



Wisconsin Legislative Council

Legislative Interim Research Report

December 2020

DUAL ENROLLMENT

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EXECUTIVE SUMMARY

Established in 1991, Wisconsin's statutory dual enrollment programs allow high school students to access college and university courses and credits at a reduced cost. The general goal of dual enrollment courses is to interest high school students in pursuing a postsecondary education by allowing them to obtain postsecondary credit before graduating high school, thereby reducing the number of credits required to earn an associate or undergraduate degree. Dual enrollment programs also seek to make postsecondary credit accessible to all students, regardless of socioeconomic status. While the current programs have demonstrated success over time, interested stakeholders, including high school and postsecondary administrators, have expressed concerns that some of Wisconsin's dual enrollment programs are underutilized while others are underfunded.

In response to stakeholder concerns, the Joint Legislative Council co-chairs directed Wisconsin Legislative Council staff to prepare a report examining the background and history of dual enrollment in Wisconsin and describing the current dual enrollment programs. Additionally, the Joint Legislative Council co-chairs tasked Legislative Council staff with collecting and summarizing stakeholder input and recommendations related to dual enrollment.

This interim research report provides background and history on dual enrollment programs in Wisconsin, summarizes current laws and programs, and identifies and summarizes stakeholder recommendations for improving current law. Specifically, this report includes the following parts:

- Part I provides background information on the history of dual enrollment programs in Wisconsin.
- Part II explains current dual enrollment laws, programs, and processes in Wisconsin.
- Part III summarizes stakeholder, agency, and institution of higher education input and recommendations to improve dual enrollment programs in Wisconsin that the Legislature may wish to consider as potential modifications to current law.

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PART I

BACKGROUND & HISTORY

The first dual enrollment program in Wisconsin, the Postsecondary Enrollment Options Program (PEOP), was created by 1991 Wisconsin Act 39. PEOP allowed high school students to take courses at technical colleges and public and private universities for high school or postsecondary credit. From 1997 to 2017, the dual enrollment statutes were amended several times, and currently there are two dual enrollment programs: the Early College Credit Program and the Start College Now program, which are described in further detail in Part II.

THE POSTSECONDARY ENROLLMENT OPTIONS PROGRAM 1991-1997

1991 Wisconsin Act 39 established Wisconsin's first dual enrollment program, PEOP. [s. 118.37, 1991-92 Stats.] PEOP allowed 11th and 12th grade public school students to enroll at an institution of higher education for the purpose of taking one or more courses for high school or postsecondary credit. Under the program, "institution of higher education" (IHE) was defined as a technical college, public university, or private university. [s. 118.37, 1991-92 Stats.]

Students Eligible to Participate

A student was eligible to participate in PEOP if he or she was an 11th or 12th grade student at a public high school. Private school students were not eligible to participate in PEOP. [s. 118.37, 1991-92 Stats.]

Student Application and Notice Requirements

To participate in PEOP, a student was required to apply to the IHE he or she wanted to attend, indicating in which courses the student intended to enroll and whether each course would be taken for high school or postsecondary credit. Additionally, the student applicant was required to give the IHE permission to disclose the student's grades, courses taken, and attendance record to the student's high school.

The participating student was also required to give his or her school board a timely written notice of intent to participate. Similar to the student's IHE application, the notice of intent was required to include: (1) the titles of the courses the student intended to take; (2) the number of credits for each course; and (3) whether each course would be taken for high school or postsecondary credit. [s. 118.37 (3) and (4), 1991-92 Stats.]

IHE Responsibilities

Under PEOP, IHEs were permitted to admit students only if there was space available in the course the student indicated on his or her application. If an IHE admitted a student under the program, the IHE was required to notify the student's school board of the student's admission. [s. 118.37 (4), 1991-92 Stats.]

School Board Responsibilities

If a student indicated in his or her notice of intent that the student intended to take a course under PEOP for postsecondary credit, the school board was not required to take any further action. However, if a student indicated in his or her notice of intent that he or she intended to take a course for high school credit under PEOP, the school board was required to determine whether the selected course was comparable to one offered by the school district. The school board was to make this comparable course determination pursuant to rules created by the State Superintendent of Public Instruction. As explained below, the comparable course determination affected how the cost of the course was allocated between the student, school, and state. [s. 118.37 (3), 1991-92 Stats.]

According to rules promulgated by the State Superintendent of Public Instruction, a postsecondary course was “comparable” to a course offered by the school district for the purposes of PEOP if all of the following criteria were met:

- The high school course was offered during the period of time between submission of the student’s notice of intent to participate in PEOP and the student’s anticipated graduation;
- The high school course was available for enrollment; and
- The high school course content, as determined by curriculum guides, expectations, goals, scope, and sequence, was at least 80% equivalent to the course content of the postsecondary course.¹

[s. PI 40.07 (1m) (a), 1992 Wis. Adm. Code.]

Under PEOP, a school district was required to offer a comparable course in the following school year if: (1) in a given school year, the number of students attending an IHE under PEOP and enrolled in a course determined “not comparable” to one offered in the school district was greater or equal to the number of students normally required for the school board to offer a course; and (2) the school board expected the trend to continue. [s. 118.37 (3m) (a), 1991-92 Stats.] For example, assume a school district did not offer a course comparable to Introduction to Art History and 20 students of that school district enrolled at the University of Wisconsin (UW)-Madison to take Introduction to Art History in the 1992-93 academic year. If the school district required at least 20 interested students in order to offer a course, then, under s. 118.37 (3m), Stats., the school district was required to offer Introduction to Art History in the 1993-94 academic year, unless the school district did not expect that 20 or more of its students would be interested in Introduction to Art History going forward.

Cost of and Payment for PEOP Courses

The cost of a PEOP course depended on the type of IHE the student attended. If the IHE attended was a University of Wisconsin System (UWS) institution or technical college, the cost of the course was the sum of the cost of tuition, fees, books, and other necessary materials directly related to the

¹ The high school course content was to be determined by examining the curriculum guides, expectations, goals, scope, and sequence of the high school course, whereas the postsecondary course content was to be determined by examining the postsecondary course syllabus and course description. [s. PI 40.07 (1m) (a) 3., 1992 Wis. Adm. Code.]

course. Alternatively, if the IHE attended was a private college or university, the course cost was the lesser of either: (1) the actual cost of tuition, fees, books, and other necessary materials related to the course; or (2) an amount determined by statutory formula. [s. 118.37 (5), 1991-92 Stats.]

Under PEOP, either the student or the school board bore responsibility for the entire payment to the IHE, depending on whether the student received postsecondary or high school credit for the course taken. The student was responsible for the full cost of any course taken for postsecondary credit and for any course taken for high school credit if the student’s school district offered a comparable course. Alternatively, the school board was responsible for the full cost of any course taken for high school credit if the school district did not offer a comparable course. The following chart displays responsibility for payment under PEOP:

| Postsecondary Credit | High School Credit | Comparable Course Offered | Student Pays | School Board Pays |
|----------------------|--------------------|---------------------------|--------------|-------------------|
| | X | | 0% | 100% |
| | X | X | 100% | 0% |
| X | | | 100% | 0% |

CHANGES TO DUAL ENROLLMENT 1997-2017

The dual enrollment statutes were amended several times between 1997 and 2017. The first change, effectuated by 1997 Wisconsin Act 27, renamed PEOP to Youth Options and established a separate payment scheme and criteria for participation in the technical college dual enrollment program. Later, in 1999, the payment scheme for the technical college program was further refined. In 2003, the dual enrollment statutes were amended to provide school boards with more control regarding payment for student participation. A decade later, 2013 Wisconsin Act 131 created Course Options. Finally, 2017 Wisconsin Act 59 created the Early College Credit and Start College Now programs and eliminated Course Options.

1997 Wisconsin Act 27 – Youth Options and Establishing New Technical College Criteria

1997 Wisconsin Act 27 renamed PEOP to the Youth Options Program and began distinguishing between the program for universities and the program for technical colleges.

The act established new criteria for participation in the technical college program. The act also specified circumstances under which a school board could deny a student participation in the technical college program and established that participating students could earn high school and postsecondary credit simultaneously through the program.

Additionally, if a student attended a technical college under Youth Options, the cost allocated between the student and school board depended on several factors, including whether the course taken was eligible for high school credit, whether the school district offered a comparable course, and the total number of credits taken at the technical college in a semester. Specifically, if a student enrolled in fewer than seven credits that were eligible for high school credit, the school

board paid the technical college an amount equal to the cost of tuition, course fees, and books for the student. If the student enrolled in seven or more credits that were eligible for high school credits, the school board paid the technical college an amount determined by a statutory formula based on the district's average pupil cost² and the number of credits the student was taking for high school credit.

Further, regardless of credits eligible for high school credit, if a student enrolled in fewer than 10 credits at a technical college, the school board was not required to pay for a course comparable³ to a course offered by the school district. However, if a student enrolled in 10 or more credits at a technical college, the school district was required to pay for half of the enrolled-in credits, up to six credits, regardless of whether any of the enrolled-in courses were comparable to courses offered by the district. [s. 118.55 (7r) (d), 1997-98 Stats.]

1999 Wisconsin Act 9 – Redefining the Technical College Payment Scheme

In the following session, 1999 Wisconsin Act 9 redefined the payment scheme for the technical college program by requiring a student's school board to pay for all courses taken at a technical college for high school credit regardless of the type and total number of credits taken.

Additionally, the act placed certain limitations on other aspects of the dual enrollment program. First, the act prohibited a student's participation in the program after completion of the 12th grade. Second, the act specified that if a school board was required to pay a student's tuition for participation in Youth Options at a technical college, the tuition charged by a technical college could "not exceed the amount that would be charged a pupil who [was] a resident of this state." For example, if a technical college charged a Wisconsin resident \$50 per credit, then a school board paying tuition on behalf of a Youth Options participant could not be charged more than \$50 per credit. [s. 118.55 (7t), 1999-2000 Stats.]

2003 Wisconsin Act 131 – Increasing School Board Control

Four years later, 2003 Wisconsin Act 131 provided school boards with increased control over student participation in Youth Options. First, the act allowed a school board to create a written policy limiting the number of credits that it would pay for under the program. Second, the act provided that if a student received a failing grade in a course completed as part of the program, the school board could request that the student reimburse the school district for the cost of the course. [s. 118.55 (7t), 2003-04 Stats.]

2013 Wisconsin Act 20 and 2015 Wisconsin Act 55 – Course Options

A decade later, 2013 Wisconsin Act 20 amended the part-time open enrollment program under s. 118.52, 2013-14 Stats., and renamed it Course Options. Under Course Options, any student enrolled in public school could take up to two courses at a time at an "educational institution." The act defined "educational institution" as any of the following: (1) a public school in a nonresident

² A school district's "average pupil cost" is the average per-pupil cost for regular instruction and instructional support services in the previous school year as determined by the Department of Public Instruction (DPI).

³ The criteria for determining course comparability remained unchanged.

school district; (2) the UWS; (3) a technical college; (4) a nonprofit institution of higher education; (5) a tribal college; (6) a charter school⁴; or (7) any nonprofit organization approved by DPI.

If a student wanted to participate in Course Options, the student was required to apply to his or her resident district school board. The student's resident district school board was authorized to reject a student's application if the board found that the course either did not satisfy a high school graduation requirement or did not conform to or support the student's academic and career plan.⁵

Additionally, under Course Options, a school board could not deny a student's application because of the financial burden the student's participation would place on the district. Finally, Course Options prohibited an educational institution from collecting any payment from a student or the student's resident district beyond the cost of providing the course to the student, as determined by DPI.

In 2014, UWS and DPI asked the attorney general to clarify whether Course Options included concurrent enrollment courses. Concurrent enrollment courses are college-level courses taught at high schools for both postsecondary and high school credit and are created by contract between a postsecondary institution and a high school. If Course Options included concurrent enrollment courses, the contracting postsecondary institution would be prohibited from charging the contracting school district and participating students an amount that exceeded the cost of providing the course. [s. 118.52 (12), 2014-15 Stats.] The attorney general determined that Course Options did include concurrent enrollment classes because participating students were essentially enrolled at the contracting postsecondary institution. Because these courses were included in the Course Options, UWS could no longer continue its practice of charging students reduced-price tuition—an amount greater than the cost of providing the course—for concurrent enrollment courses. [OAG 4-14.]

Following the attorney general's opinion, UWS announced it would absorb the cost of these concurrent enrollment college credits for the 2014-15 school year for program continuity, but indicated it would not do so beyond 2015.⁶

Subsequently, 2015 Wisconsin Act 55 amended Course Options to allow educational institutions to charge additional fees and tuition to students receiving college credit under the program.

2017 Wisconsin Acts 59 and 307 – Eliminating Course Options and Youth Options; Creating the Early College Credit and Start College Now Programs

2017 Wisconsin Act 59 eliminated the Course Options and Youth Options programs entirely, replacing them with the Early College Credit Program (ECCP) and the Start College Now program

⁴ "Charter school" is defined as a school under contract with a school board under s. 118.40 or with one of the entities under s. 118.40 (2r) (b), or a school established and operated by one of the entities under s. 118.40 (2r) (b). [s. 115.001 (1), 2013-14 Stats.]

⁵ "Academic and career plan" is defined as a comprehensive plan developed and maintained by a pupil that includes the pupil's academic, career, personal, and social goals, and the means by which the pupil will achieve those goals both before and after high school graduation. [s. PI 26.02 (1), 2013-14 Wis. Adm. Code.]

⁶ <https://www.wisconsin.edu/news/archive/uw-system-announces-plan-to-fund-program-allowing-high-school-students-to-take-college-courses/>.

(SCN). Details regarding ECCP and SCN are discussed in further detail in Part II. The act also allowed private high school students to participate in ECCP; under prior law, private high school students were not eligible to participate in any statutory dual enrollment programs.

To avoid confusion about whether concurrent enrollment courses are included in ECCP, 2017 Act 307 explicitly excluded specific courses from ECCP. Under the act, ECCP does **not** include a course for which a public or private high school student may earn postsecondary credit if the course meets all of the following criteria:

- **Agreement.** The school board or the governing body of the private school entered into an agreement with either the chancellor of a four-year UWS institution or the president of a private, nonprofit institution to provide a college-level course in a high school to academically qualified students who may take the course for postsecondary credit.
- **Location of instruction.**
 - For public high school students, instruction for the course occurs in a school building in the school district or in a school district facility.
 - For private high school students, instruction for the course occurs in the private school building.
- **Teacher credentials.** The high school teacher who provides instruction for the course is either: (1) employed by the school district or private school governing body and is certified or approved to provide the instruction by the participating institution of higher education; or (2) a faculty member of the participating institution of higher education.

PART II

DESCRIPTION OF CURRENT PROGRAMS

In Wisconsin, there are currently dual enrollment programs created by statute, as described in Part I, and dual enrollment programs that are created by institutions of higher education on their own. The two statutory dual enrollment programs are ECCP, under s. 118.55, Stats., and SCN, under s. 38.12 (14), Stats. Through ECCP and SCN, eligible high school students may earn both postsecondary and high school credit through courses taught at postsecondary institutions. ECCP provides high school students access to courses and credits at UWS institutions, tribal colleges, and private, nonprofit institutions. SCN provides high school students access to technical college courses and credits. Postsecondary institutions charge a reduced per-credit tuition rate for ECCP and SCN courses. ECCP and SCN course costs are allocated between the student, the student's school board, the postsecondary institution, and the Department of Workforce Development (DWD).

There are a number of dual enrollment programs that are not statutorily prescribed, but instead are created by institutions of higher education as another way for high school students to earn postsecondary credit before graduating high school. These programs include UWS's College Courses in High School and Wisconsin Technical College System's (WTCS) Youth Apprenticeship, among others.

Participation data for both types of dual enrollment programs was provided by UWS, WTCS, and DPI and is described in detail below.

CURRENT STATUTORY DUAL ENROLLMENT PROGRAMS

Early College Credit Program

Eligible Students

Any student in grades 9-12 at either a public or private school⁷ may participate in ECCP. Students may not simultaneously participate in both ECCP and SCN. Under ECCP, an eligible student may attend an IHE, which includes the following:

- An institution within the UWS.
- A tribally controlled college.
- A private, nonprofit institution of higher education located in Wisconsin.

[s. 118.55 (1), (2), and (7t), Stats.]

⁷ Students attending independent charter schools are not eligible for participation in ECCP.

Student Application and Notice Requirements

To participate in ECCP, a student must first apply to an IHE. The student's IHE application must include all of the following:

- Which courses the student intends to take.
- Whether the student intends to take each course for high school credit, postsecondary credit, or both.
- Authorization that the IHE may disclose the student's grades, courses taken, and attendance record to the student's high school.

[s. 118.55 (2), Stats.]

In addition to applying to an IHE, the student must submit to his or her school board a notice of intent to participate in ECCP by March 1 for fall semester enrollment or October 1 for spring semester enrollment. The notice of intent must include all of the following information:

- The titles of the courses the student intends to take.
- The number of credits for each course.
- Whether the student intends to take each course for high school credit, postsecondary credit, or both.

[s. 118.55 (2) and (3) (a), Stats.]

Institutions of Higher Education Duties and Responsibilities

Upon review of a student's application, an IHE is required to admit a student if there is space available in the course and if the student meets the course prerequisites and requirements. If an IHE admits a student, it must notify the student's school board or private school governing body of the student's admission. [s. 118.55 (4), Stats.]

Participating IHEs must also comply with s. 118.13 (1), Stats., which prohibits pupil discrimination on the basis of sex, race, religion, national origin, ancestry, creed, pregnancy, marital or parental status, sexual orientation, or physical, mental, emotional, or learning disability.

