Dual Enrollment: The Role of Policy in Promoting Quality Pathways to Postsecondary Success

February 13, 2014

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Introduction and Overview

Joseph R. Harris, Ph.D.
Director, CCRS Center
CCRS Center Technical Assistance Hub

Task Areas

• Coordination and Collaboration
  – Regional Comprehensive and Content Centers
  – Federal CCRS Technical Assistance Providers
  – External CCRS Stakeholders and Resources

• Knowledge Development and Application
  – New CCRS Center Products and Tools
  – CCRS Knowledge Database
  – Webinars and Symposia
  – CCRS Center Website and Social Media
  – Responsive and Proactive Technical Assistance
  – Networked Communities

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Understanding Accelerated Learning Across Secondary and Postsecondary Education

This brief aims to catalog accelerated learning options available within and across secondary and postsecondary education.

As we strive to create an education system that is responsive to the needs of all, we must foster pathways that afford students the opportunity to move through secondary and postsecondary education at an individualized pace that meets their academic needs. Accelerated learning serves as a promising tool to provide such opportunities to students. This brief catalogs accelerated learning options that are currently being implemented in schools and highlights efforts made both within and across secondary and postsecondary education.

Definitions

Accelerated learning: A broad term that encompasses changes to the traditional time frame in which students acquire credits.

Credit recovery: A structured means for students to earn missing credits needed for graduation.

Double-dip: A form of credit recovery in which students receive a “double dip” (usually a double period) of an academic subject to ensure that they remain on schedule to complete the necessary credits for graduation. It is typically used in secondary education when students arrive in high school and are unprepared for grade-level work.

Accelerated across secondary and postsecondary education: An opportunity for high school students to enroll in college courses and earn college credit. The programs in this category vary by the location of delivery, the type of instructor, and credit accrual at secondary and postsecondary levels (see the list of programs on page 7). Accelerated remediation: A postsecondary course sequence that reduces the length of remedial-level English and mathematics courses to enable students to move more quickly into college-level classes.
CCRS Center Prior Webinars on Accelerated Learning

Understanding Accelerated Learning Across Secondary and Postsecondary Education -
http://www.ccrscenter.org/products-resources/ccrs-center-webinars-events#sthash.Ydu3qTu9.dpuf

Early College, Early Success: Program Overview, Research Findings, and Implications for Practice -
http://www.ccrscenter.org/products-resources/ccrs-center-webinars-events#sthash.Ydu3qTu9.dpuf
Today’s Presenters

- Jennifer Dounay Zinth, Senior Policy Analyst, Education Commission of the States (ECS)
- Adam Lowe, Executive Director, National Alliance of Concurrent Enrollment Partnership (NACEP)
- John Fischer, Deputy Commissioner, Vermont Agency of Education
- Joyce Judy, President, Community College of Vermont
- Moderator: Jennifer Brown Lerner, American Youth Policy Forum

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Dual Enrollment: Where We Are and Model Policy Components

Jennifer Dounay Zinth

Education Commission of the States
About ECS

- National organization based in Denver, CO
- Non-partisan, nonprofit
- Funded by state fees, grants/contracts, corporate support
- Cover the P-20 spectrum
- Primary constituents = state-level education leaders in 50 states, D.C. and territories:
  - Governors
  - Legislators
  - Chiefs and state boards
  - Postsecondary leaders
Overview

- ECS database on dual enrollment
- Trends in state-level dual enrollment policy
- ECS brief on model components of dual enrollment policy
Dual Enrollment Database

✓ Accessible from www.ecs.org
Welcome to the Education Commission of the States' High School Database

Please choose a topic of interest from the list at left or the diagram below.

Use the diagram below to view the components of state-level high school reform, and their relationship to one another.

