Memorandum

To: Indiana Department of Education
State Budget Committee
Indiana General Assembly

From: Indiana Concurrent Enrollment Partnership

Subject: Indiana Concurrent Enrollment Partnership – 2008 Fiscal Analysis Report

Date: December 18, 2008

The 2008 Indiana General Assembly, through House Enrolled Act No. 1246, created the Indiana Concurrent Enrollment Partnership (CEP). The purpose of the Partnership is to foster innovation and collaboration among state educational institutions and school corporations in order to expand concurrent enrollment/dual credit opportunities in all Indiana high schools.

The Partnership is comprised of 16 members representing various constituencies involved in dual credit programming. The Partnership met throughout the fall; reviewed the history of, and past legislation related to, dual credit in Indiana; researched national trends; collected data from Indiana public and private institutions of higher education on courses offered, program income, and program expenses; and surveyed public school superintendents, and private school principals.

The attached *2008 Fiscal Analysis Report* is the first of two reports to be submitted by the Partnership to the Department of Education, the State Budget Committee, and the Indiana General Assembly. The Report responds to the requirement that the Partnership develops a fiscal analysis and makes recommendations to make two dual enrollment courses available without tuition and fees or at reduced tuition and fees to students in grades 11 and 12 beginning with the 2010-2011 school year.

It is significant that for over 30 years Indiana has been, and continues to be, a leader in providing opportunities for high school students to participate in concurrent enrollment/dual credit programming. The policies developed by the Indiana General Assembly for dual enrollment opportunities have been some of the most progressive in the nation.

The attached report issues several conclusions and recommendations for consideration by Indiana state policymakers concerning concurrent enrollment/dual credit opportunities in the State of Indiana.

Indiana Concurrent Enrollment Partnership
Fiscal Analysis *Report*
December 17, 2008

Introduction

House Enrolled Act No. 1246, passed in the 2008 Indiana General Assembly, created the Indiana Concurrent Enrollment Partnership (CEP). The purpose of the Partnership is to "foster innovation and collaboration among state educational institutions and school corporations" in order to expand concurrent enrollment/dual credit opportunities in all Indiana high schools. The Partnership is charged with:

1. Setting rigorous academic standards
2. Coordinating outreach and recruitment of students and teachers
3. Developing a plan to expand the dual enrollment program to every high school in Indiana as required under IC 20-30-10-4 (PL 185-206, Section 9) College Preparation Curriculum, as amended in 2006.

This report responds to the requirement that the Partnership "develop a fiscal analysis and make recommendations to the department (Department of Education), the budget committee, and the general assembly to make two (2) dual enrollment courses available without tuition and fees or at reduced tuition and fees to students in grades 11 and 12 beginning with the 2010-2011 school year." The report also provides useful information about the history of dual enrollment programs in Indiana as well as information about programs and policies in other states. Finally, the report issues several conclusions and recommendations for consideration by Indiana state policymakers.

As prescribed in HEA 1246, the Partnership is comprised of 16 members representing various constituencies involved in dual credit programming. The first meeting of the Partnership was held on August 26, 2008. The CEP has been conducting its work and reporting back to the full Partnership through four subcommittees: Data Collection and Analysis; Standards, Assessment, and Best Practices; Outreach, Recruitment and Expansion; and Fiscal Analysis. In addition to CEP members, the subcommittees include non-partnership members who are considered experts in the area of dual credit. A list of Concurrent Enrollment Partnership members may be found in Appendix A.

Clarification of Terms

In Indiana, the term "dual credit" lacks a consistent definition in legislation and is understood to have various meanings among state agencies, higher education institutions, and schools. Further, current Indiana code includes several different undefined terms for describing methods that provide credit for both high school and college: dual credit, dual enrollment, early college, and concurrent enrollment. To clarify understanding for this report, the

Partnership uses the term "**concurrent enrollment**," adopted from the National Alliance of Concurrent Enrollment Partnerships (NACEP) terminology and definition of dual enrollment.

Concurrent Enrollment. Credit hours earned when a high school student is taking a college-level course for both high school and college credit, during the high school day, on the high school campus, taught by a qualified high school instructor, where a concurrent enrollment partnership agreement exists between the high school and the postsecondary institution.

The most common form of dual credit in Indiana, and the most commonly held understanding of dual credit programming is defined as "concurrent enrollment" by NACEP. NACEP is a professional organization for high schools and colleges that fosters and supports rigorous concurrent enrollment. NACEP serves as a national accrediting body and provides standards of excellence, research, communication, and advocacy.

As used in this report, the terms dual credit and dual enrollment are "umbrella" terms that encompass a broad range of delivery strategies that differ based upon location and instructor, as well as medium of instruction (online, distance education, or face-to-face); courses afford students both high school and college credit upon successful completion. For this report and other activities of the Partnership, the targeted form of dual credit is **concurrent enrollment**.

History of Concurrent Enrollment in Indiana

Prior to any State legislation, Vincennes University initiated concurrent enrollment in Indiana in 1975 with Project EXCEL. Indiana University, Indiana State University, and the University of Southern Indiana each began offering concurrent enrollment programs more than 20 years ago. Historically, participation in concurrent enrollment programs in Indiana has been voluntary for students, high schools, and postsecondary institutions.

Law and Policies. Although the early dual credit programs in Indiana were, in fact, concurrent enrollment programs, Indiana legislation has typically referred to "dual credit" without a specific definition. The 1987 Postsecondary Enrollment Program (IC 21-43-4) was the first legislation in Indiana to address dual credit, specifically for students in grades 11 and 12 (with allowances for students to earn dual credits below grade 11). The Postsecondary Enrollment Program allowed high school students to earn both secondary and postsecondary credits for a course successfully completed at an eligible institution. The Postsecondary Enrollment Program was revised in 2005 to encourage more students to enroll in dual credit by eliminating barriers to enrollment, including a requirement that students receive permission from the public school corporation to enroll in a course.

Also in 2005, the Commission for Higher Education's *Policy on Dual Credit Courses Taught in High Schools by High School Faculty* was issued. This policy applies only to dual credit courses taught in high schools by regular high school faculty, and it outlined conditions to ensure dual credit courses "are of sufficient quality and rigor to qualify for college credit." The Commission guidelines may be found in Appendix B. In 2007, IC 21-43-5-13 was enacted to require that all postsecondary institutions offering dual credit courses be accredited by NACEP by July 2008.

The Commission for Higher Education has waived this deadline for institutions currently in the NACEP accreditation review process.

The Double Up Program became law in Indiana in 2006. This program applies to programs offered by state higher education institutions for students in grades 11 and 12. The Double Up Program promotes collaboration between school corporations and state higher education institutions to provide early college, dual credit, or dual enrollment programs to meet the educational objectives of the school corporation. The programs are offered by the higher education institutions in secondary school locations. Public higher education institutions are required to waive tuition for a student who is eligible for free or reduced lunch in high school, who is accepted into the Double Up Program, and who is accepted for admission to the state higher education institution.

According to the Core 40 College Preparation Curriculum, as amended in 2006 (IC 20-30-10-4), each high school must provide at least two dual credit and two Advanced Placement course offerings to high school students who qualify to enroll in the courses. Again, this law does not define the term "dual credit." A noteworthy outcome of this legislation, which required both AP and dual credit opportunities, was that the State provides funding to cover the cost of AP testing in math and science for all participating students and limited professional development for teachers, but no direct funding was allocated for dual credit.

Beginning with the Class of 2010, the Core 40 with Academic Honors Diploma adds academic dual credit options that require the dual credit courses to be included in the Core Transfer Library (CTL). However, an unintended consequence of current CTL policies is the exclusion of many academic courses previously offered for concurrent enrollment credit that were readily transferrable among institutions. While these courses may be counted for high school and college credit, many are not included in the CTL, thus not counted for the Academic Honors Diploma. For example, German was not part of the CTL until recently, even though other modern languages were included. This practice has created considerable confusion among school and higher education staff and may serve as a disincentive to college bound students seeking Academic Honors, particularly high achieving students who could benefit from advanced level or specialized courses not in the CTL.

All Indiana public and many private higher education institutions have responded to the legislative mandates described above by increasing partnerships with high schools and expanding course options. Enrollments in concurrent enrollment courses have increased dramatically and the number of high schools offering dual credit continues to grow. But, this expansion raises important concerns about quality, funding, and unintended consequences related to rapid program growth.

Accreditation and Program Quality. As mandated by IC 20-30-11.5-8, all Indiana public institutions, and many private colleges, are seeking to obtain or maintain NACEP accreditation as a means of ensuring consistent quality standards regarding curriculum, approval of faculty, student admission, assessment, evaluation, and transferability. To date, four institutions are fully accredited (Indiana University, Indiana University South Bend, University of Southern

Indiana, and Vincennes University), others are currently undergoing accreditation review or have been admitted to provisional status by NACEP. While NACEP provisional status implies that institutions are in the process of seeking accreditation, in fact, any institution that has paid the annual membership fee is considered Provisional.