School Board and Private School Governing Body Responsibilities

If a student indicates in his or her notice of intent to participate in ECCP that the student intends to take a course for postsecondary credit only, the student's school board or private school governing body is not required to take any further action regarding the student's notice. However, upon receiving notice that a student intends to take a course under ECCP for high school credit or for high school credit and postsecondary credit simultaneously, the student's school board or private school governing body must determine whether it will award the student high school credit for the course.

A school board or private school governing body must award a student high school credit for a postsecondary course taken under ECCP if the course fulfills any high school graduation requirement or any elective requirement. However, a school board or private school governing

body may deny a student high school credit for a course taken as part of ECCP if any of the following apply:

- The postsecondary course is comparable to one offered by the school or school district.
- At least 80 percent of the postsecondary course covers content for which the student already received high school credit.
- The postsecondary course covers content previously offered to the student in a different postsecondary course under ECCP and the student failed that course.

[s. PI 40.06, Wis. Adm. Code.]

A postsecondary course taken under ECCP is comparable to a course offered by a public school student's school district or private school student's high school if: (1) the district or high school offers or intends to offer the course between the date the student submits his or her notice and the date the district or high school expects the student to graduate from high school; and (2) the content of the course offered by the district or high school is at least 80 percent equivalent to the content of the postsecondary course. The equivalency of the course is determined by comparing available materials such as curriculum guides, course expectations, course goals, and the scope and sequence of the high school course to the course syllabus and course description for the postsecondary course. [ss. 118.55 (3), Stats., and PI 40.06, Wis. Adm. Code.]

Additionally, a school board or a private school governing body may establish a written policy limiting the number of credits for which the board or governing body will pay under ECCP and SCN to the equivalent of 18 postsecondary semester credits per pupil. [s. 118.55 (7t) (a), Stats.]

A school board or private school governing body must notify a student-applicant in writing of its comparable course and high school credit determinations by the beginning of the semester in which the student intends to enroll. [s. 118.55 (3) (b), Stats.]

Finally, on an annual basis, each school board must provide information about ECCP to all pupils enrolled in the school district in the 8th, 9th, 10th, and 11th grades. In addition, a school board or private school governing body may enter an agreement with an IHE to facilitate an ECCP program. [s. 118.55 (8), Stats.]

ECCP Course Costs and Payment

Credits earned through ECCP are priced at a significant discount. The cost of ECCP participation depends on the type of IHE the student attends and is allocated as follows:

- If a student takes a course through ECCP at a UWS two-year college campus, the per-credit cost may not exceed one-half of that charged to a Wisconsin resident attending that campus.
- If a student takes a course through ECCP at any other UWS campus, the per-credit cost may not exceed one-third of that charged to a Wisconsin resident attending that campus as an undergraduate.
- If a student takes a course through ECCP at a private, nonprofit IHE, the per-credit cost may not exceed one-third of that charged to a Wisconsin resident attending UW-Madison as an undergraduate. [s. 118.55 (5) (d), Stats.]

The amount of the cost paid by a participating student depends on: (1) whether the student earns postsecondary credit, high school credit, or both for the course; and (2) whether the student’s school district or private school offers a comparable course, as described above. A student must pay a portion of the cost for a course that is taken for postsecondary credit only and for which the student does not earn high school credit. However, for low-income students, the student’s school board or private school governing body must waive the student’s obligation to pay for a course taken only for postsecondary credit if the student qualifies for free or reduced-price lunch. [ss. 118.55 (6) (c) 2., Stats., and PI 40.04, Wis. Adm. Code.] No student is required to pay any portion of the cost for a course taken for high school credit and postsecondary credit simultaneously, unless the student’s school district or private school already offers a comparable course.

The school board or private school governing body is responsible for paying the postsecondary institution for the total cost of a student’s participation in ECCP. However, DWD (through DPI) and/or the student reimburses the board or governing body for ECCP costs as follows:

| Postsecondary Credit | High School Credit | Comparable Course Offered | Student Pays | School Board or Governing Body Pays | DWD Pays |
|----------------------|--------------------|---------------------------|------------------|-------------------------------------|----------|
| X | | | 25% ⁸ | 25% | 50% |
| | X | | 0% | 75% | 25% |
| X | X | | 0% | 75% | 25% |
| | X | X | 100% | 0% | 0% |
| X | X | X | 100% | 0% | 0% |

[s. 118.55 (5) and (6), Stats.]

If a student fails a course or does not complete a course the student enrolled in as part of ECCP, and the student’s school board or private school governing body paid for the course, the board or governing body may request a reimbursement from the student for the course costs incurred. Upon receiving such a request, the student must either reimburse the school board or private school governing body or forfeit future participation in ECCP and SCN. [s. 118.55 (7t), Stats.]

Transportation Costs

The parent or guardian of a student who participates in ECCP may apply to DPI for reimbursement of travel costs to and from the student’s school and the IHE the student attends. DPI determines the specific amount of travel reimbursement and must give preference for transportation funding to participating students who satisfy income eligibility criteria for the federal free and reduced-price lunch program. [s. 118.55 (7g), Stats.]

⁸ Under 118.55 (6) (c) 2., the school board or private school governing body “shall waive the pupil’s responsibility for costs . . . if the department determines that the cost of the course would pose an undue financial burden on the pupil’s family.” DPI rule states that the cost of the course would pose an undue financial burden on a student’s family if the student is eligible for free or reduced-price lunch under 42 U.S.C. s. 1758 (b) (1). [s. PI 40.04, Wis. Adm. Code.]

Start College Now Program

Eligible Students

A public school student may participate in SCN if he or she: (1) has completed 10th grade; (2) is in good academic standing; (3) is not a child at risk;⁹ (4) is not participating in ECCP; and (5) has not failed to reimburse his or her school board for a class failed or dropped that was taken as part of ECCP or SCN. Unlike ECCP, private school students are not eligible to participate in SCN. [s. 38.12 (14) (a), Stats.]

Student Application and Notice Requirements

A student must notify his or her school board of the student's intent to participate in SCN by March 1 for the fall semester or October 1 for the spring semester. [s. 38.12 (14) (a) 3., Stats.] A participating student must also apply to the technical college he or she intends to attend. [s. 38.12 (14) (b), Stats.]

Technical College Duties and Responsibilities

If a SCN student applicant meets the technical college course prerequisites and requirements, the technical college must admit the student unless there is no space available in the course or the student has a record of disciplinary problems. [s. 38.12 (14) (b), Stats.]

Additionally, a participating technical college must ensure that SCN students' educational programs meet the high school graduation requirements under s. 118.33, Stats., regardless of whether the student is taking a course at the technical college for high school credit or postsecondary credit.¹⁰ [s. 38.12 (14) (c), Stats.]

School Board Responsibilities

The student's school board must determine whether the course in which the student intends to enroll meets the high school graduation requirements under s. 118.33, Stats. If a student is taking a course under SCN for high school credit, the student's school board must additionally determine whether the course in which the student intends to enroll is comparable to a course offered by the school district. At least 30 days before the first day of the semester at the technical college, the school district must notify the student in writing of its graduation requirements determination and, for courses taken for high school credit, its comparable course determination. [s. 38.12 (14) (c), Stats.]

Unlike ECCP, neither statute nor administrative rule provides the specific factors and materials a school board must consider in making its comparable course determination under SCN. Under the ECCP statute, s. 118.55 (9), Stats., the State Superintendent of Public Instruction is explicitly

⁹ A "child at risk" is a student in grade 5 to 12 who is at risk of not graduating high school for the reasons listed in s. 118.153 (1) (a), Stats.

¹⁰ The high school graduation requirements under s. 118.33, Stats., are: (1) in grades 7 to 12, at least 0.5 credit of health education in grades 7 to 12; (2) in grades 9 to 12, at least 4 credits of English, 3 credits of social studies, 3 credits of mathematics, 3 credits of science, and 1.5 credits of physical education; and (3) in grades 9 to 12, a passing grade on a civics test comprised of the 100 questions that may be asked of an individual during the process of applying for U.S. citizenship.

authorized to promulgate rules to implement and administer ECCP.¹¹ The SCN statute does not contain a corollary provision.

A school board may refuse to permit a student to participate in SCN if the student is a child with a disability under s. 115.76 (5), Stats.,¹² and the student’s participation would impose an undue financial burden on the school district. [s. 38.12 (14) (am), Stats.]

SCN Course Cost and Payment

Similar to ECCP, whether the student or the school board pays for an SCN course cost depends on whether the student takes the course for high school or postsecondary credit and whether the student’s school district offers a comparable course.

The school board pays the cost for an SCN course if a student takes the course for high school credit and the school district does not offer a comparable course. When this is the case, the school board must pay an amount equal to the cost of tuition, course fees, and books that a Wisconsin resident attending the technical college would be charged. This amount must be paid to the technical college in two installments, the first upon initial enrollment and the second at the end of the semester. [s. 38.12 (14) (d), Stats.] The amount paid may be adjusted to reflect the cost of any special services a student with a disability requires. [s. 38.12 (14) (am), Stats.]

In all other circumstances (a student takes a course for high school credit and the school district offers a comparable course, or the student takes a course for postsecondary credit), the student, or the student’s parent or guardian, is responsible for the cost of the course. [s. 38.12 (14) (d) and (f), Stats.]

| Postsecondary Credit | High School Credit | Comparable Course Offered | Student Pays | School Board Pays |
|----------------------|--------------------|---------------------------|--------------|-------------------|
| X | | | 100% | 0% |
| | X | | 0% | 100% |
| | X | X | 100% | 0% |

Transportation Costs

The school districts of students participating in SCN are not responsible for transporting students to and from the technical college the students attend under the program. [s. 38.12 (14) (e), Stats.]

¹¹ See s. PI 46.06, Wis. Adm. Code.

¹² A “child with a disability” is defined as a child who, by reason of any of the following, needs special education and related services: cognitive disabilities; hearing impairments; speech or language impairments; visual impairments; emotional behavioral disability; orthopedic impairments; autism; traumatic brain injury; other health impairments; or learning disabilities. “Child with a disability” may, at the discretion of the local education agency and consistent with department rules, include a child who, by reason of his or her significant developmental delay, needs special education and related services. [s. 115.76 (5), Stats.]

DUAL ENROLLMENT PROGRAMS NOT PRESCRIBED IN STATUTE

Most institutions of higher education, including the UWS, WTCS, and certain private colleges, offer alternative dual enrollment programs, in addition to offering courses through ECCP or SCN.

Concurrent enrollment is one general type of dual enrollment programming that many IHEs offer; specific concurrent enrollment programming varies depending on the IHE. For example, the WTCS concurrent enrollment program is called “Transcribed Credits,” while UWS refers to its concurrent enrollment program as “College Courses in High Schools.”

In addition to concurrent enrollment programming, UWS offers a dual enrollment program called the “high school specials” program. WTCS offers three other dual enrollment programs in addition to its concurrent enrollment program: (1) 38.14 contracts; (2) advanced standing courses; and (3) the youth apprenticeship program.

Concurrent Enrollment Programs Generally

Concurrent enrollment programs are typically created by a contract between a high school and postsecondary institution. Under a concurrent enrollment program, high school students may earn both high school and postsecondary credit through postsecondary courses taught at their high schools. Concurrent enrollment courses are taught by faculty approved and supervised by the contracting postsecondary institution. These programs permit students to earn postsecondary credit without enrolling at a postsecondary institution, coordinating scheduling of postsecondary classes with high school classes, or arranging for transportation between their high school and a postsecondary institution.

Concurrent enrollment courses may be taught by faculty from either the participating high school or postsecondary institution. High school faculty who teach these courses must be approved by the contracting postsecondary institution. In order to maintain Higher Learning Commission (HLC) accreditation, a postsecondary institution must ensure that all instructors, including high school faculty teaching concurrent enrollment courses, are qualified instructors according to the HLC. Under HLC requirements, a qualified concurrent enrollment instructor must have either a master’s degree or higher in their area of instruction, or a master’s degree or higher in a different area of instruction and have completed 18 graduate credits in their area of instruction.¹³ This requirement will take effect in September 2023 for concurrent enrollment instructors.¹⁴

As noted previously, concurrent enrollment programs are contractual, not statutorily prescribed. Therefore, although they offer more convenience, concurrent enrollment programs lack certain attributes that the statutory dual enrollment programs provide, such as dedicated state funding and consistency in postsecondary institutions’ pricing and procedures.

¹³ http://download.hlcommission.org/policy/HLCPolicyBook_POL.pdf.

¹⁴ <https://www.hlcommission.org/Publications/determining-qualified-faculty.html>.

Institution-Specific Concurrent Enrollment Programs

UWS: College Courses in High School

The concurrent enrollment program offered by UWS is College Courses in High School (CCIHS). Through CCIHS, Wisconsin high schools contract with UWS institutions to provide postsecondary courses at high schools. High school faculty who teach CCIHS courses must have at least a master's degree in their area of instruction; however, the contracting UWS institution may make an exception for high school faculty with a master's degree in a different, related area of instruction. Additionally, participating high school faculty must meet all the institutional and university departmental standards for adjunct instructors.

Participating UWS institution departments ensure the quality of CCIHS courses in their subject matter by reviewing and approving CCIHS course syllabi, examinations, and grading criteria. Additionally, the appropriate academic department from the contracting UWS institution works closely with high school faculty to assist with course delivery.

Student eligibility criteria for participation is determined by each UWS institution in collaboration with the participating high school. Credits earned through CCIHS are subject to the UWS Undergraduate Transfer Policy.¹⁵

Students pay for their participation in CCIHS courses at a reduced per-credit rate.¹⁶ The contracting UWS institution provides a reimbursement to the contracting school district for costs incurred by the school district in providing instruction for CCIHS courses.

[UWS Administrative Policy 185.]

Private and Independent Colleges and Universities

At least two Wisconsin Association of Independent Colleges and Universities (WAICU) institutions, St. Norbert College and Lakeland University, offer concurrent enrollment programming.

St. Norbert College's College Jumpstart Program (CJP)¹⁷ allows high school students to earn up to 16 postsecondary credits in English, mathematics, theology, and leadership studies. CJP courses are taught at high schools by high school teachers approved by St. Norbert College. CJP course work follows syllabi designed for college students at St. Norbert College to ensure participating

¹⁵ <https://www.wisconsin.edu/uw-policies/uw-system-administrative-policies/uw-system-undergraduate-transfer-policy/>.

¹⁶ According to UWS Administrative Policy 185, "UW System institutions will assess the full per credit, resident, undergraduate tuition rate for college credits in high schools less a reimbursement to the school districts for costs incurred by the districts in providing instruction for these courses. After this reimbursement, at UW System four-year institutions students will pay no less than 50% of the full per credit resident undergraduate tuition rate of the lowest UW System institution and no more than 50% of the full per credit resident undergraduate tuition rate of the UW System four-year institution offering the course. For branch campuses, students will pay no less than 50% of its full per credit resident undergraduate tuition rate and no more than 50% of the lowest full per credit resident undergraduate tuition rate of UW System comprehensive institutions. This policy does not pertain to dual enrollment programs taught by UW faculty or staff members in high schools."

¹⁷ <https://www.snc.edu/collegejumpstart/>.

high school students are held to the same standards as undergraduate students. Course credits for CJP are offered at a significantly reduced rate.

Lakeland University's Concurrent Academic Progress Program (CAPP)¹⁸ allows high school students to earn postsecondary credit from Lakeland College through courses taught at their high schools by high school teachers approved by Lakeland University. Lakeland University charges \$90 per credit hour for its CAPP courses. CAPP course credits are transferable to any major at Lakeland University or to any college that honors Lakeland University transfer credits.

Technical Colleges: Transcribed Credit

The WTCS refers to its concurrent enrollment program as "transcribed credit."¹⁹ WTCS requires high school instructors who teach transcribed credit courses to have a Wisconsin DPI license in the subject area they intend to teach and to be approved by the contracting technical college. Credits and grades earned as part of a transcribed credit program become part of a student's official technical college transcript. These programs are created through contracts between WTCS technical colleges and high schools. Transcribed credits involve a cost-neutral arrangement²⁰ between the contracting WTCS technical college and high school; as a result, students may earn transcribed credits for free.

Other Programs

UW System

Through the "high school specials" program, UWS institutions allow academically talented high school juniors and seniors to enroll in on-campus courses and earn postsecondary credit while still in high school. Students must apply directly to the institution they wish to attend and each institution's special student admissions guidelines are unique. Participating students pay the same tuition, fees, and textbook costs as undergraduates at the institution they are attending and are not eligible for financial aid.²¹

Technical Colleges

WTCS institutions offer three additional dual enrollment programs: 38.14 contracts, advance standing, and youth apprenticeship.

Under a 38.14 contract (so-named for s. 38.14, Stats., which permits such contracts), a WTCS instructor teaches a WTCS course at a high school. Through 38.14 contract courses, high school students can earn technical college credit. School districts pay the cost of the courses so the courses are free to participating students.

Advanced standing courses are created by contract between a technical college and a high school by aligning the high school curriculum, in both content and rigor, with a course offered by the

¹⁸ <https://lakeland.edu/concurrent-academic-progress-program>.

¹⁹ <https://www.wistechcolleges.org/preparing-college/college-credit-high-school/dual-credit/dual-credit-articulation>.

²⁰ <https://mywtcs.wtcsystem.edu/wtcsinternal/cmspages/getdocumentfile.aspx?nodeguid=3c34888a-71ea-47ec-b76f-0c09cbc3782b>.

