

Dual enrollment for College Completion

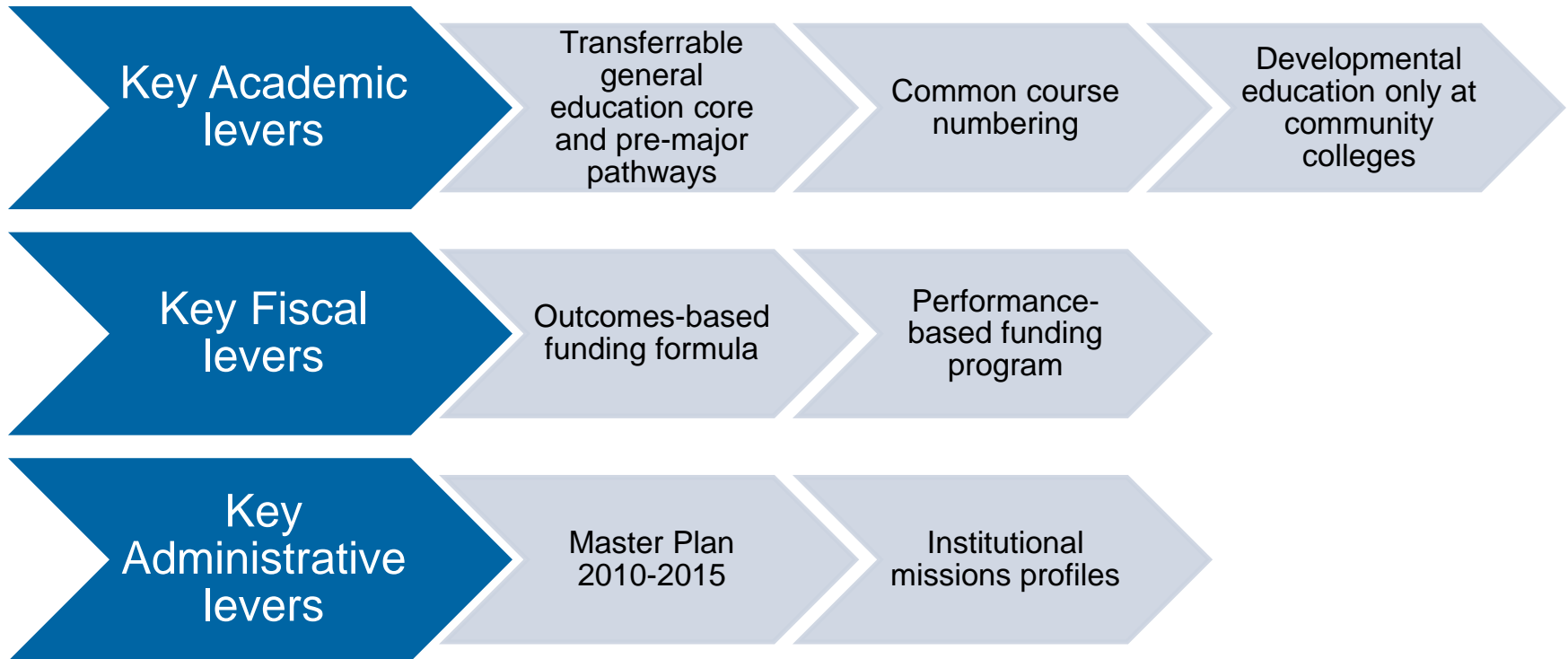
Policy recommendations for Tennessee

Melinda Mechur Karp, Ph.D

Community College Research Center
Teachers College, Columbia University
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In 2010, Tennessee embarked upon an ambitious **completion** agenda.

Tennessee will meet the national average in educational attainment by 2025.



**Meeting Tennessee's
completion goals is a
pipeline issue.**

The seeds of low college completion rates start **before** college entry.

- Academic readiness

- Fewer than 30% of Tennessee ACT-tested high school graduates met 3 of 4 college readiness benchmarks in 2012.
- 57% of the Tennessee class of 2011 enrolled in college the fall after graduation.
- 60% of first-time, full-time community college freshmen enroll in developmental courses.

- Financial readiness

- Over 90% of public four-year and 70% of public two-year Tennessee college students receive grants or loans.
- Tennessee college students rely on grants and loans to a greater degree than the national average.

Some **pipeline efforts** are underway.

