

March 2022

# A Deeper Dive:

Understanding Dual Enrollment Programs in the Central Valley
By Career Ladders Project





### Introduction

Dual enrollment, which allows a student to enroll in both high school and college at the same time, has long been acknowledged as a powerful acceleration strategy for college completion. Multiple studies have shown that students who participate in high-quality dual enrollment programs during high school are more likely to graduate high school, enter college, and persist in college to completion (Cowan & Goldhaber, 2013; Karp et al., 2007; Rodriguez, Hughes, & Belfield, 2012; Speroni, 2011; Struhl & Vargas, 2012). Dual enrollment has been shown to be a particularly effective success strategy for first-generation students, male students, students of color and low-income students, especially when part of a pathway design.

"I was very scared [in dual enrollment] I really thought I was not smart enough to do this ... but luckily I had amazing staff and counselors and teachers that were always by my side to support me.

A lot of them were on me like, 'Zurrie you can do this math class,' 'You got it,' and just having that support really helped me believe that I could do it, and now I'm here and I'm so happy and thankful for that."

-Zurrie Addo Boateng, Design Science High School, Fresno USD



Over the last several years, California has moved to strengthen and expand dual enrollment. Although overall the number of students taking college courses while in high school has increased, there are still gaps in access among racial/ethnic groups. One bright spot is "high-school only" dual enrollment, which refers to dual enrollment offered at the high school in structured programs that provide sequenced courses with embedded supports for students. Recent research from Wheelhouse: The Center for Community College Leadership found that participation in high-school only dual enrollment had smaller racial/ethnic access gaps that decreased over time, compared with other types of dual enrollment (A Leg Up on College, 2020; A Rising Tide, 2020; and A Foot in the Door, 2021). However, Wheelhouse also found that students were constrained in accessing dual enrollment opportunities based on the high schools they attend. While some schools have active dual enrollment programs and partnerships, others have only a few.

### **CLP**

To expand dual enrollment as part of an overall postsecondary acceleration and completion strategy for students in the Central Valley, a consortium of foundations—the Central Valley Community Foundation, the Community Foundation of San Joaquin, the Kern Community Foundation, the Stanislaus Community Foundation, and the Bill & Melinda Gates Foundation—asked Career Ladders Project (CLP) to map the existing landscape of dual enrollment in the region. CLP also supported the community foundations in convening a series of round table meetings for Central Valley legislative staff to uncover issues and explore solutions to expanding equitable, high quality dual enrollment across the region.

The time is right. The Governor's proposed 2022-23 state budget calls for a significant investment in dual enrollment. Both federal and state policymakers are looking toward dual enrollment both as an equity lever and as part of a post-pandemic recovery strategy.

# Central Valley Partnerships

Each dual enrollment partnership is anchored by a college. For the full list of college and K-12 partners, see the individual site profiles.

Bakersfield College Clovis College College of the Sequoias Fresno City College Madera College Merced College Modesto Junior College Reedley College San Joaquin Delta College

This report provides an overview of the state of dual enrollment in the eight-county Central Valley region, with a focus on the nine college/high school dual enrollment partnerships in the service areas of the community foundations. Together, these partnerships represent nine community colleges and over 70 school districts, high schools, and charter schools. The first part of the report profiles the partnership sites. Each profile includes a list of the college and K-12 partners, enrollment data broken out by race/ethnicity, and challenges and promising practices identified through interviews with practitioners supporting students in dual enrollment. The second part looks at common challenges and promising practices emerging across the region and distills them into thematic groupings. These themes offer insights into broad regional approaches and state policy changes needed to support expansion of equitable, quality dual enrollment.