²¹ <https://www.wisconsin.edu/student-resources/high-school/>.

technical college. Advanced standing courses are taught at high schools by high school teachers, and students who complete advanced standing courses earn high school credit. However, unlike typical high school courses, if a student completes an advanced standing course and later enrolls at a WTCS technical college, that student will be awarded technical college credit for the advanced standing course he or she completed in high school. Technical colleges do not charge school districts or students any fees for participation in these courses; thus, the technical colleges absorb the associated costs.²²

Finally, the Youth Apprenticeship program is a two-year program for high school juniors and seniors. Participants in the Youth Apprenticeship program incorporate occupation-related instruction and on-the-job training into their high school schedule. Upon completion of the Youth Apprenticeship program, students may be awarded credits in specific WTCS programs. Thus, the program provides students with both technical college credits and actual job experience. Technical colleges do not charge school districts or students any fees for participation in the Youth Apprenticeship program. Therefore, similar to advanced standing courses, the technical colleges absorb the associated costs.²³

PARTICIPATION RATES

The following data regarding student participation in dual enrollment programs was provided by UWS Administration and the WTCS Board, respectively.

UWS Participation Rates

According to the UWS Administration Office of Policy Analysis and Research,²⁴ in the 2018-19 academic year, 9,977 high school students were enrolled at UWS institutions. Of these students, 597 (6%) were enrolled in both ECCP and CCIHS; 700 (7%) were enrolled at a UWS institution, but not in CCIHS or ECCP; 1,017 (10%) were enrolled in ECCP only; and 7,663 (77%) were enrolled in CCIHS only.

High school students enrolled at UWS institutions in the 2018-19 academic year were disproportionately white. As the table below shows, 84% of the high school students enrolled at a UWS institution in the 2018-19 academic year were white, though only 74% of public high school seniors during that time period were white. And, while 8% of public high school students in the 2018-19 academic year were African American, only 1% of high school students enrolled at a UWS institution during that time period were African American.

²² <https://mywtcs.wtcsinternal/cmsspages/getdocumentfile.aspx?nodeguid=3c34888a-71ea-47ec-b76f-0c09cbc3782b>.

²³ <https://dwd.wisconsin.gov/youthapprenticeship/become-youth-apprentice.htm>.

²⁴ <https://www.wisconsin.edu/education-reports-statistics/high-school-students-taking-uw-courses/>.

| RACIAL/ETHNIC IDENTITY | PERCENTAGE OF WISCONSIN PUBLIC HIGH SCHOOL SENIORS ACADEMIC YEAR 2018-19 | PERCENTAGE OF HIGH SCHOOL STUDENTS ENROLLED AT A UWS INSTITUTION ACADEMIC YEAR 2018-19 |
|------------------------|--|--|
| AFRICAN AMERICAN | 8% | 1% |
| AMERICAN INDIAN | 1% | 0% |
| ASIAN | 4% | 4% |
| HISPANIC OR LATINX | 11% | 6% |
| TWO OR MORE RACES | 3% | 3% |
| WHITE | 74% | 84% |
| UNKNOWN | 0% | 1% |

Additionally, high school students enrolled at UWS institutions in the 2018-19 academic year were disproportionately female. In the 2018-19 academic year, 49% of Wisconsin public high school seniors were female. However, of the high school students enrolled in a UWS institution in the 2018-19 academic year, 64% were female.

WTCS Data

According to WTCS data,²⁵ similar to UWS dual credit participation, high school students participating in WTCS dual credit programs in the 2018-19 academic year were disproportionately white and female, though less so.

As the table below shows, 82% of the high school students enrolled in WTCS dual enrollment programs in the 2018-19 academic year were white, though only 74% of public high school seniors during that time period were white. And, while 8% of public high school students in the 2018-19 academic year were African American, only 3% of high school students enrolled in WTCS dual enrollment programs during that time period were African American.

²⁵ <https://www.wtcsystem.edu/wtcsexternal/cmsspages/getdocumentfile.aspx?nodeguid=73c234b4-473f-42a6-87c7-de417d363b11>.

| RACIAL/ETHNIC IDENTITY | PERCENTAGE OF WISCONSIN PUBLIC HIGH SCHOOL SENIORS ACADEMIC YEAR 2018-19 | PERCENTAGE OF HIGH SCHOOL STUDENTS PARTICIPATING IN WTCS DUAL CREDIT PROGRAMS ACADEMIC YEAR 2018-19 |
|-------------------------------|---|--|
| AFRICAN AMERICAN | 8% | 3% |
| AMERICAN INDIAN | 1% | 1% |
| ASIAN | 4% | 3% |
| HISPANIC OR LATINX | 11% | 9% |
| TWO OR MORE RACES | 3% | 2% |
| WHITE | 74% | 82% |
| UNKNOWN | 0% | 1% |

Additionally, in the 2018-19 academic year, 49% of Wisconsin public high school seniors were female. However, of the high school students enrolled in WTCS dual enrollment programs in the 2018-19 academic year, 50.2% were female.

PART III

SUMMARY OF INPUT FROM STAKEHOLDERS, AGENCIES, AND INSTITUTIONS OF HIGHER EDUCATION

STAKEHOLDERS, AGENCIES, AND INSTITUTIONS OF HIGHER EDUCATION CONSULTED

The following stakeholder groups were contacted for input and recommendations regarding the current dual enrollment processes, student participation, and funding:

- The Wisconsin School Administrators Alliance (SAA).
- The Wisconsin Rural Schools Alliance (WiRSA).
- The Wisconsin Association of School District Administrators (WASDA).
- The Wisconsin Association of School Boards (WASB).
- DPI.
- DWD.
- WTCS.
- The Wisconsin Technical College District Boards Association (WTCDBA).
- WAICU.
- UWS.
- The University of Wisconsin – Oshkosh (UW – Oshkosh).
- The Wisconsin Indian Education Association (WIEA).
- Cooperative Education Service Agency 9 (CESA 9).
- Cooperative Education Service Agency 10 (CESA 10).
- Lac Courte Oreilles Ojibwe College (LCOOC).
- The College of Menominee Nation (CMN).
- Cornell School District.
- Mark Tyler, OEM Fabrication.
- Dan Conroy, Nexen Group.

SUMMARY OF STAKEHOLDER, AGENCY, AND INSTITUTION INPUT

DPI, WTCS, UWS, WAICU, and various stakeholder groups submitted recommendations to modify the dual enrollment programs. These recommendations include increasing student participation by adjusting the dual enrollment timelines and deadlines; increasing student, family, and administrator understanding and awareness of dual enrollment programming; adjusting the way dual enrollment programs are funded; and ensuring both teachers and students are prepared for participation in dual enrollment programs.

INCREASING STUDENT PARTICIPATION

Stakeholders provided several recommendations related to increasing student participation in dual enrollment programs, including clarifying and altering the timing of certain aspects of the dual enrollment process, and reducing barriers to participation due to funding and certain program eligibility requirements.

Changes to the ECCP and SCN Timelines

For ECCP, establish a statutory deadline by which participating IHEs must publish their course catalogs. (WiRSA) Under current law, a prospective ECCP student must submit his or her notice of intent to the school board by March 1 for fall semester enrollment and October 1 for spring semester enrollment. A student's notice of intent must specify which postsecondary course or courses the student intends to take. IHEs are not required to publish course catalogs by a certain deadline, and often do not publish the catalogs before the notice of intent deadlines. When current course catalogs are not available, prospective ECCP participants must look to course catalogs from prior semesters and assume the IHE will provide similar course offerings during the semester they intend to attend. This issue could be addressed by creating a provision in s. 118.55, Stats., that requires IHEs participating in ECCP to publish their course catalogs by a date certain that allows prospective ECCP participants to meet the notice of intent deadlines--for example, February 15 for the fall semester and September 15 for the spring semester.

Alternatively, amend the notice of intent deadlines. (DPI, LCOOC, WAICU, WiRSA) As described in greater detail above, under current law, the notice of intent deadlines for ECCP may be unreasonable given that IHEs do not publish their course catalogs on a uniform timeline. An alternative way to address the disconnect between the publication of postsecondary course catalogs and the notice of intent deadlines would be to amend, s. 118.55 (3) (a), Stats., to establish later notice of intent deadlines, such as May 1 for fall semester enrollment and December 1 for spring semester enrollment.

Clarify whether ECCP and SCN participants may enroll in courses not indicated on their notices of intent or IHE applications if indicated courses become unavailable. (WAICU) Under current law, it is unclear whether a prospective ECCP or SCN student may enroll in a course not indicated on the student's notice of intent to the school board and IHE application if the indicated course becomes unavailable or is full. A potential solution to this issue is to amend s. 118.55 (2) and (3) (a), Stats., to explicitly permit an ECCP participant to enroll in a similar course if the specific course indicated on the participant's IHE application and notice of intent if the indicated course becomes unavailable. Similarly for SCN, s. 38.12 (14) (b), Stats., could be amended to explicitly provide that if a course a student applied to the technical college to take becomes full, the student may enroll in a different course.

For ECCP, clarify the deadline for a student's application to a participating institution of higher education. (LCOOC) Under s. 118.55 (2), Stats., a prospective ECCP participant must apply to the IHE the student intends to attend by the end of the semester. However, the law is unclear as to whether "end of the semester" means the end of the high school's semester or the end of the IHE's

semester. This issue could be addressed by amending s. 118.55 (2), Stats., to specify either the end of the high school semester or the end of the IHE's semester.

Clarify the meaning of “space available in the course” under ECCP, s. 118.55 (4) (a) 2., Stats.

(LCOOC) Currently, under ECCP, students may only participate in a postsecondary course if there is “space available” in that course. However, the ECCP statute is unclear as to when IHEs must determine space is available. Though this statutory ambiguity provides flexibility to IHEs, it causes uncertainty for prospective ECCP participants. An example of how the ambiguity of s. 118.55 (4) (a) 2., Stats., could be clarified can be found in the corollary SCN provision, s. 38.12 (14) (b) 1., Stats.:

The district board may admit a pupil to a course under this section only if there is space available in the course after admitting to the course all individuals applying for admission to the course who are not attending the technical college under [SCN].

For ECCP, amend the deadline by which a school board or private school governing body must submit its comparable course determination to a prospective student. (LCOOC) Under current law, a school board or private school governing body's comparable course determination is not due until the beginning of the semester in which a student intends to take an ECCP course. Therefore, under the current statutory framework, it is possible the student could be notified as late as the day before courses begin at the student's selected IHE. Section 118.55 (3) (b), Stats., could be amended to provide more time between when the board or governing body must notify the student of its comparability determination and when the IHE's semester begins.

Reducing Barriers to Participation

Clarify whether remedial courses are eligible for reimbursement under ECCP. (DPI) According to UWS Board of Regents Policy Document 4-8, remedial courses are courses in English or mathematics that freshmen accepted to UWS institutions must take if their “placement or proficiency tests indicate a low probability for success in college level courses.” Additionally, this policy specifies that “[r]emedial courses . . . shall not generate credit toward a degree from Institutions in the University of Wisconsin System.” According to DPI, a high school student may be interested in taking a remedial course at an IHE to prepare for college level course work. Current law does not explicitly prohibit ECCP participants from taking remedial courses, but it also does not clearly allow participation in remedial courses. This issue could be clarified by creating a provision in s. 118.55 (10), Stats., explicitly excluding remedial courses from ECCP, or by adding language to s. 118.55 (2), Stats., explicitly including remedial courses in ECCP.

Prohibit school boards and governing bodies from the number of ECCP and SCN credits for which it will pay. (Schley) Under current law, a school board or private school governing body may establish a written policy limiting the number of credits for which the school board or private school governing body will pay under ECCP and SCN to the equivalent of 18 postsecondary credits per student. [s. 118.55 (7t) (a), Stats.] To eliminate this limitation, s. 118.55 (7t) (a), Stats., could be repealed.

Explore and ameliorate barriers to minority population participation in ECCP. (UWS)

Make independent charter schools eligible for ECCP and SCN participation. (DPI)

INCREASING STUDENT, FAMILY, AND ADMINISTRATOR UNDERSTANDING AND AWARENESS

Stakeholders provided several recommendations regarding increasing understanding and awareness about dual enrollment programs, including recommendations for reducing confusion about the dual enrollment programs' application and enrollment processes, ensuring students and parents make informed decisions about participating in dual enrollment programs, and increasing student accountability.

Clarify ECCP and SCN Processes

Simplify dual enrollment by consolidating ECCP and SCN into one program. (Schley, WiRSA)

Consolidating ECCP and SCN into one program could simplify, and potentially increase student access to, dual enrollment programs at technical colleges and four- and two-year colleges and universities. This change would require determining which components of ECCP and SCN, including student eligibility, course costs, and cost allocations, should be utilized for a combined dual enrollment program.

In deciding whether ECCP and SCN should be consolidated into one program, it is important to consider the notable differences between the programs. First, students in grades 9-12 may participate in ECCP while SCN participation is limited to only students in 11th and 12th grade. Second, both private and public school students may participate in ECCP, while participation in SCN is limited to public school students. Third, for courses taken as part of ECCP, course costs are equal to a fraction—either one-half or one-third, depending on the type of postsecondary institution—of the amount a postsecondary institution would charge a Wisconsin resident per credit, whereas SCN course costs equal the amount a technical college would charge a Wisconsin resident per credit. Finally, course costs for ECCP are divided between the participating student, the student's school district or private school, and DWD, while course costs for SCN are divided between the participating student and the student's school district.

Provide a uniform dual enrollment application and enrollment process. (WiRSA) Under current law, ECCP and SCN do not have uniform application and enrollment deadlines. Therefore, a high school guidance counselor may need to keep track of many different deadlines for different students, depending on how many different postsecondary institutions students at a given high school decide to attend under each program, which may be a barrier to student participation. Additionally, there are no uniform application or enrollment processes, such as a single application or online enrollment system, and each institution has its own application and its own enrollment system, which makes navigating the application and enrollment processes difficult for prospective students and their parents. A uniform application and enrollment process or system could be created and apply to all participating institutions. This recommendation could be accomplished through legislation by requiring a uniform process or system or by directing the State Superintendent of Public Instruction to implement a uniform process or system for dual enrollment application and enrollment.

Establish a dual enrollment committee. (WiRSA) To ensure continual improvement of dual enrollment programs, establish a committee of high school administrators, postsecondary administrators, and other stakeholders, to convene regularly to evaluate the programs and processes and make recommendations to the Legislature regarding improvements that could be made to the programs.

Increasing Understanding of ECCP and SCN

Ensure students and their parents or guardians make an informed decision to participate in ECCP or SCN. (WiRSA) To ensure student and parent understanding of dual enrollment program processes and requirements, create a requirement, as a prerequisite to participation, that all students and their parents or guardians sign a dual enrollment frequently asked questions (FAQ) publication. The FAQ publication could be developed and implemented by the State Superintendent of Public Instruction.

Ensuring Student Accountability

Hold students accountable for dropping a course after the deadline or for failing a course, by authorizing school boards to withhold a student's diploma until the student reimburses the school district for the dropped or failed class. (Schley) Under current law, if a student drops or fails a course taken as part of ECCP or SCN and the student's school board or private school governing body has already paid for the course, the board or governing body may request that the student reimburse the board or governing body for the course costs incurred. Upon such a request, the student must either reimburse the board or governing body or forfeit future participation in ECCP and SCN. School boards and private school governing bodies could be permitted to withhold a student's diploma until the student reimburses the board or governing body for the dropped or failed ECCP or SCN course. Specifically, s. 118.55 (7t) (c), Stats., could be amended to authorize the withholding of a student's diploma rather than or in addition to forfeiture of future ECCP and SCN participation.

Require participating postsecondary institutions to notify school boards when students drop or fail a class taken as part of ECCP or SCN. (WiRSA) Although current law gives school boards an option to recoup their costs when a student drops or fails a class taken as part of ECCP or SCN, there is no requirement that postsecondary institutions notify school boards when a student drops or fails a class taken as part of ECCP or SCN. Section 118.55 (7t) (c), Stats., could be amended to require a participating postsecondary institution to notify a participating student's school board or private school governing body of failed or dropped classes the student took as part of ECCP or SCN. This notification could enable school boards or private school governing bodies to take timely action for recoupment of costs from students who drop or fail courses.

PROGRAM FUNDING AND COST-SHARING

Stakeholders provided a number of recommendations regarding funding of dual enrollment programs, including recommendations for supporting low-income student participation, extending funding to concurrent enrollment programs, and decreasing program costs to participating institutions.

Increasing Low-Income Student Participation

Target state ECCP course funding to students from lower income households based on student qualifications for free and reduced-cost school lunch program or by utilizing an eligibility method similar to that of the Wisconsin Higher Education Grant program (WHEG). (WAICU, Conroy) The WHEG provides grants to undergraduate Wisconsin residents enrolled at least half-time in degree or certificate programs at UWS institutions, Wisconsin technical colleges, or tribal institutions. WHEG eligibility requirements for dependent students are as follows:

- The student has an expected academic year parent contribution of \$200 or less.²⁶
- The family of the student is receiving Temporary Assistance for Needy Families or Wisconsin Works benefits.
- The parents of the student are ineligible for unemployment compensation and have no current income from employment.

The free and reduced-cost lunch program provides meals to K-12 students in need. There are several methods through which a student may qualify including direct certification,²⁷ Free and Reduced Meal Applications,²⁸ and Categorically Eligible²⁹ determinations.³⁰ The income guidelines for the Free and Reduced Lunch Program vary based on size of household. For the 2019-20 school year, students in a household of four with an income of \$33,475 per year or less would qualify for free school meals.

While families of students participating in ECCP are generally responsible for paying 25% of the cost of courses taken for postsecondary credit, families who qualify for the Free and Reduced Lunch Program are not required to pay the 25%. School districts are responsible for paying the additional costs for students for whom the cost of ECCP courses poses an undue financial burden.

