



Expanding Access to Dual Enrollment

District Leadership Forum

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1) Executive Overview

Key Observations

Research suggests that access to dual enrollment coursework can improve students' secondary and postsecondary outcomes. Contacts at **District F** attribute the district's large improvement in graduation rate in part to expanded access to advanced coursework. The district's graduation rate improved from 68 percent in 2005 to over 90 percent in 2018. Further, principals at **District A** report that access to dual enrollment courses increases the number of students who pursue postsecondary education. Contacts report that dual enrollment courses help students recognize their ability to complete college-level coursework. Research supports the impact of dual enrollment access on student outcomes; multiple studies link dual enrollment access to improved likelihood of high school graduation, college access, college persistence, and bachelor's degree attainment.¹

Leverage competition among potential dual enrollment partners to secure beneficial agreement terms. Rather than form costly arrangements with nearby partners, administrators at **District G** reach out to leaders across the state to find a partner who is willing to meet the district's needs. Contacts report that once the district establishes a strong partnership—regardless of location—nearby colleges often express interest in a similar partnership. Administrators can then rely on the terms of the original agreement to secure beneficial concessions from nearby partners. Similarly, at **District E**, administrators leverage the possibility of partnerships with other nearby community colleges to secure concessions from current partners, including the elimination of student fees.

To engage principals, create district-imposed accountability metrics and celebrate principal successes. To hold school principals accountable for dual enrollment success, district administrators at **District F** set concrete goals in principal evaluations based on access to dual enrollment courses at district high schools. District administrators ask principals to increase the number of dual credits offered, number of sections offered, and number of students enrolled. The director of secondary education meets with principals monthly to assess progress and develop plans to improve performance. If principals achieve these goals, they receive a boost in their performance rating and gain recognition from district administrators. Administrators also nominate principals for state and national awards and profile principals in public relations materials.

Eliminate prerequisites and readiness assessments where possible to remove barriers to student access. Contacts at most profiled districts report that entry requirements for dual enrollment courses create an unnecessary barrier for student success. At most profiled districts, administrators do not implement readiness requirements for dual enrollment courses beyond requirements mandated by the state and/or higher education partners (e.g., placement tests). At **District A** and **District F**, administrators implemented district-wide efforts to eliminate unnecessary prerequisites for dual enrollment courses. Contacts report that eliminating unnecessary prerequisites and corequisites helps more students access dual enrollment courses.

1) Matthew Giani, Celeste Alexander, and Pedro Reyes. "Exploring Variation in the Impact of Dual-Credit Coursework on Postsecondary Outcomes: A Quasi-Experimental Analysis of Texas Students," *High School Journal*, vol. 97, no. 4 (2014): 200-218. <https://eric.ed.gov/?id=EJ1026262>; Michael U. Villarreal, "The Effects of Dual-Credit on Postsecondary Student Outcomes," *University of Texas at Austin*, August 2017, <https://texaserc.utexas.edu/wp-content/uploads/2017/12/65-Brief-Villarreal-HB18-PB-11.16.17.pdf>

2) Motivations and Design of Expanded Programming

Motivations

Colleges in some states consider Advanced Placement (AP) and International Baccalaureate (IB) courses to be more rigorous than dual enrollment courses. For more information, consult [pages 14-15](#) of EAB's report [The Impacts of School-Provided GPA and Advanced Course Limits on Admissions Decisions](#).

Implement Dual Enrollment Programs to Increase Affordable Access to Transferable College Credit

At all profiled districts, administrators form dual enrollment partnerships and agreements to expand student access to college credit. For example, contacts at **District F** view access to dual enrollment courses as a primary issue of equity. Though 76-80 percent of the district's students are eligible for free or reduced price lunch, administrators strive to offer all advanced courses that might be offered at a wealthy preparatory school. Administrators aim for a district-wide emphasis on postsecondary achievement based on the "three E's:" Employed, Enlisted, or Enrolled. Administrators expanded access to dual enrollment to convince students that they could attend and succeed in college.

Contacts at District F and **District A** report that they value all types of advanced courses equally, including dual enrollment and advanced placement (AP) courses. Contacts at District A report that this approach aligns with the state-mandated approach taken by college admissions officers, who consider dual enrollment to be of equivalent merit to other advanced course options. At **District E** and **District D**, contacts prefer dual enrollment to AP because student college credit does not depend on an end-of-course assessment, but rather on student performance across the course. In addition, dual enrollment students receive a college transcript that is subject to college articulation agreements, which facilitates credit transfer.

For information on how to reduce student costs for dual enrollment, see [pages 15-16](#) of this report.

Prioritize Advanced Course Options that Minimize Student Financial Burden

At **District C**, **District G**, and **District H**, contacts prefer AP over dual enrollment because students do not pay tuition/fees for AP, while dual enrollment partners charge tuition per credit hour. Conversely, contacts at **District E** prefer dual enrollment over AP because students must pay an AP exam fee but can access dual enrollment courses free of charge. Administrators should expand access to courses that do not impose additional fees to maximize student participation.

Research Suggests that Access to Dual Enrollment Coursework Can Improve Student Secondary and Postsecondary Outcomes

Contacts at **District F** attribute their district's significant improvement in high school graduation rate in part to expanded access to advanced coursework. The district's high school graduation rate improved from 68 percent in 2005 to over 90 percent in 2018. District leaders attribute this change to two factors: an increased college-going culture in students due to success in dual enrollment courses and improved high school readiness stemming from a standalone ninth grade center.

At **District A** and **District B**, contacts attribute improved college attendance and persistence rates among district students to expanded access to advanced coursework. In an early analysis, contacts from **District C** report increased college persistence rates alongside increased enrollment in AP courses. Anecdotally, principals at District A report that access to dual enrollment courses increases the number of students who pursue postsecondary education. Contacts report that dual enrollment courses help students recognize that they can complete college-level coursework and succeed in college. At District B, contacts attribute their high college-going rates to student access to dual enrollment.

College-Going Rates at *District B*

Four-Year Institution



79.4%

of graduating seniors reported that they plan to attend a four-year institution.

Two-Year Institution



12.7%

of graduating seniors reported that they plan to attend a two-year institution.

Career/Technical Training



2.4%

of graduating seniors reported that they plan to pursue career or technical training.

Research supports contacts' assertions about the impact of student access to advanced coursework. For example, a report from the Aspen Institute found that when a profiled district expanded access to International Baccalaureate (IB) courses, program participants were 40 percent more likely to attend a four-year college, 50 percent more likely to attend a selective college, and more likely to persist while in college.² Research also highlights the specific benefits of dual enrollment coursework:

Benefits of Access to Dual Enrollment Coursework³

*Increased access to dual enrollment leads to **improved**...*

Study of more than three million Texas high school students from 2001 to 2011 based on dual enrollment participation.

