Thinking Ahead: Designing State Dual Enrollment Funding Models Following COVID-19

June 10, 2020

Participants
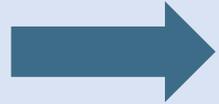
Denise Pearson, Vice President of Academic Affairs and Equity Initiatives, SHEEO
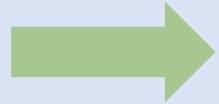
Amy Williams, Executive Director, NACEP and Steering Committee, CHSA

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COLLEGE IN HIGH SCHOOL ALLIANCE

SHEEO

Introducing SHEEO and CHSA

About SHEEO

The State Higher Education Executive Officers Association (SHEEO) serves the chief executives of statewide governing, policy, and coordinating boards of postsecondary education and their staffs. Founded in 1954, SHEEO promotes an environment that values higher education and its role in *ensuring the equitable education of all Americans, regardless of race/ethnicity, gender, or socioeconomic factors*. www.sheeo.org

SHEEO

SHEEO's Role and Interest in Dual Enrollment
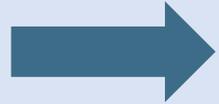
→ State attainment goals
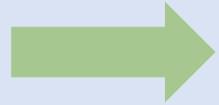
→ State equity agendas
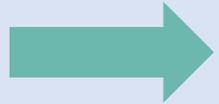
→ Rising cost of higher education

→ Cross-sector collaboration

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Dual Enrollment Post COVID-19
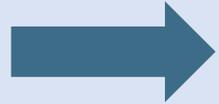
➡ Equity game changer:

    Access
    Completion
    Collaborative research & practices
    Strategic partnerships
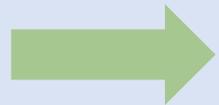
➡ Issues for policy makers:

    Costs
    Policy and practice barriers
    Outreach and communication
    Data collection/evaluation
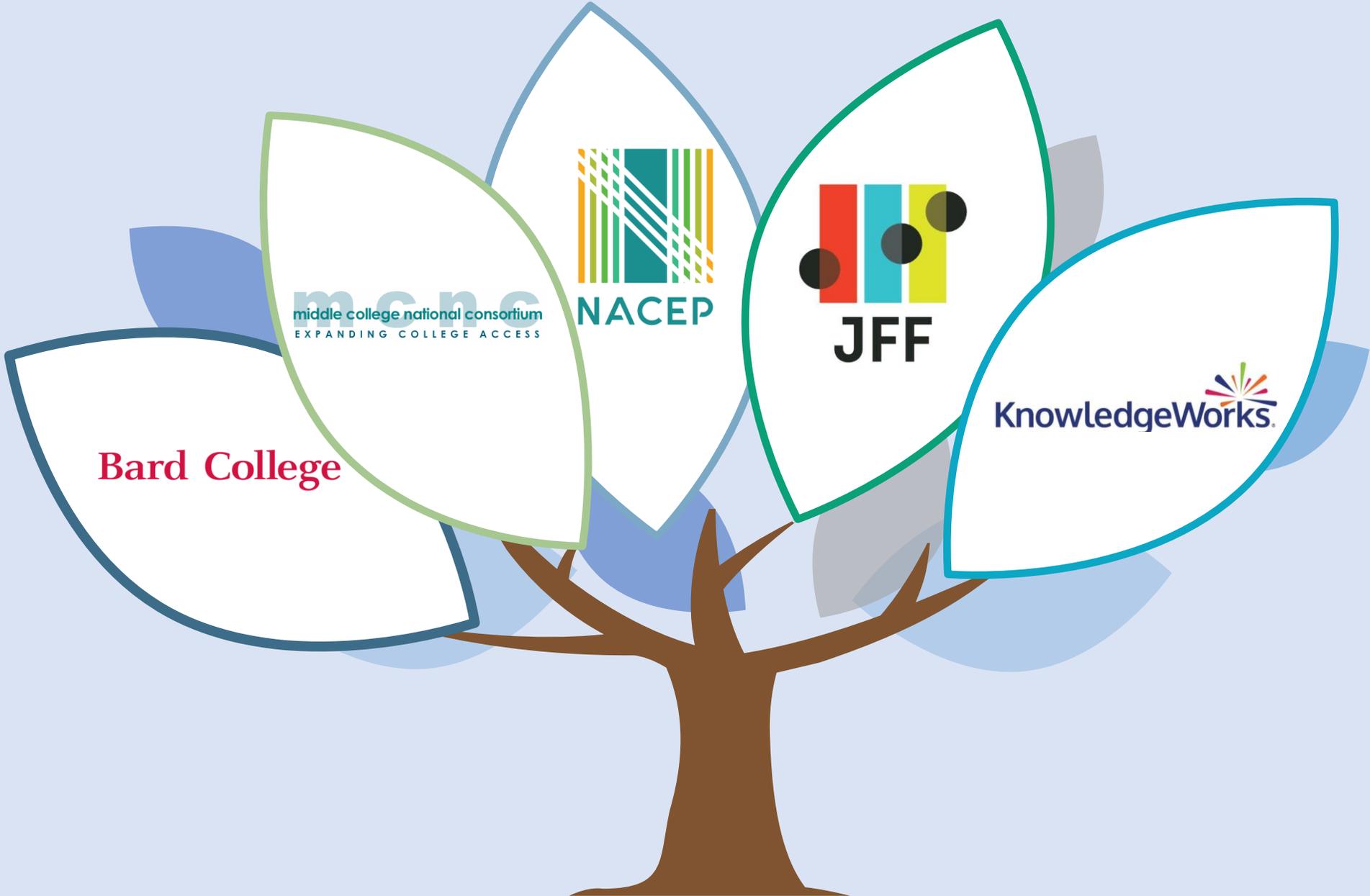
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Our North Star

The College in High School Alliance works towards a future in which every state, and the federal government, has a policy framework that ensures that student access, participation and success in high quality college in high school programs accurately reflects the geographic, demographic, and economic make-up of the nation's high school students.

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New Urgency in the New Normal

→ *Education remains critical to upward mobility*
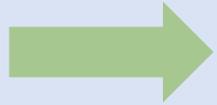
→ *These programs work as an equity lever*

→ *These programs are essential not a luxury*

→ *States should ensure that budget cuts don't exacerbate equity gaps*

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"Dual enrollment" as used in this webinar…

Refers to college courses offered to high school students, regardless of

- Instructor type (HS or PS faculty)

- Course location

- Course modality

Released October 2019
https://www.collegeinhighschool.org/finance

FUNDING FOR EQUITY:

Designing State Dual Enrollment
Funding Models to Close Equity Gaps

JENNIFER ZINTH | ZINTH CONSULTING, LLC | OCTOBER 2019

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Provides an answer to the age-old question…

"What's the BEST dual enrollment funding model my state can adopt?"