Targeting additional ECCP funding to low-income students could be accomplished by requiring that a specific portion of the ECCP reimbursement appropriation be reserved to reimburse school districts and private schools for the additional costs associated with students taking ECCP courses who are eligible for the free and reduced-cost lunch program or who would be eligible for the WHEG program.

Consider increasing the funding for dual enrollment programs to a level where students do not bear any cost for participation. (Conroy) To implement this recommendation, assuming that all students would take ECCP courses for credit if offered at no cost to the student, increasing the 2019-20

²⁶ The parent contribution is the measure of amount of money parents are expected to contribute toward educational expenses as measured by the Free Application for Federal Student Aid (FAFSA).

²⁷ Direct certification matches a student to a state database of children enrolled in Foodshare (SNAP), W-2 (TANF), Food Distribution on Indian Reservations (FDPIR), or foster care system programs and automatically determines the student's eligibility for free and reduced-cost meals.

²⁸ This is an application-based determination of a student's meal eligibility that is completed by the student's parents prior to the beginning of the school year.

²⁹ Categorically eligible students are automatically eligible for reduced-cost meals under another government program.

³⁰ For more information on the eligibility criteria for the Free and Reduced Meal program, see the DPI eligibility website at <https://dpi.wi.gov/school-nutrition/program-requirements/free-reduced-meal-eligibility>.

ECCP reimbursement appropriation by 25% (\$1,753,500) would require an additional \$438,375 in general purpose revenue funding for a total of \$2,191,875 in ECCP reimbursement funding.

Supporting Concurrent Enrollment Programs

Extend the ECCP reimbursement eligibility to concurrent enrollment programs. (DPI, WiRSA)

Concurrent enrollment courses increase the convenience and affordability of earning postsecondary credits by making courses available directly in students' high schools. These programs could be bolstered by amending current ECCP statutes to permit students to receive reimbursement for the cost of earning postsecondary credit through concurrent enrollment programs.

Provide direct funding to technical colleges to offset the cost of providing qualified instructors to teach concurrent enrollment courses in local high schools. (WTCDBA) Dual enrollment courses taught in high schools are the most common form of dual enrollment. As noted in Part I, these courses are not eligible for funding under ECCP because they were specifically excluded under 2017 Wisconsin Act 307. One option may be to provide direct funding to technical college instructors for the purpose of teaching concurrent enrollment courses in high schools. This would enable technical colleges to increase the number of instructors available to teach concurrent enrollment courses in high schools, thereby increasing the opportunity for overall student participation in dual credit courses at those schools.

Modify the payment requirements under s. 118.55 (5) and (6), Stats., as well as the accompanying DPI dual enrollment budget, to fund high school and college credits equally under ECCP without regard to the location of the instruction or the type of credit sought. (LCOOC) Section 118.55 (5) and (6), Stats., governs the responsibility for the determination of costs, payment and reimbursement, and the responsibility of pupils for tuition and fees, respectively. As noted immediately above, concurrent enrollment courses are not eligible for funding under ECCP and they are the most prevalent form of dual enrollment courses. As discussed in Part II, course costs to students and educational institutions varies depending on type of credit sought and where the student enrolls. This funding gap could be addressed by setting the same cost values for courses without regard for whether the courses are taken for high school or postsecondary credit, or whether the courses are taken at a high school or at a postsecondary institution, and then providing full-funding for the cost of all programs through a DPI appropriation.

Authorize school districts to increase their maximum revenue limit calculation based on the number of students enrolled in dual enrollment courses. Permit the increased funds to be used by K-12 school officials for the payment of tuition on behalf of students, to fund local contracts with technical colleges for the purposes of dual enrollment, or to incentivize teachers to pursue the required credentials to teach dual enrollment courses. (WTCDBA) Under the school funding formula set forth in Wisconsin statutes, each school district is subject to an annual revenue limit, meaning that it may raise only a specified maximum amount of revenue each year through a combination of state aid and local property taxes. This limit is based on a number of factors including student enrollment, inflation, and the district's revenue in the prior year. This recommendation could be implemented by allowing school districts to assign an additional fractional value to each enrolled student in the district who participates in dual enrollment. For example, a .25 full-time equivalent

(FTE) for each participating student would increase the value of each of those students for the purposes of funding to 1.25 FTE. This would, in turn, permit school districts to incrementally increase their revenue limit, adding funding that could be used for a variety of operations such as increased dual enrollment opportunities, paying dual enrollment course fees for students, or incentivizing teachers to pursue credentials to teach dual enrollment courses.

Decreasing Costs to Participating Institutions

Reduce the disproportionate cost of providing ECCP courses for the UWS. (UWS) As currently structured, UWS calculates that UWS institutions are responsible for 67% of tuition costs, plus the additional cost of books, course materials, and fees associated with a student's participation in an ECCP course. UWS attributes this to the statutory limits on charges to 33% of resident undergraduate tuition for courses delivered to ECCP students at four-year institutions and 50% of resident undergraduate tuition at two-year branch campuses. The UWS institutions are also responsible for the cost of books, course materials, and fees above tuition because s. 118.55, Stats., prohibits UW or the school district from charging any additional cost to ECCP students. Options to address these issues may include increasing the tuition amounts UWS institutions may charge for ECCP courses; allowing UWS institutions to charge students for the costs of books, course materials, and fees ; or providing UWS with additional general purpose revenue funding to recognize the total costs associated with the provision of ECCP courses.

ADDRESSING TEACHER AND STUDENT QUALIFICATIONS

Due to the increase in credentials required by Higher Learning Commission, stakeholders specifically recommended funding and incentives for teachers to maintain the qualifications required to continue teaching concurrent enrollment courses. In addition, one stakeholder recommended establishing minimum student qualifications prior to ECCP participation in the interest of improving student outcomes.

Incentives for Teachers

Extend and improve utilization of the current Dual Enrollment Credential Grant program under the Higher Education Aids Board in order to encourage the maintenance of adequate concurrent enrollment course teacher credentials.³¹ (DPI, WTCS, WTCDBA, WAICU, Rafn, Schley) As noted in Part II, the majority of dual enrollment courses are delivered as concurrent enrollment courses in high schools. These courses are frequently taught by high school teachers using curriculum approved by the appropriate postsecondary institution. As of September 1, 2023, high school teachers teaching concurrent enrollment courses will be required to have a minimum of a master's degree in the specialty they are teaching, or at least 18 graduate level credit hours within that specialty, in order for a course to receive accreditation from the HLC. Many teachers have master's degrees in education, but few have advanced degrees in subjects outside of general

³¹ The Dual Enrollment Credential Grant Program provides funding to school districts for maintaining teacher credentials for the purposes of teaching concurrent enrollment courses within the district. Details regarding the program awards and eligibility are available at the [HEAB Dual Enrollment Credential Grant web page](#). The program is currently scheduled to conclude June 30, 2021.

education. In addition, there is little incentive for teachers to attain credentials in a specialty because there is no direct economic benefit from teaching concurrent enrollment courses. The Dual Enrollment Credential Grant program provides funding to teachers to attain the required credentials, however, the program has not been fully utilized, perhaps due to the limited returns relative to time invested in training. Options to increase utilization of the Dual Enrollment Credential Grant program may include creating incentives for teachers to teach concurrent enrollment courses and extending the current program by increasing funding for promotional purposes, as well as grants for earning teaching credentials.

Create an appropriation of \$9,000,000 in Fiscal Year (FY) 2020 and \$9,000,000 in FY 2021 to assist and encourage high school teachers to seek graduate credit so that they may continue teaching concurrent enrollment courses (\$6,000,000 to cover the costs of tuition, books materials, and fees, and \$3,000,000 to award incentive grants in FY 2020; \$3,000,000 to cover the costs of tuition, books, materials, and fees, and \$6,000,000 to award incentive grants in FY 2021). (Rafn) The proposed funding level is based on the Dual Credit Task Force's³² estimate of how much complying with new HLC requirements will cost Wisconsin's high school teachers currently teaching concurrent enrollment courses.

Refining Minimum Student Qualifications

Limit participation in ECCP to high school students in grades 10 through 12. (WAICU) WAICU institutions indicate that freshman high school students are generally unprepared for the challenges of college level courses. WAICU asserts that when these students experience a lack of success in dual enrollment courses, there is a negative impact not only on their perception of dual enrollment, but may also create a negative perception regarding college careers in general.

³² The Dual Credit Task Force is a consortium of higher education and high school administrators making efforts to address the new HLC educational qualifications required of teachers of concurrent enrollment courses in high schools. The task force's recommendations were offered by Jeff Rafn, a participant in the consortium and president of the Northeast Wisconsin Technical College.

MATERIALS SUBMITTED BY STAKEHOLDERS, AGENCIES, AND INSTITUTIONS OF HIGHER EDUCATION



Carolyn Stanford Taylor, State Superintendent

October 1, 2020

Anne Sappenfield, Director
Wisconsin Legislative Council
One East Main Street
Suite 401
Madison, WI 53703-3382

Dear Director Sappenfield:

The Wisconsin Department of Public Instruction (DPI) appreciates the opportunity to provide the Wisconsin Legislative Council with the information below on dual enrollment as part of the 2020 Legislative Interim Research Report on Dual Enrollment. The DPI has developed this information in response to your agency's request.

Background

The vision of the Wisconsin Department of Public Instruction is every child a graduate, college and career ready. Dual enrollment helps fulfill that vision as students prepare for the rigor of college courses and develop technical skills for a multitude of careers. Research¹ shows that students who participate in dual enrollment programs are more likely to:

- Earn higher grades in high school
- Graduate from high school
- Enroll in postsecondary education
- Earn a postsecondary degree

Such programs make college more affordable for families and introduce students to higher level coursework before they immerse themselves in college life.

High school students in Wisconsin can earn dual enrollment credit through a variety of programs in which students are enrolled simultaneously in both high school and college to earn both high school and college credit. Dual enrollment opportunities exist between high schools and all sectors of higher education, which include the University of Wisconsin System, Wisconsin Technical College System, private colleges, and tribal colleges. Some programs involve students taking a course at their high school with a teacher who has been certified by the college or university so that college credit can also be granted. These programs are often referred to as transcribed credit courses or concurrent enrollment. Other programs involve students taking courses directly from a college campus, either in an in-person, online or blended format.

Dual enrollment has existed in Wisconsin statutes since 1991, with the creation of the Youth Options Program. For your reference, the Legislative Fiscal Bureau reviewed the history of dual enrollment in Wisconsin in the May 2019 Joint Committee on Finance Paper #593 (https://docs.legis.wisconsin.gov/misc/lfb/budget/2019_21_biennial_budget/102_budget_papers/593_public_instruction_dual_enrollment.pdf).

¹ U.S. Department of Education and the Institute of Education Sciences, *WWC Intervention Report, Dual Enrollment Programs, February 2017*. Table A1, Summary of Findings, Page 19 https://ies.ed.gov/ncee/wwc/Docs/InterventionReports/wwc_dual_enrollment_022817.pdf

There is currently only one dual enrollment program enumerated in state statutes, the Early College Credit Program (ECCP). Under Wis. Stats. 118.55, the ECCP allows Wisconsin public and private high school students to take one or more courses at an institution of higher education for high school and college credit or for college credit. Institution of higher education is defined as an institution within the University of Wisconsin System, a tribally controlled college, or a private, nonprofit institution of higher education located in the state. Under the ECCP, school boards may establish a written policy limiting the number of credits for which the school board or governing body will pay to the equivalent of 18 postsecondary semester credits per pupil. A school board or governing body can also deny an ECCP application if they offer a comparable course.

There were several significant changes that came with the ECCP. Eligibility was changed to include students in grades 9 to 12 grade, students were allowed to take courses during the summer term, and reimbursement was provided to public school districts and private high schools for a portion of the tuition paid for the ECCP courses.

There are differences in the ECCP program related to costs. If the ECCP course fulfills a high school graduation requirement, the student earns both high school and college credit. In this case, the state would reimburse the school district or private high school 25 percent of the tuition paid. The school district or private high school would cover the remaining 75 percent. If the ECCP course does not fulfill a high school graduation requirement, the student earns college credit only. In this case, the state would reimburse the school district or private high school 50 percent of the tuition paid and the pupil would be responsible for paying 25 percent, unless the student qualifies for free or reduced price lunch. The school district or private high school would be responsible for the remainder.

In addition, the ECCP limits the amount institutions of higher education can charge for tuition. Tuition charged for each credit assigned to the course is limited as follows below.

- Tribal colleges
One-third of the amount that would be charged for each credit assigned to the course to an individual who is a resident of this state and who is enrolled in the educational institution as an undergraduate student.
- University of Wisconsin System
One-half of the amount that would be charged for each credit assigned to the course to an individual who is a resident of this state and who is enrolled in the college campus as an undergraduate student.
- Private colleges or universities
One-third of the amount that would be charged for each credit assigned to a similar course offered by the University of Wisconsin-Madison to an individual who is a resident of this state and who is enrolled at the University of Wisconsin-Madison as an undergraduate student.

The Wisconsin Technical College System has created the Start College Now program, which is separate from the ECCP. While technical colleges are not eligible institutions under the ECCP program, pupils that have completed 10th grade continue to have the option to take courses at technical colleges under Wis. Stats. 38.12(14). School districts are responsible for paying 100 percent of the tuition for Start College Now courses. More information on the Start College Now program is available at <https://mywtcs.wtcsystem.edu/student-success/career-prep/new-start-college-now>.

It should be noted that students in Wisconsin can also take Advanced Placement (AP) courses. These are not dual enrollment courses and as such are not included in the data or recommendations that follow. A student does not get credit for AP courses, but rather for achieving a certain score on an AP test. There is

a fee to take an AP test. Under state statutes [Wis. Stats. 120.12 (22)], school districts are required to pay the cost of this fee for low-income students.

Data

The Wisconsin Department of Public Instruction compiles dual enrollment data from public school districts. The data on dual enrollment goes beyond the ECCP to include all forms of dual credit courses offered to high school students. A chart of dual enrollment programs along with the 2018-2019 participation rates are contained in *Appendix 1* to this letter.

In the 2018-19 school year:

- 49,023 of the state's 252,426 public school students (19.421 percent) in grades 9 to 12 participated in some type of dual enrollment course during the 2018-19 school year.
- However, only 3,284 of those 252,426 students (1.301 percent) in grades 9 to 12 participated in a course that was eligible for reimbursement through the ECCP.

The DPI also created a map showing the dual enrollment participation rate by district for 2018-19 in *Appendix 2* and a chart showing the count and percent of districts by dual enrollment participation for 2018-19 in *Appendix 3*.

Cost

The DPI only has information on the costs of the ECCP. The program provides a reimbursement to school districts for a portion of the tuition paid as an incentive for school districts to encourage more students to participate in dual enrollment. The share of the costs paid by the school district, state, and pupil under the ECCP depend on whether the course is taken for high school credit, regardless of whether the pupil will also receive college credit, or whether the course is taken for college credit only. To be eligible for cost sharing, the course must not be comparable to a course offered in the school district. The families of students completing an ECCP course for postsecondary credit only are responsible for paying 25 percent under the ECCP. Low-income families who qualify for free or reduced lunch are waived from this requirement.

The state appropriated \$1,753,500 for the ECCP. The total reimbursement amount for 2018-19 was \$368,089.53, leaving a balance of \$1,385,410.47. The total reimbursement amount for 2019-20 was \$338,350.45 leaving a balance of \$1,415,149.55.

There are factors that contribute to why the ECCP reimbursement claims for 2018-19 were significantly lower than expected:

- State law, under 2017 Act 307, changed the definition of what constitutes an ECCP course for the purposes of reimbursement. As a result, the ECCP reimbursement now excludes dual enrollment classes offered on the high school campus. The majority of students earn dual enrollment through transcribed credits offered at the high school.
- The ECCP went into effect in the fall of 2018. The 2018-19 school year did not include an option for reimbursement for the 2018 summer term.

Policy Issues

1. *Participation in Dual Enrollment.*

Courses taught in the high school are by far the most common form of dual enrollment. This increases student access with minimal disruptions to the rest of the student's course schedule and eliminates transportation obstacles. If the state is to increase dual enrollment participation the best way to do that is to increase access in the high school.

2. *Ability to pay*
Courses that take place at the high school are not eligible for the ECCP reimbursement. Therefore, many of the concurrent enrollment programs offered by the University of Wisconsin and private schools include a fee for students. This leads to inequitable access as some families cannot afford to pay the extra fee for the college credit, even though the student is participating in the same class as peers who are earning college credit.
3. *Teacher Qualifications - Higher Learning Commission*
New requirements from the Higher Learning Commission (HLC) for high school teachers teaching dual enrollment courses in the high school may become a barrier. These requirements are detailed at <https://www.hlcommission.org/Publications/determining-qualified-faculty.html> and go into effect September 1, 2023. Beginning on that date, the high school teacher must have a master's degree in the specialty they're teaching, or they need at least 18 graduate-level credit hours within that specialty. While many high school teachers have a master's degree, it is most often in an education-related field, not in the specialty area they are teaching.

Wisconsin has attempted to address this issue by making a Dual Enrollment Credential Grant (<http://heab.wi.gov/decr.html>) available through the Higher Educational Aids Board to high school teachers. However, the program has not been fully utilized.

4. *Awareness*
Students and parents are sometimes not aware of dual enrollment opportunities or the timelines involved.
5. *Clarity of Statutes*
There are instances where the statutes create questions around implementation. For instance, independent charter schools are ineligible for ECCP reimbursement, there are inconsistencies between the treatment of low-income students for purposes of payment requirements between courses taught in the high school and those taught in the college campus, and timelines for course enrollment are not in line with the establishment of course catalogs at institutions of higher education. It is also unclear if a remedial course that does not provide any college credit is eligible.
6. *Credit Transfers*
Students and families are sometimes surprised to learn that the credit will not transfer to the college or university in which the student ultimately chooses to enroll. There is no requirement under the law to require credits earned under the ECCP to transfer. Information on universal transfer agreements (<https://www.wisconsin.edu/transfer/universal-transfer>) is available and current credit transfer information can be accessed through Transferology (<https://www.transferology.com/index.htm>).