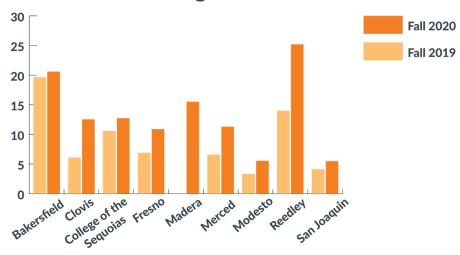




### **Central Valley Partnerships**

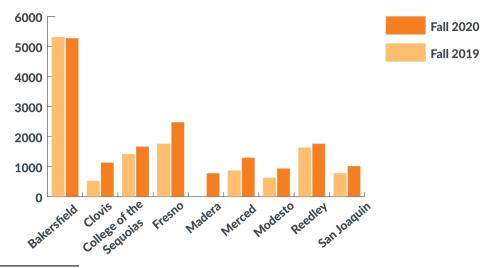
Compared with pre-pandemic enrollment in fall 2019, many California community colleges experienced a drop in total student enrollment but increases in dual enrollment. This trend holds true for the nine Central Valley partnerships. Comparing fall 2019 and fall 2020, total college enrollment¹ decreased while dual enrollment increased for all partnerships except Bakersfield. Dual enrollment as a percentage of total college enrollment went up at eight of nine sites. At Bakersfield, the percentage of dual enrollment remained about the same because the college experienced slight drops in both total enrollment and dual enrollment (see graph below).

#### **Dual Enrollment as a Percentage of Overall Enrollment**



Among Central Valley colleges, Bakersfield serves by far the largest number of students in dual enrollment and is also a leader in the state. The graph below compares the total number of dual enrollment students in fall 2019 and fall 2020. In all colleges except Bakersfield, the number of students who were dually enrolled increased.

#### **Total Number of Dual Enrollment Students**



<sup>&</sup>lt;sup>1</sup> Enrollment data represent snapshots from the fall 2019 and fall 2020 terms, extracted from the California Community Colleges Chancellor's Office <u>Data Mart</u> on March 9, 2022.

### **Bakersfield Partnership**

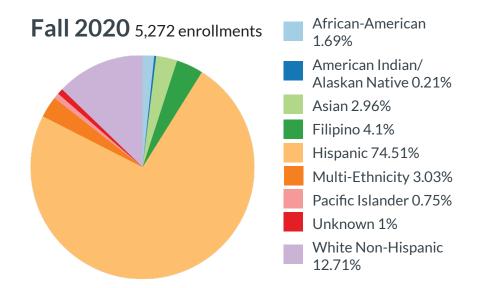
"The word is out in our community. Most of our parents know that when their 8th graders go into 9th grade, the world changes for them ... they have more opportunities to get college credit."

-High school administrator

## College and K-12 Partners

Bakersfield College

Bakersfield Christian HS
Delano Joint Union HSD
Frazier Mountain HS
Garces HS
Home school students
Kern HSD
McFarland USD
Taft Union HS
Valley Oaks Charter
Wasco Union HSD
Wonderful College Prep Academy



### **Challenges**

Few high school teachers meet minimum qualifications to teach dual enrollment courses.

There aren't enough community college instructors in needed subject areas.

Lack of people/time to evaluate instructors.

#### **Promising Practices**

McFarland High School changed its bell schedule to accommodate college courses.

Shifted away from Advanced Placement (AP) and general electives to pathway-specific courses.

Used data to recruit and design for underrepresented students.







**Teacher Pipeline Funding** 

Flexibility

**Data** 

### **Clovis Partnership**

"We purposely have these meetings to ensure we are selecting the right course for that student to succeed ... we are going to provide the services for that success.... If we close the door on that first course, then we're being gatekeepers and I consider myself a doorman."

-College administrator

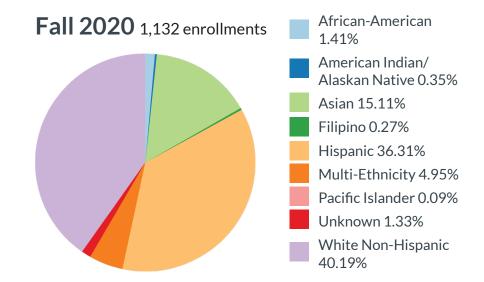
### College and K-12 **Partners**

Clovis College

Clovis North **Buchanan HS** Clovis HS Clovis West

Clovis East Chawanakee

Sierra USD



### **Challenges**

College instructors for dual enrollment courses could benefit from additional training in areas such as pedagogy.