Maintaining a level of course quality consistent with, and equivalent to, on-campus instruction is a major concern of the higher education institutions and the Commission for Higher Education. Recruitment of qualified high school teachers to meet institutional standards is increasingly becoming a barrier to expansion. Providing professional development activities during the school year, and in summer, requires content expertise and other faculty resources that necessitate compensation above and beyond regular assignments, for both high schools and higher education institutions. The direct expense of providing professional management and oversight of courses at distant sites continues to grow as additional staff and faculty resources are required.

State Funding. Although the State does not specifically appropriate funding for concurrent enrollment programs, it enables a model that minimizes State expenditure while covering high school costs and allowing postsecondary institutions to recover most direct expenses. Indiana public policy regarding concurrent enrollment funding traditionally has favored a model that allows public high schools to claim ADM funding for students in concurrent enrollment courses, thereby covering most costs. Non-public high schools do not receive ADM funding and rely on tuition support or other private funding. Public postsecondary institutions are eligible to receive enrollment change funding for concurrent enrollment courses as a means of recovering some costs; most institutions also charge a reduced rate of tuition and fees (see table on page eight) to recover other program costs. This model benefits students by enabling them to earn college credit at a lower cost because of the reduced tuition and fees charged for concurrent enrollment courses, as compared to regular, on-campus courses.

Indiana public colleges and universities are eligible to receive enrollment change funding for each increase in Full Time Equivalency (FTE) students (30 credit hours). However, the enrollment change funding process is not a consistent funding source. It is subject to fluctuating state appropriations. For example in FY 2008, the Indiana General Assembly appropriated only 50 percent of enrollment change funds, with a return to 100 percent for FY 2009. The formula has been fully funded in only two of the last ten years. FTE increases are calculated each budget biennium based on a four-year rolling average for growing campuses. The increase is calculated on a total institutional FTE increase, not on a program-by-program basis. FTE funding increases typically are folded into the institutional budget base and not attributed to individual programs. Even though these funds may be used to help offset the cost of concurrent enrollment programs, it is difficult to determine specific increases/decreases to programmatic budgets. Stable campuses can request FTE funds for additional credit hours generated for off campus, distance education, and dual credit courses. Institutions designated as “stable” include Indiana University - Bloomington, Purdue University – West Lafayette, Ball State University, and Indiana State University.

Consequences Related to Rapid Growth. There are a number of issues that arise which need resolution in connection with expansion of concurrent enrollment courses statewide, especially at high schools where no programs currently exist. These include:

- Guaranteeing academic quality of courses, recognizing that concurrent enrollment courses are college level;
- Identifying, recruiting, and training adequate numbers of qualified teachers;
- Transferability of courses to all Indiana higher education institutions;
- Managing disproportionate growth rates in certain school corporations that experience high interest and participation by students;
- Financing higher expenses related to growth, including start-up expenses for teacher training, curriculum revision, program oversight, and other development costs incurred by both school corporations and higher education partners; and
- Continuing to waive tuition for free or reduced lunch-eligible students, especially if this segment continues to grow.

National Perspective

Indiana is among many states currently looking to revise policies and practices related to managing and funding concurrent enrollment courses. It is important for states to weigh the likely costs and benefits of concurrent enrollment strategies in deciding funding policies. The CEP found it helpful to survey published literature on dual credit programs and policies nationally. Research has shown that participation in dual credit programs has a positive and significant relationship with educational aspirations among all students. A case study conducted in Kansas revealed that 83.3 percent of dual credit enrolled participants aspired to finish a four year university degree compared with 39.1 percent of nonparticipants.

In one of the most useful publications, *On Ramp to College: A State Policymaker's Guide to Dual Enrollment*, May 2008, sponsored by Jobs for the Future, the authors suggest three principles for states to consider in financing dual enrollment programs:

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

The authors conclude that the focus of state policies should be on keeping costs down while providing financial incentives for high schools, higher education institutions, and students. High schools will be incented to participate by continuing to receive ADM funding. Higher education institutions can be encouraged to participate through funding from state FTE appropriations and tuition and fees. Students can be incented to take concurrent enrollment courses through discounted or waived tuition and fees.

A more detailed discussion of how other states are addressing the dual credit issue may be found in Appendix C.

Data Collection Overview

In order to determine the current status of concurrent enrollment activity in Indiana, the Concurrent Enrollment Partnership sought to determine:

- What concurrent enrollment opportunities do each of the public and private colleges and universities offer?
- Which accredited high schools do or do not participate?
- What are the costs to high schools and colleges for offering concurrent enrollment courses?
- What barriers exist for high schools to initiate or expand concurrent enrollment offerings?
- Is there an adequate number of high school teachers qualified to teach concurrent enrollment courses in all high schools in the state?
- What barriers exist for students regarding participation in concurrent enrollment programs?
- What investments by nonparticipating high schools and postsecondary institutions will be necessary to implement concurrent enrollment courses in all Indiana high schools?

Higher Education Institutional Data. The CEP collected concurrent enrollment data from Indiana's public and private institutions for the 2007-2008 school year. Participating public institutions, which provide the greatest number of courses and for which policy implications regarding public funding will have the most impact, were Ball State University, Indiana University (all campuses), Indiana University Purdue University Fort Wayne, Indiana State University, Ivy Tech Community College of Indiana (all campuses), Purdue University, Purdue University North Central, University of Southern Indiana, and Vincennes University. It should be noted that at this time Ivy Tech data are not complete, as course enrollment information is missing.

Data collected included:

- Course name, institutional course number, and credit hours for each course;
- Number of students enrolled in the course;
- Total enrollment; and
- Whether the course is included in the Core Transfer Library.

From the data collected for the 2007-2008 school year, Indiana's public colleges and universities offered a total of 545 courses covering 96,536 credit hours at 312 high schools (including career centers) across the state. The following table also illustrates the number of schools offering concurrent enrollment through Indiana public colleges and universities:

Type of High School	Offered CE	Did not offer	Total	% Offered
Public	253	100	353	72%
Public – Career Center	42	5	47	89%
Public – Charter	2	14	16	13%
Nonpublic – Accredited	11	14	25	44%
Nonpublic – Freeway	4	30	34	12%
Total	**312**	**163**	**475**	**66%**

Public colleges and universities offer concurrent enrollment courses at 42 of the 47 (89 percent) area career centers. Students from multiple high schools can take classes at career centers, thus many students attending public schools that do not offer concurrent enrollment can do so through career centers.

Of the 545 different concurrent enrollment courses offered by public colleges and universities in 2007-2008, 193 were listed in the 78 course Core Transfer Library (the number 193 includes multiple offerings of the same course).

The 475 school total is based on public and nonpublic accredited schools serving 11th and 12th grades around the State of Indiana, including public charter schools, career centers, and non-public schools, some with freeway accreditation. It excludes alternative schools, juvenile centers, residential treatment facilities, and special education schools.

Independent higher education institutions that responded to data requests reported that they provided 134 courses covering 6,435 credit hours at 54 high schools across the state in 2007-2008, some of which also were served by public institutions. The independent institutions that reported data were: Anderson University, Bethel College, Franklin College, Huntington University, Indiana Wesleyan University, Manchester College, Marian College, Oakland City University, Saint Joseph's College, Taylor University, and University of Evansville. There may be additional independent colleges that offered concurrent enrollment who did not respond to the request for data or may offer other forms of dual credit opportunities.

Out of the 163 schools identified as not offering concurrent enrollment through a public higher education institution, 17 partnered with private institutions to offer concurrent enrollment courses in 2007-2008.

Several public higher education institutions (VU, PUNC, USI, and IU) reported that 15 of the 163 nonparticipating schools now have partnership agreements to offer concurrent enrollment opportunities in 2008-2009.

With the addition of the private institutions and new partnerships to offer concurrent enrollment courses in 2008-2009, the number of high schools identified as not offering concurrent enrollment is 134. Even though this number does not include the additional 38 schools that provide only one dual credit opportunity, this is the minimum number to be targeted if the 2010-2011 deadline is to be realized.

It is important to remember that many of these schools may also take advantage of other dual credit opportunities such as distance education, courses taken on a college campus or a career and technical center, from college and university faculty teaching at the high school campus, concurrent enrollment courses from private institutions that did not report data, or through an out of state provider. These dual credit activities are not included in this data analysis.