Recommendations

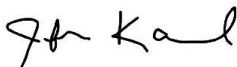
1. Consider providing reimbursement for all dual enrollment courses, including those that take place at the high school in order to eliminate additional fees charged to families so that all students can access these opportunities.
2. Evaluate why the current Dual Enrollment Credential Grant program is not fully utilized.
3. Consider how school districts provide information on available dual enrollment programs to high school students.
4. Consider reviewing the ECCP program to determine if statutory changes should be made to clarify programmatic requirements.

Anne Sappenfield
October 1, 2020
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5. Consider ways to increase transparency regarding the transferability of postsecondary credits earned.

The DPI appreciates this opportunity to provide the Wisconsin Legislative Council with information on dual enrollment. If you have additional questions, please contact Grant Huber, Legislative Liaison, at grant.huber@dpi.wi.gov.

Sincerely,



Jennifer Kammerud
Senior Policy Advisor

cc: Dan Schmidt, Deputy Director, Wisconsin Legislative Council
Emily Hicks, Staff Attorney, Wisconsin Legislative Council

Enc. (3)

JK:gh:ks

APPENDIX 1

Career Education Data Reporting for 2018-2019 Dual Enrollment

Dual enrollment allows a student to be enrolled in a high school and a college course at the same time. Generally, it refers to a high school student who takes college-level courses and earns credit toward both the high school diploma and college credit. This document defines the wide variety of dual enrollment programs available throughout Wisconsin high schools and institutions of higher education (IHEs). For the purposes of career education data reporting, public school districts submit the appropriate program data based on the program name as listed in the first column and based on the definitions provided below. Common names are provided for reference only. Participation rates represent participation as reported by public school districts and are a percentage of Wisconsin's total public high school population.

| Program Name | 2018-2019 Participation Rates | Definition | Common Names |
|---|-------------------------------|--|---|
| High School Course with Private College | 1.288% | A course that is offered under an agreement between a high school and a private institution of higher education (IHE) and takes place in the high school via an instructor that is either a. employed at the school and is certified to provide instruction for the course by the private IHE or b. a faculty member of the IHE. A private IHE may include nonprofit colleges. This category may include any out-of-state private IHEs. | <ul style="list-style-type: none"> • Transcribed Credit • Concurrent Enrollment • Advanced Standing • Articulation Agreements |
| High School Course with UW System | 1.801% | A course that is offered under an agreement between a high school and a UW System IHE and takes place in the high school via an instructor that is either a. employed by the school and is certified to provide instruction for the course by the UW System IHE or b. a faculty member of the IHE. This category may include any out-of-state four year public IHEs. | <ul style="list-style-type: none"> • Transcribed Credit • Concurrent Enrollment • Advanced Standing • Articulation Agreements |
| High School Course with Technical College | 14.372% | A course that is offered under an agreement between a high school and a technical college IHE and takes place in the high school via an instructor that is either a. employed by the school and is certified to provide instruction for the course by the technical college IHE or b. a faculty member of the IHE. This category may include any out-of-state two year technical or community IHEs. | <ul style="list-style-type: none"> • Transcribed Credit • Advanced Standing • Articulation Agreements |
| High School Course | 0.018% | A course that is offered under an agreement between a high school and a tribal college IHE and takes place in the high school via an instructor that is either | <ul style="list-style-type: none"> • Transcribed Credit |

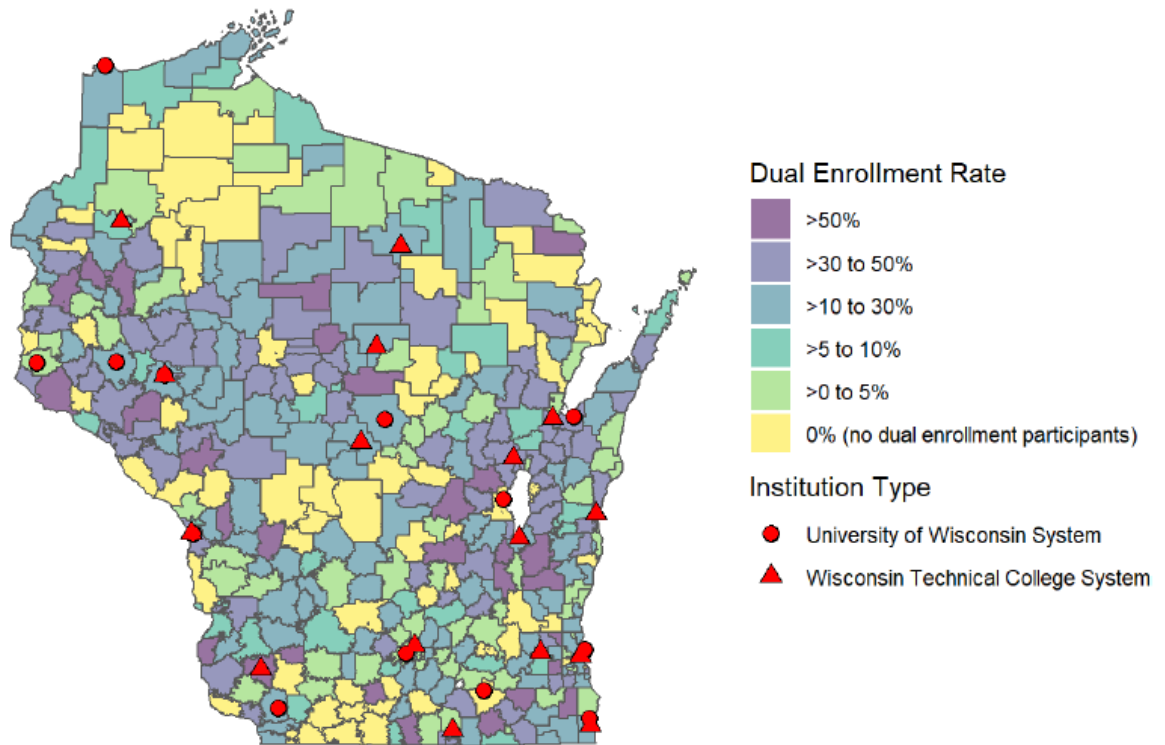
| | | | |
|---------------------------------------|--------|--|---|
| with Tribal College | | a. employed by the school and is certified to provide instruction for the course by the tribal college IHE or b. a faculty member of the IHE. This category may include any out-of-state tribal IHEs. | <ul style="list-style-type: none"> • Advanced Standing • Articulation Agreements |
| College Course with Private College | 0.148% | A course that is taught at a private college IHE for which students receive either high school and postsecondary credit or postsecondary credit only. This category may include any out-of-state private IHEs. | <ul style="list-style-type: none"> • Early College Credit Program (ECCP) • Transcribed Credit |
| College Course with UW System | 1.149% | A course that is taught at a UW System IHE for which students receive either high school and postsecondary credit or postsecondary credit only. This category may include any out-of-state four year public IHEs. | <ul style="list-style-type: none"> • Early College Credit Program (ECCP) • Transcribed Credit |
| College Course with Technical College | 2.545% | A course that is taught at a technical college IHE for which students receive high school and/or postsecondary credit. This category may include any out-of-state two year technical or community IHEs. | <ul style="list-style-type: none"> • Start College Now (SCN) • Transcribed Credit |
| College Course with Tribal College | 0.004% | A course that is taught at a tribal college IHE for which students either receive high school and/or postsecondary credit. This category may include any out-of-state tribal IHEs. | <ul style="list-style-type: none"> • Early College Credit Program (ECCP) • Transcribed Credit |

Appendix 2

Dual Enrollment Map

The following map shows the dual enrollment participation rate by district.

Dual Enrollment Participation Rate 2018-19



Appendix 3

Dual Enrollment Table

The following table shows the count and percent of districts by dual enrollment participation rate.

| Group | Count of Districts | Percent of Districts |
|--------------------------------------|--------------------|----------------------|
| 0% (no dual enrollment participants) | 69 | 18.3% |
| >0 to 5% | 63 | 16.7% |
| >5 to 10% | 31 | 8.2% |
| >10 to 30% | 104 | 27.5% |
| >30 to 50% | 82 | 21.7% |
| >50% | 29 | 7.7% |

Notes

1. Rate is the number of students in grades 9-12 participating in at least one dual enrollment course divided by the total number of students enrolled in grades 9-12. Each student is only counted once even if they participated in more than one dual enrollment course.
2. One district, Norris, is not included. Norris' data are redacted because there are fewer than 20 students enrolled.



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September 30, 2020

Wisconsin Legislative Council
 One East Main Street
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RE: UW System Response for the Interim Research Report on Dual Enrollment Programs

Dear Mr. Schmidt and Ms. Hicks,

Thank you for inviting the University of Wisconsin System’s (UW) commentary for the Legislative Council’s Interim Research Report on Dual Enrollment Programs. We welcome the legislature’s interest to better understand the array of programs for students taking College Courses in High School (CCIHS), generally, and the Early College Credit Program (ECCP), specifically. The array of CCIHS opportunities includes: The ECCP, Concurrent/Dual Enrollment, and High School Specials.¹ Each program has a unique enrollment and financial structure for awarding UW college credit, which we understand can sometimes be confusing for students and families.

The academic benefits of students enrolling in these programs are high. For example, high school students who took UW courses and matriculated as new freshmen at a UW institution were more likely to exhibit greater college readiness. Similarly, they were more likely to be retained at a UW institution and complete a degree program. However, high school students taking UW courses, regardless of program type, were more likely to be white or female than Wisconsin high school seniors overall. They were less likely to be African American, Hispanic/Latino(a), or male ([UW System Administration Office of Policy Analysis and Research](#)). For these reasons, we welcome interest in creating mechanisms that expand student access and participation.

As context for our response about the ECCP specifically, Table 1 shares the current options available to students wanting to earn UW credit while in high school.

Table 1. *Program options available to high school students wanting to enroll in UW courses.*

| Program Name | Description |
|---|--|
| Early College Credit Program (ECCP) | Allows Wisconsin high school students to take courses at UW System, tribal, or private, nonprofit Wisconsin higher education institutions. |
| Campus-specific programs Dual/Concurrent Enrollment | Offer UW college courses in high schools taught by university-approved instructors. |
| High School Specials | Academically talented 11th and 12th graders can apply directly to UW System institutions as a special student. |

¹ The awarding of credit for learning outside CCIHS programs like Advanced Placement, International Baccalaureate, Prior Learning Assessment, Military Credit, and the College Level Examination Program is not discussed in this response.

Table 2. Financial structure and cost sharing for participation in the ECCP.

| Type of ECCP Credit Awarded | UW System Tuition Charge* | School District Share | State Share | Student/Family Share |
|---|--|------------------------------|---|--|
| High School Credit Only , if the District does not offer a comparable course | 33% of resident undergraduate Tuition 4-year institution 50% of resident undergraduate Tuition 2-year branch | 75% | 25% DPI reimburses the school board of the school district the amount received from the Department of Workforce Development | 0% |
| High School and Postsecondary Credit | 33% of resident undergraduate Tuition 4-year institution 50% of resident undergraduate Tuition 2-year branch | 75% | 25% DPI reimburses the school board of the school district the amount received from the Department of Workforce Development | 0% |
| Postsecondary Credit ONLY | 33% of resident undergraduate Tuition 4-year institution 50% of resident undergraduate Tuition 2-year branch | 25% | 50% DPI reimburses the school board of the school district the amount received from the Department of Workforce Development | 25% The school board/private school must waive and pay the pupil's share of the tuition charge if it is determined that it would pose an undue financial burden to the student and their family, as determined by DPI Administrative rule. |
| * Wis. Stat. § 118.55 establishes the ECCP (a) cost-sharing structure, (b) rate of tuition UW System may charge, and (c) prohibits the charging of any additional costs or fees, such as the cost for textbooks. | | | | |

Student participation in ECCP^{2,3}

The ECCP provides an opportunity to earn college credit to students at high schools that do not offer college courses. It also gives students access to a number and variety of college courses beyond any that may be offered at their high school.

- **ECCP participants are a relatively small proportion of high school students taking UW courses.** In 2018-19, about 1 in 6 of high school students taking UW courses used the ECCP program (16%). ECCP participants numbered 1,614. An additional 8,363 high school students took UW courses through long-standing campus-specific college course in high school (CCIHS) programs or by enrolling directly at UW institutions as special students.
- **Every UW campus enrolls ECCP participants.** Two-year campuses enrolled the majority (61% or 990) in 2018-19, while four-year campuses enrolled the remainder (39% or 631). Campuses with the largest ECCP enrollments were UW-Eau Claire-Barron County (231), UW-Stevens Point at Marshfield (224), UW-Milwaukee main campus (135), UW-Stevens Point at Wausau (130), and UW-Madison (113).
- **On average, ECCP participants took more college courses than high school students enrolling through other programs.** ECCP participants took an average of 2.1 courses and 6.2 credits in 2018-19. High school students in other programs took an average of 1.5 courses and 4.6 credits.
- **Compared to Wisconsin high school seniors overall, ECCP participants represent majority populations.** ECCP participants in 2018-19 were more likely to be White (81% vs. 74%) or female (60% vs. 49%). They were less likely to be African American (2% vs. 8%), Hispanic/Latino(a) (7% vs. 11%), or male (40% vs. 51%).

Recommendation: As structured, specific groups of Wisconsin students and their families are taking advantage of the ECCP and earning college credits on the path to attaining a postsecondary degree, however these data suggest not all Wisconsin high school students who are ready for college courses are participating equally in the ECCP. To that point, we encourage exploration and amelioration of the barriers that limit students' access and participation in the ECCP so every Wisconsin high school student has the opportunity to attain a postsecondary degree.

Cost-Sharing within the ECCP

The financial structure and cost-sharing model for participation in the ECCP is statutorily determined by [Wis. Stat. § 118.55](#) and depends on the type of credit awarded – high school only, high school and postsecondary, or postsecondary only. Table 2 shares the variation in these costs.

² The UW System's Office of Policy Analysis and Research has created a CCIHS dashboard that will be available to the public shortly.

³ For the purposes of this report, data on High School Students Taking UW Courses are available at the [UW System Administration Office of Policy Analysis and Research](#).

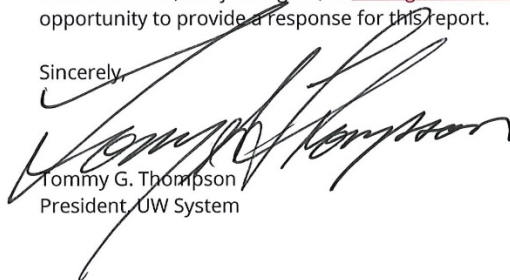
As currently structured, the UW System shoulders 67% of the tuition cost for every student participating in the ECCP since the rate is statutorily capped at 33% of resident undergraduate tuition at 4-year institutions and 50% of resident undergraduate tuition at 2-year branch campuses. Additionally, because “neither the institution of higher education nor the school board nor the governing body may charge any additional costs or fees to a pupil to attend” ([Wis. Stat. § 118.55](#)), UW institutions also absorb the cost of books, course materials, and any associated fees. We also acknowledge that our school district partners shoulder a portion of these costs. It is important to point out, however, that other Wisconsin CCIHS programs have different cost-sharing structures. Additionally, other states with ECCP-like programs do not share a similar cost-sharing structure. For more information, see the Education Commission of the States report, [50-State Comparison: Dual/Concurrent Enrollment Policies](#), published in April 2019.

Recommendation: We encourage further discussion on the cost-sharing structure to ensure an appropriate balance among stakeholders, while ensuring the greatest amount of access to students.

The UW System has a long history of encouraging and welcoming high school students taking college courses in high school and awarding credit. The process of awarding credit, while institution and degree specific, aligns with the Higher Learning Commission (HLC) accreditation guidelines and the American Association of Collegiate Registrars and Admissions Officers (AACRAO), the American Council on Education (ACE), and the Council for Higher Education Accreditation (CHEA). This policy infrastructure also allows the UW System to be responsive to any changes in these programs.

The UW System recognizes the tremendous benefits afforded to high school students participating in the ECCP as well as the expansion of the student pipeline to our UW institutions. For the reasons noted above, we welcome review and possible improvements to the current ECCP structure so more Wisconsin students can benefit from taking college courses in high school. If you have any questions or would like more information about the programs offered by UW System, please contact UW System's Director for State Relations, DeeJ Lundgren, at dlundgren@uwsa.edu or (608) 262-5450. Thank you again for the opportunity to provide a response for this report.

Sincerely,



Tommy G. Thompson
President, UW System



September 30, 2020

Emily Hicks
Staff Attorney
Wisconsin Legislative Council
One East Main Street, Suite 401
Madison, WI 53703

Dear Ms. Hicks:

The Wisconsin Technical College District Boards Association represents the 144 college trustees comprising the governing boards of all 16 Wisconsin technical colleges. Local district boards have for decades supported and funded dual enrollment opportunities for high school students, in order to expose students to college-level academics, save families college tuition costs, enrich local high school curricula, and encourage students to consider their local technical college as a viable postsecondary education option.

Technical colleges offer a variety of dual enrollment courses and programs, based on local needs and resources, in partnership with their local K-12 school districts. Some examples include the tuition-based Start College Now, some are customized contracts for services, and some are known as “transcripted credit.” Policymakers have wisely chosen to preserve the statutory authority and flexibility necessary to tailor these programs locally, which is greatly appreciated. Students also benefit from technical colleges’ shared commitment to building “career pathways,” meaning their credits and credentials earned in high school will transfer seamlessly, should they pursue further postsecondary education.