Identifies common state funding models

1

STUDENT PAYS NO TUITION

State pays

Combination of state & district pay

District pays

2

STUDENT PAYS REDUCED TUITION

Costs split between state and student, or district and student

3

STUDENT MAY PAY ANYWHERE FROM NO TO FULL TUITION

Local decision
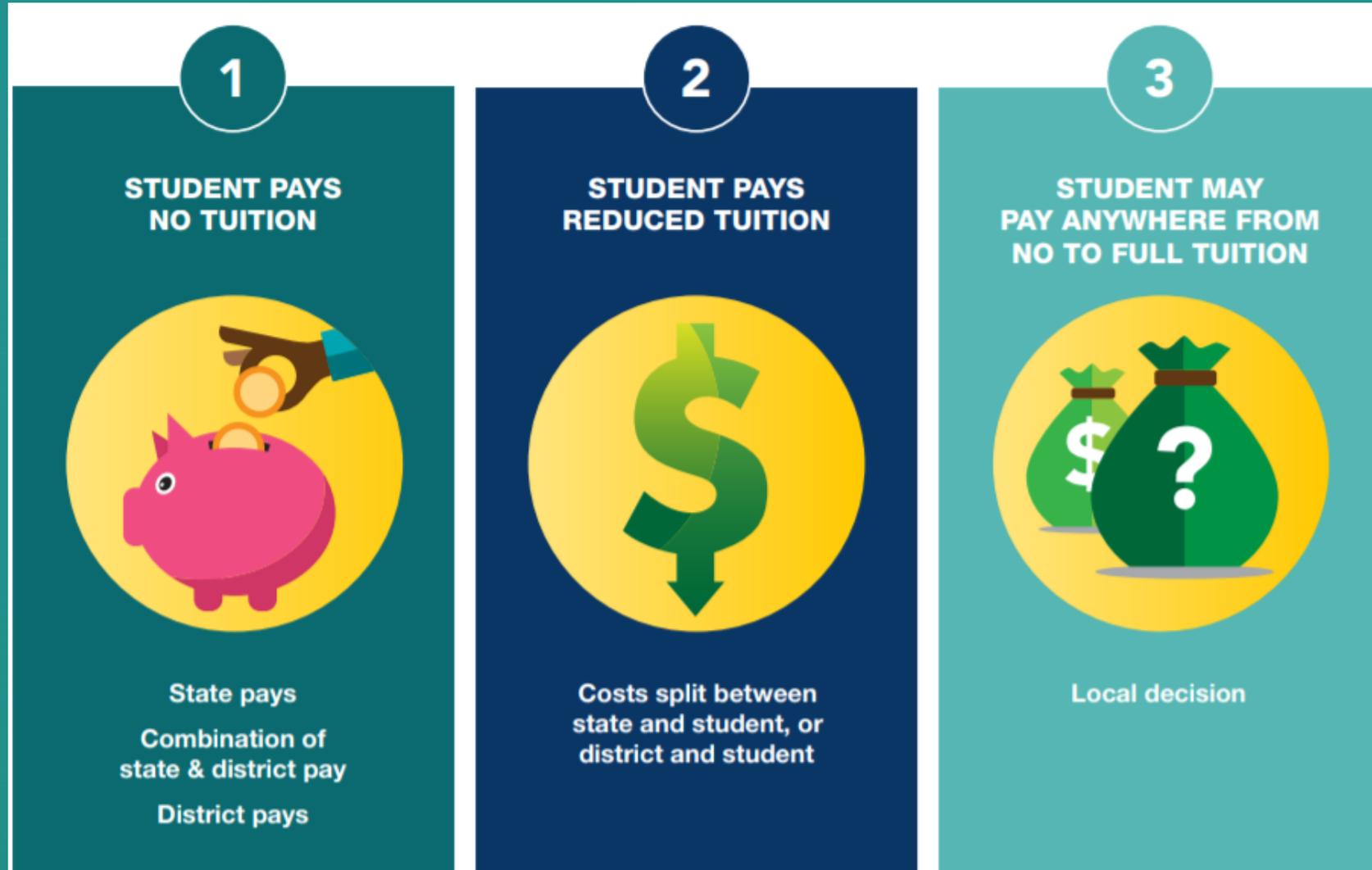
For each model, sets forth

- Rationale

- Benefits/challenges

- Questions states need to ask themselves

- Best practices/lessons learned

State Pays

STUDENT PAYS NO TUITION

States with this model include:

Georgia | Idaho[1] | Kansas[2] | Kentucky[3] | Louisiana[4] | Maine
Minnesota[5] | New Hampshire | New Mexico | North Carolina
Oklahoma[6] | South Carolina[7] | Tennessee[8] | Vermont

# Combination of State and District Pay

STUDENT PAYS NO TUITION

States with this model include:

Iowa[9] | Minnesota[10] | Rhode Island | Washington[11] | Wisconsin[12]
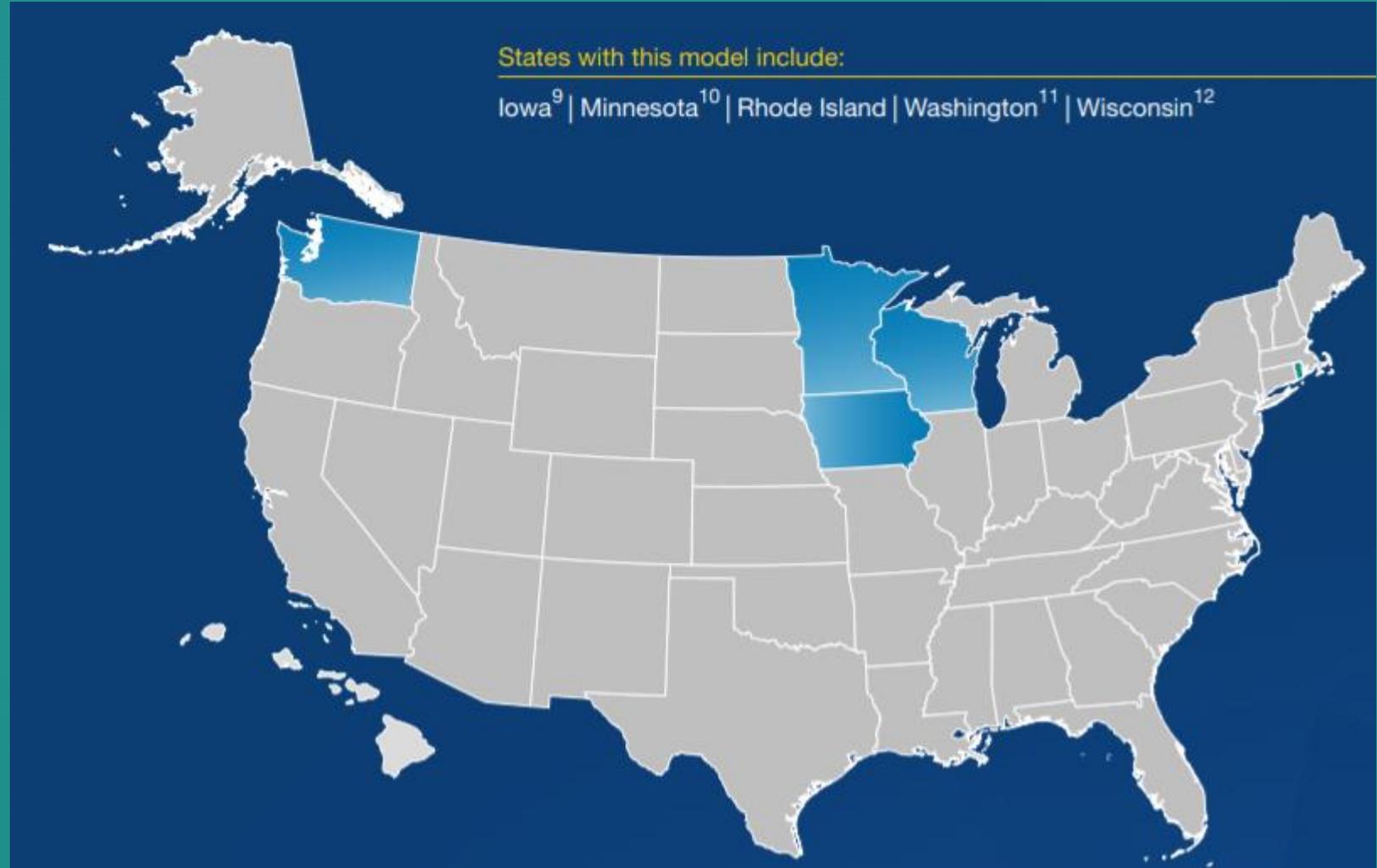
District Pays

STUDENT PAYS NO TUITION

States with this model include:

Arizona[13] | Colorado | Florida[14] | Illinois[15]
Iowa[16] | Ohio | Wisconsin[17] | Wyoming
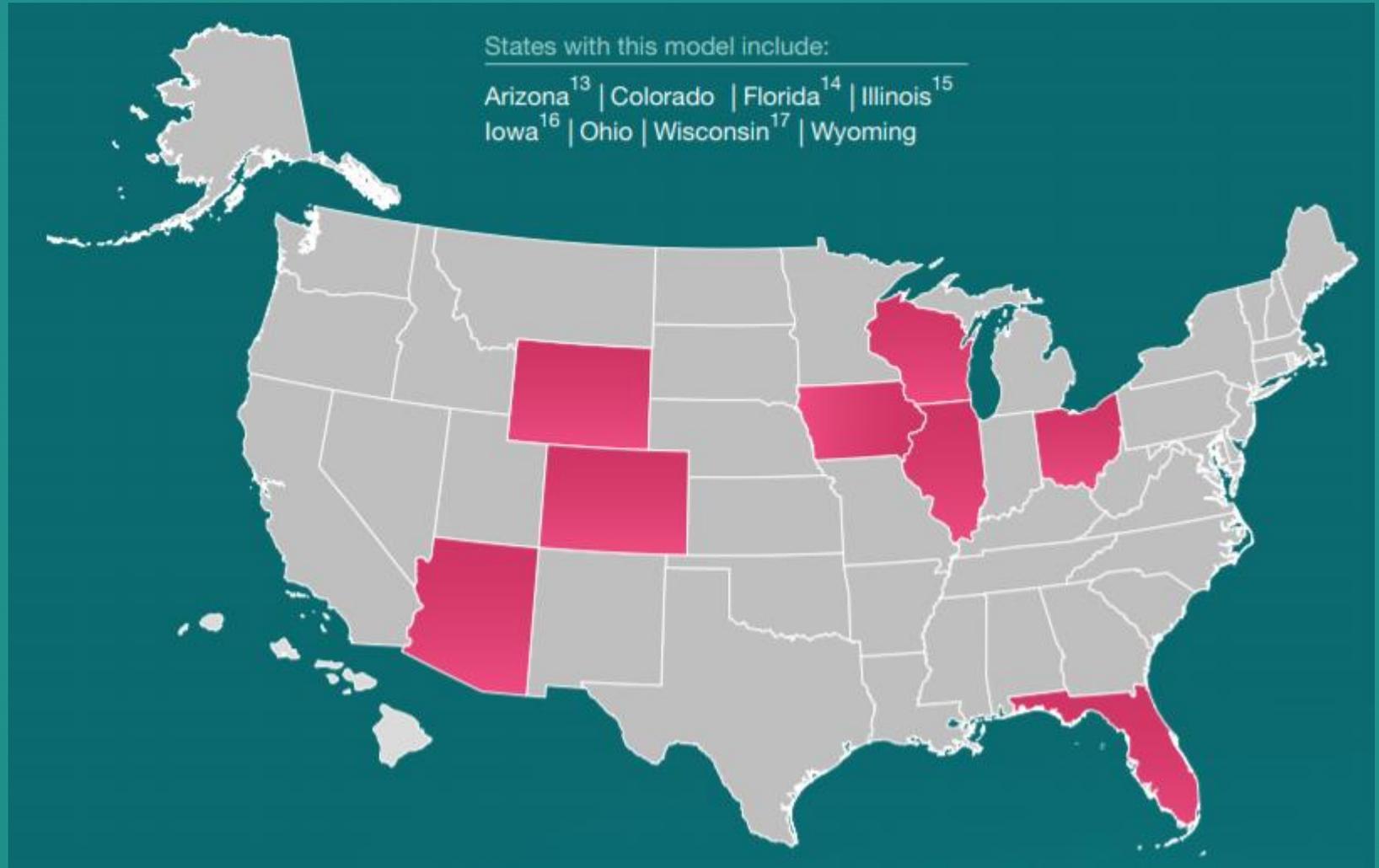
Costs Split Between State and Student or District and Student

2

STUDENT PAYS REDUCED TUITION

Costs split between state and student, or district and student

States with the State/Student split model include:

Indiana[18] | Michigan[19] | South Dakota[20] | Utah

States with the District/Student split model include:

Maryland | Michigan[21]

State with costs split between state and district and/or student:

Oregon[22]
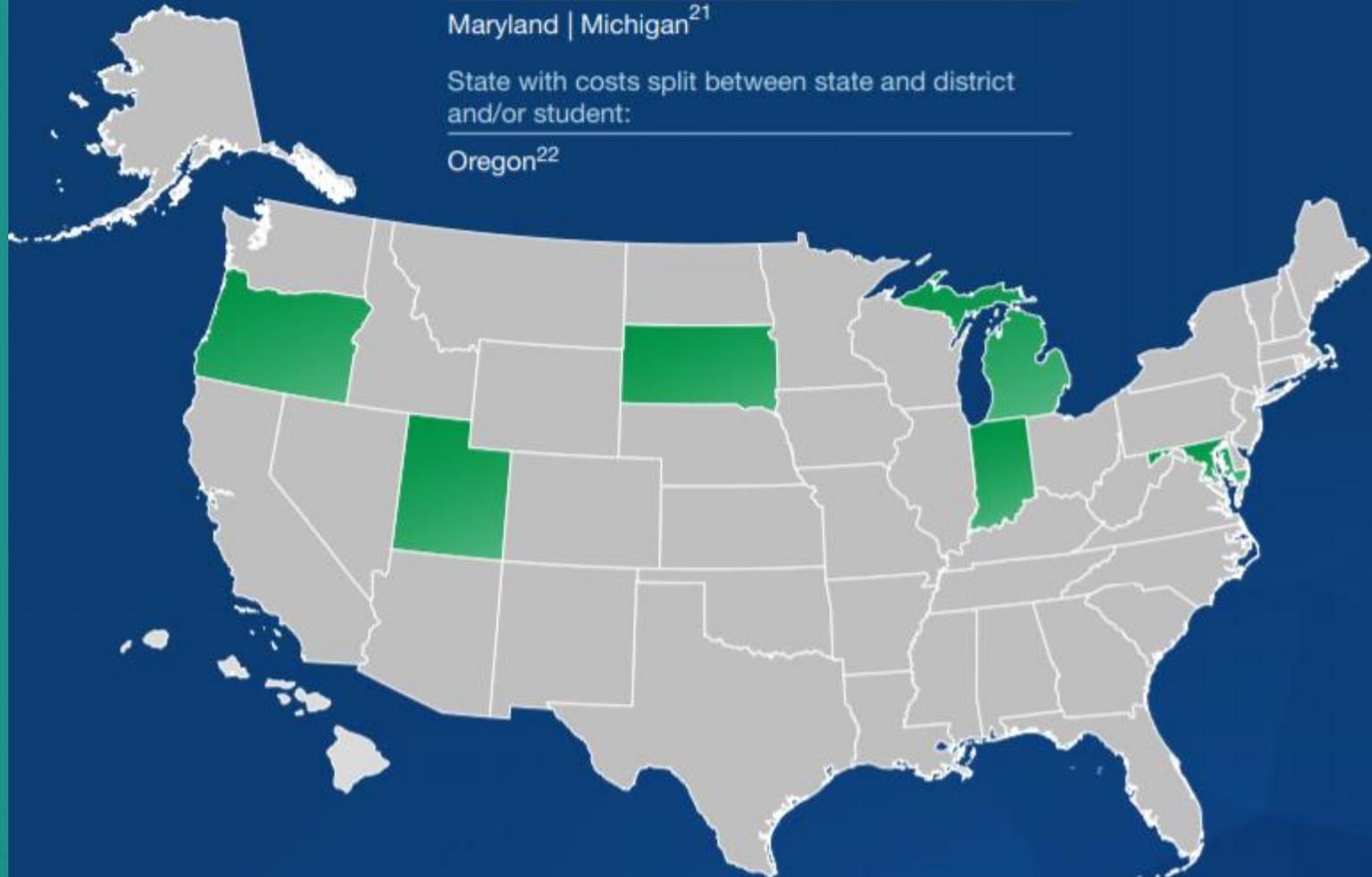
THANK YOU!!!

- Dianne Barker, Technical College System of GA

- Dawn Offutt and Stephanie Mayberry, KY Council on Postsecondary Education

- Beth Doiron, Community College System of NH

- Mercedes Pour, ME Community College System

- Lisa Eads, NC Community College System Office

- Rachel Bates and Debbie Blanke, OK

- State Regents for Higher Education

- Thomas Schawel, NM Higher Education Department

- Jessica Espinosa, MN State System

- Amelia Moore, WA Student Achievement Council

- Larisa Harper, OH Department of Higher Education

- Shana Payne, DE Higher Education Office

- Jeremy Varner, IA Department of Education

A lot we still don't know about FY 2021...

What we *do* know…

- Legislative calendars pushed back in some states (e.g., GA reconvening 6/15)

- 32 states had enacted budgets for FY 2021 (NCSL) Of those…

  - 16 states adopted a biennial budget in 2019 legislative session

Source: https://www.ncsl.org/research/fiscal-policy/fy-2021-state-budget-status.aspx

Map legend:
- Enacted FY 2021 Budget
- Biennial Budget Enacted in 2019
- Late Budget
- Session Extended or Special Session to Resolve Budget
- Awaiting Governor's Action
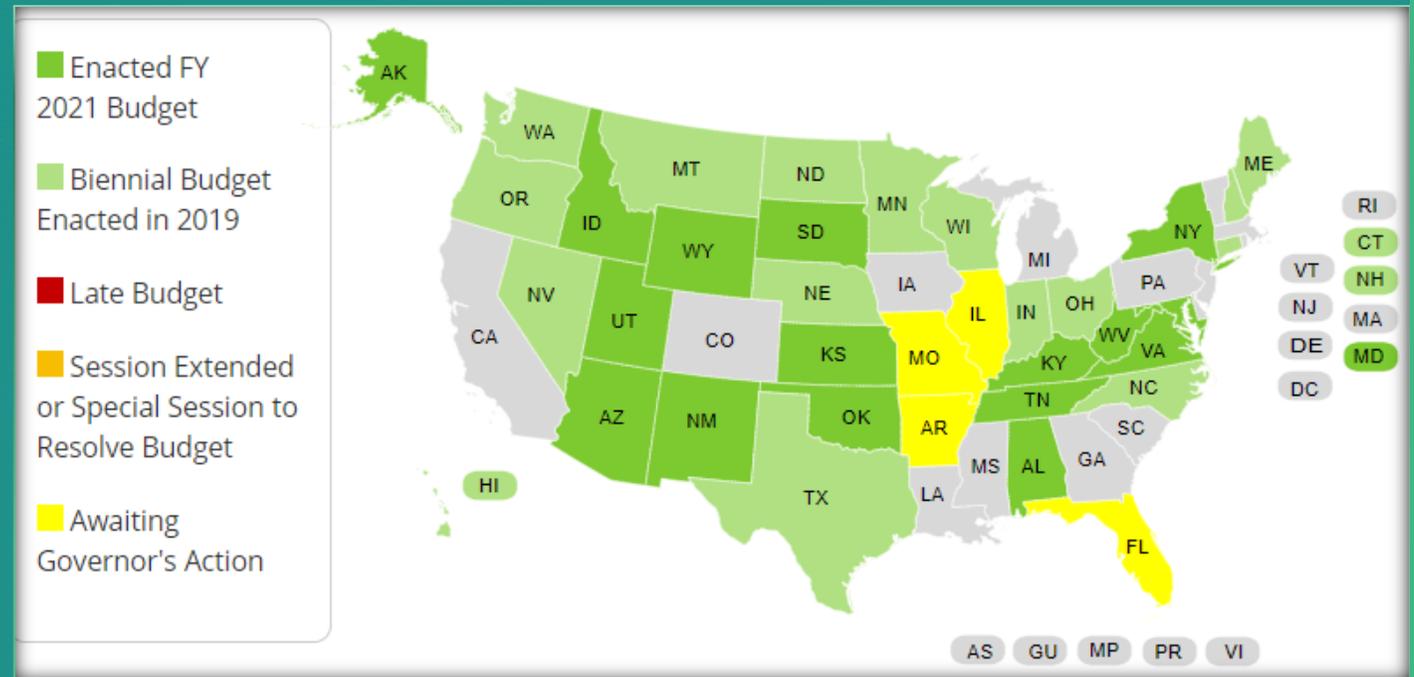
What we *do* know: Part II