Public Institution Tuition. The public universities were asked to provide current tuition rates being charged for concurrent enrollment courses as compared to the regular full tuition rate set by each institution. The following table shows the 2007-2008 fees and the percentage discount for concurrent enrollment courses:

Institution	Name of Program	Full Tuition Per Credit Hour	Concurrent Enrollment Tuition Cost Per Credit Hour
Ball State University*	College Transition	$239	$83 (65% discount)
Indiana University	Advanced College Project	$263	$86.65 (67% discount)
Purdue University	Concurrent Enrollment Program	$247	$89 (64% discount)
Indiana State University	College Challenge	$227	$70 (69% discount)
University of Southern Indiana	College Achievement Program	$160	$80 (50% discount)
Vincennes University	Project EXCEL	$132	$25 (84% discount)
Ivy Tech	Concurrent Enrollment Program	$ 98	$00 (100% discount)

Source: Indiana Commission for Higher Education – Postsecondary Education Tuition and Required Fees in Indiana: 2007-09, September 14, 2007 – (per credit hour rate based on annual tuition rate for 30 credit hours)

*BSU tuition ranges from $83 for most courses to $50 for a smaller number of four and five hour courses.

Note: Costs for textbooks and other related instructional expenses are often borne by the student, although some universities or high schools cover these costs.

Fiscal Analysis. The Concurrent Enrollment Partnership gathered revenue and expense information for all public higher educational institutions' concurrent enrollment programs for the 2007-2008 year. Costs were categorized as follows:

- *Free and Reduced Lunch Student Waivers*: State statute requires that institutions waive all tuition and fees for concurrent enrollment courses taken by students eligible for free and reduced lunch benefits.

- *Staff and Administrative Salaries*: Salaries for university staff involved in administering concurrent enrollment programs.
- *Benefits*: Costs for employee benefits for institutional staff administering concurrent enrollment programs.
- *Stipends-University Liaisons*: Costs incurred by the institutions in providing technical assistance to high school concurrent enrollment course teachers and to ensure that the course offerings meet standards for college credit. Most of these costs are compensation to university department chairs and faculty who are engaged for these purposes.
- *Stipends-High School Instructors*: In some cases, high school teachers instructing concurrent enrollment courses receive stipends for work related to implementing the program, but not for teaching.
- *Professional Development Activities/Teacher Training*: Costs incurred to provide training to the high school teachers who teach concurrent enrollment courses. Such training is essential to ensure that the course content and instruction is equivalent to college coursework. While some training occurs during the school year, most is done in summer workshops with both high school and university faculty paid for attendance/facilitation.
- *Operating Supplies, Material, and Equipment*: Costs include typical office supplies and equipment necessary to administer concurrent enrollment programs.
- *Instructional Materials for High School Students*: In limited instances, course materials are provided by the institution. In most cases, textbooks are paid for by the school or the student.
- *Travel*: Visits to participating high schools.
- *NACEP Costs*: Costs associated with accreditation, membership in the National Association of Concurrent Enrollment Partnerships organization, and travel to NACEP conferences and meetings.
- *Marketing Costs*: Limited costs have been incurred in publicizing concurrent enrollment course offerings to students and high schools.

The public institutions have significant and real costs for operating quality concurrent enrollment programs as shown in the cost table below. The table shows aggregated expenses and tuition income for 2007-2008 for all public institutions.

Revenue	
Gross Tuition and Fees	$2,291,743
Expenses:	
Staff & Administrative Salaries	2,184,530
Benefits	404,726
Stipends - University Liaisons	144,400
Stipends - High School Instructors	119,994
Professional Development Activities/Teacher Training	151,005
Operating Supplies, Materials, Equipment	143,246
Instructional Materials for High Schools	20,054
Travel - Visits to Participating High Schools	80,264
NACEP Costs	31,969
Free and Reduced Lunch Student Waivers	239,038
Marketing Costs	62,407
Subtotal	3,581,632
Indirect Costs/Overhead (30%)	881,361
Total Expenses	4,462,992

Total aggregated expenses for all concurrent enrollment programs were $4.5 million while gross revenue from tuition was $2.3 million. However, the numbers are skewed because, as noted above, Ivy Tech does not charge tuition for its concurrent enrollment course offerings. If Ivy Tech did charge tuition equal to its expenses, statewide revenues would total $4.5 million, equal to statewide expenses.

Of expenditures, approximately 60 percent is attributable to salary and employee benefit expense for staff involved in administering concurrent enrollment programs. Tuition waivers for free and reduced lunch were the second largest cost at $239,000.

Because Ivy Tech's dual credit program is by far the largest of all the institutions and due to the impact on aggregated calculations associated with its free tuition, it is helpful to view data excluding Ivy Tech cost data. For all other institutions, aggregated revenue per credit hour was $60 and aggregated expense per credit was also $60 during 2007-2008. With Ivy Tech included, the average aggregated cost is $46 per credit.

Enrollment change funding was excluded from the financial analysis for several reasons. First, several campuses, having been designated as "stable campuses" by the Indiana Commission for Higher Education, have not received enrollment change funding for students enrolled in dual credit courses since 1999. Second, the amount of enrollment change funding has fluctuated, especially during recent years, and thus determining the amounts attributable to concurrent

enrollment coursework cannot be calculated precisely. Third, most institutions do not distinguish enrollment change funds for dual credit students from funding received for additional students enrolled in "traditional" on campus courses. Thus, it is difficult to determine an accurate calculation of enrollment change dollars for dual credit students.

Projections to Increase Concurrent Enrollment to All Indiana High Schools – In 2007-2008 approximately 96,536 credit hours were delivered by the public institutions to over 32,000 students (duplicated headcount) at 312 high schools through concurrent enrollment courses. The actual number of students served and credit hours generated varies by size of school. For purposes of projecting the increase in number of credit hours needed to serve an additional 163 schools, the average number of credit hours delivered per school was calculated.

On average 309 concurrent enrollment credit hours were generated at each high school in 2007-2008 which is equal to 103 students per high school taking three credit hours. It should be noted that this projection uses one course (three credit hours) as the basis for analysis, but with one component of the Core 40 with Academic Honors diploma being two dual credit courses, the average per school will likely grow to six credit hours per student.

2007-2008 Students Enrolled and Credit Hours Generated in Concurrent Enrollment Courses

Students Enrolled – Duplicated Headcount	Credit Hours Generated	Hours Generated per High School Based on 312 Participating Schools	Average Number of Students Participating per High School
32,178	**96,536**	**309**	**103**

If the same mix of courses is offered at each high school, an additional 50,367 credit hours would need to be delivered to the 163 schools currently not offering concurrent enrollment courses. An additional 16,789 (duplicated headcount) students taking an average of three credit hours would be enrolled in the concurrent enrollment courses. This calculation does not distinguish between academic and technical courses. It is likely that additional academic courses will need to be offered to balance the high proportion of technical courses currently offered by Ivy Tech. (This calculation assumes public institutions of higher education providing concurrent enrollment courses at all high schools in Indiana).

Projected Number of Students Participating and Credit Hours Generated with Concurrent Enrollment Courses Offered at 163 Additional High Schools

Projected Number of Students Enrolled – Duplicated Headcount	Projected Credit Hours Generated	Projected Hours Generated per High School Based on 163 Additional Participating Schools	Projected Number of Students Participating per High School
17,098	**50,367**	**309**	**103**

The average cost per credit hour for all public higher education institutions in 2007-2008 was $46. Assuming that each institution maintained its current share of instruction, incremental cost to the institutions of offering an additional 50,367 credit hours would be approximately $2.3 million, based on the $46 average cost. It is important to emphasize that this figure represents the incremental cost, but does not include currently indeterminable costs of starting up programs in currently un-served high schools.

High School Data. To better determine the status of concurrent enrollment from the secondary school perspective, the CEP Data Collection and Analysis Committee also surveyed the state's public school superintendents, private and charter school leaders, and non-public school officials. The survey instrument may be found in Appendix D. Because no consistent reporting of dual credit is required of school corporations, the collection of such information was a major undertaking. The compiled data should provide legislators and other policy makers, state agencies, and higher education institutions a realistic view of the feasibility of implementing 100 percent participation by high schools in concurrent enrollment programming by 2010-2011.

Non-Public Schools – Surveys were returned from 29 (of 59) private high schools. Of the 29 private schools, eight currently offer concurrent enrollment. Because of the low response rate, it is challenging to draw conclusions about concurrent enrollment programs within the private schools; however, 15 of 29 private school respondents indicated that a "lack of qualified teachers" is a barrier to offering concurrent enrollment courses.

Charter Schools – Surveys were returned from three (of 16) charter schools. Of the three charter schools, one offers concurrent enrollment.

Public High Schools – Over 65 percent (192) of the 293 public corporation superintendents responded; they are located in 77 of the 92 counties in Indiana, distributed throughout the state, and represent 237 public high schools. Of the 192 corporations responding, 172 (slightly over 89 percent) include one high school. Twelve of the remaining 20 corporations have two high schools, while four have three high schools, two have five schools, and one corporation each has four, seven, and nine high schools. Statewide distribution of the respondents, as well as a broad sampling of the State's rural, urban, large, and small corporations suggest that the sample is representative of Indiana high school districts. Slightly more than 84 percent of superintendents who responded indicated that concurrent enrollment courses were offered in at least one of their high schools.