Study used data from the Wabash National Study of Liberal Arts Education to identify direct effects of dual enrollment.

Degree Completion

- Likelihood of high school graduation
- Likelihood of university application, admission, and enrollment
- Likelihood of student college access
- Likelihood of timely certificate and degree completion

Academic Performance

- First-year GPA
- Academic motivation and engagement

2) "Increasing Access to Advanced Coursework." *The Aspen Institute*. 2018. <https://assets.aspeninstitute.org/content/uploads/2018/04/ESSA-IncreasingAccessToAdvancedCoursework.pdf>

3) Brian P. An, "The Role of Academic Motivation and Engagement on the Relationship Between Dual Enrollment and Academic Performance," *Journal of Higher Education*, vol. 86, no. 1 (January 2015): 98. <http://connection.ebscohost.com/c/articles/99959273/role-academic-motivation-engagement-relationship-between-dual-enrollment-academic-performance>; Michael U. Villarreal, "The Effects of Dual-Credit on Postsecondary Student Outcomes," *University of Texas at Austin*, August 2017, <https://texaserc.utexas.edu/wp-content/uploads/2017/12/65-Brief-Villarreal-HB18-PB-11.16.17.pdf>

Metrics

Use Quantitative and Qualitative Measures to Assess Dual Enrollment Performance

To assess the impact and effectiveness of dual enrollment, district administrators and/or principals at **District A**, **District B**, and **District F** track multiple related metrics.

Dual Enrollment Assessment Metrics at Profiled Districts

Administrators at **District F** operate an early college program at one of their high schools, in which students can obtain associate's degrees via dual enrollment coursework.

- ✓ Number of dual enrollment courses offered
- ✓ Number of college credits earned
- ✓ Associate's degrees earned
- ✓ Number of enrollments in dual enrollment courses
- ✓ Number of credits accepted by postsecondary institutions
- ✓ Number of enrollments in dual enrollment courses by ethnicity
- ✓ High school graduation rate

At **District H**, administrators survey students to identify where they go to college, which dual enrollment courses were accepted for credit, and what feedback students have for the district.

At District A, principals prioritize the number of underrepresented students who take dual enrollment courses. Principals track trends in this metric year to year to ensure that they increase opportunities for these students. Contacts report that at one high school, the principal increased the percentage of African American students who took any dual enrollment courses from five to 10 percent.

Track Classroom Observation Data to Ensure Dual Enrollment Courses Have Adequate Rigor

As part of the partnership agreement with a nearby community college, community college-employed supervisors visit dual enrollment courses at **District H** to assess the quality of instruction and ensure that teachers cover important content. Administrators at District H schedule post-visit meetings with these supervisors to identify and resolve any dual enrollment problems.

Design

Partner with Local Community Colleges, Four-Year Institutions, and Employers to Offer On-Campus Dual Enrollment Courses

At all profiled districts, administrators offer dual enrollment courses taught at district high schools by district teachers. Contacts at **District A** and **District E** note that administrators prioritize on-campus dual enrollment courses for equity reasons. Because the school districts cannot provide transportation to community colleges, students who could not afford transportation could not access dual enrollment credits

if administrators offered only off-campus courses. Contacts at District E also note that it would take students over an hour to travel to the community college partner.

Administrators at **District D** and **District G** offer dual enrollment courses both at district high schools (through Washington’s [College in the High School \(CHS\)](#) program) and at partner community colleges (through Washington’s [Running Start](#) program). Contacts at District D note that the two programs have distinct advantages and disadvantages. CHS allows students to gain confidence in college-level coursework within the safe, supportive context of the high school, but students must pay tuition to participate. By contrast, the state pays for Running Start, but students must identify and register for courses on their own. Students who participate do not receive the same support as those who participate in CHS. Because of these barriers to students, administrators at District G prioritize AP and [Career and Technical Education \(CTE\) Dual Credit](#) courses, which students can take on campus without paying tuition.

Profiled districts partner with two-year postsecondary institutions, four-year postsecondary institutions, and local employers to provide as many dual enrollment courses as possible to students.

Partner Institutions at Profiled Districts



Two-Year Institutions

Administrators at all profiled districts partner with at least one community college to offer dual enrollment courses. Some institutions form primary partnerships with specific community colleges. For example, **District E** agreed that **Northern Virginia Community College** would serve as the district’s primary partner for dual enrollment coursework. In some instances, profiled districts secure supports from community colleges such as dedicated registration staff and tutoring services.



Four-Year Institutions

Many profiled districts also partner with four-year institutions to provide dual enrollment coursework. For example, **District B** maintains dual enrollment agreements with **Indiana University Purdue University Columbus (IUPUC)** and **Indiana University Bloomington**. That said, contacts report that most of their dual enrollment courses come from their community college partner.



Local Employers

At **District G**, administrators offer most of their dual enrollment courses through partnerships with career and technical colleges and local employers. Administrators joined a consortium of local districts that facilitates CTE articulation agreements. The consortium meets with local employers four times per year to identify workforce gaps, develop programs and trainings, and review course syllabi.

In addition to Running Start and CHS courses, contacts at **District G** report that almost all CTE courses in grades 10-12 are dual enrollment. The district formed over 72 articulation agreements, each with one to four colleges.

Offer as Many Dual Enrollment Courses as Possible to Prepare Students for College and the Workforce

At **District F**, administrators began expanding advanced coursework offerings in 2005 to offer over 40 dual enrollment courses and almost all available AP courses. Similarly, **District D** offers approximately 40 College in the High School (CHS) courses alone and District B offers a total of 24 core dual enrollment courses (e.g., English, math, science) along with approximately 25 CTE dual enrollment courses. Contacts at most profiled districts could not identify exactly how many dual enrollment courses their district offers.

At **District E**, administrators maintain dual enrollment courses in a variety of different disciplines to support students of varying interests. The district offers dual enrollment courses in theater, musical arts, world languages, English, mathematics, history, and the sciences. The district also offers career-oriented courses such as Radiology Technician, Administration of Justice, Technology Entrepreneurship, and Advanced Marketing.

Consider Eliminating Non-Degree-Track Dual Enrollment Courses to Decrease Student Time-to-Degree

Administrators at **District H** completed an audit of dual enrollment course offerings. In this audit, community college staff clearly indicate the community college analogue for each dual enrollment course. Staff also outline the alignment between each course and specific degree pathways. Administrators then eliminated offerings (e.g., Microsoft Office, Personal Finance) that do not contribute to degree tracks. Contacts report that administrators wanted to ensure that dual enrollment courses improve students' time-to-degree.