Turnover among instructors and staff.

Enrollment process is cumbersome; funding is needed to support a technology solution.

Lack of capacity to provide student supports.

The semester calendars for the high school and college aren't aligned; they have different start and end dates, different holidays, etc.

#### **Promising Practices**

Built on the success of prior program of high school seniors taking four core classes.

Community college counselor is the point of contact for students/families.

Students have the option of asynchronous or in-person courses.





**Teacher Pipeline Funding** 







Student-centered Partnership

**Flexibility** 

### College of the Sequoias Partnership

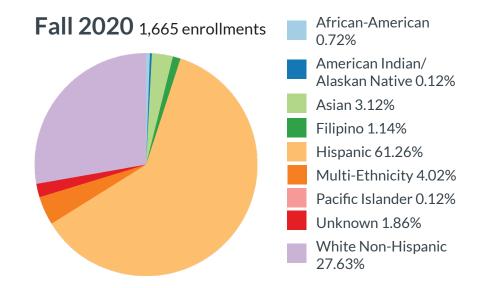
"When looking at data we saw a decline in male [student] enrollment ... it's been gradually decreasing at CoS. There may be some opportunities on how to attract male students [through dual enrollment]."

-College administrator

## College and K-12 Partners

College of the Sequoias

Visalia USD
Corcoran USD
Exeter USD
Farmersville USD
Hanford Joint Union HSD
Lindsay USD
Tulare Joint Union HSD
Woodlake USD



### **Challenges**

High school teachers don't meet minimum qualifications to teach dual enrollment courses.

The developed career pathways at the high school don't always align with the college offerings.

The many requirements of CCAP make it challenging to implement; as a result there are only a few CCAP agreements in place.

High school and community college instructors feel their jobs are threatened by dual enrollment.

Some teachers have a perception that AP is more rigorous than dual enrollment college courses.

Textbook costs are a burden for students.

### **Promising Practices**

There is a special city bus for high school students to get to the college campus.

Partnership with area high schools, College of the Sequoias, and Fresno State.





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**Teacher Pipeline Funding** 

**Partnership** 

### Fresno Partnership

"We really tried to bring families into the conversation, so they understand what Idual enrollment is about and how this benefits their students and their families."

-High school counselor

#### College and K-12 **Partners**

Fresno City College

Multiple charter schools Alice Worslev Court School Chawanakee USD

Central USD

Clovis USD

Fresno COE

Fresno USD

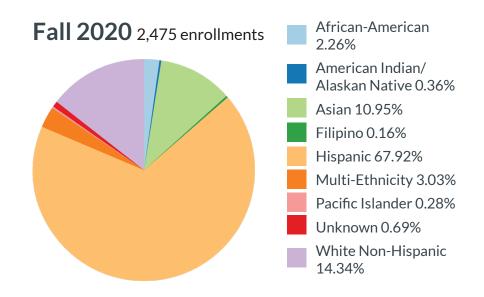
Kerman USD

Madera USD

Valley ROP

Visalia USD

Washington Union HSD



### **Challenges**

There aren't enough high school instructors who meet minimum qualifications to teach dual enrollment courses.

Training in pedagogy is needed for community college instructors.

Enrollment process is cumbersome; funding is needed to support a technology solution.

Lack of capacity to provide student supports.

### **Promising Practices**

Many classes meet online and have a high school facilitator.

All CCAP agreements focus on either a welldeveloped career pathway or an IGETC pathway to meet general education and A-G requirements.

Supports are provided for students in the juvenile justice system.

Effective vetting, training and mentorship between high school and community college instructors.