GA: GA Student Finance Commission in January proposed flat funding for FY 2021 - $100.8 million (coupled with course caps approved in H.B. 444 in April)

KY: 1-year state budget approved

- $13 million for Dual Credit Scholarship

OK: Regents saw 3.95% cut in FY 21 appropriations

- FY 21: $12,982,900

- FY 20: $13,516, 349

Biennial budgets in many states with state contribution to DE

- These programs are *probably* safe for FY 2021--remains to be seen what cuts they may see for FY 2022

Appropriations-based funding models: Potentially more vulnerable to cuts

What can mitigate program budget cuts

- Longevity, popularity of program (GA, MN)

- More modest program parameters

  - Grade levels served (OK)

  - Number of courses covered (KY)

  - Types of courses covered (NH)

"District pays" states: Flat district funding (or worse) may force difficult conversations

- Which courses to offer?

- How many courses/sections to offer?

- Caps on # of courses students may access?

- Changes to eligibility requirements?

  - Restricting program access among students with lower levels of academic preparation?

"District pays" example: Ohio

- Secondary funding held flat in 2019 biennium budget

- If schools cut courses offered at the HS, students may opt to take

  - **Online** courses: Equity barrier for rural, lower-achieving students

  - Courses **at the college**: Equity barrier for students unable to travel to college campus

    - Courses offered at the college paid at a higher rate than courses offered at HS

More recession-resistant funding models require structural changes

As a result, may be tough to transition to, even in better economic times

- NM, NC
  - Institutions reimbursed in same manner as traditional PS students
  - No talk of changes to funding model

- IA:
  - Supplementary weighting in K-12 funding formula for concurrently enrolled students
  - No talk of changes to funding model

Non-tuition costs may exacerbate equity barrier

Including in states that cover student tuition

- Fees

- Textbooks

- Course materials

- Transportation

What about approaches focusing state funds on low-income students?

Generally: If a scholarship, onus falls on counselors, students

Counselors

- Getting the word out to eligible students

- Meeting with students to
  - Discuss participation benefits
  - Determine courses aligned with student interests, goals

- Getting application form, link to interested eligible students

Students

- Getting application completed, submitted, by deadline

- May need to drop course if scholarship funds do not adequately cover participation costs

Washington State: Two programs targeting support to marginalized students

OSPI grants

Three tiers of eligible recipients

- Rural

- Small schools

- Schools with min. 50% free/reduced lunch-eligible students

WA Dual Enrollment Scholarship Pilot Program

- College in HS: Tuition voucher (≤ $65/credit hour)

  - No credit cap

- Running Start: Textbooks, course/lab fees

Washington Dual Enrollment Scholarship Pilot

Findings

- CHS tuition support is meeting students' financial needs

- Running Start textbook support falls short of meeting student needs

Washington Dual Enrollment Scholarship Pilot: Lessons Learned

Other barriers besides funding

Running Start

- Transportation is biggest participation barrier

- FRL students may miss school lunch going to college campus

College in the High School

- Students not necessarily earning college credit
  - Students assume they're getting college credit, don't realize there are extra steps they need to complete
  - "College transcript" makes some students nervous
  - 1-1 student advising increases likelihood that students earn college credit

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Idaho's Advanced Opportunities

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Idaho State Department of Education
Brock Astle Statewide Coordinator

Supporting Schools and Students to Achieve

SHERRI YBARRA, ED.S., SUPERINTENDENT OF PUBLIC INSTRUCTION

Overview of Idaho

- Geographic size
- Population
- Inaccessible areas of the state
- 8 Public Higher Education institutions
- 3 – Private NFP Regionally Accredited Colleges

Policy

- All High Schools required to offer at least one Advanced Opportunity Option
- Numerous Rural High Schools
- Distance between High Schools and Colleges
- Support for digital delivery through the Idaho Digital Learning Alliance (IDLA)
- Dual Credit Fee

Two components to Advanced Opportunities

Policy

- Dual Credit
- AP
- IB
- Technical Competency Credits (TCC)

Funding

- Idaho's Mechanism to pay for Board Approved Advanced Opportunity programs.

