and responsibilities. The plan should include professional development activities to improve the quality of instruction and introduce the use of technology in classroom instruction [Statement of Standards, Dual Enrollment/Early College Programs in the Florida Community College System].³⁰</p>

*In most states, high school students are ineligible for federal Pell Grants or for state financial aid because federal rules bar their participation.

Policy Principle	LESS > > > [level of accordance with the policy principle] > > > MORE	Examples of State Policy Consistent with Principle
DEVELOPING DATA SYSTEMS TO MONITOR QUALITY AND SUCCESS		
<p>State K-12 and postsecondary data systems can identify current and former dual enrollees and distinguish participants and outcomes by social and academic characteristics.</p> <p>Unit-record databases with unique student identifiers allow the K-12 and postsecondary sectors to share data and monitor the progress of dual enrollees from high school to and through postsecondary education.</p>	<p>Neither the state K-12 nor postsecondary data systems can identify dual enrollees.</p> <p>Only one system (K-12 or PSE) can identify dual enrollees, but the systems are not linked.</p> <p>Both K-12 and postsecondary can identify dual enrollees and link student records longitudinally.</p> <p>The state’s K-12 data system conforms to recommendations made by the national Data Quality Campaign for longitudinal data systems.</p>	<p>Florida: The state maintains a P-20 warehouse that allows for longitudinal tracking of education outcomes at the student level, including outcomes related to dual enrollment participation. The Department of Education reports regularly to the legislature on key dual enrollment outcomes, providing evidence about whether the program is achieving the objective of accelerating student transitions from high school through postsecondary education [F.S. § 1008.31(3)].</p>
<p>Data collection and analyses are designed to provide evidence about whether a state is meeting its specified goals for dual enrollment.</p> <p>The state reports annually on dual enrollment participation and impact.</p>	<p>State policy requires no reporting or data collection relating to dual enrollment.</p> <p>State policy requires reporting about participation, but the intended benefits of dual enrollment are not defined.</p> <p>State policy requires reporting on participation and whether participation is associated with the intended benefits of dual enrollment.</p>	

Policy Principle	LESS > > > [level of accordance with the policy principle] > > > MORE	Current State Practice	Examples of State Policy Consistent with Principle
<p>GOVERNANCE, ACCOUNTABILITY, AND ALIGNMENT</p> <p>A state body representing education leaders across grades P-16 has the authority and responsibility for guiding dual enrollment policy.</p>	<p>State oversight and policymaking roles are not explicitly defined.</p>	<p>Policymaking is relegated to either the K-12 or postsecondary sector.</p>	<p>Rhode Island: The state created a subcommittee of the Governor's P-16 Council which will guide dual enrollment policymaking. The Rhode Island Board of Governors for Higher Education, in coordination with the Department of Education, has hired a dual enrollment manager to manage and support the state program [Dual Enrollment in Rhode Island: Opportunities for State Policy, 2006].³¹</p>
<p>Dual enrollment programs have a state administrative structure that can provide assistance with data collection, designation of dual credit courses, monitoring program quality, and making improvements.</p>	<p>The state has no administrative structure for supporting dual enrollment.</p>	<p>The state has an administrative structure representing the K-12 and postsecondary sectors, with clearly defined responsibilities relating to course articulation and supporting program improvement.</p>	<p>The state has an administrative structure representing the K-12 and postsecondary sectors, with clearly defined responsibilities relating to course articulation and supporting program improvement <i>and</i> dedicated staff to coordinate dual enrollment programming.</p>

Endnotes

- ¹ See: www.higheredinfo.org/dbrowser/index.php?level=nation&mode=map&state=0&submeasure=24 and www.higheredinfo.org/dbrowser/index.php?level=nation&mode=map&state=0&submeasure=27.
- ² Both the NELS data set and JFF’s analysis of the NELS data use “socioeconomic status,” or SES, as the indicator of poverty. Socioeconomic status is a composite variable that takes into account family income, education, and occupations. SES is widely accepted by researchers as a more accurate indicator of poverty or lack of opportunity than a point-in-time measurement of income. In this paper, the term “low income” is used synonymously with “low SES” for readability’s sake.
- In the NELS data set, SES is constructed using questionnaire data about the mother’s and father’s highest level of education, their occupations, and family income. The NELS students were divided into five socioeconomic “quintiles” of equal size. The 20 percent with the lowest SES scores are in quintile one; the 20 percent with the highest SES scores are in quintile five.
- ³ Dual enrollment is also called dual credit, concurrent enrollment, college in the high school, and joint enrollment. The terms *dual enrollment*, *joint enrollment*, and *concurrent enrollment* typically refer to high school students taking postsecondary courses, no matter what credit they receive. *Dual credit* refers to dual enrollment course-taking that results in both high school and college credit. *College in the high school* usually refers to college courses that are offered on the campus of a high school. Any of these program variations can fall under the umbrella of what some states call postsecondary, or accelerated, learning opportunities.
- ⁴ Schools in the Early College High School Initiative, including North Carolina’s Learn & Earn schools, are small schools designed so that low-income youth, first-generation college-goers, English Language Learners, students of color, and other young people underrepresented in higher education can simultaneously earn a high school diploma and an Associate’s degree or up to two years of credit toward a Bachelor’s degree—tuition free. For more information, see: www.earlycolleges.org.
- ⁵ See: Statement of Standards, Dual Enrollment/Early College Programs in the Florida Community College System. Adopted by the Council of Presidents February 23, 2007. Available at: <http://home.earthlink.net/~fheapblog/sitebuildercontent/sitebuilderfiles/DualEnrollmentOverhaul.rtf>.
- ⁶ See: Statement of Standards, Dual Enrollment/Early College Programs in the Florida Community College System. Adopted by the Council of Presidents February 23, 2007. Available at <http://home.earthlink.net/~fheapblog/sitebuildercontent/sitebuilderfiles/DualEnrollmentOverhaul.rtf>.
- ⁷ See: www.tea.state.tx.us/gted/aafaq.html.
- ⁸ See: Hoffman & Vargas 2005 and www.wcpss.net/school_to_career/wtcc/*huskins*/Huskins*-Manual-21Nov200*4*.doc.
- ⁹ North Carolina also has a “Concurrent Enrollment” policy. Whereas Huskins courses are designed specifically for high school students, concurrent enrollment courses allow high school juniors and seniors who are 16 and older to take community college courses with other college students.
- ¹⁰ See: www.project720.org/ProjectDetails.
- ¹¹ See: Hoffman 2005 and www.utahsbr.edu/policy/r165.htm.
- ¹² See: Spurling & Gabriner 2002; University of Arizona 1999; Windham & Perkins 2001; Karp et al. 2007; Lerner & Brand 2006; and Kim & Barnett 2007.