Please contact Jennifer Dourney Zimth (jzimth@ecs.org or 303.299.3669) with any questions on the High School Policy Center, or on high school policy in general.
Dual Enrollment Database

High School: Online Database

Welcome to the Education Commission of the States' High School Database

Dual Enrollment

Why this issue matters

- Without a requirement that eligible students may participate, schools and districts may not be inclined to promote this option for students.
- Some express concern that dual enrollment courses taught by high school teachers may not meet the same level of rigor as courses taught by postsecondary faculty on postsecondary campuses.
- Some critics contend that dual enrollment courses without an end-of-course assessment have no measure to ensure that the level of rigor matches that of traditional postsecondary courses.
- How funding flows can either incentivize schools to participate or deter participation.
- If courses meet rigorous criteria yet students are denied transfer credit at another postsecondary institution, the value of dual enrollment as an option for students to save money and time to degree is negated.

Why our methodology matters

- Primary resources: ECS draws its information primarily from state statutes, rules and regulations, recently enacted legislation, executive orders and other primary source documents.
- As needed, policies and their interpretations are confirmed with state-level staff.
- We believe this policy helps institutionalize practice.
- Our goal is to document where the underlying authority lies, and where consensus has been strong enough to adopt a common approach.

Related ECS products

- EarlyMiddle College High School database
- Policy brief: Dual Enrollment: Policy issues confronting State Policymakers
- Recent state policies/activities database and issue site

Staff contacts:
Jennifer Donnay Zehm, senior policy analyst
303.292.3680
jdonnay@ecs.org

<table>
<thead>
<tr>
<th>[State Profiles]</th>
</tr>
</thead>
<tbody>
<tr>
<td>A report containing all information available in the Dual Enrollment database for a single state.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>[50-State Reports]</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Dual enrollment (all data points for all states)</td>
</tr>
<tr>
<td>- [Bipartisanship]</td>
</tr>
</tbody>
</table>
# Dual Enrollment Database

## Kentucky

### Program Basics

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Statewide policy in place</td>
<td>Yes</td>
</tr>
<tr>
<td>Definition or title of program</td>
<td>State has two programs: In a Dual Credit course, a student receives credit from both the high school and postsecondary institution in which the student is enrolled upon completion of designated program of study, including participating in the Gatton Academy of Mathematics and Science in Kentucky. In a Dual Enrollment course, a student is enrolled in a high school and postsecondary institution simultaneously, including participating in the Gatton Academy of Mathematics Kentucky. Instances where dual credit policies differ between courses offered by public technical/community colleges and public four-year institutions are noted in the profile.</td>
</tr>
<tr>
<td>Where courses provided</td>
<td>Generally: Not specified</td>
</tr>
<tr>
<td></td>
<td>Dual Credit:</td>
</tr>
<tr>
<td></td>
<td>• At high school</td>
</tr>
<tr>
<td></td>
<td>• At postsecondary institution</td>
</tr>
<tr>
<td></td>
<td>• Virtual program</td>
</tr>
<tr>
<td></td>
<td>• Other. Course may be delivered at another site other than the high school or postsecondary campus. Course may also be delivered in combination of delivery methods above.</td>
</tr>
<tr>
<td>Postsecondary and/or secondary credit earned</td>
<td>Dual Credit: Both</td>
</tr>
<tr>
<td>Students may take developmental/remedial coursework for dual credit</td>
<td>Not set in state policy</td>
</tr>
<tr>
<td>CTE component</td>
<td>Yes. A “career pathway program of study” is defined as a coherent, articulated sequence of rigorous academic and CTE courses, including dual credit opportunities, that prepare postsecondary study leading to postsecondary degrees, industry certifications, or licensure. One of the purposes of the career and technical education accessibility fund is to develop and support study in high-demand occupational fields for middle and high school students.</td>
</tr>
<tr>
<td>Unique characteristics</td>
<td>Each secondary school-based decision making council must establish a policy on the recruitment and assignment of students to AP, IB, dual enrollment, and dual credit courses. Students have the right to participate in a rigorous and academically challenging curriculum. All students willing to accept the challenge of a rigorous academic curriculum must be provided with opportunities to meet prerequisite requirements. Any student whose scores on the grade 10 PLAN or grade 11 ACT indicate a high degree of readiness for high school must be counseled to enroll in an Accelerated courses (with an emphasis on placement classes).</td>
</tr>
<tr>
<td></td>
<td>Statute directs the department of education, upon receipt of adequate federal funding, to identify, in conjunction with the Council on Postsecondary Education, resources at the state and local levels that can be directed toward advanced placement or dual enrollment instruction, and identify current and future funding sources for advanced placement or dual enrollment programs and the amount of funds available or anticipated from those sources. Statute also directs the state board to establish long-term and annual statewide goals for postsecondary education and college credit for students.</td>
</tr>
<tr>
<td></td>
<td>One of the responsibilities of the Kentucky Community and Technical College System is to enhance the relationship of credentials between secondary and postsecondary programs, secondary students to enter programs through early admission, advanced placement, or dual enrollment.</td>
</tr>
<tr>
<td></td>
<td>A board of education may award standards-based, performance-based credit toward high school graduation for standards-based dual credit courses.</td>
</tr>
<tr>
<td></td>
<td>Kentucky Community and Technical College System (KCTCS) Dual Credit: A student who successfully completes a KCTCS dual credit course is given special consideration in preparation for matriculating to a KCTCS program with special or selective admissions requirements.</td>
</tr>
</tbody>
</table>