A summary of the information collected from the surveys is provided below:

Costs - The superintendents were asked to provide the average total cost "above and beyond regular course costs to your district for offering a single dual credit course." Fifty-five percent of corporations offering dual credit courses responded that there were no additional costs to the corporation for these courses. Others who claimed additional costs most frequently cited expenses for textbooks and instructional materials, pay for substitutes when teachers were involved in university training or other professional development activities, marketing materials, and internal costs for professional development, travel, and administration of the

program. Average additional costs cited by the remaining 45 percent of corporations were $1,625 per course and ranged from $65 to $10,000 by corporation. It should be noted that in cases where higher than average costs per course were cited, it is believed that these usually involved technical courses in which specialized equipment, computer software, or materials were required. Also, some corporations pay the cost of concurrent credit tuition for students.

Teacher Qualifications - Higher education institutions establish minimum qualifications for concurrent enrollment instructors, often with a master's degree in the discipline or a master's and 18 graduate hours in the discipline required. The survey asked respondents if the corporation had a sufficient number of certified teachers to adequately staff the two dual credit courses required by legislation. Sixty-nine percent of the superintendents (130) responded that the corporation does have adequate staffing for the two required courses; nearly one-third reported they do not.

Often a lack of qualified teachers in a particular discipline provides a staffing problem for schools, so respondents were asked to indicate (from a list) in which areas they experience a shortage of qualified teachers for offering dual credit courses. More than 40 percent of superintendents reported a shortage in science, world languages, social sciences, and mathematics. The following table summarizes the teacher shortage information:

Discipline with Teacher Shortage	Number of Corporations	Percent of Corporations	Number of Schools
Science	89	47%	125
World Languages	83	44%	109
Social Sciences	80	42%	101
Mathematics	78	41%	115
Business	76	40%	99
Career & Technical Education	64	34%	89
English / Language Arts	61	32%	83
Fine Arts	57	30%	72

Barriers - The survey asked respondents to indicate barriers to offering, or adding, concurrent enrollment courses at high schools in the district. The two most frequently cited responses were "a lack of qualified teachers" for 59 percent of corporations and "cost to student" for 47 percent of corporations. The following table summarizes responses to this question:

Barrier	Number of Corporations	Percent of Corporations	Number of Schools
Lack of qualified teachers	111	59%	143
Cost to student	88	47%	116
Would require hiring more teachers	54	29%	74
Would require dropping some classes	49	26%	63
Lack of interest by teachers	44	23%	55
Other barriers	37	20%	51
Lack of interest by students	32	17%	38
Cost of instructional materials	28	15%	49
Lack of prepared students	21	11%	30
No higher education partner	18	10%	18

While 69 percent of superintendents reported that they have an adequate number of qualified teachers to cover current offerings, nearly 60 percent felt finding qualified teachers will be a barrier to implementing or expanding concurrent enrollment courses. This clearly identifies an important obstacle to meeting the legislative intent of having multiple dual credit opportunities available in all schools by 2010-2011. While time to deadline is one factor, the expected cost to the schools and higher education institutions to provide graduate education or professional development opportunities to qualify sufficient numbers of teachers can be significant. More than 40 percent of the superintendents reported shortages of qualified teachers in science, mathematics, social sciences, and modern languages. These are disciplines that are central to the Core Transfer Library and the Academic Honors Diploma.

The shortage of qualified teachers is a barrier that is widespread, but the problem may be compounded in high schools with small enrollments where it is difficult to provide the critical enrollment mass needed to support concurrent enrollment courses. Funding incentives may be necessary to promote partnerships between high schools in order to reach the goal of providing dual enrollment opportunities for all qualified students.

Even though 53 percent of superintendents did not consider cost to students to be a barrier, tuition, even at reduced rates, clearly is a factor to be considered by the State in asking higher education institutions to expand concurrent enrollment opportunities to all accredited high schools. Comments suggested that tuition is a disincentive for some students. Some superintendents supported the notion that charges for college credit should be covered through sources other than student tuition.

Gaps, Barriers, and Obstacles

After analyzing all of the data collected relative to concurrent enrollment programming in Indiana, the Concurrent Enrollment Partnership has identified the following gaps, barriers, and obstacles to expanding concurrent enrollment to every high school by 2010-2011:

- Maintaining academic quality and ensuring that all concurrent enrollment courses are equivalent to regular college courses.
- The cost of professional development to ensure that high school teachers have the qualifications, credentials, and on-going education to ensure college-level instruction.
- Identifying, recruiting, and training adequate numbers of qualified teachers to not only meet current program offerings, but future expansion.
- A shortage of qualified teachers in most of the CTL disciplines is now and will continue to be a barrier to expanding concurrent enrollment courses.
- No state or federal financial aid is available, other than the tuition fee waiver for students who are eligible for the free/reduced lunch program. This waiver is totally subsidized by the postsecondary institutions through other program revenues.
- The costs of textbooks to students may be a barrier to students participating in concurrent enrollment courses. Textbooks are updated and changed more frequently than high school textbooks. How textbooks are purchased or provided to students is currently at the discretion of the concurrent enrollment partnership agreement.
- State policies and laws do not clearly define dual credit or concurrent enrollment making the specific dual enrollment programs mandated by policy or law confusing.
- Insuring that any academic concurrent enrollment course is transferable to any Indiana institution that the high school student may attend upon graduation.
- Expansion into underserved areas will require additional resources and effort to establish and expand programs.