Overwhelmingly, the most popular dual enrollment format is transcripted credit, in which a high school student takes a college-level course taught by a teacher at the high school. The school district and technical college agree to a revenue-neutral contract, in which the school provides the teacher and the college provides instructor mentoring and the curriculum. Students incur no fees for the course. Upon successful completion, students receive credit on a technical college transcript, for transfer to the institution of their choice following graduation. While these programs served more than 46,000 high

school students last year, the state of Wisconsin has never directly funded transcribed credit programs. By contrast, under the state of Iowa's school finance system, K-12 districts receive a fractional FTE increase for each student enrolled in dual enrollment. In turn, K-12 schools can use that revenue to pay college tuition, contract fees, or otherwise fund dual enrollment programs for their students.

Unfortunately, Wisconsin's revenue-neutral model of transcribed credit programs is threatened by changes to standards set by the Higher Learning Commission (HLC), the accreditor for all public and private non-profit institutions of higher education in Wisconsin and 19 other states. Beginning in 2023, HLC will require high school dual enrollment teachers to hold a master's degree in the academic subject they are teaching, or a master's in another subject plus 18 graduate credits in the subject they are teaching. Notably, more flexibility is permitted for teachers in occupational courses. Nevertheless, it is estimated that 85% of teachers in Wisconsin may fall short of this requirement, which will decimate dual enrollment programs across the state, particularly in the majority of Wisconsin's school districts that serve rural communities.

While policymakers have made efforts to address this shortfall, simply providing grants to cover graduate school tuition for K-12 teachers did not prove popular. Teachers were not compensated for the significant investment of time required to successfully pursue graduate degrees and, in many cases, teachers are not promised a higher salary once they complete their master's degree or additional credits.

On behalf of the District Boards Association, my recommendations to the Council are the following. No modifications to technical college statutes are requested at this time. Instead, the Legislature could consider investing in high school transcribed credit teachers, by providing annual stipends for those who meet HLC credentialing standards and who are actively teaching a dual enrollment course in a given year. Such a program could be modeled on the long-standing DPI program for teachers who attain National Teacher Certification or Master Teacher status. However, there is no guarantee that such a program would fully resolve the challenge of reduced access that will occur in 2023.

Further, the Legislature could consider providing additional fractional FTE revenue limit authority for each student enrolled in a dual enrollment course. This option would empower school leaders to increase educational opportunities, either by paying tuition on behalf of students, funding local contracts with technical colleges, or incentivizing teachers to pursue HLC-required credentials.

Finally, the Legislature could consider providing direct resources to technical colleges, to offset the cost to the colleges of providing qualified college instructors to teach transcribed credit courses for high school cohorts.

Thank you for the opportunity to provide input to the Council's Interim Research Report on Dual Enrollment Programs in Wisconsin.

Sincerely,

A handwritten signature in black ink, appearing to read 'Layla Merrifield', written in a cursive style.

Layla Merrifield
Executive Director
Wisconsin Technical College District Boards Association

CC: Dan Schmidt, Deputy Director, Wisconsin Legislative Council



Dr. Morna K. Foy, President

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September 30, 2020

Emily Hicks
Staff Attorney
Wisconsin Legislative Council
One East Main Street, Suite 401
Madison, WI 53703

Dear Ms. Hicks:

Enclosed please find the Wisconsin Technical College System's recommendations regarding dual enrollment programs provided by Wisconsin's 16 technical colleges. As your research has likely shown, WTCS is a significant provider— if not the largest provider — of dual enrollment credits among Wisconsin's institutions of higher education.

Thank you for the opportunity to provide input to your Interim Research Report on Dual Enrollment Programs in Wisconsin.

Please contact Monique Currie at monique.currie@wtcsystem.edu with any questions you may have regarding the background information or recommendations provided.

Sincerely,

James E. Zylstra
Executive Vice President
Wisconsin Technical College System

Enclosure

CC: Dan Schmidt, Deputy Director, Wisconsin Legislative Council

Dual Enrollment at Wisconsin's Technical Colleges
Prepared for the Wisconsin Legislative Council
September 30, 2020

Dual enrollment refers to aligning high school and postsecondary curricula to provide opportunities for high school students to take postsecondary coursework while continuing to fulfill high school graduation requirements. The Wisconsin Technical College System (WTCS) has made dual enrollment a priority for over two decades. WTCS is a significant provider of dual enrollment credits among Wisconsin's institutions of higher education.

Benefits of Dual Enrollment

The benefits of dual enrollment are numerous. Over the last 10 years, it is estimated that WTCS dual enrollment programs have provided students and families with the opportunity to save \$176.4 million towards the cost of higher education, including \$31.6 million in the 2019-20 school year. With student debt at an all-time high, strategies that enable students to complete their degree or credential faster and with less cost are important tools in reducing student debt.

Several studies have shown that high school students who participate in dual enrollment programs are more likely than their peers to finish high school, enroll in college and complete a degree.¹ A report by the Education Commission of the States emphasized the importance — particularly in a highly rural state such as Wisconsin — of dual enrollment as a strategy to increase the rates of college-going and postsecondary attainment for rural high school students, who are less likely overall to go to college.²

Dual Enrollment in the Wisconsin Technical College System

There are currently several options for high school students to earn dual enrollment credits at Wisconsin's technical colleges: Youth Apprenticeship, 38.14 Contract, Start College Now (formerly Youth Options), Advance Standing and Transcribed Credit.

- **Youth Apprenticeship** – graduates of two-year Youth Apprenticeship programs may be awarded credits in specific WTCS programs, either through college courses within the Youth Apprenticeship program or through Advance Standing when the student enrolls in a technical college. No fees are charged to the student or school district.
- **38.14 Contract** – a WTCS course is taught by a technical college instructor for a class of high school students at the high school under a contract between the high school and the local technical college, in which the school district is responsible for covering the costs. No fees are charged to students.

¹ U.S. Department of Education, Institute of Education Sciences. What Works Clearinghouse. [WWC Intervention Report: Dual Enrollment Programs](#), Feb. 2017.

² Zinth, Jennifer Dounay. Dual Enrollment: A strategy to improve college-going and college completion among rural students. Education Commission of the States. June 2014. <http://www.ecs.org/clearinghouse/01/12/61/11261.pdf>. Accessed June 9, 2016.

- **Start College Now** – a high school student is enrolled in a WTCS college course, taught by a WTCS instructor, typically on a WTCS campus. The WTCS course is not comparable to a course offered in the school district. Prior to September 1, 2018, this option was known as “Youth Options.”³ The school district pays for the student to attend; no fees are charged to the student.
- **Advanced Standing** – a course is taught by a high school teacher using high school curriculum wherein the high school and the technical college have aligned curriculum competencies and developed an "articulation agreement." Upon enrollment in a technical college the student is awarded credit for the course(s) taken in high school. No fees are charged to the school district or student.
- **Transcripted Credit** – students earn technical college credit directly by completing a technical college course as taught by a high school teacher who holds a current Wisconsin Department of Public Instruction license in the related area and has had their credentials reviewed and accepted by the connected technical college. Technical college grading policies and standards are followed. Students earn both high school credit and technical college credit simultaneously, and credits and grades earned become part of the student’s official technical college transcript. A cost-neutral contract exists between the school district and technical college. No fees are charged to the student.

During the 2019-20 school year, the vast majority — 79 percent — of dual credits earned by Wisconsin high school students were earned from transcripted credit courses taught by their high school teachers.

**Types of Dual Credits Earned by Wisconsin High School Students
in 2019-20**

| Program | Students | Credits | % of Students | % of Credits |
|----------------------|---------------------|---------|---------------|--------------|
| Youth Apprenticeship | 279 | 987 | 0.5% | 0.4% |
| 38.14 Contracts | 3,967 | 20,188 | 7.2% | 8.8% |
| Start College Now | 3,850 | 25,533 | 7.0% | 11.2% |
| Advanced Standing | 387 | 1,414 | 0.7% | 0.6% |
| Transcripted Credit | 46,572 | 180,648 | 84.6% | 79.0% |
| Totals | 52,543 ⁴ | 228,769 | 100.0% | 100.0% |

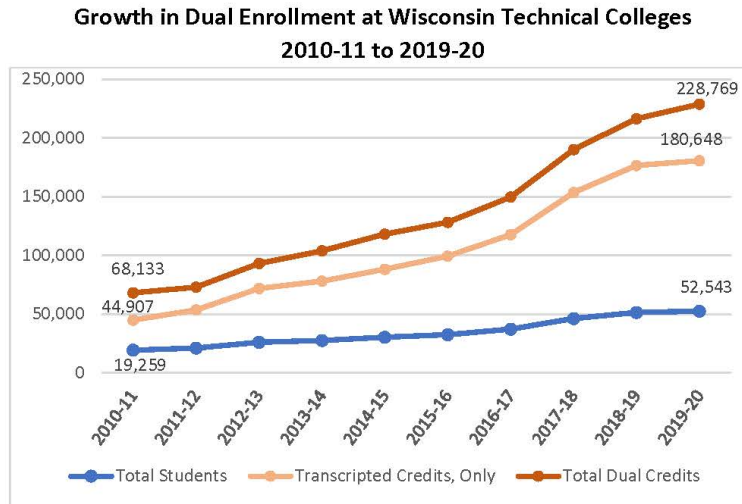
Growth in Dual Enrollment

High school student participation in dual enrollment has seen tremendous growth over the last 10 years at Wisconsin’s technical colleges. The number of high school students participating in

³ The Youth Options program was eliminated in 2017 Wisconsin Act 59, but the separate statute which authorizes the program at Wisconsin technical colleges (i.e., Wis. Stat. 38.12(14)) remained. The program was subsequently renamed “Start College Now.”

⁴Students may participate in more than one program. The total represents the number of unique (i.e., unduplicated) students.

dual enrollment programs at WTCS colleges has increase by 173 percent, and the number of WTCS dual enrollment credits earned by these students has increase by 236 percent.



Popularity of Transcribed Credit

Transcribed credit is by far the most utilized of the dual enrollment options provided by WTCS colleges. Compared to the other types of dual enrollment, the on-site instruction provided by high school teachers and immediate award of college credit upon successful completion by the student, offers several advantages to students, their families and high school districts:

- No additional transportation costs to a college campus.
- Participation in outside activities such as afterschool sports, clubs and part-time jobs are not disrupted as no commuting time to college location is required.
- Classes are easily incorporated into a student’s regular schedule and do not disrupt the programming of other required high school classes.
- Although assignments and grading are on par with a college level course, a high school teacher and classroom offer a familiar setting.
- No net cost to either the students, families or school districts.

Transcribed credit at risk due to new educational requirements of high school teachers.

Wisconsin’s higher education institutions (i.e., WTCS, the University of Wisconsin System and private non-profit institutions) along with those in 19 other states, are accredited by the Higher Learning Commission (HLC). In March of 2016, the HLC announced new, minimal qualifications for high school teachers of dual enrollment courses. Specifically, high school teachers must have a master’s degree in the subject they are teaching or at least a master’s degree and 18 graduate credit hours in the subject they are teaching. A gap analysis conducted in 2016 found that statewide, approximately 85 percent of Wisconsin high school teachers teaching WTCS courses in their high schools, did not meet this HLC requirement.

If a college does not comply and offers transcribed credits to students for classes taught by high school teachers without the required qualifications, the college runs the risk that it will lose its accreditation, which would be catastrophic for students and the college alike. Degrees from an unaccredited institution may not be recognized by employers, credits are unlikely to transfer to other colleges, and both the institution and the students would no longer be eligible to receive federal and state financial aid. Just as important, students' educational futures would be jeopardized. Since the credits are unlikely to transfer, students may need to repeat courses at the new institution and pay for credits they have already earned.

Higher education institutions were required to comply with these requirements by September of 2017, although institutions could apply for an extension until 2022. All WTCS colleges received this extension. In June 2020, the HLC extended the deadline for compliance to September 1, 2023, due to the disruptive effects of the COVID-19 pandemic.

Efforts to have high school teachers obtain the educational requirements have not been effective. Accordingly, it is anticipated that to ensure dual enrollment is readily available in Wisconsin high schools, technical college faculty will have to provide much of the instruction.

Recommendations

- **Continue WTCS suite of dual enrollment options.**
WTCS successfully offers a variety of relevant dual enrollment options to secondary students and their families, which acknowledges the many pathways to the completion of both a high school diploma and postsecondary degree or credential. Due to the overwhelming success and popularity of these options, no changes should be made to these programs.
- **Address transcribed credit crisis.**
Provide additional investment in WTCS colleges to help pay for additional WTCS instructors to teach dual enrollment credit courses.

ALVERNO COLLEGE
BELLIN COLLEGE
BELOIT COLLEGE
CARDINAL STRITCH UNIVERSITY
CARROLL UNIVERSITY
CARTHAGE COLLEGE
CONCORDIA UNIVERSITY
EDGEWOOD COLLEGE
HERZING UNIVERSITY
LAKELAND UNIVERSITY
LAWRENCE UNIVERSITY
MARIAN UNIVERSITY



MARQUETTE UNIVERSITY
MEDICAL COLLEGE OF WISCONSIN
MILWAUKEE INSTITUTE OF ART & DESIGN
MILWAUKEE SCHOOL OF ENGINEERING
MOUNT MARY UNIVERSITY
NASHOTAH HOUSE
NORTHLAND COLLEGE
RIPON COLLEGE
ST. NORBERT COLLEGE
VITERBO UNIVERSITY
WISCONSIN LUTHERAN COLLEGE

October 1, 2020

Emily Hicks
Staff Attorney
Wisconsin Legislative Council
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emily.hicks@legis.wisconsin.gov

Dear Ms. Hicks,

On behalf of the Wisconsin Association of Independent Colleges and Universities (WAICU), its 23 members and nearly 54,000 students, thank you for asking us to share information on WAICU-member dual enrollment programs. WAICU was founded in 1961 and is the “official” organization of Wisconsin’s private, nonprofit colleges and universities, providing services to colleges and universities as well as to the state of Wisconsin.

WAICU members offer a variety of dual enrollment programs for high school students, all designed to encourage college attendance and provide high school students with the opportunity to get a head start on their college degree. These programs enable students to earn college credits while in high school, credits that can be applied toward their college education, saving time and money and providing the opportunity to get a head start on both college and career. Dual enrollment partnerships are a critical bridge across the secondary and postsecondary continuum of education. This letter summarizes WAICU-member dual enrollment programs including those participating in the Early College Credit Program (ECCP), and those with organized concurrent enrollment program partnerships with high schools. This letter also includes a discussion of programs that encourage college attendance and recommendations for future policy improvements.

WAICU–Member Dual Enrollment Program Offerings

Early College Credit Program (ECCP)

WAICU annually surveys its members to gather information on the number and types of dual enrollment programs offered by our institutions. Results from those surveys show that 21 WAICU members offer

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President

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www.wisconsinprivatecolleges.org

courses to students through the ECCP. A listing of courses, including frequently taken courses through the ECCP, institution contacts, and high school partners as shared by the institutions can be found in the attached document [WAICU Member Dual Enrollment Programs](#). WAICU institutions have partnerships with more than 80 high schools or school districts.

It is important to note that WAICU-member institutions do not receive state subsidies as do the public two-and four-year institutions. WAICU institutions are also not allowed to charge any additional fees beyond the per credit charge. For ECCP courses, WAICU-member charges are set by state statute at one-third the cost per credit allowed to the University of Wisconsin - Madison under those same statutes. The actual cost per credit to deliver the course is well above this rate. Per credit prices at Wisconsin's private colleges average \$937 for a part-time undergraduate. Some WAICU members offer online ECCP programming for home schooled students and students in rural areas of the state who do not have an opportunity to attend in-person courses on a college or university campus.

WAICU members have reported that application deadlines for the ECCP limit opportunity for high school students and that it would be beneficial to provide more information on these programs to high school students in a timely way. The application process can be difficult to navigate, particularly for families who are unfamiliar with higher education and the course selection process. More on this is included in our policy recommendations below.

Concurrent Enrollment Programs

A number of WAICU members offer concurrent enrollment programs where students can take college-level courses at the high school taught by either credentialed high school staff or college faculty, these courses are for high school and/or college credit. These arrangements are made between the school and the institution and the per credit cost is determined as part of the contractual arrangement. A typical price of a concurrent enrollment program is around \$90 but prices vary based on the contractual arrangement. Two noteworthy and long-standing concurrent enrollment programs among WAICU members are the St. Norbert College Jumpstart Program which began in 1963 and Lakeland's Concurrent Academic Progress Program or CAPP. WAICU institutions value these critical partnerships with area high schools and embrace the opportunity to design programs that are "best fit" for the school and the needs of students. During the last legislative session, the concurrent enrollment programs were inadvertently subjected to the same changes made to the ECCPs. WAICU strongly supported separating these programs from the ECCPs. WAICU was successful. Again, these are long-standing contractual partnerships between schools and partner colleges and universities, offering a significantly discounted rate on a per credit basis. These successful partnerships should be maintained.