The Funding Model

- *Overload- High School Courses*
- *Dual Credit*
- *Examinations*
- Workforce Training Courses
- Early Graduation Scholarship
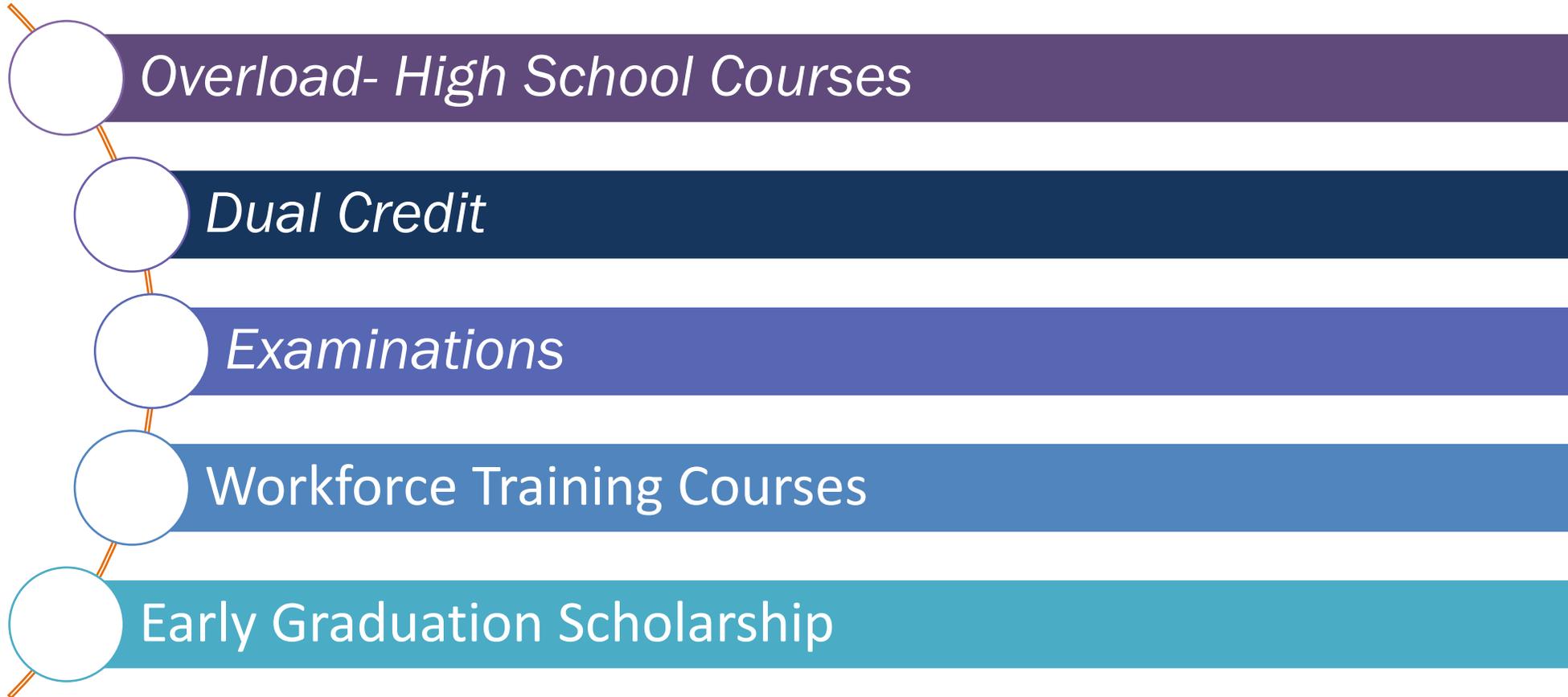
$4,125