Design Dual Enrollment Programs and Agreements to Correspond with State and Accreditor Requirements

The Education Commission of the States created a [50-State Comparison of Dual/Concurrent Enrollment Policies](#).

Contacts at all profiled districts report that dual enrollment programs must meet state and accreditor requirements related to instructor qualifications, student placement tests, tuition and fees, and other program components. That said, some states do not require programs to meet specific overarching requirements, but instead require districts to determine requirements in agreements with postsecondary institutions. Other states (i.e., Washington, Indiana) either adopt or require that institutions align requirements with National Alliance of Concurrent Enrollment Partnerships (NACEP) standards.⁴ Virginia, rather than rely on NACEP standards, requires that institutions align standards with those of the Southern Association of Colleges and Schools Commission of Colleges (SACSCOC) and the State Board of Community Colleges.⁵

Contacts at profiled districts also report other accrediting bodies. At **District E**, contacts note that four-year schools must meet State Council of Higher Education for Virginia (SCHEV) requirements, and contacts at **District B** report that programs must meet the requirements of the Indiana Commission of Higher Education (ICHE).

The following states possess both large secondary student populations and high advanced coursework participation. 22.9 percent of Indiana high school students, 17.1 percent of Washington high school students, and 8.3 percent of Virginia high school students participated in dual enrollment in 2015. Similarly, 17.7 percent of Indiana high school students, 20.3 percent of Washington high school students, and 23.3 percent of Virginia high school students participated in AP in 2015.⁶ Thus, dual-enrollment policies from these states may prove useful as models for other states that aim to improve dual enrollment participation.

4) Jennifer Dounay Zinth, "Dual enrollment Course Content and Instructor Quality," *Education Commission of the States*, February 2015. <https://www.ecs.org/clearinghouse/01/17/16/11716.pdf>

5) Ibid.

6) John Fink, "How Does Access to Dual Enrollment and Advanced Placement Vary by Race and Gender Across States?" *Community College Research Center*, November 5, 2018, <https://ccrc.tc.columbia.edu/easyblog/access-dual-enrollment-advanced-placement-race-gender.html>

State Dual Enrollment Policies at Profiled Districts in 2015⁷

Indiana

Contacts at **District F** report that students must either meet a minimum score on the community college placement test or complete a preparatory course to participate in community college dual enrollment. For four-year programs, students must meet testing and GPA requirements.



- **Definitions:** "A dual credit course is one taught by a high school faculty member, a college faculty, or adjunct faculty member that a high school student may take to earn both high school and college credits. Dual credit courses may include an on-campus course also taught to regular postsecondary students, or a college course taught in a high school classroom by a faculty member of an institution. A concurrent enrollment course is a dual credit taught at a high school by a high school faculty member approved by an institution, for high school credit, and college credit if an agreement is made between the school corporation and an institution."
- **Programs:** Students may take courses at the high school, at a postsecondary institution, through a virtual program, or through telecommunication. Students may also receive credit for career and technical programs.
- **Student Eligibility:** The state does not specify student eligibility requirements. The school corporation and the eligible institution set eligibility requirements.
- **Student Fees:** The student/parent is primarily responsible for paying tuition. That said, some concurrent enrollment courses offered in the high school setting may receive state funding as priority dual credit courses (e.g., Calculus 1).
- **Instructor Qualifications:** Participating institutions must set the criteria for instructors teaching dual enrollment courses with the institution or school corporation.

Contacts at **District B** report that according to ICHE requirements, instructors must now have a master's degree in the content area or a certain number of master's-level credits.



Virginia

Contacts at **District E** note that their community college partner provides training and professor mentors for high-school dual enrollment teachers. Professor mentors review syllabi and observe courses.

- **Definition:** No definition.
- **Programs:** Students may take courses at the high school or at the postsecondary institution. Schools may offer career and technical education dual credit courses.
- **Student Eligibility:** Students must receive written approval/recommendation from the high school principal, meet entrance requirements set by the postsecondary institution, receive parental permission, and achieve a minimum score on a recognized assessment. Students must be in grades 11-12.
- **Student Fees:** Student fees are set by local decision. Based on 2015 legislation, the community colleges must receive full tuition and fees, but if the course is taught at the high school by a qualified instructor, the community college must reimburse the school division between 60 and 100 percent of tuition charged.
- **Instructor Qualifications:** Faculty must meet guidelines established by the Southern Association of Colleges and Schools Commission of Colleges (SACSCOC) and the State Board for Community Colleges.

7) Jennifer Dounay Zinth, "Dual Enrollment – All State Profiles," *Education Commission of the States*, March 2016. <http://ecs.force.com/mbdata/mbprofallRT?Rep=DE15A>; "Priority Dual Credit Liberal Arts Courses Academic Year 2018/19," *Indiana Commission for Higher Education*, April 12, 2018. <https://transferin.net/wp-content/uploads/2018/11/Priority-DC-Liberal-Arts-Courses-AY-2018-19-4.12.18.pdf>

Washington

Contacts at **District D** report that students do not pay tuition for Running Start (excluding some fees) but note that students must pay tuition for CHS.

Contacts at **District C** clarify that the current state subsidy only covers the cost of 5 credits (i.e., one course).



- **Definition:** “Dual credit is generally defined as a program, administered by either an institution of higher education, a high school, or contractual agreement between the two, through which 11th and 12th graders apply to a participating institution of higher education to enroll in courses or programs and simultaneously earn high school and college credit.”
- **Programs:** The state operates multiple dual enrollment programs: Running Start, CHS, and occupational and academic programs in association with community and technical colleges.
- **Student Eligibility:** To enter Running Start, students must meet entrance requirements set by the postsecondary institution and reach grade 11. For CHS, the high school and institution of higher education together define eligibility criteria. Standards must be informed by nationally recognized standards or models.
- **Student Fees:** In Running Start, the state allocates 93 percent of basic education funds for a student to the postsecondary institution to pay tuition, and seven percent to the district. The student is responsible for other mandatory fees. In CHS, fees are subject to local decision, though institutions may charge students tuition. That said, districts may apply for subsidies for low-income students.
- **Instructor Qualifications:** Postsecondary faculty teach Running Start courses. Full-time or part-time faculty teach CHS courses, and district superintendents may adopt instructor quality rules that align with nationally recognized standards or models.