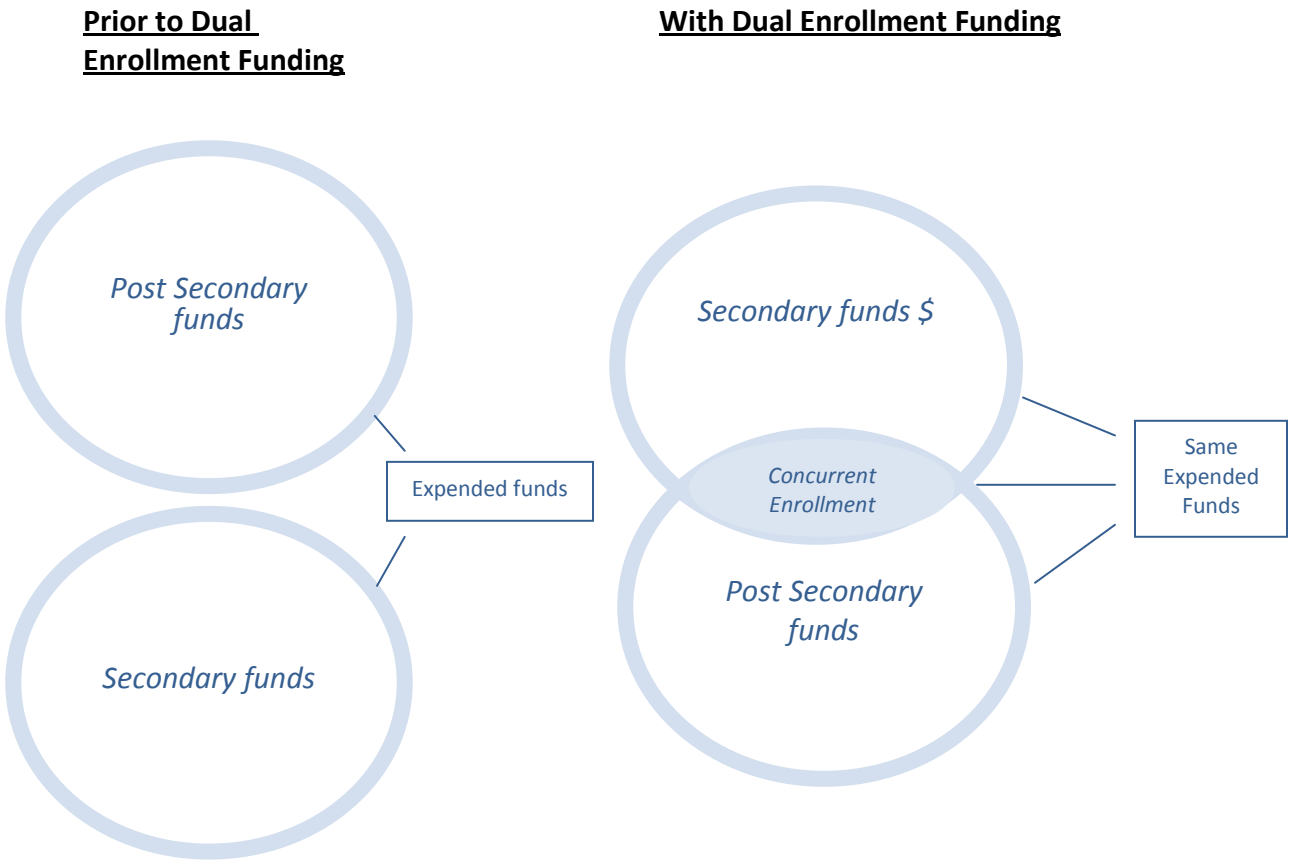
Conclusions and Recommendations

Indiana has been a leader in dual credit programming for over 30 years. The policies developed by the Indiana General Assembly for dual enrollment opportunities have been some of the most progressive in the nation. Concurrent enrollment initiatives were based on an understanding that many secondary students were college ready, and that high schools and colleges could develop partnerships to guarantee the integrity of college-level courses taught in a high school setting. The policies developed by the General Assembly encouraged expanding opportunities for Indiana's high school students to earn college credit at reduced tuition while enabling both high school and postsecondary institutions to cover the costs of the programs, without increasing costs to the State. To ensure quality, the Double Up legislation and subsequent Commission on Higher Education policy guidelines require public colleges and universities offering concurrent enrollment to obtain accreditation from the National Alliance of Concurrent Enrollment Partnerships (NACEP). Programs accredited by NACEP are required to meet specific criteria which include staffing, faculty mentors/liaisons, on-going professional development for high school instructors, and site visits to the high school classrooms.

By enabling the concurrent enrollment opportunities for 11th and 12th graders, the Legislature has achieved multiple objectives:

- college-ready high school students have been given a "leg up" on completing college core courses;
- high school course content is more rigorous;
- cost efficiencies have been realized by providing quality education through existing funding formulas; and,
- progress has been made toward the State's goal of increasing postsecondary enrollment.

The student benefits from reduced tuition as a concurrent enrollment student. If the student waited until enrolling in college to take these courses, full tuition would be charged. Historically, the cost to the State is included in the K-12 funding formulas and through enrollment change funding to the postsecondary institutions. Most public institutions reduce tuition by at least 50 percent for concurrent enrollment students. Reasonably, it can be said that this funding rationale bears no incremental cost for the State. With or without concurrent enrollment courses, the State is incurring the same cost for both K-12 and college instruction, albeit the latter occurring at an earlier time than it would absent a concurrent enrollment program. In fact, if there were no concurrent enrollment, cost to the State would not be reduced. The notion of "double dipping" for State funding is not accurate as illustrated by the graphic below.



The dual credit environment the Indiana General Assembly created over time has resulted in:

- Better utilization of secondary teachers with credentials to teach these college-ready students.
- An environment of cooperation between secondary and post secondary institutions.
- Opportunity for exposure to college level course work to better prepare college-bound students for the rigor of higher education academics.
- The ability to earn college credits at a fraction of the cost (this includes private colleges), that would be paid by parents/students at individual campus sites.
- Maintaining the interest of college-ready students through more challenging course work.
- Providing a jump start on college that mainstreams these students into the workforce at a faster pace, thus saving parents and students residential fees while attending college.

Recommendations. Despite the successes of existing concurrent enrollment policies and practices, improvement in the current system is needed in order for concurrent enrollment to reach every high school in the State by 2010-2011. The Concurrent Enrollment Partnership recommends the following:

1. Continue the current funding model whereby school corporations receive ADM funding and postsecondary institutions are eligible for enrollment change/course completion funding along with reduced tuition and fees for most students. A waiver of tuition and fees would continue to be provided to students eligible for free and reduced lunch, funded by the higher education institutions from other revenue sources.

   There are several arguments for this recommendation. First, as demonstrated above, there are no additional costs to the state from funding dual credit course offerings via the current funding model. Second, based on dual enrollment financial policy in other states, it is apparent that similar funding mechanisms are often employed whereby public high schools are usually eligible for normal ADM funding and higher education institutions are eligible for a combination of state enrollment funding and tuition. In some states, special state funding for dual enrollment programs provides an alternative means of financing. Third, the current Indiana funding model provides all students with a tuition discount since all institutions charge considerably less for dual credit courses while lower income students receive tuition waivers. Fourth, retaining the current model will provide a funding source for meeting start-up expenses related to expanding to nonparticipating districts where delivery costs will be greater.

   <u>The Concurrent Enrollment Partnership believes that this funding model has served the State well and provides the necessary funding and incentives to maintain and expand quality dual enrollment offerings in the future.</u>

2. The current shortage of qualified high school teachers for concurrent enrollment courses is an obstacle that will become more pronounced with the required expansion. To address the need for in-service and pre-service teachers, the State should provide

financial and licensure incentives for teachers to become certified to teach concurrent enrollment courses.

3. Provide incentives to explore opportunities to expand dual credit via alternative delivery mechanisms in cases where the high school cannot provide concurrent enrollment due to inadequate numbers of teachers qualified to teach concurrent enrollment courses.

4. Provide consistent terminology regarding the various meanings of dual credit throughout the Indiana Code, to clarify which provisions apply specifically to concurrent enrollment (as defined by NACEP) and which to other forms of dual credit.

5. Require routine annual reporting with common data sets by high schools to the Department of Education and universities to the Indiana Commission for Higher Education concerning dual credit participation, the types of dual credit offerings, and the effect on students in accelerating time to degree.

6. The Department of Education should create a listing of courses that qualify for the Core 40 with Academic Honors Diploma dual credit requirement. This list should include a subset of the Core Transfer Library as well as additional academic honors courses that typically transfer but are outside the Core Transfer Library.

7. Universities should establish teacher training programs specific to Core 40, including academic courses included in the CTL, in order to increase the supply of qualified concurrent enrollment high school teachers.

8. The State should adopt a blanket textbook waiver for concurrent enrollment courses so that schools are automatically eligible to receive state textbook reimbursement for free and reduced lunch students. Where possible, higher education institutions should use online materials and other supplements to lengthen the textbook replacement cycle to six years, thus enabling more high schools to purchase classroom sets or rent dual credit textbooks to students.

9. The Partnership did not have time to comprehensively review (for example location, student enrollment, number of teachers, type of accreditation, etc.) the 163 schools not currently offering two concurrent enrollment courses to determine if there are similarities among them which account for the lack of concurrent enrollment offerings. Now that these schools have been identified, an analysis should be undertaken to determine if offering concurrent enrollment courses in these schools is appropriate and feasible. Postsecondary institutions that offer concurrent enrollment, under the leadership of the CEP, in collaboration with the Department of Education and the Commission for Higher Education, should partner to develop a strategy to assist the nonparticipating schools in reaching compliance by 2010-2011.

10. Assuming the State's dual credit/concurrent enrollment funding model remains the same and within the limitations of the State's financial capacity, allow 21st Century

Scholars students who are not on free/reduced lunch to be eligible for use of 21st Century Scholarship funds to cover tuition costs.

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Appendix A

Concurrent Enrollment Partnership Membership Contact List

Appendix A

Indiana Concurrent Enrollment Partnership Membership Contact List:

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Appendix B

Policy on Dual Credit Courses Taught in High Schools by High School Faculty

Appendix B

Policy on Dual Credit Courses
Taught in High Schools by High School Faculty

November 11, 2005

Preamble

The State regards the offering of rigorous dual credit courses as an opportunity for encouraging high schools students to continue on to college and for allowing entering college students to get off to a good start, thus increasing the probability of academic success in college, ultimately leading to completion of an associate or baccalaureate degree.

Dual credit courses are defined as courses that are taken by high school students and that can satisfy requirements for earning both a high school diploma and a college degree. Dual credit courses are taught by regular high school faculty or by regular or adjunct college faculty. The term "concurrent enrollment" is also sometimes used to describe high school students, who enroll in courses that generate dual credit.

This policy only applies to dual credit courses that are taught in high schools by regular high school faculty. It does not apply to dual credit courses taken by high school students on a college campus or through distance education technology as part of the college's regular courses offerings. Nor does the policy apply to courses taught at the high school by regular college faculty.

From a postsecondary perspective, the policy fulfills, in part, the statutory responsibilities of the Indiana Commission for Higher Education and the Indiana Department of Education regarding dual credit courses. It is intended for all Indiana public postsecondary institutions and campuses, so that a clear and consistent message can be communicated to secondary students throughout the state. Unless otherwise stated, this policy shall become effective in Fall 2007 and shall only apply to dual credit courses taken in Fall 2007 and beyond.