Advanced Opportunities Network

Idaho Career & Technical Education

Idaho State Board of Education

Workforce Development Council

Academic Departments

Idaho State Department of Education

Student/Families

Early College Departments

Workforce Training Center

Schools

District

Colleges

High School Course Providers

College Board

Idaho Local Education Agencies

Providers
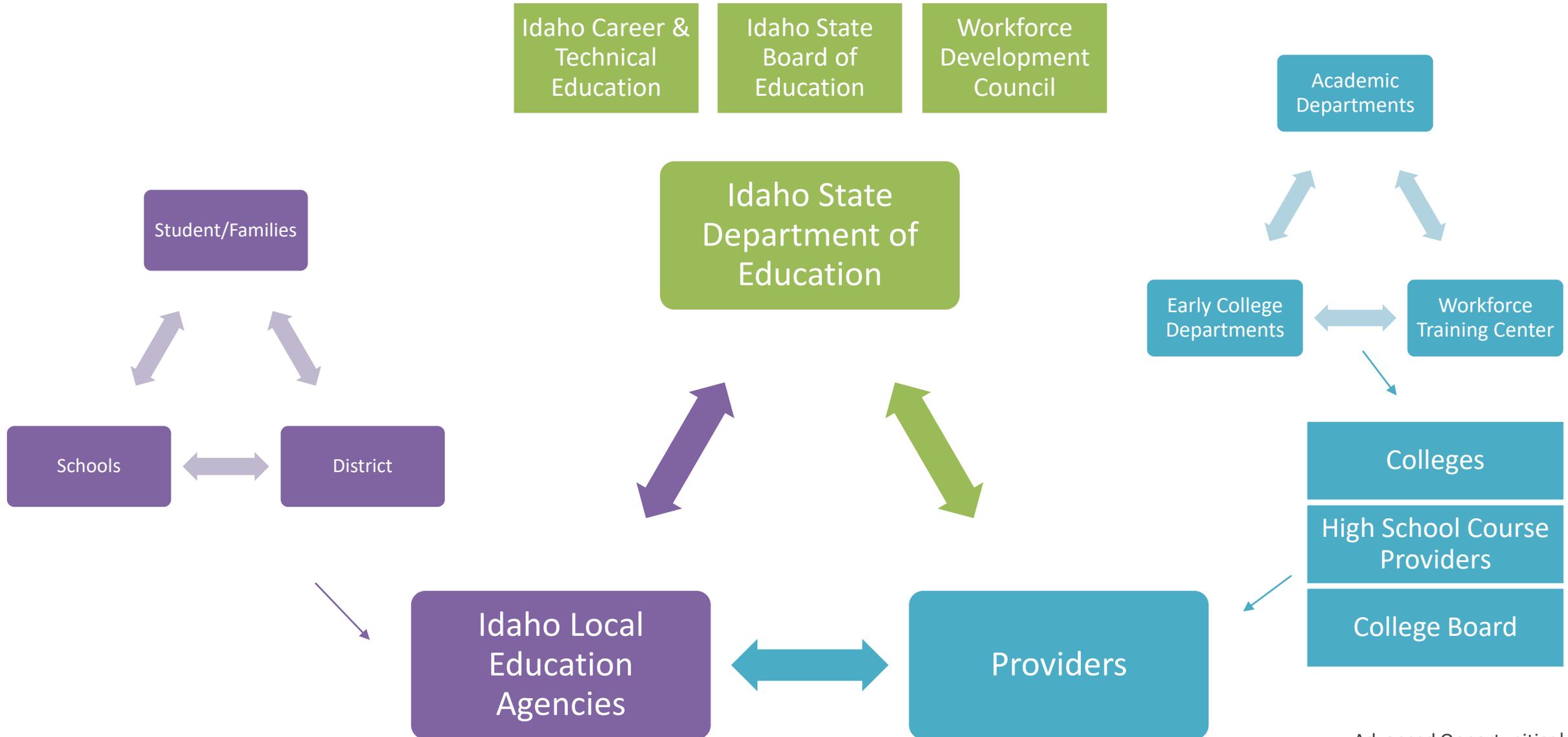
Proportions of the Program

FY 2019 Proportion of Reimbursements

8%

8%

84%
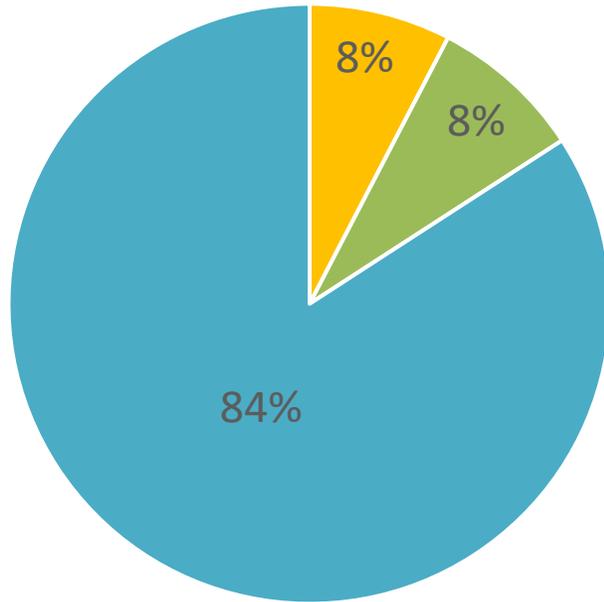
Overload · Exams · Dual Credit

FY 2019 Proportion of Student Use

9,096, 19%

10,828, 23%

27,920, 58%
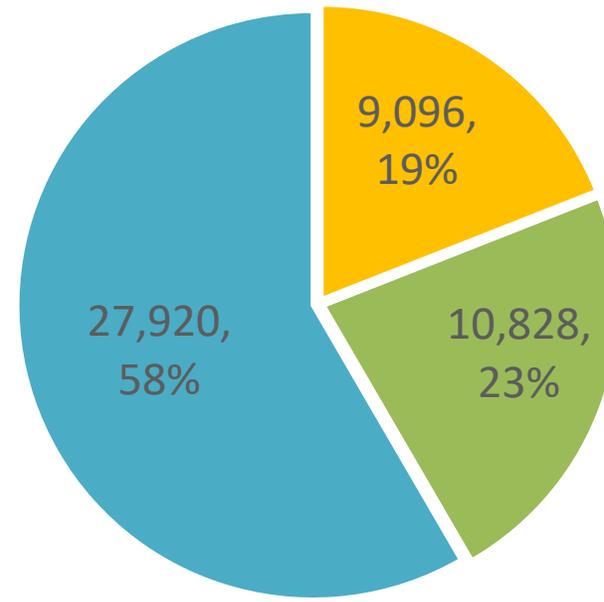
Overload · Exams · Dual Credit

Dual Credit

Dual Credit

Up to $75 per credit

Excludes Certain Fees

Dual Credit Delivery Models

- High School Campus

- College-Campus

- Online

IDAHO DIGITAL LEARNING ALLIANCE

The averages

Average Number of A.O. Dual Credits Attempted by Students

- 4.25 (2015-16)
- 7.12 (2016-17)
- 7.37 (2017-18)
- 7.72 (2018-19)

Average number of dual credits taken by students
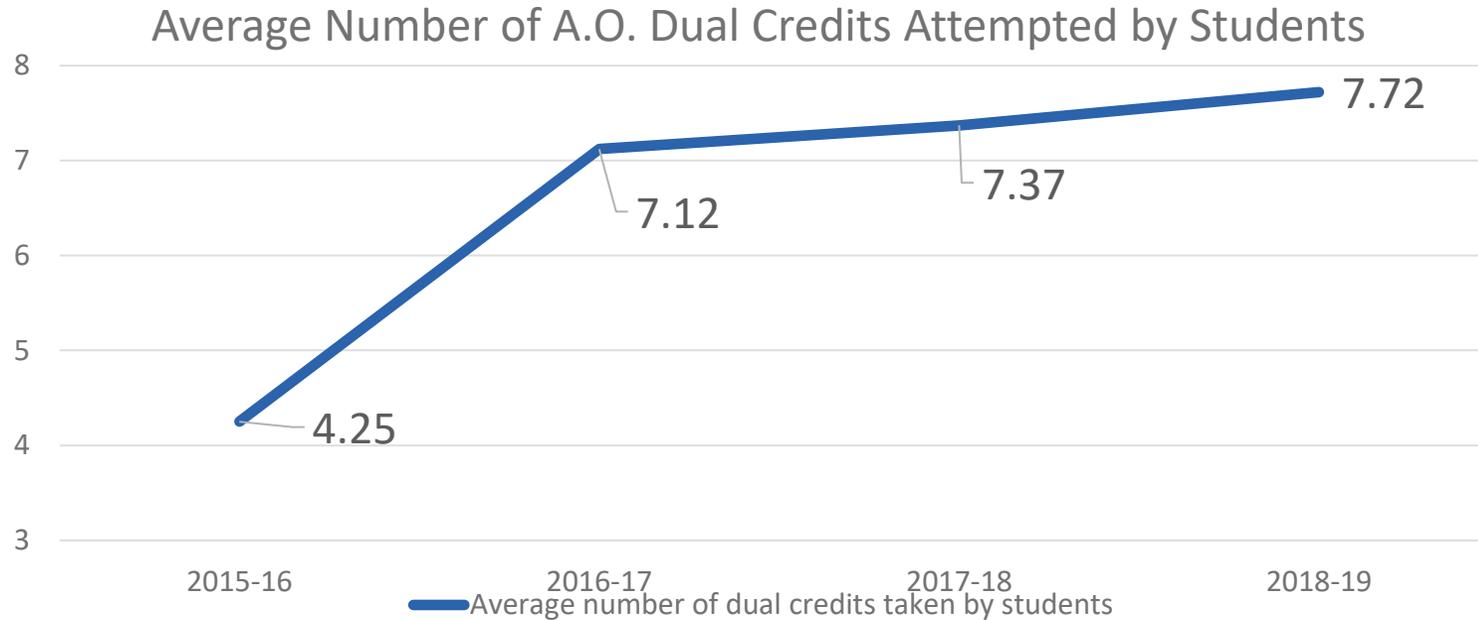
A.O. Money Utilized	Number of Students Utilizing A.O.
$4,125	201
>$3,500	339
> $3,000	388
>$2,500	847
>$2,000	1,901