### Access

<table>
<thead>
<tr>
<th>Offering mandatory or voluntary</th>
<th>Voluntary. However, each secondary school must offer a core curriculum of AP, IB, dual enrollment, or dual credit courses, using either or both on-site instruction or electronic learning.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kentucky Virtual High School</td>
<td>or other online alternatives.</td>
</tr>
</tbody>
</table>
Dual Enrollment Database

View all data points for all states + DC or all 50 states + DC across a single data point.
Trends 2008-2013

- Notification
- Quality
- Reporting
- Evaluation
Notification

- You can’t go if you don’t know.
- Traditionally underserved students less likely to be aware of program, program benefits.
- No meaningful policy movement 2008-2013
  - Same 20 states both years
Quality

- If academic integrity is compromised, everyone’s time and money is wasted.
- Measures of instructor/course quality vary across states
  - Teachers become adjunct faculty
  - Same syllabus, course materials, grading practices, etc.
  - Institutions/faculty provide training, orientation, professional development
  - Courses reviewed to ensure fidelity to postsecondary standards
  - Teachers evaluated in same manner as traditional faculty
Quality

- Positive growth from 2008-2013

- 2013: 37 states have embedded instructor/course quality components in state policy!
  - 2008: 29 states (28% increase 2008-2013)
  - Policies added in CO, GA, HI, MN, NV, TN, WA, WY
Reporting

✓ Program evaluation impossible without good data

✓ Positive growth from 2008-2013

✓ 2013: 30 states have integrated reporting requirements in state policy!

  ➢ 2008: 18 states (67% increase 2008-2013)

✓ Huge variation across states in data that must be reported
Evaluation

☑ Evaluation helps states maximize “bang for their buck”

☑ Evaluation measures vary across states:
  ➢ Student participation/outcomes data must be evaluated
  ➢ Policy permits entity to submit recommendations for policy changes
  ➢ Local plan must provide for regular program evaluation
Model Policy Components

Increasing Student Access and Success in Dual Enrollment Programs: 13 Model State-Level Policy Components

By Jennifer Donay Zinth
February 2014

Dual enrollment or concurrent enrollment programs allow eligible high school students to take postsecondary courses for college and, usually, high school credit. Programs are nearly ubiquitous— in 2014, courses for dual or concurrent enrollment credit are offered in every state and the District of Columbia. Statewide policies govern these programs in 47 states and D.C., and local policies or agreements oversee programs in Alaska, New Hampshire and New York.

While programs have various names in different states, the term “dual enrollment” will be used throughout this report. Findings are based on an ECS analysis of state dual enrollment policies and a review of relevant academic research.

Among some of the findings:
- The number of U.S. public high schools offering dual enrollment programs is growing, with 82 percent providing such opportunities in 2011-12, the most recent national data available.
- Academic research and state experience highlight the benefits of dual enrollment programs for improving college completion rates, particularly for minority and/or low-income students.
- However, with the possible exception of Massachusetts, minority and/or low-income students tend to be underrepresented in statewide dual enrollment programs. Recent analyses in Illinois, Ohio and Washington show white and/or more affluent students are overrepresented in these programs.