Consult Partner Articulation Agreements and State-Wide Regulations to Ensure Credit Transfer to Postsecondary Institutions

Contacts at most profiled districts report that postsecondary partner institutions form articulation agreements with other postsecondary institutions to ensure that those institutions accept dual enrollment course credits as credits toward a major and not as elective or general credit. Contacts report that most in-state colleges accept dual enrollment course credit based on these agreements. At profiled districts, administrators reach out to postsecondary partners and non-partners to confirm credit transfer.

Administrators at **District A** plan to create a formal course transfer database for counselors based on expertise from community college partners.

For example, at **District B**, school counselors call in-state colleges or consult college transfer libraries to ensure courses will transfer in state. At **District A**, school counselors at these districts use prior experience with colleges to encourage students to take courses that will transfer to their preferred institution. That said, administrators also schedule meetings with community college executives to ask them to highlight which dual enrollment courses are transferable and which are less likely to be accepted.

Contacts from District B, **District D**, and **District F** report that their states passed legislation to facilitate dual enrollment course transfer. Indiana legislators created a Core Transfer Library in collaboration with the Commission for Higher Education. This library contains a series of dual enrollment courses that public colleges must accept for credit. Contacts report that this library greatly improved the ability of students to gain useful college credit. Though Washington state did not create a core transfer library, the state legislature required that course codes and descriptions for dual enrollment align with college course codes and descriptions. This alignment facilitates course transfer, as it ensures that dual enrollment transcripts align with postsecondary articulation agreements.

3) Partnership Agreements

Negotiations

Build Positive Relationships with Partners Through Regular Negotiation Meetings to Build Common Ground for Policy Changes

Contacts at **District G** and **District H** report that regular negotiation meetings between leadership of both parties are crucial for successful negotiations. Through regular meetings, leadership from both parties can build positive relationships and find common ground. At these meetings, leaders at District H discuss the year's dual enrollment offerings, coordinate community college accreditation checks (e.g., syllabi reviews, classroom visits), and maintain open lines of communication regarding potential policy or agreement changes.

At District H, leadership—including the community college president, community college supervisor, district superintendent, and the director of high schools—meets three times per year. The director of high schools also schedules additional meetings with community college representatives to highlight potential problems. At District G, both administrators and instructors participate in numerous meetings through their county consortium with college and employer partners.

Partnership Meeting Types at *District G*

Annual Reviews



- College administrators conduct a review of dual enrollment courses offered, course syllabi, and pedagogical practices.
- Consortium district instructors split into groups based on subject area (e.g., healthcare, technology) to meet with college instructors to discuss any classroom issues, updated technology, and changes in textbooks or software.
- District instructors also suggest potential updates to curriculum based on feedback from employers.

Monthly CTE Director Meetings



- The CTE Director of the county consortium meets with a board of participating college leaders on a regular basis to discuss dual enrollment partnership concerns, including curriculum, legislative changes, or potential partnership concerns.
- The CTE Director of the county consortium also hosts monthly meetings with district-level representatives to align district needs. At these meetings, committee representatives discuss legislative updates, conference schedules, marketing concerns, grant funding sources, and potential new courses/partnerships with industry.

Quarterly Employer Partner Meetings



- Consortium representatives meet with employer partners four times per year to identify workforce gaps, discuss changes in job availability, and discuss potential new dual enrollment programs and lessons to fill workforce gaps.
- The consortium pools money from all districts to develop teacher trainings related to dual enrollment programs that meet employer needs.

Reach Out to Multiple Potential Partners to Identify Creative, Positive Leaders Prior to Negotiations

Contacts at **District G** report that strong relationships with leaders at postsecondary institutions are crucial to create partnership agreements that benefit both parties. That said, contacts note that administrators often struggle to find creative, positive leaders at partner institutions. Rather than form costly, unproductive arrangements with nearby partners, administrators reach out to leaders across the state to find a partner who is willing to meet the district's needs.

Creative Strategies to Identify Partners at *District G*



Contact existing community connections (e.g., employer and postsecondary partners) and ask them to identify potential partners.



Conduct cold in-person visits at potential partners to evaluate leaders face-to-face.

The CTE director traveled up to three hours to “knock on the door” of a potential partner.



Encourage local press coverage of successful partnerships to attract the attention of leadership at new institutions.

Leverage Competition Among Potential Dual Enrollment Partners to Maximize Beneficial Agreement Terms

Administrators at **District G** leverage existing partnerships to form new partnerships with similar terms. Contacts report that once the district establishes a strong partnership—regardless of location—nearby colleges often express interest in a partnership with the district. Administrators can then rely on the terms of the original agreement to secure beneficial agreement terms or additional supports from nearby partners.

At **District H**, administrators communicated to partners that if prices continued to rise, the district would cease offering dual enrollment and prioritize AP courses instead.

Contacts at **District E** also cite competition as a strong lever in partnership negotiations. When administrators formed an initial agreement with their community college partner, they quickly identified barriers associated with the agreement. In part due to these barriers, one school in the district transitioned to a different community college partner for dual enrollment courses. Contacts report that once the provost at the original partner recognized the competing institution, they worked with district leadership to eliminate the partnership barriers.

Competition-Based Negotiation at *District E*

Barriers

- **Paper-intensive**, complex application process.
- Restrictive, community college-mandated **readiness assessment**.
- **Fee for students** who take dual enrollment courses.

Negotiation Strategy

- District administrators agreed to designate the community college as their **primary source** of dual enrollment coursework in exchange for concessions.



Concessions

- Quick, **online** application process.
- Students use Standards of Learning (SOL), preliminary SAT, or **other exam scores** to prove readiness.
- Students access dual enrollment courses at **no cost**.

To Gain Additional Supports from Partners, Emphasize Benefits of Partnership for Community Colleges

At profiled districts, administrators reference community college benefits related to improved reputation and increased enrollment to negotiate for additional supports. At **District A** and **District F**, administrators emphasize the quality of their dual enrollment offerings relative to other districts. For example, District F was one of the first school districts to expand access to dual enrollment in the state and continues to serve as a model for numerous other districts. Administrators emphasize their status as the community college's premier partner to secure negotiation concessions. Because the community college uses their partnership with District F to secure additional district partners, community college administrators do not want to lose the partnership.

At District A, administrators highlight their district's increased dual enrollment participation and the beneficial impact this participation has on enrollment at partner community colleges. At **District E**, administrators emphasize their district's large size and thus large impact on community college enrollment relative to other districts. Similarly, although **District G** is not of an equivalent size, administrators reference the combined influence of all districts who participate in the county consortium.