**Teacher Pipeline Funding** 







**Partnership** 

**Flexibility Instructor Support** 

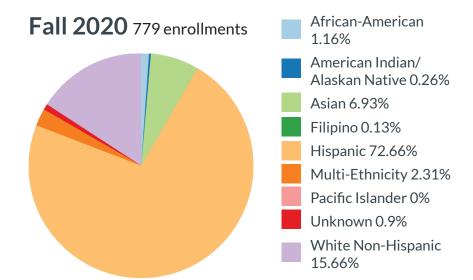
### Madera Partnership

"Everyone that we work with wants to do right by our students. That's like the main motivation. There are incentives on dashboards and clicking off college readiness, but really all the staff and everyone are looking out for the best interests of the students."

-College administrator

#### College and K-12 **Partners**

Madera College Madera USD Golden Valley USD Yosemite USD Chawanakee USD



### **Challenges**

There aren't enough staff from the community college to support dual enrollment.

More time is needed to communicate with students about grades, both for intervention and support.

Some counselors are acting as gatekeepers to restrict students' access to dual enrollment.

The withdrawal deadlines for courses occur very early in the semester, sometimes before rosters are finalized. Students who drop a course after the deadline receive a notation on their transcript.

### **Promising Practices**

High schools are hiring teachers with master's degrees in specific disciplines.

Advanced Placement course teachers are becoming dual enrollment instructors.

The partnership uses a student-centered design process.

Using data to inform recruitment and improvements.











**Instructor Support Student-centered Data** 

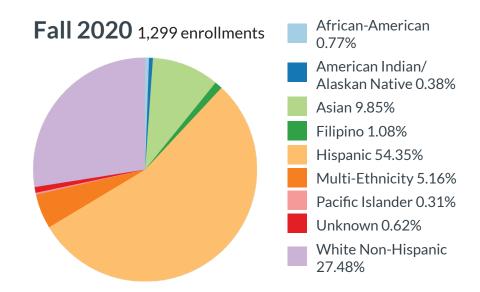
### **Merced Partnership**

"I meet with our high school partners every Monday ... because we meet so regularly we can sort of figure things out and we all win in the end."

-College administrator

## College and K-12 Partners

Merced College
Mariposa County USD
Merced Union HSD
Merced COF



### **Challenges**

There is a severe teacher shortage; dual enrollment instructors are needed in 12 disciplines.

The demand for classes is higher than the supply. Enrollment process is cumbersome; funding is

needed to support a technology solution.

Lack of capacity to provide student supports.

### **Promising Practices**

Course equivalencies for dual enrollment have been defined, including which courses meet A-G requirements.

College hires high school counselors as adjunct college "pathway" counselors.

A retention specialist stays with students after they transition to college.

There is a work experience college course for students with jobs.







**Partnership** 

**Student-centered** 

### **Modesto Partnership**

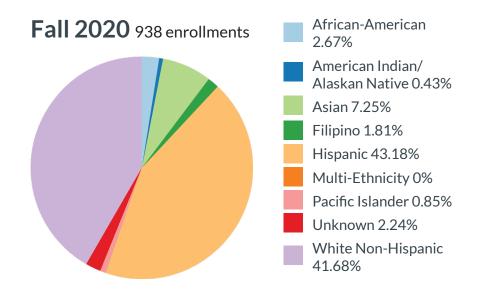
"We literally put a hole in the fence [for the new early college] and put in a new road, so they would enter their campus through our campus. So, there was a fence, but now there's a gate."

-College administrator

Dual enrollment in the Modesto area is supported by the Stanislaus C2C Partnership, a Cradle to Career partnership involving all the education sectors and many community-based organizations, philanthropic foundations, and businesses in the region. The partnership includes a Dual Enrollment Working Group focused on problem solving and innovation for regional dual enrollment.

#### College and K-12 **Partners**

Modesto Junior College Aspire Public Schools Ceres USD Modesto City Schools Stanislaus COE Turlock USD



### **Challenges**

Lack of instructors to teach dual enrollment courses.

The demand for classes is higher than the supply. More staffing is needed on the college side.

Enrollment process is cumbersome: funding is needed to support a technology solution.

Lack of capacity to provide student supports.

Community college courses don't always count towards high school graduation requirements.

### **Promising Practices**

Started a new early college high school that shares a border with Modesto Junior College.