Programs to Promote College Going Behavior

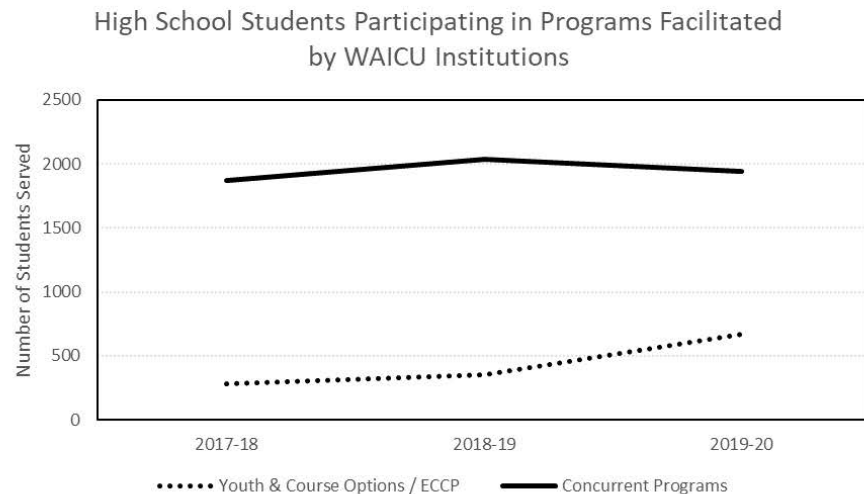
WAICU members offer many other programs focused on increasing college going behavior, but which may not be credit bearing opportunities. The majority of these programs target those historically underrepresented in higher education, such as low-income and minority populations. These programs are particularly important for students to see themselves as college students and to consider higher education as a viable option for their future. Colleges and universities work with potential students to encourage

them to embrace college as an opportunity and as something they can achieve. Such programs include math academies, partnerships with the Latino population to consider careers in nursing, and other efforts targeted at closing the achievement gap. Activities of two WAICU institutions are highlighted below:

- The Medical College of Wisconsin operates multiple programs designed to promote medical careers among underrepresented groups. One program, Apprenticeship in Medicine (AIM), consists of six weeks working with mentors in a clinical environment, shadowing clinicians while also studying/researching medical conditions of particular interest to the high school student. Another program, Research Opportunity for Academic Development in Science (ROADS), offers students seven weeks of hands-on research where they work as an intern for medical researchers.
- Concordia University has partnered with the Closing the Achievement Gap Consortium to host an annual Summer Institute for African American youth, offering the students a chance to connect with peers and mentors who help promote both academic and professional success. Two initiatives are sponsored, one each for men and women.

These activities represent a small fraction of the outreach efforts WAICU institutions undertake to close the higher education achievement gap in Wisconsin.

Below is a chart representing numbers of high school students participating in WAICU-member facilitated dual enrollment programs.



Source: WAICU Institutional Survey

WAICU Policy Recommendations

WAICU members greatly value dual enrollment program partnerships with area schools, families, and students. Listed below are several areas WAICU members feel programs can be improved to encourage enrollment in colleges and completion of college degrees—particularly for underrepresented students access these programs and succeed.

First, the application dates for ECCP have been an ongoing concern for students, families, and school counselors. The March 1 and October 1 deadlines come before many college and university course catalogs are formally updated and published; so courses students may choose and apply for may be out of date, no longer offered, or changed in some other way. Using a May 1 and December 1 application deadline would be better for those choosing ECCP courses. Alternatively, school districts could provide additional flexibility to students in the courses they can choose so that if one course is not available or there is no space in the class, another could be substituted. Unfortunately, the information provided on the dual enrollment program opportunities does not identify all the information needed for the student to make an informed decision and to take advantage of these opportunities.

Second, processing approval for the courses and payment may not be a priority for many high schools, and, as a result, the burden is often placed on the student's family or the college to continue to follow-up. Our institutions have also found that students, parents, and counselors are often unaware of some of the basics of the program. One simple reform would be for every school district and student that participates in ECCP to receive and sign a "Frequently Asked Questions" document to ensure everyone is knowledgeable of the process and of the options.

Third, freshman participation in ECCP is often not appropriate. Students should have a high school transcript covering at least the freshman year, before being allowed to participate. Experience of our institutions shows that, except in rare cases, freshman high school students are simply not prepared for college level courses and if they are unsuccessful in the dual degree program, the experience can have a negative impact on their eventual college careers.

Fourth, high school instructors teaching courses for Higher Learning Commission (HLC) accredited colleges or universities must meet the same minimum faculty qualifications as faculty hired by and teaching for the college or university. Staff teaching general education courses must have a Master's degree or higher in the discipline which they teach. If the instructor holds a Master's degree in another discipline, they still must have completed 18 graduate credits in the discipline they teach. WAICU institutions are offering high school teachers a range of sensible options to earn these credentials necessary to teach dual enrollment courses. It would be beneficial to provide additional grant support to teachers looking to earn 18 content-area credits of graduate coursework to meet HLC requirements. Providing funding directly to teacher candidates would yield additional credentialed high school staff and allow for an expansion of these programs.

Lastly, the ECCP program does not require a means-test for students to receive financial support for taking these courses. Studies have shown that students currently taking dual enrollment courses tend to be highly motivated students whose families have means. That is to say, the students are already on a

Hicks
October 1, 2020
Page 5

trajectory to attend college. The ECCP program does not target dollars to incentivize students who traditionally do not enroll in dual enrollment courses and pursue postsecondary education. WAICU has consistently expressed concern that by not currently targeting tax dollars to low-income and underrepresented students, the achievement gap will not only persist, but widen, leaving students without exposure to college-level work in high school and, therefore, at an additional disadvantage in the pursuit of higher education. The National Alliance of Dual Enrollment Partnerships has said, "...Steps are being taken to make the opportunity more accessible at the K-12 level, but without greater attention, the achievement gap between wealthier and less well-off students is likely to grow, continuing the demographic imbalance in dual-enrollment programs," and further narrowing the opportunity to grow our workforce.

WAICU supports rationing of funds based on family income as a stopgap in this time of fiscal distress. Ultimately, WAICU recommends that the state fund dual enrollment programs for all qualified students. I suggest designating a percentage of the state ECCP funds be appropriated for those students qualifying for free and reduced lunch. This targeting is similar to that which is done by the State of Wisconsin for Wisconsin Grants—the principal state student aid program for students in WAICU, the University of Wisconsin System, and Wisconsin Technical College System (WTCS). Again, students from families of means are already enrolling in these college-level courses at rates substantially below cost. The reduced per credit price is established in the statutes and all students, regardless of income, are already receiving the benefit of substantially discounted college credit pricing. Additionally, regardless of where the ECCP courses are taken, credits will transfer to most colleges and universities giving students a head-start on their college careers.

WAICU, the UW System and WTCS have set a joint voluntary attainment goal to increase the percentage of Wisconsinites with a postsecondary credential to 60 percent by 2027 to address Wisconsin's workforce shortages. A large part of this goal relies on targeting individuals with historically low attainment rates and low participation in dual enrollment programs.

Thank you for the opportunity to share information about WAICU-member dual enrollment programs and recommendations for future design of the programs. I am happy to answer any questions you may have or provide additional information.

Sincerely,



Rolf Wegenke, Ph.D.
President

Lac Courte Oreilles Ojibwe College

Odawa-zaaga'iganing
Lac Courte Oreilles

Mashkii-zibiing
Bad River

Waaswaaganing
Lac du Flambeau

Miskwabiikong
Red Cliff

Mitaawangaag
St. Croix



September 29, 2020

Daniel Schmidt, Deputy Director
Wisconsin Legislative Council
One East Main St, Suite 401
Madison, WI 53703

Deputy Director Schmidt:

On behalf of the Lac Courte Oreilles Ojibwe College, I want to thank you for including our information in your analysis of the Early College Credit Program, WI Stat 118.55. This program is an important part of the educational mission for the College and as such have some information we would like to have considered in any possible modifications.

There are three areas that we feel need some attention:

1. Deadlines
 2. Timing
 3. Funding
1. Under WI Stat 118.55(3)(a) the deadline for student's intent for college coursework is March 1 and October 1 for the preceding semester. Consider bifurcating the deadline to allow for Notice of Intent (same deadline) and allow for a separate May and December deadline for a student application. A later deadline for students allows the College to advise students on classes, including admission, course counseling, and financial information. Maintaining a separate deadline for the Notice of Intent to the School Board allows the credit determination, graduation assessment, and financial assistance to be determined sooner. The current framework nearly omits a student's opportunity to engage in the ECCP program. Splitting the March and October deadlines and allowing for a later deadline will improve the efficiency of the program.
 2. The timing for student intent, the school board credit determination, and the evaluation of the college course credits is scattered over the course of the entire semester. The timing for submission and the deadline for information is confusing and contradictory. Under Section 118.52(2), the student submission for admission to the College is unclear, except for the term "previous semester". Under WI Stat. 118.55(3)(a) the deadline for declaration and notification is so early in the semester, students and staff have no clear ability to evaluate the course offerings and credits for graduation. Under WI Stat 118.55(3)(b), the School Board has the entire semester to evaluate the college credit to determine if the class is acceptable for the

student's program. Standardize the deadlines with the March and October windows allowing for clear processes.

3. The funding determination is unfairly geared towards the student and the College. Change the funding model under WI Stat 118.55(5) and (6) to have the tuition and the credit determination equalized and available for all high school students involved in ECCP. Set the same value for high school and college credits for each college class enrolled regardless of location. Students taking college classes under ECCP should be fully funded and such funding should be included in the DPI appropriations as set by the Wisconsin Legislature. There should be no exclusion for any high school student who is eligible for the ECCP, all students should receive funding regardless of credit determination. Lack of funding is a major deterrent for any student who wishes to participate in ECCP.

Thank you for your consideration.

Miigwetch,

A handwritten signature in black ink, appearing to read 'RS', with a long horizontal stroke extending to the right.

Russell Swagger, Ph.D., President
Lac Courte Oreilles Ojibwe College

Dual Enrollment Feedback Survey Results Summary [WiRSA]

Do you have any concerns with how students are enrolled in the present dual enrollment programs?

Sometimes students are not able to take classes in a career pathway because of the "control" over courses by instructors at technical colleges.

With two programs it is confusing.

I do not believe districts should be able to cap the number of credits or not allow courses to be taken because they have an AP option.

Yes, the extra burden and cost on the district

Not really. Our process of checking if student met requirements to take a given class is a bit clunky and possibly needs some work but that is on us.

Timeframe is challenging. Students are requesting courses for approval before knowing when they will be available/scheduled during the semester they are requesting them for.

Only concern is that the universities do not respect our signup deadlines for students.

There is little coordinated process for enrollment of students in dual enrollment programs. Every college has a different process that is overly complicated, with a lack of communication. It is difficult for parents to navigate.

Yes - Each post-secondary institution has its own unique requirements, procedures, dashboards, timelines, material access etc. It is very difficult for school counselors to work with each individual student to find the most appropriate course for each student, and then assist them in applying to the institution, creating login credentials for each platform that the student needs to access. It is most difficult to achieve this during the fall semester since most secondary institutions start before most high school academic calendars begin.

Sometimes there are limitations due to dynamics of our tight schedules as small schools. Additionally, there are more students choosing (as we promote too) dual credit opportunities, so this does increase our reimbursements, and CTE Incentive Grants are intended to reimburse some of those programs/courses at \$1,000 per child, but often come in few hundred less.

I do not have concerns regarding the enrollment process.

The timelines are difficult. Particularly the Oct. 1st deadline

It is so random. Individuals benefit but not so much the school. Cost.

Do you have any specific recommendations in regard to how students are enrolled in the present dual enrollment programs?

There needs to be more ability for tech colleges to open up classes for HS students to take and less influence by tech college instructors.

Combine or delete the programs. Very few use the program because of the many online options.

These needed to be funded. We need to invest our finances in making our schools the best possible for all students.

The odds of matching up a desired class to an opening in a student's schedule plus a desire of the student to take that class results in not too many classes being taken. I do not know how to fix this.

Aligning the timeline for when the requests are due to the school district with the timeframe when Colleges and Universities typically have their course schedules available for the upcoming semester.

Yes, there needs to be a firm deadline for registration set for all. Universities Know we have a district set deadline and they still tell the students that schedules can be changed, and classes can be added. They just need to go ask or have their parents insist on it.

Have a singular approach or form for the enrollment of students.

Districts should get a reduced rate per credit.

Academic Advisors from the specific institution know their procedure best. It would be extremely helpful to meet with the Start College Now students in a group format to walk through the process with them. More communication from the Registrars Offices would also be beneficial. School Counselors could reinforce with the student's what steps they have yet to complete ie...background checks, students who have completed enrollment etc. It would also be valuable for the post-secondary schools to communicate if students have dropped courses and the percentage of the course the student may be required to pay. At this time, school counselors need to research this as well which is time consuming.

Providing additional reimbursement to schools offering these programs/opportunities as they expand.

The simpler the better

I would prefer that the summer school deadline was March 1st like it used to be because it limits the numbers of times we have to go through the whole process. It is a lot of additional work keeping track of all the forms and applications.

The separate processes for each institution make it a lengthy process and hard for follow through.

I would like to see more connections with what is approved. The state has ACP requirements, and this is great tool/location to tie in what they are looking to day k-14. Let us try to get more planning vs. just the mindset of getting credits.

What concerns do you have in regard to course costs and how the courses are paid for?

Costs have been okay.

The costs are complicated with two different programs.

I would like to see if grants can be available to help relieve some of the financial burden put on public schools.

I hope that the courses can remain affordable and accessible for all students.

We cannot continue to fully fund this program and our traditional program. The money could go to hire and train better teachers in our building for everyone.

I am not clear on the current process but would appreciate a deep discount if we are going to be left with only the courses that there is space in when all the other students have enrolled.

No cost for Dual Credit Courses with Nicolet

The budget fluctuates drastically some years. Hard to predict numbers.

It is left up to individual schools to determine whether they are going to pay for textbooks, technology, or other fees. There is not a uniform approach, as the law only applies to the cost of tuition.

Costs- especially UW System Credits

It becomes a drain on our budget when a lot of kids take classes. Now that online classes are popular, we have seen a spike in enrollment.

Cost is always a concern especially during these times when budgets are so tight because of COVID.

I would just suggest keeping course costs as low as possible. Since we live on the border between MN and WI, we are utilizing online course from MN due to the lower cost.

As mentioned, never desire to deny opportunity, and will support, but it's becoming a growing expense, yet it saves those students time and money - an investment for more consistent reimbursement for all qualifying courses would be appreciated...the economics at the macro level makes sense to offer a higher reimbursement.

None-the reimbursement for some costs is appreciated. I wish it worked the same for technical colleges/Start College Now

Would be good if high schools / districts could receive some reimbursement for tech credits, like we do for college credits. I know the price of the 4-year credits are significantly more, but we have quite a volume of students in the two-year programs.

The costs of the courses, books and materials are a large burden on our district. It is challenging for us to use those funds for college credits instead of meeting our building needs.

With increasing numbers of students participating the financial burden on small school districts is of great concern.

It is more shared now than it used to be.

Is there a way to give the students some ownership, not much for consequences for a dropped or failed class.

Yes, it is a drain on resources but only benefits students.

What recommendations would you suggest in regard to course costs and how the courses are paid for?

If the goal of the state is to continue to push these dual enrollment programs, there needs to be a categorical aid to help offset the costs.

I would prefer the program to be free as an introduction to the schools and hopes of continued enrollment.

Some kind of state aid that will offset the local school's burden.

It is working well

The current set up seems workable and doable for us.

Fund it completely or get rid of it. It should not affect the district budget.

deep discount

Of course, it would be great if costs were lowered.

Identify these additional costs and provide funding for these so it is not a hardship for parents or the school.

Have a flow through pot of money at the state level that is outside our budget.

More in line with what a school gets for aid per student.

My only suggestion above was to make school counselors aware when a student drops an online course, so we can request the necessary funds from the student.

As mentioned, never desire to deny opportunity, and will support, but it's becoming a growing expense, yet it saves those students time and money - an investment for more consistent reimbursement for all qualifying courses would be appreciated...the economics at the macro level makes sense to offer a higher reimbursement.

None-the reimbursement for some costs is appreciated. I wish it worked the same for technical colleges/Start College Now

Would be good if high schools / districts could receive some reimbursement for tech credits, like we do for college credits. I know the price of the 4-year credits are significantly more, but we have quite a volume of students in the two-year programs.

It would be extremely helpful to have a larger reimbursement amount or share the cost with families.

Either fully funded by the state or having parents/guardians responsible for a portion of the course costs.

We would not mind seeing spelled out about how students, high school, and post-secondary have financial responsibility: kids should have skin in the game.

What additional recommendations would you make in regard to the simplification or consolidation of the current dual enrollment programs.

There needs to be a way for state funding to assist with courses that may be taken at a college in a border state. Some high schools are much closer to colleges and tech colleges in a border state than they are to any system school in Wisconsin.

Combine the two programs or delete them all together.

Stop the dual enrollment with 4-year colleges and only have technical college opportunities.

Parents should pay for these credits if they want them.

I am all for simplification and clarity

Process for registering students is easy, no issues.

It would be nice if there was a single system and payment set up instead of different ones for 4 year and 2-year schools.

Clear statewide deadlines for registration

The timelines for the process are conflicted and overly complicated. Students must submit their application for the program, with courses listed, prior to the colleges publishing their course schedule for the subsequent semester. This creates an issue from the beginning. Students must submit their application to their school district. Then submit it to their college. They then wait for course schedule to be published to know exactly what is offered. They then make the necessary changes, but if it is a new course added then they must resubmit the application. They then must apply for enrollment to the college. Once accepted they must complete registration for the classes at the college. This can only be done after the other college students have signed up for classes. This is typically only a couple weeks before class starts. This whole process is laborious and not efficient.

Ease of getting dual credit courses for students who live in rural areas.

It would be most beneficial to include the cost of books and materials in these courses. As it is now, School Counselors and other personnel are ordering books, returning books from several online providers which is time consuming. (Amazon, Chegg etc.)