Additional Dual Enrollment Agreement Supports at Profiled Districts



Dedicated Administrative Support

Community colleges provide dedicated staff to facilitate dual enrollment at **District A**, **District F**, and **District E**. Staff include academic deans, coordinators, or career coaches. For example, District A hosts a dedicated career counselor through a community college grant. This counselor administers readiness assessments for district students, provides pretest support, and coordinates community college registration for district students. This position increased the number of students who successfully matriculated to the community college post-graduation.



Academic Supports

The community college provides wraparound academic services and academic tutors specifically to support students in dual enrollment courses at District F.



District G created a partnership with one college that allows a student who completes a series of dual enrollment courses to directly matriculate into the college. The college provides administrative support to complete financial aid and registration and offers the student preferential entry to their program of interest.

Student Costs

Prioritize Student Cost as a Central Factor in Partnership Negotiations

Contacts at **District A** and **District E** report that district students do not pay any fees to participate in dual enrollment courses in accordance with district partnership agreements. At **District H**, contacts report that administrators stopped dual enrollment price increases through negotiations with higher education partners.

Student-Cost Negotiation Tactics at Profiled School Districts



Highlight District Services

Administrators at **District H** emphasize that the district pays teacher salaries, provides facilities, covers HR costs, and advises students. Administrators argue that because the district takes on most costs, students should not have to pay course fees.



Clarify Student Focus

At **District G**, administrators emphasize that the district's top priority is the success of their students. Administrators clarify that for the district to form an agreement, the agreement must benefit their students (i.e., not impose barriers to access).

Consider Advocating for State Legislators to Adopt Measures to Reduce Students' Dual Enrollment Costs

Some state legislatures adopt policy aimed specifically at reducing the cost of dual enrollment courses for students. For example, Indiana funds part of the tuition for dual enrollment courses identified as high-priority by the state, and Washington requires institutions to waive fees for low-income students.⁸ Contacts at **District B** and **District F** note that college partners waive dual enrollment costs for students who qualify for free or reduced price lunch. Contacts also report that the state subsidizes higher education institutions to offer dual enrollment courses at prices as low as \$25 per credit hour. At District B, the community college partner offers free dual enrollment courses, and contacts believe that the state reimburses the community college for this service.

At **District F**, administrators use district funds to pay reduced tuition prices because most district students cannot afford the cost.

At **District D**, contacts rely heavily on grants from the state to help students pay for dual enrollment coursework. Contacts report that the district can also use title funding to support students if these students take the course to meet a graduation requirement. Grants either pay full tuition or reduce the amount of tuition students must pay.

Use District and Grant Funds to Eliminate Additional Dual Enrollment Fees Beyond Tuition

Administrators at **District A**, **District B**, **District C**, and **District D** use either district or grant funds to help students purchase textbooks and meet other expenses associated with dual enrollment courses.

8) Jennifer Dounay Zinth, "50 State Comparison: Dual/Concurrent Enrollment Policies." *Education Commission of the States*, March 2016, <https://www.ecs.org/dual-concurrent-enrollment-policies/>

Approaches to Pay Student Fees at Profiled Districts

Allocate District Funds



Administrators at **District A** set aside district funds to help students pay for dual enrollment textbooks.

Purchase Textbooks in Bulk



Administrators at **District D** and **District C** purchase CHS textbooks as a district to eliminate textbook costs for students.

Secure Philanthropic Support



Administrators at **District B** rely on donor-endowed funds to pay or partially pay for textbooks and course fees.

4) Increasing Access and Participation

Engaging School Administrators

Communicate the Rationale Behind Selecting Dual Enrollment as a District-Wide Priority

Contacts at most profiled districts report few to no issues with encouraging school administrators to increase student access to dual enrollment courses. Contacts report that district administrators should consistently communicate the rationale for and importance of dual enrollment courses to maintain principal focus on dual enrollment expansion.

Rationales Behind Dual Enrollment Expansion at Profiled Districts



College Admissions Performance

- Contacts at **District A** report that many colleges now view AP and dual enrollment courses as equivalently rigorous and thus both programs will improve student postsecondary achievement.
- Contacts recommend that administrators invite college leaders to present to district stakeholders on college admissions criteria.



Improved Likelihood of College Credit

- Contacts at District A, **District D**, and **District E** report that dual enrollment credits are more likely to transfer into useable college credit than AP test scores, as dual enrollment courses rely on existing articulation agreements between postsecondary institutions.



Equity in Access to Advanced Coursework

- Contacts at District E ask principals to use district level data to identify equity gaps in access to advanced coursework, including what proportion of students by race take advanced courses. Contacts report that when principals identify gaps in access, they then recognize the possibility that dual enrollment courses could help close those gaps.



Parent and Student Demand

- Contacts at **District B** and District E report that many parents and students prefer dual enrollment over AP, as student college credit does not depend on a final, external exam.
- Administrators at District B collect parent feedback on dual enrollment through individual parent meetings and parent surveys to present to principals if necessary.



State Accountability Metrics

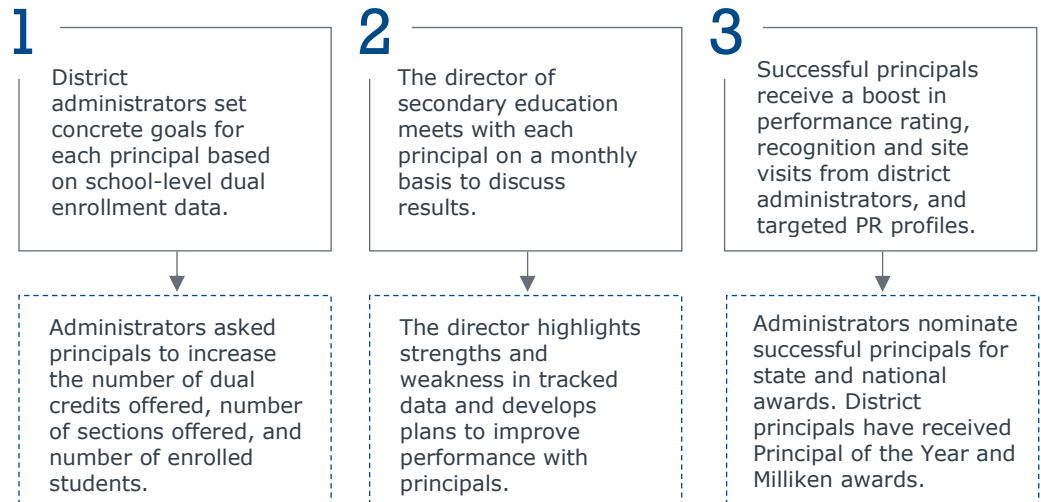
- Contacts at District B note that student access to dual enrollment courses factors into school grades determined by the state. When schools offer additional dual enrollment courses, it can improve the school's grade.