Basic Conditions

All dual credit courses shall meet the following conditions:

1) Postsecondary campuses shall take appropriate steps to ensure that dual credit courses are of sufficient quality and rigor to qualify for college credit; in this regard, postsecondary dual credit programs shall embody the following characteristics:

    a) All secondary students taking dual credit courses shall meet the same academic prerequisites for taking those courses as apply to students taking the same courses on the postsecondary campus; beyond that, the secondary school and the postsecondary campus may jointly establish additional criteria for determining how students are selected into dual credit courses;

b) Course syllabi used for dual credit courses in liberal arts[1], professional, and career/ technical disciplines shall be equivalent to course syllabi used in the same courses taught on the postsecondary campus, including equivalent textbooks, class assignments, laboratory equipment, and examinations;

c) Student learning outcomes expected for dual credit courses in liberal arts, professional, and career/technical disciplines shall be the same as student learning outcomes expected for the same courses taught on the postsecondary campus;

d) An academic unit on the postsecondary campus shall be responsible for monitoring, throughout the school year, the delivery and quality of dual credit instruction; such monitoring shall include visits to the secondary class;

e) The secondary school and academic unit on the postsecondary campus shall work together to identify instructors of dual credit courses, whose final approval rests with the academic unit on campus and who shall have credentials consistent with credentials required by on-campus faculty;

f) The academic unit on the postsecondary campus shall be responsible for ensuring that professional development opportunities are available and communicated to secondary faculty, who are teaching dual credit courses; and

g) The postsecondary campus shall establish a mechanism for evaluating and documenting, on a regular basis, the performance of students, who complete dual credit courses.

2) Postsecondary institutions shall generate transcripts for all students, who complete dual credit courses.

3) All postsecondary campuses shall establish limits for the number of credit hours a student can earn through dual credit courses offered in high schools; this number shall not exceed 15 semester hours, except:

a) For postsecondary campuses and secondary schools that have developed articulation agreements involving associate or baccalaureate degree programs;

b) For postsecondary campuses and secondary schools that have approved early or middle colleges; or

c) On a case-by-case basis for students who have demonstrated superior academic talents and abilities, including, for example, meeting threshold SAT or ACT scores.

4) All postsecondary institutions and campuses offering dual credit courses in liberal arts, professional, or career/technical disciplines shall achieve accreditation by the National Alliance of Concurrent Enrollment Partnerships no later than Fall 2008.

5) Since a dual credit course in a liberal arts, professional, or career/technical discipline is deemed to be academically equivalent to the same course taught on-campus by the institution offering the course

(see #1 above), the dual credit course shall, consistent with the transfer policies developed by the Commission for Higher Education's Statewide Transfer and Articulation Committee (STAC):

a) Apply toward meeting the degree requirements of the institution offering the course, in the same way as the on-campus course; and

b) Transfer to the other public postsecondary institutions in the state, in the same way as the on-campus course.

6) Wherever possible, the course syllabi for dual credit courses in the liberal arts shall also prepare students for successfully passing Advanced Placement (AP) examinations in the same academic area.

[1] The term "liberal arts" includes English language and literature, foreign languages, the life sciences, mathematics, philosophy and religion, the physical sciences (such as chemistry, physics, and geology), psychology, the social sciences (such as economics, political science, and sociology), and the visual and performing arts.

Appendix C

Concurrent Enrollment Research: Summary of Funding Policies

Appendix C

Concurrent Enrollment Research: Summary of Funding Policies

FEDERAL LEVEL:

In the CRS Report for Congress, *Concurrent Enrollment Programs*, updated November 14, 2004, the authors report that students who are concurrently enrolled in secondary and postsecondary programs present a unique and challenging situation for obtaining federal funding for participation in these programs. Title IV of the HEA, which authorizes the major federal student aid programs, states that a student is not eligible for any grant, loan, or work assistance under Title IV if he/she is enrolled in an elementary or secondary school (Section 484 (a)(1)). As a result, students who participate in concurrent enrollment programs, who would otherwise qualify for federal student aid, are not eligible for Title IV funds to support the expenses of taking college courses while in high school. They are required to seek alternate sources of funding such as state, local, or private scholarships. A few states have established separate funding sources for these programs to receive funding. It is important to note that in Indiana, SSACI does not provide financial assistance to students participating in dual credit courses.

This report raises an important policy question: Does the lack of student financial assistance to pay for dual credit courses, both at the federal and state level, result in a disincentive for student participation?

The report can be found at: [http://assets.opencrs.com/rpts/RS21898_20041214.pdf]

OVERVIEW OF STATE CONCURRENT/DUAL ENROLLMENT POLICIES:

One reference often cited in research related to dual enrollment was prepared for the U.S. Department of Education, Office of Vocational and Adult Education. This 2004 report, *State Dual Enrollment Policies: Addressing Access and Quality*, was updated in 2005 with new and additional explanatory information. The *Update to State Dual Enrollment Policies: Addressing Access and Quality* report provides an overview of state level policies on dual enrollment programs that were in effect through December 2003. According to the updated report, 40 states had dual enrollment legislative policies which encompassed at least one of ten programmatic features included in the analysis. Of the ten programmatic features included in the analysis, tuition policies and state funding policies were included. According to the matrix included in the updated report (based on data from December 2003):

- Thirty-three states had a policy related to tuition payments. In the policies of those 33 states,
  - Ten indicated the student was responsible for tuition payment;
  - Six indicated the state was responsible for tuition costs;
  - Ten indicated that either the college or high school was responsible for tuition costs; and
  - Seven indicated that the college and/or high school decided who was responsible for tuition costs.
- Twenty-one states had a policy related to funding dual enrollment programs. Of those states,
  - Ten had policies where both the high school and the college were funded at their full rates;
  - Four had policies where both the high school and the college lost some, but not all, of their FTE/ADA funding for dual enrollment students;

- Two had policies where the high school lost ADA funding for dual enrollment students; and
- Five had policies that did not provide precise funding information, but it was clear that at least one institution's FTE or ADA funding was affected.

[http://www.ed.gov/about/offices/list/ovae/pi/cclo/cbtrans/statedualenrollment.pdf]

In the publication, *On Ramp to College: A State Policymaker's Guide to Dual Enrollment*, May 2008, sponsored by Jobs for the Future, the authors suggest three principles for financing dual enrollment programs:

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

States must weigh the likely costs and benefits of dual enrollment strategies in deciding funding policies. In the *On Ramp to College* publication, the authors provide options for states to consider when funding dual enrollment programs:

- Hold Harmless or "Almost" Hold Harmless Plans:
  - Enrollment-Based State Reimbursement (ADA and FTE) – Within the "hold harmless" scenario, both the college and the high school claim full ADA and FTE funding for dual enrollees. Some states stipulate that schools reallocate some of their ADA dollars to the postsecondary institutions where their students are dual enrollees ("almost" hold harmless plan).
  - Special Appropriations – In addition to ADA and FTE funds, states may create a pool of money distributed to high schools or postsecondary institutions to subsidize dual enrollment costs. Distribution may be based on a formula or granted on a competitive basis to high schools and postsecondary institutions for creating a "blended" or integrated program. Some states designate special funding for programs designed to support students underrepresented in college or to reengage students who are off track for finishing high school.
- Incentives for Students:
  - Tuition Waivers or Discounts – A number of states require, or encourage, community colleges to waive or discount tuition for dual enrollees. In some states, grants are made to programs or postsecondary institutions to subsidize tuition waivers and discounts.
  - Financial Aid – At least two states, Georgia and Tennessee, use state financial aid programs funded through state lottery proceeds–not tied to federal aid or rules–to defray the course-related costs of dual enrollees. Under these programs, states must decide whether aid will be scaled by income and whether students' receipt of aid as dual enrollees will affect future eligibility for state aid as full-time college students.

This publication also states that dual enrollment entails costs beyond instruction-related expenses. Examples include costs for books, transportation, tutoring, support services, professional development, and planning time for high school and college teachers who design and deliver the courses. The authors recommend that states consider these costs in the design of dual enrollment financing, by supplementing funds or permitting the flexible use of existing funds for these additional costs.

Appendix C

In *On Ramp to College*, the authors contend that the focus of state policies should be on keeping costs down, while providing financial incentives for participation by critical parties. The authors go on to state that high schools will be more willing to participate if they can claim ADA-based funding for dual enrollees who are still in the high school at least part of the day. Postsecondary institutions will have incentives if they receive compensation for the costs of serving dual enrollees, which are typically covered for regular college students by FTE state reimbursements and by tuition payments. Students will have more incentive to participate if tuition is deeply discounted or waived, and low-income students, in particular, will be discouraged if they must pay substantial tuition or fees, or pay for books, lab fees, and transportation.