- Upgrading the high school **curriculum**
 - Tennessee Diploma Project
 - Common Core State Standards
- **College readiness** initiatives
 - Bridge courses
 - Tennessee College Access and Success Network
 - Dual credit reforms (PC 967, 2012)

Dual enrollment is a research-based, pre-existing pipeline strategy with broad stakeholder support.

Dual enrollment

High school students enrollment in college courses and receive transcribed credit

- Supported by TCA-49-4-930 (lottery funding)
- Over 11,000 high school students took a college course at a TBR college in 2012.
- All TBR colleges participate, as do many UT and private institutions.

Evidence-based

Rigorous research links dual enrollment participation to college readiness *and* college completion

- Dual enrollment participants graduate from high school, persist in college, and earn more college credits than their non-participating peers.
- Rigorous research indicates that dual enrollment is effective for *many different types* of students.

Stakeholder support

Fall 2012 interviews with 38 stakeholders from across Tennessee

- Stakeholders view dual enrollment positively and believe it contributes to college completion.
- Stakeholders believe that Tennessee should support dual enrollment programs.
- Peer states support dual enrollment via legislative and funding support.

Dual enrollment has substantial stakeholder support, but needs refinement to reach its full potential.

Tennessee must develop a dual enrollment program that is coherent, inclusive, aligned with other initiatives, and cost-free to students and families.

Dual enrollment coherence

Tennessee dual enrollment programs should be provided with clear state-level leadership and support.

Coherence: Rationale

- Interview data indicate that while **stakeholders** like program flexibility, they desire more guidance, support, and consistency.
 - Highly variable, and sometimes contradictory, interpretation of existing policies
 - Concerns about program quality
 - Uncertainty when designing, developing, and refining programs
- Growing **body of research evidence** indicating that implementation quality is a key driver of positive outcomes.
 - Authenticity matters
 - Different policy goals demand different program models

Coherence: Policy option

Provide a clear “home” for dual enrollment, with administrative authority, oversight responsibility, and resources to perform these functions.

- Statewide leadership, coordination, and responsibility
- Align dual enrollment policies and regulations with state goals
- Engage in data collection, analysis, and strategic planning
- Clear point of reference for programs seeking assistance
- The [Board of Regents](#) is the most logical agency to be granted this authority.

Coherency: Examples and models

- **Tennessee dual credit:** PC 967 grants clear authority to Department of Education for dual credit and the development of statewide articulation agreements.
- **Florida:** Quality assurance standards set and approved by the state's Articulation Coordinating Committee.
- **Kentucky:** 2011 Memorandum of Understanding between the Kentucky Department of Education and the Kentucky Career and Technical College System specifies dual enrollment program features and a quality-assurance framework.
- **City University of New York:** Central administration houses the Office of Collaborative Program, with a dedicated College Now staff.

Dual enrollment inclusiveness

Dual enrollment policies and programs must include a range of high school students, not just those already likely to succeed in college.

Inclusiveness: Rationale

- The **Completion Agenda** can only be achieved if college readiness and access increases among ALL Tennessee students.
- Tennessee **stakeholders** believe that dual enrollment is effective with many different types of students:
 - Argued in favor of including students with a range of academic records.
 - Strongly in favor of including career and technical education (CTE) in dual enrollment programs.
- In a state as diverse as Tennessee, multiple delivery methods are seen by **stakeholders** as a key mechanism for ensuring access to dual enrollment for all students.
- Body of **research evidence** indicating that dual enrollment improves college outcomes for many of the types of students who are often unsuccessful in higher education.

Inclusiveness: Policy options

Clarify and enforce multi-tiered eligibility requirements.

- Prohibit additional institutional eligibility requirements
- Clarify the multi-tiered nature of existing rules
- Establish regulatory mechanisms for ensuring adherence to multi-tiered eligibility requirements should be put in place

Support high-school based models of dual enrollment.

- Incentivize investment in Interactive TV and video (ITV) systems for course delivery
- Encourage high school instructors to teach dual enrollment courses by requiring that they receive stipends or other incentives
- Help teachers earn graduate credits that will enable them to teach at the postsecondary level

Inclusiveness: Examples and models

- **Florida:** Different eligibility requirements for students in college credit and CTE certificate courses
- **North Carolina:** Different eligibility requirements for students in general education and CTE dual enrollment courses
- **Georgia:** Students must meet eligibility requirements set by the postsecondary institution; these may differ depending on the type of dual enrollment course (general education vs. CTE)

Dual enrollment alignment

Tennessee dual enrollment programs must leverage and work in concert with other state education initiatives.