Create District-Imposed Accountability Metrics and Celebrate Principal Successes

For more information on advanced coursework accountability metrics, see pages 28-31 of EAB's [Closing the College Access Gap](#).

To hold school principals accountable for dual enrollment success, district administrators at **District F** set concrete goals in principal evaluations based on increases in access to dual enrollment courses at district high schools.

Principal Accountability Process at *District F*



Use District-Wide Communications from Senior Leadership to Emphasize Accountability Goals

At **District C**, district administrators asked all school principals to provide at least one advanced course offering in math, science, and language arts. At the beginning of each year, the Chief Academic Officer sends a memo to all principals to remind them of the importance of offering advanced courses. Contacts report that this goal ensures advanced course expansion while allowing principals some flexibility in the types of courses they wish to provide.

Accessing Teachers

The community college partner for **District E** also reviews current teacher transcripts to identify courses those teachers must take to achieve accreditation. Administrators then encourage teachers to pursue those courses.

Prioritize Credentialed Dual Enrollment Teachers During the Hiring Process

Administrators at most profiled districts report difficulty accessing teachers who meet partnership requirements to teach dual enrollment courses, as dual enrollment agreements typically impose strict teacher qualifications. Contacts from **District A** report that districts cannot negotiate flexibility in teacher qualification requirements, as community colleges must meet the requirements of their accreditor. Thus, administrators adopt hiring strategies to seek out credentialed teachers.

At **District A**, **District E**, **District H**, and **District F**, administrators include specific qualifications necessary for dual enrollment in job postings (e.g., master's degree in the subject area, master's degree plus 18 master's level credits in the subject area). Administrators at District A and District H list the job as a "Dual Enrollment English Teacher" rather than as an "English Teacher" to clarify district needs to potential candidates. Administrators at District H and District E also ask their community college partners to review transcripts for prospective teachers and confirm that they

meet credentialing requirements. Administrators at District H do not call in candidates for an interview unless they meet the required qualifications of the partner institution.

At District F, administrators sometimes hire teachers who do not possess necessary credentials. That said, administrators require these teachers to pursue dual enrollment credentials as a condition of hiring.



Identify Exceptions to Accreditation Standards to Secure Additional Dual Enrollment Teachers

At **District D**, contacts report that in one of their partnership agreements, the postsecondary institution does not require teachers with master's degrees but instead allows teachers to teach courses after participating in summer training and working closely with a partner postsecondary teacher. Administrators therefore can encourage a larger pool of instructors to teach dual enrollment courses.

Use District and Grant Funding to Incentivize Teachers to Pursue Dual Enrollment Credentials

Contacts at **District B** suggest that districts could offer additional planning time to incentivize teacher professional development if funding is not feasible.

Contacts at **District B** and **District F** note that without incentives, experienced teachers are unlikely to pursue continued education. To ensure that the district's most effective teachers can teach dual enrollment courses, administrators at **District A**, **District F**, and **District H** fund teacher continuing education related to dual enrollment credentials.

District F uses a combination of grant- and district-allocated funds to pay for teacher education. District A and District H use district-allocated funds alone. District A pays for one class per year via a district-wide professional development fund, and District H pays for teacher courses that progress toward certification through funds allocated through the human resources process.

Connect Teachers to Scholarships and External Funding to Reduce District Costs

Contacts at **District B** and **District F** report that many universities in their state create programs to support teachers who wish to obtain dual enrollment credentials. For example, **Indiana University** offers free courses to teachers.

Even strong teachers need additional support to teach advanced courses. Administrators at **District C** fund a .2 full-time equivalent (FTE) coordinator position in each high school to facilitate collaboration and work with teachers. Administrators select teachers with advanced coursework experience to serve as coordinators.

Encourage High-Performing Instructors to Teach Dual Enrollment Courses

Administrators at **District H** note that when administrators encourage dynamic teachers to deliver dual enrollment courses, student participation increases because students want to participate in classes taught by those teachers. Contacts at **District A** and **District E** report that dual enrollment teachers must be capable of differentiating instruction, designing enrichment and accelerating opportunities, and supporting and believing in all students.

Principals at District H ask potential dual enrollment teachers to deliver sample lessons so that they can assess the effectiveness of their instruction before hiring them to deliver courses. At District E, principals observe teacher classrooms throughout the year to assess teacher instruction. Based on this knowledge, principals select the highest performing teachers to deliver advanced courses.

To Account for Staffing Constraints, Consider Combining Dual Enrollment and AP Courses

In part because principals at **District H** highlighted staffing concerns, district administrators implemented a mixed class model in which one credentialed teacher delivers both dual enrollment and AP curricula, while differentiating assignments between the two groups. That said, the accrediting body of the district’s partner considered banning mixed classes before ultimately abandoning the plan after state superintendents opposed the decision.

Standardizing Course Access

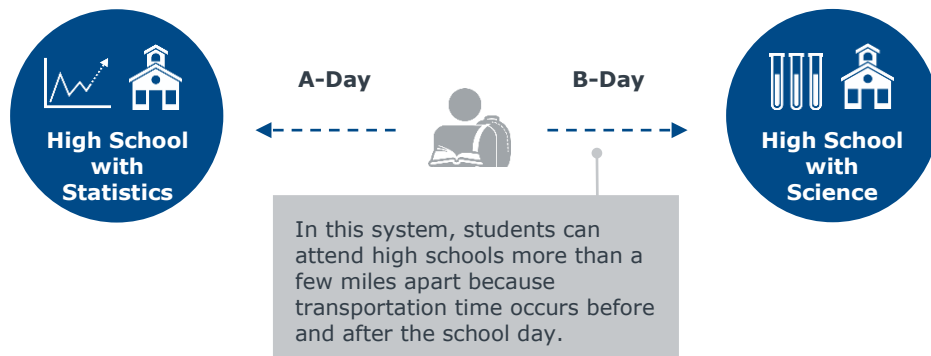
Provide Transportation and Teleconferencing to Allow Students to Access Courses Despite Staffing Constraints

Contacts at profiled districts report that staffing and resource constraints prevent administrators from offering the same dual enrollment courses across school sites. Administrators at **District A** avoid dedicating staff full-time equivalents (FTEs) to dual enrollment courses at a school if only a few students enroll in the course. To allow individual students to pursue coursework not offered at their school, administrators at District A, **District B**, and **District E** developed common daily schedules and start times across all district high schools. If a student elects to take a course accessible only at another high school, administrators at District A and District B will arrange transportation to allow the student to access these courses.