- ¹³ The experience of AP is useful here: While there was a 111 percent increase in test taking from 1997 to 2005 (including a 213 percent increase among Hispanic students), there were only minor declines in AP test scores. The proportion of students who earned a 3 or better on the college-level exams fell from 65 percent to 59 percent over the nine-year study period (Planty, Provasnik, & Daniel 2007).
- ¹⁴ See: www.utahsbr.edu/policy/r165.htm.
- ¹⁵ See: <http://home.earthlink.net/~fheapblog/sitebuildercontent/sitebuilderfiles/DualEnrollmentOverhaul.rtf>.
- ¹⁶ Research shows that on-campus experience is a powerful motivator for students to perform well enough academically to be admitted to college without need for remediation.
- ¹⁷ See: www.earlycolleges.org.
- ¹⁸ See: *Annual Progress Report State of Washington, State Board for Community and Technical Colleges*, which provides a yearly update on savings to families and the state for Running Start, the state's dual enrollment program. See also Augenblick, Palaich, & Associates 2006 and forthcoming.
- ¹⁹ See: www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=Ch1011/Sec62.htm and www.leg.state.fl.us/statutes/index.cfm?App_mode=Display_Statute&Search_String=&URL=Ch1011/Sec62.htm.
- ²⁰ See: www.oppaga.state.fl.us/reports/educ/r06-27s.html.
- ²¹ See: Pa Act 46 Section 1601-B.7.d(1); Personal communication with Sharon Tucker, Research and Strategic Planning Specialist, Pennsylvania Department of Education, December 2007.
- ²² The Texas Higher Education Coordinating Board estimated this figure upon request from Jobs for the Future. As a caveat, we caution that this figure excludes the base-year funding period used to fund post-secondary institutions. It includes assumptions about the types of dual enrollment courses based on the information submitted to the Texas Education Agency and the proxy funding rate for universities (funded based on attempted semester credit hours) and community colleges (funded based on attempted contact hours). The Texas Higher Education Coordinating Board cannot assess the exact cost of dual credit courses because tuition for courses varies based on academic field of discipline.
- ²³ See: www.rules.utah.gov/publicat/bulletin/2007/20070701/30098.htm.
- ²⁴ See: www.ribghe.org/dualenrollment06.pdf.
- ²⁵ See: www.ride.ri.gov/Regents/Regentsregulations.aspx.
- ²⁶ See: www.che.state.in.us/Policies.
- ²⁷ See: <http://home.earthlink.net/~fheapblog/sitebuildercontent/sitebuilderfiles/DualEnrollmentOverhaul.rtf>.
- ²⁸ See: www.education.ky.gov/users/spalmer/August%202007%20Report%20on%20Dual%20Credit_August%202007_KBE%202.pdf.
- ²⁹ See: www.dpi.state.nc.us/sbe_meetings/0701/hsp/0701hsp09.pdf.
- ³⁰ See: <http://home.earthlink.net/~fheapblog/sitebuildercontent/sitebuilderfiles/DualEnrollmentOverhaul.rtf>.
- ³¹ See: www.ribghe.org/dualenrollment06.pdf.

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Joel Vargas works on state policies to promote improved rates of high school and postsecondary success for underserved students. He has focused in particular on new education pathways that blend high school and college, such as early college high schools and comprehensive dual enrollment programs. He has directed, initiated, and studied a variety of middle school and high school programs designed to promote college-going for underrepresented students. He also has been a teacher, editor, and research assistant for the Civil Rights Project at Harvard University, coeditor of *Double the Numbers: Increasing Postsecondary Credentials for Underrepresented Youth* (Harvard Education Press) and *Minding the Gap: Why Integrating High School with College Makes Sense and How to Do It* (Harvard Education Press).

Janet Santos works with JFF's efforts to develop and advocate for policies to increase academic achievement and high school completion rates. She coordinates JFF's multiple state policy initiatives, analyzes current policies, and identifies potential policy levers supportive of P-16 (or P-20) structures to increase the high school and college completion rates of students from underrepresented groups. Before joining JFF, Ms. Santos was an intern at the Annenberg Institute for School Reform, where she provided research support. As a program associate at The Education Alliance at Brown University, she assisted in the development of research and training materials about effective instructional and curricular interventions for English language learners for district and state professional development.



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