Alignment: Rationale

- **Stakeholders** noted that dual enrollment should, and often does, enhance other educational initiatives.
 - Ensuring a strong pool of high school teachers eligible to teach college courses upgrades the overall teaching force.
 - Helping students meet dual enrollment eligibility requirements increases the pipeline of college-ready students overall—and is similar to new senior year “bridge” courses.
- Some **stakeholders** identified educational initiatives that may work at cross-purposes to dual enrollment goals.
 - End-of-course and high school accountability regulations may discourage schools from participating in dual enrollment.

Alignment: Policy options

Require dual enrollment course taking to be within the state's general education core or key labor market areas.

- Encourage students to take state-funded dual enrollment courses that will lead to meaningful credentials:
 - Core 41
 - Tennessee Transfer Pathways
 - Key economic development areas identified by University of Tennessee Center for Business and Economic Research

Allow juniors to participate in transition courses under development.

- Create a larger pool of dual enrollment-ready seniors
- Develop Bridge courses in English, and target them to both juniors and seniors

Alignment: Examples and models

- **North Carolina:** Career and College Promise Act limits dual enrollment course taking to courses within the state's Core 44 (general education); one of 16 Technical Career Pathways; or as part of an Cooperative Innovative High School (early college).
- **Texas:** Students may only take courses listed in the state's Lower Division Academic Course Guide Manual (for general education and transfer courses) or the Workforce Education Course Manual (for CTE courses).

Dual enrollment financing

To be a meaningful part of the college completion pipeline, dual enrollment must be cost-free to students and families.

Financing: Rationale

- Dual enrollment financing includes **three parts**: institutional funding, tuition, and books/fees.
- When families or institutions pay for dual enrollment, participation rates decrease.
 - **States** have found that schools are reluctant to participate if they are asked to give up funding.
 - **Stakeholders** report that families opt not to participate if the program costs them; Tennessee’s funding “gap” is a significant challenge for some families.
- **Research** shows that low-income students benefit from dual enrollment participation—perhaps to an even greater extent than their more financially advantaged peers.
- Tennessee’s **completion agenda** cannot be achieved if only middle- and upper-income students are able to complete a postsecondary credential.

Financing: Policy recommendations

Permit lottery funds to cover 100% of tuition costs.

- Fund dual enrollment commensurate to its ability to drive state completion goals
- Fully-funding tuition might be accomplished by:
 - Limiting funds to the rate of community college tuition
 - Limiting fully-funded courses to Core 41 or core CTE courses
- Could create a need-based standard for full funding of tuition

Fund dual enrollment out of general budget dollars, rather than lottery funds.

- Lottery funds may be better-suited to other purposes
- Lottery funds may be finite
- General budget sends a clear message about the importance of dual enrollment

Financing: Examples and models

- **Florida:** Dual enrollment is cost-free to students; tuition is waived.
- **Georgia:** General education dual enrollment is fully-funded through the GA Student Finance Commission and state budget. CTE dual enrollment is funded at 90% through lottery funds.
- **North Carolina:** The state waives tuition for all dual enrollment courses in core subject areas.
- **CUNY:** Tuition is funded through the regular university budget.

All five peer states (FL, TX, GA, NC, KY) double-fund their institutions for participation in dual enrollment.

Financing: Additional policy recommendations

Waive fees for high school-based dual enrollment students.