ECS identified 13 model state-level policy components that may increase student participation and success in dual enrollment programs. These components fall under four broad categories: access, finance, ensuring course quality and transferability of credit. Examples of state laws containing these
Database and policy brief combined can help policymakers and educators to determine if policies in their state contribute – or provide unintentional barriers – to program access and quality.

Model Components of State-Level Policies on Dual Enrollment

**Access**
Components to increase the likelihood underserved students will participate

1. All eligible students are able to participate. To ensure program access, state law must be unequivocal on this point. ... p. 4
2. Student eligibility requirements are based on the demonstration of ability to access college-level content, not bureaucratic procedures or non-cognitive factors. ... p. 5
3. Caps on the maximum number of courses students may complete are not overly restrictive. Cost should not be a driving factor for states to establish caps. ... p. 5
4. Students earn both secondary and postsecondary credit for successful completion of approved postsecondary courses. While it may sound obvious, such policies are not universal. ... p. 6
5. All students and parents are annually provided with program information. Less-advantaged parents are typically less likely to be aware of dual enrollment opportunities. ... p. 7
6. Counseling is made available to students and parents before and during program participation. State policies should promote the availability of counseling. ... p. 8

**Finance**
Components to lessen financial barriers for students and financial disincentives for districts and colleges

7. Responsibility for tuition payments does not fall to parents. Requiring parents to pay tuition up front and receive reimbursement later may preclude participation by some students. ... p. 9
8. Districts and postsecondary institutions are fully funded or reimbursed for participating students. At least one state is tying full funding to course quality. ... p. 10

**Ensuring Course Quality**
Components to maintain consistent academic rigor across all course delivery options

9. Courses meet the same level of rigor as the course taught to traditional students at the partner postsecondary institution. Nearly 40 states have embedded instructor and/or course quality in state law. ... p. 10
10. Instructors meet the same expectations as instructors of similar traditional postsecondary courses, and receive appropriate support and evaluation. This is particularly important when dual enrollment courses are taught by high school instructors. ... p. 11
11. Districts and institutions publicly report on student participation and outcomes. Only 30 of the 47 states with state-level dual enrollment programs require such reporting. ... p. 12
12. Programs undergo evaluation based on available data. Nearly 30 states require dual enrollment programs to undergo internal or external evaluation. ... p. 14

**Transferability of Credit**
Components to ensure dual enrollment credit is treated equitably

13. Postsecondary institutions accept dual enrollment credit as transfer credit, provided measures of quality are ensured. More than 20 states require dual enrollment credits to be treated for transfer credit in the same manner as credits earned at the receiving institution. ... p. 15
Access

1. All eligible students are able to participate.

2. Student eligibility requirements are based on the demonstration of ability to access college-level content.

3. Caps on the maximum number of courses students may complete are not overly restrictive.

4. Students earn both secondary and postsecondary credit for successful completion of approved postsecondary courses.

5. All students and parents are annually provided with program information.

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Model Policy Components

Finance

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Model Policy Components

Ensuring Course Quality

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10. Instructors meet the same expectations as instructors of similar traditional postsecondary courses, and receive appropriate support and evaluation.

11. Districts and institutions publicly report on student participation and outcomes.

12. Programs undergo evaluation based on available data.
Model Policy Components

Transferability

13. Postsecondary institutions accept dual enrollment credit as transfer credit, provided measures of quality are ensured.
New from ECS in 2014

- March: CTE in dual enrollment brief
- Two additional briefs to be published later in 2014
- State data elements project
- Session at 2014 National Forum on Education Policy
  - DC, June 30-July 2
- Update of 2013 dual enrollment database?
- And as always:
  - Monitoring legislative and regulatory enactments
  - Answering information requests
  - Providing presentations, testimony, technical assistance
Audience Questions?
Building Capacity for Quality: The Role of NACEP Accreditation
Membership in 42 States