[http://www.jff.org/Documents/OnRamp.pdf]

STATE FUNDING EXAMPLES:

Florida

According to *The College Ladder: Linking Secondary and Postsecondary Education for Success for All Students*, published by the American Youth Policy Forum, 2006, "Florida law encourages collaboration between K-12 and postsecondary systems, including requiring all community colleges and four-year state universities to offer dual enrollment classes to high school students. Legislation also sets aside funding to ensure that classes are available to students at limited or no cost." [http://www.aypf.org/publications/The%20College%20Ladder/TheCollegeLadderlinkingsecondaryandpostsecondaryeducation]

The Jobs for the Future publication, *On Ramp to College*, also profiles Florida's dual enrollment programs. Florida's policies provide strong incentives for both students and institutions to participate in dual enrollment. "School districts can claim a maximum seat time of one FTE [ADA] for a student enrolled in dual credit courses. Dual enrollees are also included in the FTE calculations generated at each community college. The students are exempt from tuition and lab fees, and these waived amounts are deducted from the standard fee revenue reported by colleges to the state. Instructional materials assigned for use within the courses are paid by students' high school districts." A report by the state's Office of Program Policy Analysis and Government Accountability stated, "In 2005-2006, the total funding for these students equated to $651 per semester per dual enrollment course."

Florida also has a data collection system that can follow students through high school and college to determine where achievement gaps exist, as well as evaluating effectiveness of dual enrollment programs.

Link to Florida's dual enrollment information: http://www.fldoe.org/articulation/

Minnesota

In the Policy Brief, *Dual Enrollment: Policy Issues Confronting State Lawmakers*, it states that Minnesota established the Postsecondary Enrollment Options Program in 1985, which was the first dual enrollment program in the United States. The offering of dual enrollment options is mandatory in Minnesota and legislation prohibits students from paying directly for concurrent enrollment courses. School districts are responsible for paying the reduced tuition to the postsecondary institutions. Minnesota enacted legislation in 2007 that provided funding specifically for concurrent enrollment, in addition to the high schools ADA. Colleges do not use concurrent enrollment students in calculating FTE. The law designated that $2.5 million will be used each year (2007-08 and 2008-09) to pay high schools up to

$150 per student enrolled in a concurrent enrollment course. The purpose of the payments is to defray schools' costs related to offering concurrent enrollment courses. If this allocation is insufficient to pay schools the $150 per enrolled student, the dollars will be prorated in some manner. According to an administrator involved in concurrent enrollment in Minnesota, the appropriated funds ($2.5 million in 2007-08) were not sufficient, so the payment per student was approximately $34, instead of the intended $150.

To maintain their eligibility for these payments, high schools must, starting in 2011, partner with postsecondary concurrent enrollment programs that are accredited by NACEP or with a program that can demonstrate it has met standards similar to NACEP's standards. In addition, schools may use designated professional development funds to give grants to teachers to pay for coursework and training that will lead to their being certified to teach concurrent enrollment courses.

Link to legislation specific to Concurrent Enrollment Aid:
https://webrh12.revisor.leg.state.mn.us/statutes/?id=124D.091

Link to legislation related to Postsecondary Enrollment Options Program:
https://webrh12.revisor.leg.state.mn.us/statutes/?id=124D.09

Utah

The Center for Public Policy & Administration at the University of Utah published the Policy Brief, *Concurrent Enrollment: Funding Utah*, 2006. In 1991, the Utah Legislature provided state funding for concurrent enrollment through the Minimum School Program. "The Legislature establishes the total amount of funding for the statewide program and instructs the State Office of Education to distribute the money to school districts based on the number of hours successfully completed by students in the previous year." Students pay an initial registration fee ($35), and all of the other costs of instruction are shared between the participating school district and higher education institution.

The institutions of higher education receive 40% of the block grant funding, with high schools receiving the other 60%. A Utah university administrator indicated that his institution received only about $20 per credit hour in the last academic year, and his university's president is considering the future of concurrent enrollment at his institution. Link to legislation related to the Appropriation for Concurrent Enrollment funding: http://www.livepublish.le.state.ut.us/lpBin22/lpext.dll?f=templates&fn=main-j.htm&2.0

Illinois

Similar to Indiana HEA 1246, Illinois House Joint Resolution 36 directed the Illinois Board of Higher Education to convene a task force to study issues related to dual credit in Illinois. The purpose of the Task Force is to objectively examine Illinois and national dual credit programs and make recommendations to improve student outcomes for dual credit programs throughout the state. A report containing policy recommendations on dual credit will be presented to the General Assembly on or before December 1, 2008.

Dual credit opportunities in Illinois are offered through cooperative agreements between individual high schools and community college districts. The agreements vary as to how much of the tuition and fees normally charged for the course are passed on to the dually enrolled student.

Appendix C

According to *Dual Credit In Illinois: Making It Work*, 2004, a publication of the Office of Community College Research and Leadership, states, "In Illinois, colleges receive state funds based on student enrollments, Accelerated College Enrollment (ACE) grant funds, and student tuition. Net revenue to the college depends on the size of its program, levels of expenditures to maintain the program, and the amount of tuition that is waived. Per an administrative rule change in 1996, high schools do not lose average daily attendance (ADA) funding from the state for students participating in college courses."

The Accelerated College Enrollment (ACE) grants are now funded under the P-16 Initiative grant. In support of the P-16 Initiative grant, colleges are eligible to receive the expense of course tuition and universal fees associated with the coursework of dual credit/dual enrollment students. Community college districts receive credit for eligible midterm student enrollments at their local in-district tuition and universal fee rate, up to the total amount allocated to the district.

Ohio

In 2007, the KnowledgeWorks Foundation published, *The Promise of Dual Enrollment: Assessing Ohio's Early College Access Policy*. This document provides the following information related to the costs of the Ohio's Post-Secondary Enrollment Options (PSEO) program:

- To the state: In 2004-05, the state redirected $17.8 million in state foundation funds from local school districts to postsecondary institutions to pay for courses taken by PSEO students. These are not additional expenses, but funds that would have been expended at the high school and now are going to support dual credit. There was also $1.5 million set-aside in 2004-05 for PSEO classes taken by students in nonpublic high schools. The State Share of Instruction allocation, which is the state funding to public postsecondary institutions based on average enrollments, amounted to $10.9 million for PSEO students.
- To colleges: PSEO reimbursements from the state do not appear to replace the total revenue postsecondary institutions usually generate through student payments for tuition, books, and fees.
- To local school districts: Local school districts lose state foundation funds for every PSEO course students take. In 2004-05, that amount was $17.8 million. Districts may be reimbursed a portion of that by students who do not successfully complete the course, though that amount is not known.
- To the students and their families: Students and their families pay for courses when students seek only college credit or don't complete the course successfully. Most also pay for transportation to and from campus.

The Governor of Ohio has earmarked an additional $5.6 million in fiscal year 2009 to Ohio school districts to increase participation in the PSEO program. But policy analysts state that Ohio must improve implementation and monitoring to really impact the program, not just provide increased funding. http://www.catalyst-ohio.org/news/index.php?item=639&cat=23

Texas

According to *On Ramp to College*, both high schools and postsecondary institutions in Texas are reimbursed according to the average daily rate for dually enrolled students. In 2007, Texas invested an estimated $2.75 million in dual enrollment. Decisions about who pays tuition, fees, and other costs for dual credit courses vary from district to district. Some school districts pay for the students, either out of local funds or from their high school allotment, while other districts require the students and parents to pay out of pocket for these courses. Public colleges and universities are allowed to waive all, part, or none of the mandatory tuition and fees for dual credit courses. Surveys conducted by the Texas Higher

Education Coordinating Board indicate that most community colleges waive all or part of the cost, while few universities offer waivers. A link to an overview of dual enrollment in Texas is at: http://www.thecb.state.tx.us/Reports/PDF/1514.PDF.

Georgia

The State of Georgia has two primary dual enrollment programs. The funding source for both student aid programs is the Georgia Lottery. The funding covers the student costs for courses; however, high schools in Georgia cannot claim ADA for dual enrollees.

- Dual Enrollment-Hope grant program funds dual enrollment courses offered at technical colleges that are required for a technical certificate or diploma program. A student seeking a high school diploma who is simultaneously seeking a postsecondary technical Certificate or Diploma as a Joint Enrollment or Dual Credit Enrollment student at an Eligible Postsecondary Institution is eligible for a HOPE Grant payment for such postsecondary technical Certificate or Diploma course work, if he or she meets all other HOPE Grant eligibility requirements.
- The ACCEL program in Georgia provides public and private high school students with funding to enroll in core academic, college-level courses. Students submit an application to the Georgia Student Finance Commission after being admitted as a dual enrollee to an approved public or private college in Georgia. Colleges invoice the Commission for dual enrollees and apply ACCEL funds to a student's account. ACCEL funding is set at the public tuition rate and includes a book allowance. Much of the funding is restricted to courses in the content areas of English language arts, science, social science, and foreign languages.