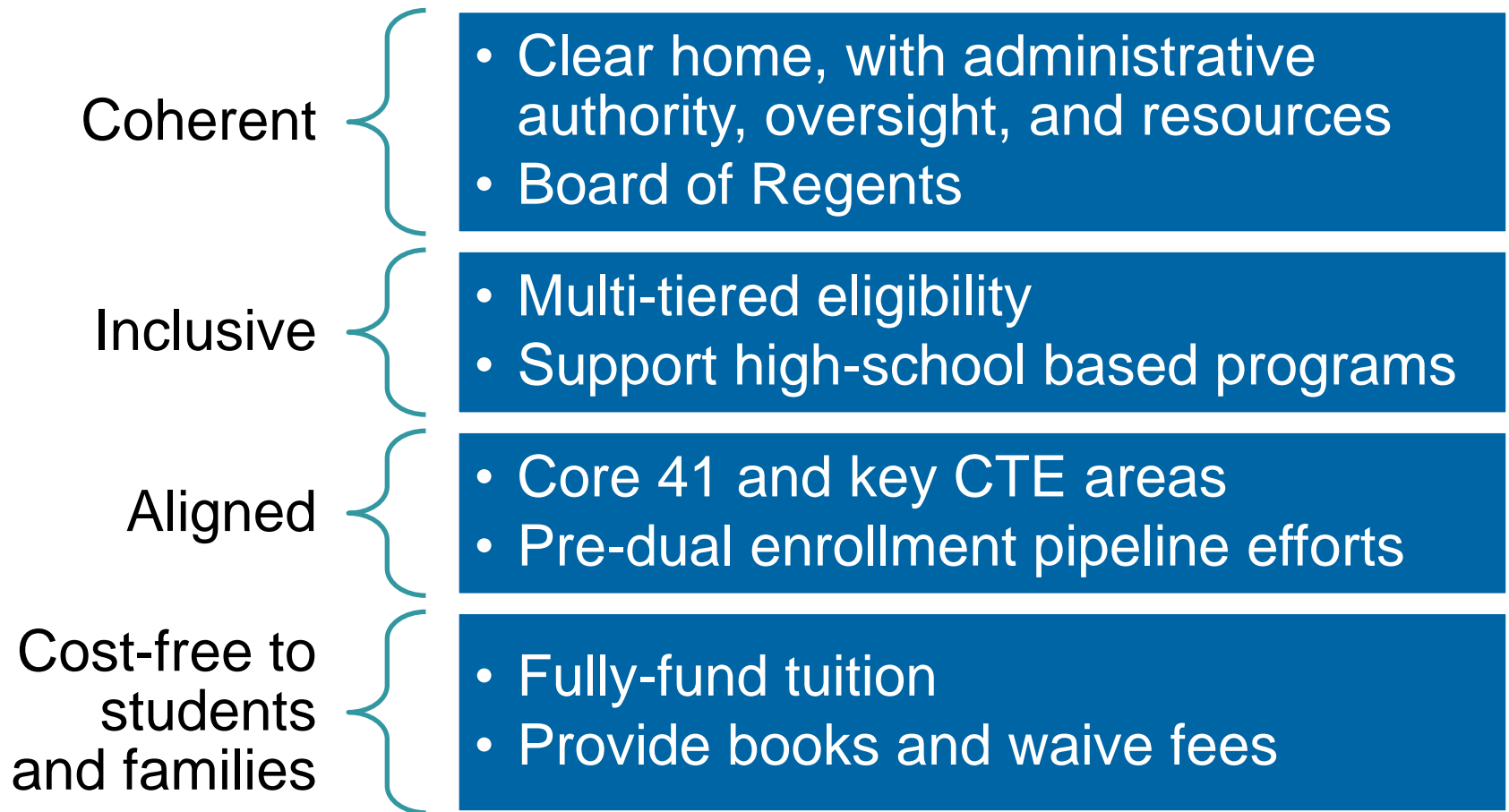
- Fees remain a barrier for many students.
- Many fees feel like a larger barrier than they really are, because they seem unnecessary to stakeholders.

Require high schools to buy college text books for students, and college to permit them to use those books for multiple years.

- Texts can be a significant cost to students.
- High schools buy textbooks for their “regular” high school-credit-earning students.
- New editions of text books are not usually so different that they are unusable for course purposes.

Financing: More examples and models

- **Florida:** High schools are required, by law, to provide books and other instructional materials to dually-enrolled students. Fees are waived.
- **Georgia:** Books and fees for general education courses are free to students, through GA Student Finance Commission.
- **North Carolina:** Students do not pay for books or fees.
- **CUNY:** High schools buy books for dually-enrolled students; colleges permit their use for multiple years.



In conclusion:

Leveraging and refining Tennessee's current dual enrollment policies has the potential to substantially and expeditiously increase the state's college completion rates.

For more information

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**Community College Research Center
Institute on Education and the Economy,
Teachers College, Columbia University
525 West 120th Street, Box 174, New York, NY 10027
E-mail: ccrc@columbia.edu Telephone: 212.678.3091**