The partnership removed a barrier. Students now need to complete only one enrollment form per year for dual enrollment.

Starting next year, some high school teachers will be allowed to teach dual enrollment courses.



**Teacher Pipeline Funding** 













Partnership Student-centered Flexibility

### **Reedley Partnership**

## College and K-12 Partners

Reedley College

Central USD

Clovis USD

Dinuba USD

Exeter HS

Fowler USD

Fresno USD

Kings Canyon USD

Kingsburg HS

Cutler-Orosi USD

Parlier USD

Reedley Middle College HS

Sanger USD

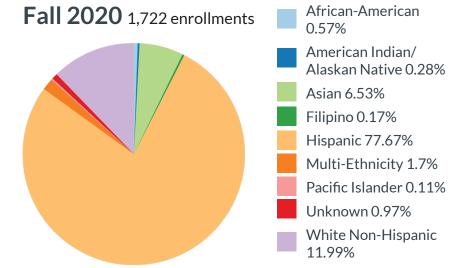
Selma USD

Washington Union HSD

YouthBuild Charter HS

"Direct funding for dual enrollment ... on the college side of the house, [there is no] earmark for dual enrollment. No percentage or anything like that, and similarly on the high school side."

-College administrator



### **Challenges**

More staffing for dual enrollment is needed at the community college.

More time is needed for communication with students for intervention and support.

Training in pedagogy is needed for community college instructors.

High school and community college instructors are worried about their jobs being displaced if dual enrollment participation increases.

Not all high schools give dual credit for college courses toward graduation requirements.

### **Promising Practices**

Sanger High School helps pay for high school teachers to get their master's degrees in order to teach dual enrollment courses.

Piloting a streamlined enrollment form.

Dual enrollment is a part of a variety of well-developed pathways.

Community college counselors meet with high school students as a part of onboarding.











unding Teacher Pipeline

**Dual Credit** 

**Instructor Support** 

**Student-centered** 

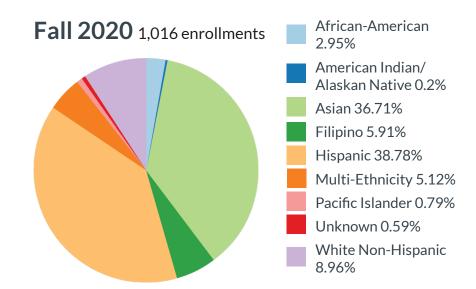
### San Joaquin Partnership

"For a lot of students, this is their first exposure to college so giving them a great customer service experience is first and foremost. We want them to have a great experience."

-College support staff

## College and K-12 Partners

San Joaquin Delta College Aspire Public Schools Stockton USD Lincoln USD Linden USD Lodi USD Venture Academy HS



### **Challenges**

Enrollment process is cumbersome; funding is needed to support a technology solution.

Lack of capacity to provide student supports.

Students need funds to buy textbooks; funding could be provided for instructors to develop open educational resources (OER).

More opportunities are needed for instructors to collaborate with each other.

The County Office of Education cannot offer dual enrollment under CCAP.

### **Promising Practices**

Students only have to apply once for dual enrollment.

Planning for dual enrollment offerings is completed a year in advance.

Emphasis on "Golden 4" general education requirements needed to transfer to a university: oral communication, written communication, critical thinking, and mathematics.



**Funding** 



**Teacher Pipeline** 



Student-centered

### **Promising Practices**

The examples of promising practices described in the site profiles can be organized into five themes that characterize successful dual enrollment partnerships underway in the Central Valley.



#### **Student-centered Design**

Needs of students come first.

Includes embedded student supports.

Pathways link up across high schools and community colleges.



#### **Partnership**

Includes community colleges, high schools, families, community-based organizations, and others.

Each partner commits resources to the dual enrollment partnership.



#### **Flexibility**

Partners work together on scheduling. Colleges must adhere to Carnegie units that specify the number of minutes in a lecture or a lab, but they have flexibility in setting the duration of a course, along with start and end dates. High schools must include a minimum number of instructional minutes each day, but have flexibility in setting the length of each class during the day. When each partner is flexible where they can be, it allows more successful dual enrollment.