# Opportunities for Student

Percentage of graduates who earn dual credit
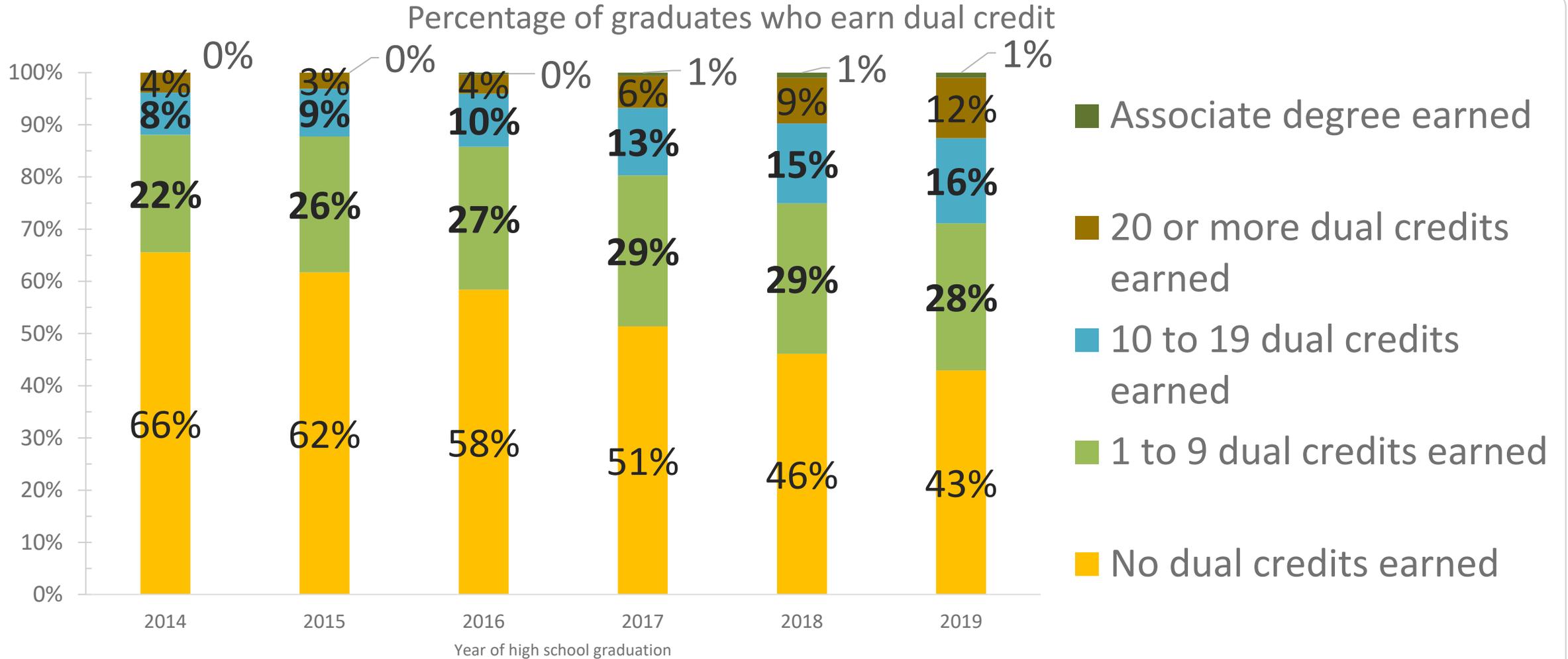
Costs of the Program

Annual Totals (in millions)
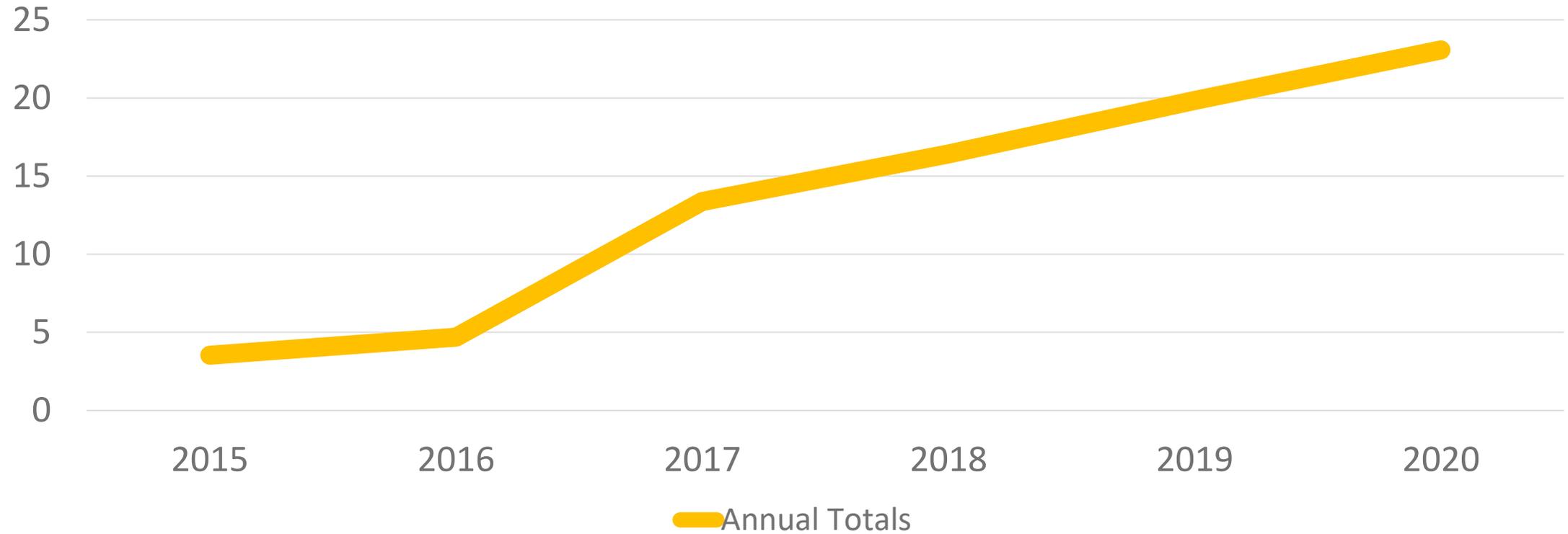
Equity of Idaho's AO use

	Number of Students	Percent Participating in Advanced Opportunities	Statewide Comparable Percent
American Indian	243	.67%	1.18%
Asian	718	1.97%	1.32%
Black or African American	323	.89%	1.18%
Hispanic	5254	14.4%	17.90%
Native Hawaiian or Pacific Islander	104	.28%	.33%
White	28994	79.44%	75.42%
Multiple	861	2.36%	2.67%

Gender

	Number of Students	Percent Participating in Advanced Opportunities	Statewide Comparable Percent
Female	21033	57.63%	48.82%
Male	15464	42.37%	51.18%

COVID-19 Impacts

Grading/deadlines

Transformation of learning platforms

Communication between partners

Changes to state/national exams

Challenges that remain

A reimbursement program

Variations in enrollment procedures/deadlines

Large administrative burden

Advising

The future

- To date the Advanced Opportunities program has exceeded expected expenditures
- Advising
- Course delivery models

Questions?

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Supporting Schools and Students to Achieve

Questions?