Appendix D

Indiana Concurrent Enrollment Partnership
Dual Credit Program
Survey of Superintendents

Appendix D

This is a paper copy of the web survey – Once you complete this, please enter the information electronically at www.usi.edu/dualcredit

Indiana Concurrent Enrollment Partnership
Dual Credit Program
Survey of Superintendents

There are several forms and definitions of dual credit. For this survey, we are using the definition used by the National Alliance of Concurrent Enrollment Partnerships (NACEP) — concurrent enrollment/dual credit means a college course taught at a high school by a high school teacher who has been approved by the partnering higher education institution.
In the fiscal analysis, primary areas of focus include costs of providing existing dual credit courses for the public higher education partners, costs to both for adding additional courses or establishing courses in schools not offering any dual credit courses, costs for training and certifying dual credit teachers, and barriers to additional courses.
Please only report dual credit courses taught on-site at the high school and not those taught at an area career center. We will separately survey the area career centers.

IMPORTANT

Even if no high schools in your district offer dual credit courses, please complete the survey. There are questions specifically for those districts that are not currently offering any dual credit courses.

1. What is your Corporation Identification Number? _____
2. How many high schools are in your district? _____
3. Did any of the high schools in your district offer dual credit courses during the 2007-2008 school year**?** YES or NO *(If yes → continue to Q4. If no → skip to Q8)*
4. Please name each high school in your district, whether or not they offer dual credit courses during the 2007-2008 school year, and, if so, who were the higher education partners.

High School Name:	Dual Credit Offered	Name of Higher Education partner(s):
1) _____	Yes / No	_____
2) _____	Yes / No	_____
3) _____	Yes / No	_____
4) _____	Yes / No	_____
5) _____	Yes / No	_____
6) _____	Yes / No	_____
7) _____	Yes / No	_____
8) _____	Yes / No	_____

5. What is the average total cost above and beyond regular course costs to your district for offering a single dual credit course? Please identify the added costs of a dual credit course, such as additional teacher remuneration above contract time, administration, materials, teacher training, and other miscellaneous costs $_____

6. Of the estimated cost per dual credit course, what percentage is:

Teacher time _____%
Administrative _____%
Materials _____%
Teacher Training _____%
Other Costs _____%
(Should total 100%)

7. Please specify what types of items are included in the 'other costs' for dual credit courses.
_____
_____
_____
_____

8. The minimum credentials to qualify as a dual credit instructor depends on the higher education partner; however, most require a master's degree in the discipline or a master's degree in education with substantial graduate work in the subject area in which they are teaching.

Do you have a sufficient number of certified teachers to adequately staff the required two dual credit courses per high school?

__ Yes
__ No

9. In which areas do you have shortages of qualified teachers? *(Check all that apply)*

__ Business
__ Career and Technical Education
__ English/Language Arts
__ Fine Arts
__ Mathematics
__ Science
__ Social Sciences
__ World Languages

10. Given the educational requirements noted above, what percentage of high school teachers in your district would you estimate are qualified to teach dual credit courses?
_____%

11. What barriers are there to offering or adding additional dual credit courses at high schools in your school district? *(Check all that apply)*

__ Lack of interest by teachers
__ Lack of interest by students
__ Lack of qualified teachers
__ Lack of prepared students
__ Cost of instructional materials
__ Would require hiring more teachers
__ Would require dropping some classes
__ No higher education partner

__ Cost to students __ Other reason (Specify)

Please specify 'other reason':
_____
_____
_____
_____

12. Please provide the following information:
First and Last Name: _____

Position: _____ School Corporation: _____

Phone: _____ Email: _____

13. Would you like a copy of the Concurrent Enrollment Partnerships report on analyzing the result of this survey? Yes / No

14. If yes, please provide your email address:
_____

15. Additional Comments regarding dual credit or this survey:
_____
_____
_____
_____
_____
_____

Please complete and return the electronic survey no later than November 21.

Thank you for your assistance with this important project.

Indiana Concurrent Enrollment Partnership
Fiscal Analysis *Report*
December 17, 2008

Executive Summary

Legislation passed by the 2008 Indiana General Assembly created the Concurrent Enrollment Partnership (CEP) and charged it with providing a fiscal analysis for providing two dual credit courses in every high school by 2010-2011. The Partnership divided into four subcommittees to conduct their work. Although the term "dual credit" is not defined in legislation, the most prevalent form of dual credit in Indiana aligns with the model supported, and accredited, by the National Alliance of Concurrent Enrollment Partnerships (NACEP). Therefore, the Partnership targeted "concurrent enrollment" for their data collection and analysis efforts. Concurrent enrollment is defined as credit hours earned when a high school student is taking a college-level course for both high school and college credit, during the high school day, on the high school campus, taught by a qualified high school instructor, where a Concurrent Enrollment Partnership agreement exists between the high school and the postsecondary institution.

The Partnership reviewed the history of, and past legislation related to, dual credit in Indiana; researched national trends; collected data from public and private institutions of higher education on courses offered, program income, and program expenses; and surveyed public school superintendents, and private school principals. The synthesis is a Fiscal Analysis *Report* which identifies barriers, projects costs, and provides recommendations to expanding concurrent enrollment into every high school in Indiana by 2010-2011.

Status of Concurrent Enrollment. Participation in concurrent enrollment in Indiana began over 30 years ago, and has historically been voluntary for schools, universities and colleges, and students. Of the 475 high schools in Indiana, 312 offered concurrent enrollment courses in 2007-2008 in partnership with public higher education institutions. There were 545 courses, many with multiple sections, offered by the public institutions providing 95,536 credit hours in those 312 high schools. Of the 545 courses, 193 of them were in the Core Transfer Library (CTL).

Current Funding. Concurrent enrollment funding comes from a variety of sources. The state provides the public high schools with ADM funding, and the higher education institutions can include concurrent enrollment in FTE calculations for enrollment change funding. In addition, all public institutions except Ivy Tech charge a discounted tuition rate (50 to 84 percent) for concurrent enrollment courses. Any high school student who qualifies for free or reduced lunch qualifies for a tuition waiver for concurrent enrollment. Responsibility for textbook fees is determined by the partnership agreement between the school and the higher education institution. It should be noted that the cost of providing funding for a concurrent enrollment as described above is no greater than the cost of providing separate high school and college courses.

Projected Cost of Expansion. The CEP aggregated current expenses for public higher education institutions to arrive at a $46 per credit hour cost for administering concurrent enrollment courses during the 2007-2008 academic year. This does not include start-up costs, which are difficult to estimate. At the current rate, and assuming that providing concurrent enrollment courses in high schools not currently offering them will be similar, the Partnership estimates that the cost of expanding concurrent enrollment to the 163 high schools not currently participating will be an additional $2.3 million.

Gaps, Barriers, and Obstacles. The CEP has identified the following gaps, barriers, and obstacles to expanding concurrent enrollment to every high school by 2010-2011:

- Lack of qualified teachers, both in number and content area expertise.
- The cost of professional development to ensure that high school teachers have the qualifications, credentials, and on-going education to ensure college-level instruction.
- Costs to students, including tuition, fees, and textbooks.
- Lack of state or federal financial aid to students, including those who do not qualify for tuition waivers.
- Costs associated with program administration and expansion, including teacher professional development, site visits, and program development to serve those schools not currently providing concurrent enrollment.
- State policies and laws do not clearly define dual credit or concurrent enrollment.
- Adoption and implementation of NACEP standards to ensure academic rigor equivalent to college coursework.
- Issues with transferability of credit and inclusion of courses in the CTL.

Recommendations. The Concurrent Enrollment Partnership recommends the following:

1. Continue the current funding model whereby school corporations receive ADM funding and postsecondary institutions are eligible for enrollment change/course completion funding along with reduced tuition and fees for most students.
2. Provide financial and licensure incentives for teachers to become certified to teach concurrent enrollment courses.
3. Provide incentives to expand dual credit via alternative delivery mechanisms where the high school lacks qualified teachers for concurrent enrollment courses.
4. Provide consistent terminology throughout the Indiana Code to clarify which provisions apply specifically to concurrent enrollment (as defined by NACEP) and which to other forms of dual credit.
5. Require routine annual reporting with common data sets by high schools to the Department of Education and universities to the Indiana Commission for Higher Education concerning dual credit participation and success.
6. The Department of Education should create a listing of courses qualifying for the Core 40 with Academic Honors Diploma dual credit requirement.

7. Universities should establish teacher training programs specific to Core 40, including courses in the CTL, to increase the supply of qualified concurrent enrollment high school teachers.
8. Adopt a blanket textbook waiver for concurrent enrollment courses so that schools receive state textbook reimbursement for free and reduced lunch students.
9. Under the leadership of the CEP, postsecondary institutions offering concurrent enrollment should partner with the Department of Education and the Commission for Higher Education to develop a strategy to assist nonparticipating schools in reaching compliance by the target date.
10. Assuming the dual credit/concurrent enrollment funding model remains the same and within the limitations of the State's financial capacity, allow 21st Century Scholars students not on free/reduced lunch to use 21st Century Scholarship funds to cover tuition costs.