Supporting high school teachers who meet minimum qualifications in teaching dual enrollment and integrating them into the college as adjunct instructors can create a stronger partnership.



### **Instructor Support and Collaboration**

Mentoring is provided for dual enrollment instructors.

High school teachers are supported in acquiring subject-specific master's degrees and provided with other professional development.

Dual enrollment instructors have time to collaborate.



#### Use of Data to Improve

Recruitment of students is informed by data and intentionally geared toward focus populations.

Design of program is based on data.

Data informs continuous improvement.

### **CLP**

### **Common Challenges**

Issues and challenges experienced by the sites fall into three categories.



### **Funding**

Dual enrollment is intersegmental work; often it's no one's job.

It takes time and people to develop and run quality programs:

- Counseling is understaffed at high schools and community colleges.
- Students need additional support from tutors, navigators, and specialists.
- Collaboration and the work of building and maintaining a partnership take time and effort.
- Evaluating instructors is time-consuming yet necessary to maintain the quality of instruction.

Improving enrollment processes requires investments in technology.

The cost of books is a barrier for students; OER materials can be created if funding is available.



### **Teacher Pipeline and Support**

There is a shortage of qualified instructors for requested courses; in general, instructors must have a master's degree in the relevant subject area which disqualifies many high school teachers.

Colleges may impose additional restrictions on who can teach dual enrollment courses, due to other labor issues or policies.

Assigned instructors may not be the best fit for teaching high school students.

Instructors need training and support.

Instructors need time and support to foster collaboration.



#### **Dual Credit**

Some high schools do not award credit toward high school graduation for community college courses; others offer only limited credit.

For students to gain the full benefit of dual enrollment courses, they should receive both college credit and credit toward high school graduation requirements in equivalent subject areas.

This challenge is especially prevalent for English courses. Four years of English is required for high school graduation and there is some indication that this issue may be more related to teacher job protection than what's best for students.

There is also underutilized potential for dual enrollment courses to meet A-G requirements. This could be particularly beneficial for students in schools that don't offer full A-G opportunities.

### **Conclusion**

The nine partnership sites interviewed are making great strides and developing innovations to support students in dual enrollment, yet they face substantial challenges. Wheelhouse has done an analysis of dual enrollment in the Central Valley by county. This showed that while dual enrollment is clearly on the rise across the region, participation is uneven. There is both opportunity and need for much greater expansion if the Central Valley is to maximize the potential of dual enrollment as a lever to increase equitable college attainment rates across the region. While local solutions may remedy some issues, a collaborative regional approach and state-level policy changes and investment will lead to broader, systemic impact.

As key resources within the Central Valley, the foundations—the Central Valley Community Foundation, the Community Foundation of San Joaquin, the Kern Community Foundation, the Stanislaus Community Foundation, and the Bill & Melinda Gates Foundation—are ideally positioned to elevate the challenges and identify potential solutions. This project, which brought together the qualitative research by CLP with quantitative research by Wheelhouse, informed the process undertaken by the community foundations to distill elements of effective practice into recommendations that can guide future policy changes and state investment. These recommendations are included in the appendix and will serve as an initial roadmap to expand dual enrollment opportunities in the region.







### **CLP**

### **Appendix**

Growing directly out of the dialogue with the Central Valley community foundations, the College Futures Foundation convened an advisory group with representatives from the Central Valley foundations and their counterpart at the Inland Empire Community Foundation. CLP worked with the group to distill a brief narrative outlining the case for state investment in dual enrollment at this critical juncture—as well as an agreed upon set of evidence-based design principles and required commitments to guide state funding of dual enrollment partnerships in California. In light of the Governor's proposed \$500 million investment, these principles and commitments are now being used by advocates and stakeholders as a common framework for shaping the proposed investment as they engage in the 2022-23 state budget process.