We would like to include our concurrent enrollment classes in with the dual enrollment, meaning that students are only allowed 18 credits between the two programs. We would also like to be able to apply for reimbursement for the concurrent enrollment courses that we offer. I also get frustrated that information changes with ECCP/SCN frequently and updates do not happen very often. It would be nice to see them included in DAC Digests or sent out to counselors and principals in the state. I often will call DPI, UW Schools, or UW Help and get different answers to questions.

Put UW and SWTC together to have just one set of rules instead of separate.

Simplification or consolidation would be great

Other comments

We need to overcome the HLC challenge of credentialing staff. This is paramount and as important as the aforementioned matters - without credentialed staff, there will be limited dual enrollment opportunities.

The involvement in dual enrollment options for students at Unity has increased with the onset of the ECCP and Start College Now programs. There are many things that need to be adjusted in the process and the colleges, especially for the ECCP program, need to solidify a consistent process from one school to the next. For example, zero schools actually have their course catalogs complete by the time that the students have to turn in their forms. This creates a really confusing process and also requires schools to submit forms numerous times, with Board approval, because the courses have changed based on availability. Once those items are set, the next hiccup is that schools have a different registration process, which is very confusing for students and their parents. Once a student gets over those two hurdles, it is an amazing program/opportunity for students, and it opens the door for so many things for our students. One suggestion I would make would be to start a committee that includes HS administrators etc. to work with post-secondary institutions to strengthen the process and evaluate the programs over time.

Daniel W. Schmidt
Deputy Director, Wisconsin Legislative Council
One East Main Street, Suite 401
Madison, WI 53703

September 30, 2020

Dear Mr. Schmidt,

In response to your invitation for input into your Interim Research Report on Dual Enrollment Programs, I suggest considering the following:

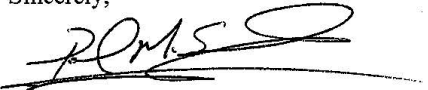
1. Financial support for high school teachers to earn Master's degrees and/or graduate credits in their content to teach dual enrollment – this is essential otherwise teachers won't work towards their Master's Degree which will eliminate opportunities for high school students to earn college credits. This is especially important for rural districts where students may not have easy access to colleges.
2. Have students/parents put some "skin in the game" when taking college credits. Too many students drop courses after the deadline for reimbursement and the school districts have to pay for these courses! - Yes, while we can request reimbursement from the student/parents, they don't pay us as they know there is nothing we can do about it if they don't - we can't even withhold their diploma! All fines, fees, expenses, lunch costs, etc.. should be required to be paid to school districts before diplomas are given &/or students should have to pay for part of the classes upfront before they are allowed in.
3. Focus more on promoting the technical colleges as they are cheaper for tuition and are more regionally located throughout the state. I guess there is also a rule that a tech college can't offer liberal arts programs such as the College Transfer Academy that CVTC has if there is another 2-year college in the region? As an example, because of UW-Barron County, WITC can't offer a College Transfer Academy? This academy is 28 credits with 26 credits guaranteed to transfer into any of the UW colleges through the Universal Transfer Credit Program. About 25% of my seniors enroll in this each year at CVTC and have a head start on their 4 year degrees! Allow all technical colleges to provide a liberal arts associate degree. The technical college courses are cheaper to take and are more regionally placed around the state.
4. Do not allow districts to deny participation in college credits because a similar or AP (Advanced Placement) course is available from the district. Students should be able to choose if they want college credit based on taking a single AP exam, or just taking and passing a college course.
5. Require school districts to allow more than 18 college credits. While some of us do this, others won't because of either cost or they don't want their own staff to

have a reduction in students and/or have to reduce staff. These programs are about the students, not the adults, so provide the students more opportunities and let them enroll in what they are ready for!

6. I'm VERY impressed with CVTC and the opportunities they have made available. Anytime I have requested a student be part of one of their programs, they have found a way to get it done! Kristel Tavare at CVTC leads these programs and has really made the program grow there.
7. It would be much less complicated to streamline these programs so we have one set of rules. It would also make running these programs more efficient for the personnel overseeing them.

Thank you for your invitation and consideration in this matter.
If you have any questions about my thoughts, please feel free to contact me at pmschley@cornell.k12.wi.us or call me at 715-861-6970.

Sincerely,

A handwritten signature in black ink, appearing to read 'PMS', is written over a horizontal line.

Paul M. Schley, Ed.D.
Superintendent/Elem. Principal/Director of SPED
Cornell School District

Dual Credit Task Force

Expanding the positive impact of dual credit programs through credentialing more Wisconsin high school teachers

Growing need for support of dual credit programs

- Demand for dual credit courses is accelerating nationally. The National Alliance of Concurrent Enrollment Partnerships (NACEP) estimates that nearly 18,000 public high schools enroll students in college courses and that students in four out of five high schools in the United States take college courses.
- Total statewide dual enrollment credits earned by high school students at Wisconsin's technical colleges increased from 103,799 in 2013-14 to 190,064 in 2017-18 – an increase of 83 percent in four years. With the WTCS dual enrollment programs, more than 46,000 Wisconsin high school students get a head start on college each year at a savings of over \$25,000,000.
- The number of high school students taking UW courses more than doubled over the last decade, from 3,392 in 2008-09 to 8,089 in 2016-17. For comparison, the Wisconsin resident undergraduate population was five percent lower in fall 2016 than in fall 2008. Four institutions in 2016-17 accounted for 91% of high school students enrolled in dual credit courses: UW-Oshkosh (44%), UW Colleges (27%), UW-Green Bay (15%), and UW-Whitewater (5%). Most high school students in 2016-17 took one or two UW course sections (88%) and three to five UW credits (71%).
- The two primary factors contributing to the demand for dual enrollment are: College Savings - The ability to earn college credits at free or reduced prices. In 2015, it is estimated that WTCS dual enrollment programs provided students and families with the opportunity to save between \$14.6 and \$19.7 million towards the cost of higher education. Student Success - Students in dual credit courses are more likely to complete high school, achieve academic success, enroll at a higher education institution and attain a degree (Institute of Education Sciences, 2017). Additionally, the accelerated time to credential allows individuals to enter the workforce faster as qualified, skilled candidates in the state's highly competitive labor market.
- The Higher Learning Commission (HLC), the accreditation body for public and private colleges and universities, recently announced that it would enforce accreditation standards for teachers delivering dual credit programs. By September 2022, (recently modified to September of 2023) all teachers of general education courses under HLC guidelines will be required to have a master's degree or higher in their discipline. If teachers have a master's degree not related to the area of instruction, they must take 18 graduate credits in the specific discipline they are teaching (HLC, 2016). It is estimated that 85 percent of Wisconsin high school teachers who are teaching dual enrollment general education courses for the technical colleges, don't meet this new HLC requirement (WTCS, 2017).
- A consortium in Northeast Wisconsin comprised of K-12, higher education two-and four-year institutions and Northeast Wisconsin Educational Resource Alliance (NEW ERA) identified 180 teachers that fail to meet the HLC requirements-teachers who have a master's degree, but not in their discipline. Additionally, 65 teachers do not have a master's degree. The assumption is that Northeast Wisconsin represents 25% of the state's needs; thus, the total number of Wisconsin dual credit teachers, currently, who need to earn additional credentials to meet HLC standards is approximately 980 teachers. At the current rate of expansion of dual credit opportunities, it is expected that 1,225 high school teachers will need to meet HLC standards.
- Recognizing the need to support dual credit programs, the State of Wisconsin appropriated \$3.5 million in tuition for high school teachers to earn graduate credits. Three million dollars (\$3.0M) was made available in the 2018-2019 biennium budget process and is administered through the Department of Workforce Development (DWD) Office of Skills Development as competitive Fast Forward grants to WTCS institutions. The Wisconsin Senate appropriated an additional half-million dollars (\$.5M) in 2017 (Wisconsin Senate Bill 711, 2017). The estimated impact of adequately supporting the 1,225 high school teachers who need to earn additional credentials is \$12 million (1,225 teachers at \$545/credit x 18).

- The cascading effect of this HLC credentialing challenge is that if there are fewer qualified high school teachers, that translates into fewer dual enrollment courses taught at high schools and then fewer dual credits earned by high school students. Thus, the positive momentum of Wisconsin’s dual enrollment programs is at risk unless there is additional financial support for high school teachers to earn graduate credits and meet the HLC requirements and additional incentives for these teachers to continue teaching dual credit courses.

Request

- The request for FY20 is \$9,000,000 (\$6 million to cover tuition, books, materials and fees and \$3 million to award incentive grants).
- The request for FY21 is \$9,000,000 (\$3 million to cover tuition, books, materials and fees and \$6 million to award incentive grants).

Benefits to the Request

- Teachers will have a significant economic incentive to earn their graduate credits and meet HLC requirements and to continue to teach dual credit courses. Teachers will also have a clear line of sight on how their pursuit of the master’s degree will be funded and supported by the tuition grant program and future incentives. More importantly, it is the recognition by the state of Wisconsin that dual credit teachers are a vital link to workforce readiness and time to the credential.
- The cost to students and families for higher education will continue to decline as more students are able to earn college credits while in high school.
- K-12 districts will have more master’s degree teachers and the likelihood of greater retention of dual credit teachers within communities because there is the same stipend standard across small and large districts throughout the state. Specifically, this will assist rural communities to attract, retain, and develop their teachers.
- Higher education institutions will benefit from an increase of students enrolled in dual credit courses that translates to more students enrolled in colleges and universities and greater student degree attainment. Additionally, four-year universities will benefit from providing the graduate credit and master’s degree credentials and the opportunity to deliver more online hybrid graduate level courses.
- Employers in the state of Wisconsin will have measurable benefits from this appropriation in that more students graduating from high school will have college credits, thus enabling a higher skilled entry level workforce. The three most prevalent dual credit courses taken by high school students are English, math, and communication.
- Students and their families will experience the economic and social benefits of “being on a pathway toward a goal,” consistent with the Academic and Career Planning initiatives in Wisconsin (DPI, 2018). Earning college credit in high school is one of the keys to career success.

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AN ACT *to create*

A grant program to support college courses taught in high schools and making an appropriation.

SECTION 1. 20.235 (1) (c) of the statutes is created to read:

20.235 (1) (c) *Dual enrollment credential grants.* The amounts in the schedule for grants under s. 39.51 (2). No moneys may be encumbered under this paragraph after September 30, 2022

SECTION 2. 39.51 of the statutes is created to read:

39.51 Dual enrollment credential grants. (1) In this section:

(a) "Dual enrollment courses" means courses of study designed to provide high school students with the opportunity to earn credits in both high school and an institution of higher education, including transcribed concurrent credit courses or other educational services provided by agreement between a school district and an institution of higher education.

(b) "Institution of higher education" has the meaning given in s. 118.19 (1c) (a).

(c) "Membership" has the meaning given in s. 121.004 (5).

(d) "School year" has the meaning given in s. 115.001 (13).

(2) Beginning July 1, 2019, from the appropriation _____, grants shall be awarded to public school districts authorized under s. 118.40 (2r) to support dual enrollment programs taught in high schools. These grants shall be awarded for the purpose of assisting high school teachers in covering tuition, fees, materials, and book expenses for courses taken to meet the minimum qualifications as defined by the Higher Learning Commission (HLC), necessary to teach dual enrollment courses.

(3) To the extent possible, each school year grants shall be awarded to public school districts in proportion to the number of high school faculty teaching and anticipated to teach dual credit courses who have not met HLC minimum qualifications. These funds shall be awarded to high school teachers of dual credit who do not meet the credential requirements of the accrediting body of the Higher Learning Commission, provided said teacher enrolls and satisfactorily completes any course or courses needed to meet HLC minimum standards.

A teacher may be awarded funds to support up to eighteen graduate credits at a rate equal to no more than \$600.00 per credit that are directly related to meeting HLC minimum requirements for high school teachers teaching dual credit courses.

The teacher may also apply the supported courses to meet the requirements to attain a Master's Degree so long as the teacher is teaching or anticipates teaching dual credit courses. Funds may not be used to support Master's degree courses not directly related to the content area in which the teacher is teaching dual credit.

(4) At the end of each fiscal year each public school district shall submit the following information:

(a) The number of high school teachers who received financial assistance funded by the grant.

(b) The total number of postsecondary credits completed by high school teachers that were funded by the grant.

(c) The number of high school teachers described under par. (a) who met the HLC minimum requirements to teach dual credit courses.

(5) No grant may be awarded under this section after September 30, 2022.

Section 3. Grants for high school teachers meeting HLC minimum requirements to teach dual credit courses

(1)(a) The Department of Public Instruction shall annually award grants for up to ten years to any person to who meets all of the following requirements:

1. Is certified by a nationally accredited institution of higher education to have met the HLC minimum requirements to teach a dual credit course
2. The person maintains his or her license as a teacher issued by the state superintendent or remains employed as a teacher in a private school or tribal school located in this state.
3. The person remains employed as a teacher in this state.
4. The person receives a rating of proficient or distinguished on the educator effectiveness system or the equivalent in a school that does not use the educator effectiveness system.

(b) The department shall award the grants under this subsection annually, one grant in each of the school years following the school year in which the HLC minimum standards are met.

(c) The amount of each grant under par. (a) shall be \$2,500 in any school year in which the recipient is employed.

(4) The department shall promulgate rules to implement and administer this section, including rules relating to all of the following:

(a) The application process, including necessary documentation.

Recommended Appropriation

Appropriation necessary to provide needed tuition, fees, and books (Section 2)

FY20 - \$6,000,000

FY21 - \$3,000,000

Annual appropriation necessary to provide grants to high school teachers meeting HLC minimum requirements to teach dual credit courses (Section 3)

FY20 - \$3,000,000 (assumes 1,200 teachers - \$2,500 stipend)

FY21 - \$6,000,000 (assumes 2,400 teachers - \$2,500 stipend)

Wisconsin Legislative Council

Input for Interim Research Report on Dual Enrollment

by Dan Conroy
Vice President of Human Resources (Ret.)
Nexen Group, Inc.
September 12, 2020

*“Forget terrorism and weapons of mass destruction, the next global war will be fought over human talent – and America is already losing.” – David Heenan, author of *Flight Capital**

The best research to date indicates that 47% of all US Jobs are likely to be replaced by technology over the next 10 to 15 years, more than 80 million in all, according to the Bank of England.

Introduction

We are at a point where jobs and careers are facing a disruptive and tectonic change. Technology, artificial intelligence, and innovation are already changing all the rules. There will be great opportunities and bitter disappointments resulting in an increasing gulf between (knowledge) haves and have nots.

Wisconsin is blessed with excellent pre-K-12 schools, technical colleges, and universities. It does not have an overabundance of citizens with post-secondary degrees, and future demographics show a declining number of young people. Dual enrollment helps set the stage for more Wisconsin citizens to pursue post-secondary education, and hopefully more of these young individuals will remain in the state. Whatever we can do to boost the number of students involved with dual enrollment (especially in Greater Wisconsin) will help them more fully achieve their potentials, improve the vitality of rural communities, and improve the state economy. The default should be to make dual enrollment happen and make it easy.

All stakeholders have a role, and my thoughts on the various stakeholders follows.

State of Wisconsin

The state benefits from a well-educated workforce. State and local economies are more robust, communities are more vibrant and students getting a head start on post-secondary education is an antidote to the many challenges that are facing small town America. Dual enrollment is worthy of state investment, and the state will see a return on that investment.

Pre-K-12 Schools

It is their mission to help every student reach their potential. Dual enrollment makes classes available that gives students access to resources that stretch their talents and abilities. This is especially important in smaller schools. Additionally, this gets students started on a path to pursue post-secondary education after graduation, which is critical in today's economy.

I have witnessed outstanding classes and programs delivered at local schools because of the cooperation and assistance of technical colleges and universities. I completely agree with the comments submitted by Mark Tyler in this regard. Whatever can be done to credential these classes, and certify the teachers should be done. We should make it easier, not harder for this course delivery approach to be recognized.

Finally, the cost of this important but unfunded mandate is a truly a burden for school districts. They shouldn't be penalized because these costs are included in revenue caps. I would recommend that all costs associated with dual enrollment programs be allowed to be assessed above the revenue cap limits. A means to smooth this would be to use a 3-year rolling average of these costs

Technical Colleges and Universities

I have observed them as excellent partners. The classes they provide, whether on campus, online, on site, or by K-12 staff, help challenge and enrich high school students. The post-secondary institutions also receive a benefit in that they will be attracting future students to their campuses after graduation. As such, they should share in, or discount some of the costs.

Finally, for a large number of students in Greater Wisconsin, distance from a technical college or university is a barrier to attending classes on campus. In addition to online classes, the degree to which institutions of higher learning can co-locate at K-12 schools, and/or approve K-12 staff and programs for college credits, the better for all. We should make this easier, not harder.

Students

Students will meet your expectations. If you have high expectations, they will meet them. If you have low expectations, they will meet them. In addition to tuition and books and materials costs, transportation can be a substantial cost. In a perfect world, no students would pay any costs for this part of their education. If this is not possible, *no student who is eligible for free and reduced lunch should have to pay any costs for dual enrollment programs.* The difference we can make in their lives is incalculable.

One Final Consideration

I would like to see all the stakeholders in Dual Enrollment contribute to a simple but powerful goal – **Double the Number of First-Generation Technical College and University Graduates in Wisconsin.** Those of us who have benefited from the education we received at Wisconsin's excellent post-secondary institutions see to it that our children also have that advantage. With the disruptive forces that are crushing entry level jobs, it is more important than ever that all Wisconsinites have the education they will need to be successful. Helping a student become the first generation to earn a technical college or university degree, not only transforms their life, it transforms the lives of future generations.

A Tale of Career Pathways