Contacts at **District H** note that though the district offers transportation, most students elect to take AP courses rather than move between high schools.

At District B, administrators bus students between the two high schools during class period transitions. Because the high schools are just a few miles apart, students can travel between schools without sacrificing instructional time. At District A, administrators provide transportation before and after school so that students can spend alternate days at each high school. This alternate day system aligns with the district’s A/B block schedule.

Alternate Day Transportation Process at District A



At District E, the technology department sets up two-way videoconferencing equipment in popular dual enrollment courses. Students at a different high school can view the lesson, participate in activities, and ask questions in real time. That said, contacts report that the district has limited access to videoconferencing resources and thus can only use the technology in one course.



To Provide a New Dual Enrollment Course in as Many Schools as Possible, Encourage Qualified Teachers Present at School Sites to Offer the Course

When district administrators at **District G** launch a new dual enrollment CTE program, they visit teachers at school sites who are qualified to teach the courses and ask them to teach the new course. Administrators emphasize that providing students access to college credit is a district-wide priority. In this way, district administrators ensure that every school with staffing availability offers dual enrollment courses.

Recruiting Students

Eliminate Prerequisites and Readiness Assessments Where Possible to Remove Barriers to Student Access

Contacts at most profiled districts report that entry requirements for dual enrollment courses create an unnecessary barrier for student success. Contacts at **District D** report that many students who previously earned poor grades perform better in college-level courses, as students may find the higher-level content more engaging. At **District H**, contacts emphasize that counselors never encourage interested students to avoid dual enrollment coursework.

Administrators at **District E** use readiness test scores to convince reluctant teachers of student preparedness for dual enrollment content. Administrators emphasize that the district is committed to helping all students succeed in advanced courses.

At most profiled school districts, administrators do not implement readiness requirements for dual enrollment courses beyond requirements mandated by the state/higher education partners (e.g., the Virginia Placement Test). At **District A** and **District F**, administrators implemented district-wide efforts to eliminate unnecessary prerequisites for dual enrollment courses. Contacts report that eliminating unnecessary prerequisites and corequisites help more students to access dual enrollment courses. Also, research suggests that eliminating prerequisites can benefit minority students specifically. When a high school eliminated prerequisites, minority student enrollment increased dramatically over the next six years.⁹

9) Sarah Shapiro, "Commentary: By Ending Advanced Placement Courses, 8 Elite Private Schools Set a Dangerous Precedent That Could Hurt Disadvantaged Kids," *The 74 Million*, August 6, 2018, <https://www.the74million.org/article/commentary-by-ending-advanced-placement-courses-8-elite-private-schools-set-a-dangerous-precedent-that-could-hurt-disadvantaged-kids/>

Prerequisite Elimination Process at *District F*

1

School administrators identify and eliminate zero-level courses (i.e., remedial courses offered by the community college that do not provide college credit and thus slow student progress) whenever possible. Community colleges previously asked students to pay tuition for these courses even though they did not confer credit.

Administrators renamed courses that they could not eliminate to “accelerated courses” to shift student and teacher mindsets around participation.

2

School administrators identify and eliminate unnecessary prerequisites. For example, administrators eliminated a requirement that students needed a B+ or above in English to take dual enrollment French.

3

Administrators identify prerequisites that students could take as corequisites to avoid progress delays. For example, administrators require students to take a district English class alongside dual enrollment Russian Literature to ensure concept mastery.

Administrators do not eliminate prerequisites that convey content students must understand to succeed in future courses (e.g., Calculus 1).



Offer Dedicated Supports to Help Students Complete Partner Readiness Assessments

At **District F**, counselors help students prepare for the partner-mandated placement test with purchased software, [Khan Academy](#), and other open-source resources.

Provide In-Class and External Supports to Ensure all Students Can Succeed in Dual Enrollment Courses

Contacts at **District A**, **District E**, and **District F** emphasize that if school districts encourage more students of varying skill levels to take advanced courses, administrators must provide support services to ensure those students can succeed in those courses. Districts offer both in-class and outside-of-class supports to help students succeed.

Wrap-Around Support Services for Students in Advanced Courses at Profiled Districts

In-Class

- Dedicated study skills courses (e.g., [Advancement Via Individual Determination \(AVID\)](#))
- Enrichment/acceleration periods built into the master schedule
- Personalized learning
- Project-based learning
- Student self-reflection opportunities



Outside-of-Class

- Summer course prep sessions
- Daily study tables
- Peer tutoring center appointments
- After-school intensive support sessions
- Mentorship programs
- Weekly/bi-weekly teacher check-ins
- Monthly social-emotional counselor check-ins
- Extended semester for students in danger of failing a course.

For the last six weeks of the semester, administrators at **District F** provide late buses to allow 400-600 students to stay after school for additional support.

Dedicate Time to Career and College Readiness Beginning in Early Secondary Grades

Contacts at **District F** note that to create a college-going culture that encourages students to pursue advanced coursework, administrators must provide opportunities for students to plan for their future education and career. Administrators at **District B** and District F thus both provide dedicated schedule time for students to explore career and college planning.

At District F, administrators implemented post-graduation planning periods—in which students attend 20- to 40-minute daily courses led by general education teachers—from seventh grade through graduation. In these periods, teachers provide information about potential careers, salaries, and the job market. Teachers also assist students as they conduct career research, complete career interest assessments, and work through the steps to apply to postsecondary institutions (e.g., identify a best fit school, fill out the FAFSA, identify necessary high school courses). Contacts report that these periods clearly convey the district’s emphasis on success after graduation and cite the periods as one of many impactful district initiatives that improve student postsecondary outcomes.

At District B, all freshmen students take a semester long course that focuses on preparing for college and career. As a part of the course, school counselors visit and help students create four-year plans to reach their diploma and postsecondary goals. During these visits, counselors specifically highlight the benefits of dual enrollment coursework and encourage students to incorporate dual enrollment into their four-year plans.

Develop Protocols to Encourage Counselors to Recommend Dual Enrollment Courses to Students

At most profiled districts, administrators advertise dual enrollment courses through individual student meetings with counselors, district-wide presentations, and district-wide communications. For example, at **District H**, administrators ask all counselors to discuss dual enrollment courses with students during one-on-one meetings, host

Administrators at **District A** post data on dual enrollment participation trends by race publicly to create transparency and hold the district accountable.

community college representatives to present on dual enrollment at assemblies and send out county-wide emails with dual enrollment offerings and prices.