#### Rationale and Required Elements for Dual Enrollment

Governor Newsom's proposed \$500 million state investment in dual enrollment is essential to reengage students, mitigate educational disruption from the pandemic, strengthen transitions to college and the college enrollment pipeline, accelerate student educational progress and promote equity in college-going rates and completion. The Covid-19 pandemic severely disrupted education in California. LAUSD alone saw an enrollment decline of nearly 30,000 students. The California Community College system enrollment dropped over 14%, with the steepest declines among African American and Native American students.

Dual enrollment can support educational recovery by reengaging students to recover credits for on-time high school graduation, and strengthen the college enrollment pipeline. <u>U. S. Department of Education guidance</u> for successfully addressing lost instructional time highlights dual enrollment (p. 20). It also can accelerate achievement of college certificates and degrees and provide cost savings to students, families and the state.

There is a <u>substantial body of evidence</u> to show <u>dual enrollment supports</u> high school and college completion and success. Dual enrollment has been shown to be a <u>particularly effective success strategy</u> for first-generation students, male students, <u>students of color</u> and low-income students, especially when part of a pathway design. The proposed state budget includes dual enrollment as a strategy to close equity gaps, increase college-going rates, and strengthen pathways in healthcare, climate action, education and technology.

Over the last several years, California has taken steps to strengthen and expand dual enrollment (AB288/CCAP, AB30, SB554, etc.) and this has led to an increase in the number of students accessing college courses while in high school. Dual enrollment is growing and shows promise in closing equity gaps when offered as a part of structured program. Support for dual enrollment in this critical moment can provide much needed student reengagement and acceleration while strengthening pathways key to California's workforce needs.

This significant state investment will build local capacity to deliver high-quality, equity-minded dual enrollment that accelerates student progress toward degrees and credentials of value in the labor market. There is <u>growing evidence</u> of what works in dual enrollment including well-sequenced, structured offerings that accelerate students meeting key college requirements and which expose them to and deepen their understandings of the range of possible college and career pathways. And, as the



Governor noted, high-quality dual enrollment also includes supports to ensure students have what they need not only to enroll but to be successful in college coursework.

The evidence supports a set of design principles and effective practices for equitable dual enrollment. To ensure this state investment achieves the goals of equity, reengagement, transition to higher education and strengthened pipelines in key sectors, funding should be tied to these effective practices.

To best serve students equitably, dual enrollment partnerships should engage the following design principles and commitments:

- Integrate evidence-based <u>design principles</u> for effective, high-quality dual enrollment programs, including:
  - Structured, well-sequenced pathways leading to a certificate, degree and/or transfer
  - Embedded student supports such as tutoring, peer mentors, advising and counseling
  - High-quality, equity-minded instruction
  - Founded upon strong partnerships among colleges, high schools and other community institutions
- Make clear commitment to expanding equitable dual enrollment
  - Integrate dual enrollment with K-12 and college goals and strategic plans, to meet goals
    within the larger frameworks of student success and completion (such as Local Control and
    Accountability Plans, College and Career Indicator (CCI), the Vision for Success,
    Guided Pathways, Student Equity and Achievement Program)
  - Create explicit goals to increase equitable access and success for students currently not accessing dual enrollment in their service area, particularly for low-income students and students of color
  - Have a formalized structure for K-12 and college collaboration including student supports and instruction (could be CCAP or non-CCAP)
- Ensure that students get the full benefits of dual enrollment as an <u>acceleration strategy</u>
  - Award dual credit for dual enrollment courses such that students earn college credit and high school credit
    - Establish and publish a formula for converting college to high school credits that is applied consistently across the district
    - Apply college courses toward relevant high school graduation requirements in equivalent subject areas (such as social science, foreign language, etc.)
  - Offer "weighted" grades on a 5.0 scale for degree and transfer applicable courses
- Identify and address processes and policies that may be <u>barriers to equitable participation and achievement</u> in dual enrollment
  - Align and streamline application and enrollment processes
- Provide all high school students and their families information about dual enrollment
- Share data across segments/partnerships, track and report student outcomes and publish the data via the Cradle to Career data system