Communications

Research

Governmental Relations

Conferences/Professional Development
Location of dual enrollment

By numbers of students participating

- Secondary: 77%
- Postsecondary: 18%
- Distance: 5%

Credit is Widely Accepted

<table>
<thead>
<tr>
<th>Public Institutions</th>
<th>Private Institutions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Advanced Placement</td>
<td>Advanced Placement</td>
</tr>
<tr>
<td>91%</td>
<td>92%</td>
</tr>
<tr>
<td>Dual/Concurrent Enrollment</td>
<td>Dual/Concurrent Enrollment</td>
</tr>
<tr>
<td>92%</td>
<td>78%</td>
</tr>
<tr>
<td>International Baccalaureate</td>
<td>International Baccalaureate</td>
</tr>
<tr>
<td>40%</td>
<td>63%</td>
</tr>
</tbody>
</table>

Higher Education Accreditation

Types of higher education accrediting organizations:

- Regional accreditors
- National faith-related accreditors
- National career-related accreditors
- Programmatic accreditors
A high quality concurrent enrollment program (CEP) is one where:

- College courses offered in high schools are as rigorous as courses offered on the sponsoring college campus.
- **CEP students** are held to the same expectations and standards of achievement as on campus students.
- **CEP instructors** meet the same requirements for on campus adjunct instructors, and are provided support by faculty in their discipline.
- **CEP program oversight** is sufficient to ensure the academic integrity of its courses, regardless of where they are taught and by whom.
Quality Standards: NACEP in State Policy

- State standards modeled on NACEP standards
- State requires or incentivizes NACEP accreditation
NACEP NATIONAL CONFERENCE
ELevating College Transition
October 26-28, 2014 | Chicago, IL

Adam I. Lowe, Executive Director
alowe@nacep.org
919-593-5205
www.nacep.org
Audience Questions?
SETTING THE STAGE FOR CHANGE

VT Transformation
VT Transformation

**Vermont Context**
- Declining Student Population
- High Graduation Rates, Low Postsecondary Attendance
- History of Innovation, Collaboration

**New England Context**
- NE Secondary School Consortium

**Theory of Action**
- Policy, Practice and Public Will
Implementation Progression

Policy Implementation

**Act 77 Flexible Pathways of 2013**
- Personal Learning Plans
- Dual Enrollment & Early College Programs

**EQS (Education Quality Standards)**
- Proficiency Based Graduation Standards

**Community Engagement and Messaging** (under development)

Personal Learning Plan Workgroup completed January 2014

http://education.vermont.gov/plp-working-group
COMMUNITY COLLEGE OF VERMONT

Second largest college in the state

Only community college in the state

12 locations and online

7,000 students each semester
**Why Dual Enrollment in VT?**

**Economic Development**

- By 2020 62% of VT jobs will require post-secondary training
- Of the 25 fastest growing occupations, 19 require post-secondary training
- In VT, associate degree holders earn 36% higher wage*
- In VT, unemployment rate for associate degree holders are 2 points lower*

*Source: U.S. Chamber of Commerce*
WHY DUAL ENROLLMENT IN VT?

Demographics

• Increase college-going rate
• Shrink the age gap
• Improve college readiness
• Reduce college debt
• Shorten time to graduation
CHALLENGES

Access

Quality and Rigor

Resources
ACCESS STRATEGIES
Collaboration with K-12

Relationships with individual schools and guidance counselors

Introduction to College Studies
QUALITY & RIGOR STRATEGIES

CCV manages all concurrent courses

Hire faculty

Offer professional development

Provide standard course objectives

Evaluate faculty and course outcomes
RESOURCE STRATEGIES

Build relationships with philanthropic partners

Seek out grants

Collaborate with community partners and organizations
IN CLOSING

Relationships

Staffing

Quality & Rigor

Branding
Audience Questions?
Contact Today’s Presenters

- Joe Harris, jharris@air.org
- Jennifer Dounay Zinth, jdounay@ecs.org
- Adam Lowe, alowe@nacep.org
- John Fischer, john.fischer@state.vt.us
- Joyce Judy, joyce.judy@ccv.edu
- Jennifer Brown Lerner, jlerner@aypf.org

Recordings available at [www.ccrscenter.org](http://www.ccrscenter.org) and [www.aypf.org](http://www.aypf.org)