Contacts at most profiled districts emphasize the importance of counselors to increase dual enrollment participation. At **District A** and **District D**, school administrators ask counselors to encourage students to take at least one advanced course during their high school career. Further, administrators set ambitious goals for advanced coursework participation based on publicly available district data. Administrators emphasize the importance of dual enrollment regularly in conversations with department heads, counselors, and the administrative team to ensure focus.

For additional, data-driven techniques to ensure counselor and administrator commitment to dual enrollment expansion, see [pages 49-53](#) of EAB's [Closing the College Access Gap](#).

Contacts at District A suggest that administrators create a defined course-registration conversation protocol for counselors to make sure they convey consistent information to every student, regardless of potential biases. As part of that protocol, contacts recommend that administrators ask counselors to highlight relevant dual enrollment courses to every student in their caseload. If a student or parent reports that they were unaware of dual enrollment course offerings, administrators meet with the counselor to assess the issue and create an improvement plan. In this way, administrators hold counselors accountable to convey dual enrollment information.

Consider Partnering with External Nonprofits to Assess Data Related to Student Participation

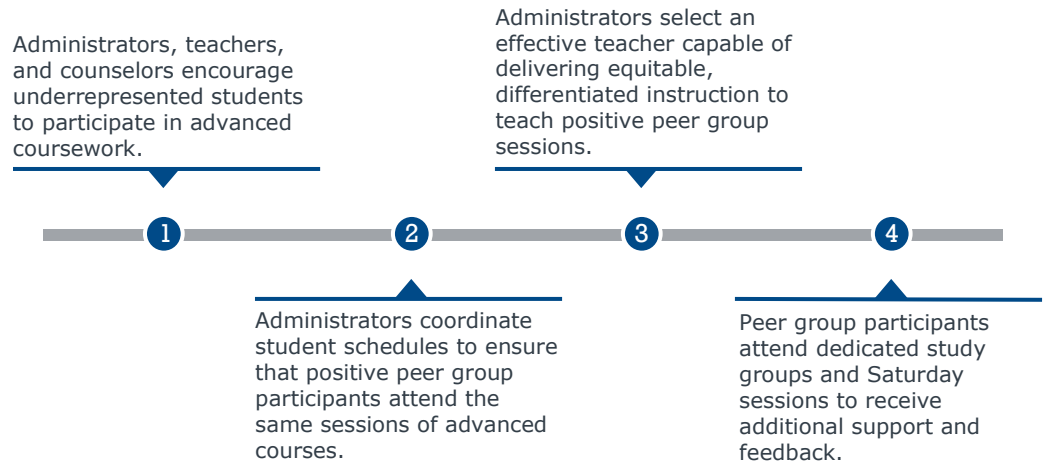
At **District E**, administrators partner with a nonprofit to identify students who meet requirements for advanced coursework but do not participate in the courses, to eliminate barriers to enrollment, and to systematize the enrollment process to eliminate biases.

To Support Underrepresented Students in Advanced Courses, Develop In-Course Support Groups and Mentorship Programs

At **District F**, administrators partner with external organizations that help minority students to succeed academically. For example, Indiana University's "[I Can Persist](#)" program delivers workshops specifically for African American female students interested in STEM careers. Administrators seek to form partnerships with as many external organizations as possible to create additional support systems for students.

At **District E**, administrators create positive peer groups to support underrepresented students who may feel isolated in advanced courses. Administrators reach out to students and their parents to invite them to participate in positive peer groups to assuage family concerns about isolation.

Positive Peer Group Process at *District E*



Engaging Parents

For more information on how to engage parents in post-graduation preparation, see [pages 31-34](#) of EAB's [Closing the College Access Gap](#).

To Increase Student Participation, Engage Parents Through Regular Meetings

Contacts at most profiled districts report that it is crucial to advertise dual enrollment and advanced coursework opportunities to parents to increase student participation.

At **District A**, **District B**, and **District D**, administrators host evening events and open houses for parents of juniors and seniors. During these events, administrators describe the benefits of dual enrollment, highlight specific dual enrollment course offerings, and describe how advanced coursework participation impacts college admissions. At **District F**, administrators integrate conversations about advanced coursework into college nights, four-year planning events, and FAFSA completion workshops. Administrators host two to three parent engagement events per month.

At District B, counselors schedule individual meetings with the parents of juniors and seniors to discuss planning for graduation. Counselors complete a credit check to highlight courses the student still must complete, recommend additional courses that align with the student's diploma type/postsecondary plans, and describe the college admissions process and criteria, including the importance of course rigor. Contacts report that counselors meet with 75-80 percent of parents and spend between 30-40 minutes per meeting. That said, as counselor caseloads increase, counselors now host small group meetings instead of one-on-one meetings when necessary.

To Engage Busy Parents, Reach Out Through Multiple Communication Channels

At **District B**, counselors conduct phone calls to discuss student credit, post-graduation plans, and recommended courses with parents. Counselors also reach out by email to provide information related to post graduation planning.

5) Research Methodology

Project Challenge

Leadership at a member district approached the Forum with the following questions:

- How many dual enrollment courses do contact districts offer?
- To what extent does access to dual enrollment offerings influence student post-secondary outcomes at contact districts?
- What state and accreditor requirements impact dual enrollment programs at contact districts?
- How do contact districts access teachers who meet dual enrollment licensure requirements?
- How do contact districts encourage school administrators to develop dual enrollment offerings?
- How do contact districts standardize dual enrollment offerings across schools?
- How do contact districts reduce student costs related to dual enrollment?
- How do contact districts assess student readiness for dual enrollment coursework?
- How do contact districts increase the number of students who pursue dual enrollment coursework?
- How do contact districts structure dual enrollment agreements with higher education institutions to allow for flexibility while meeting accreditation requirements?
- How do contact districts ensure that dual enrollment college credits transfer to postsecondary institutions?
- How do contact districts measure the success of dual enrollment programs?

Project Sources

The Forum consulted the following sources for this report:

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- National Center for Education Statistics (NCES) (<http://nces.ed.gov/>)
- Civil Rights Data Collection (CRDC) (<https://ocrdata.ed.gov>)
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Research Parameters

The Forum interviewed administrators and counselors at large districts with high dual enrollment participation rates. The Forum prioritized districts in states with a commitment to dual enrollment.

A Guide to Programs/Districts Profiled in this Report

District	Location	Approximate Enrollment
District A	Virginia	10,000-20,000
District B	Indiana	10,000-20,000
District C	Washington	10,000-20,000
District D	Washington	20,000-30,000
District E	Virginia	>50,000
District F	Indiana	10,000-20,000
District G	Washington	20,000-30,000
District H	Virginia	10,000-20,000