



## Early College High School Initiative

# Smoothing the Path

## Changing State Policies to Support Early College High School

Case Studies from Georgia, Ohio, Texas, and Utah

JULY 2006

The Early College High School Initiative  
is sponsored by  
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## About the Early College High School Initiative

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Early college high schools are small schools from which students leave with not only a high school diploma but also an Associate's degree or up to two years of college credit toward a Bachelor's degree. By changing the structure of the high school years and compressing the number of years to a college degree, early college high schools have the potential to improve graduation rates and better prepare students for entry into high-skill careers.

The Bill & Melinda Gates Foundation, along with Carnegie Corporation of New York, the Ford Foundation, and the W.K. Kellogg Foundation, is funding the Early College High School Initiative. The 13 partner organizations are creating or redesigning more than 250 pioneering small high schools. Jobs for the Future coordinates the Early College High School Initiative and provides support to the partners and to the effort as a whole.



**JOBS FOR THE FUTURE**

CREATING STRATEGIES  
for Educational and Economic Opportunity

Jobs for the Future seeks to accelerate the educational and economic advancement of youth and adults struggling in today's economy. JFF partners with leaders in education, business, government, and communities around the nation to: strengthen opportunities for youth to succeed in postsecondary learning and high-skill careers; increase opportunities for low-income individuals to move into family-supporting careers; and meet the growing economic demand for knowledgeable and skilled workers.

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## Acknowledgements

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# Smoothing the Path

## Changing State Policies to Support Early College High School

### Case Studies from Georgia, Ohio, Texas, and Utah

#### *Executive Summary*

*Smoothing the Path* describes successful state-level strategies and policy lessons that have been learned in four states during the development of schools that integrate secondary and postsecondary education. Statewide efforts in the multi-year Early College High School Initiative, which began in Ohio and Utah in 2002 and in Texas and Georgia in 2004, show how the barriers are being addressed. JFF asked the organizations coordinating the initiative in those states to prepare the case studies to help both education leaders who are designing similar schools and policymakers who are exploring how to sustain and expand them.

Because implementing early college high schools requires coordination between secondary and postsecondary education policies, the cases also expose the systemic misalignment that must be addressed to improve the transition from high school to and through postsecondary education—independent of early college high schools themselves. In other words, the fledgling early college high school movement points to challenges states face in building more robust dual enrollment programs, expanding Advanced Placement opportunities, and promoting other approaches that integrate high school and college work.

The case studies in *Smoothing the Path* present the first steps in a long-term agenda to align and integrate grades 9 through 14 so that students can move more seamlessly into postsec-

ondary education. Two case studies look at changes in fiscal policy to support early college high schools; two address improvements in alignment across high school and college.

#### **Fiscal Policies**

*Ohio:* KnowledgeWorks Foundation has been integral to advancing research-based policy recommendations and educating state and local policymakers about the probable benefits of early college high schools. The legislature has approved a KnowledgeWorks proposal that the state budget include two years of “supplemental” funding for the support of early college high school partnerships through both the Department of Education and the Board of Regents. This funding totals more than \$8 million.

*Utah:* The Utah Partnership for Education, Inc., has engaged business and political leaders who are working to secure federal and private grants to create sustainable capital funding sources for early college high schools. A feasibility study for each proposed early college high school assesses issues related to the policy, regulatory, funding, and space environments. This past legislative session, the legislature appropriated \$8.3 million for concurrent enrollment. An additional \$2.1 million was appropriated to the last three early college high schools for start-up costs and facilities.

## Alignment

*Georgia:* The University System of Georgia has secured an exemption that allows early college high schools to use a framework of P-14 competencies being developed by the state—through its efforts to create a coordinated P-16 education system—for determining each student’s college course readiness, rather than the typical minimum combined GPA and SAT score requirements. Georgia also provides full tuition funding through the ACCEL Grant program for high school students to enroll in college classes.

*Texas:* The support of state leaders for early college high schools and the alignment of this effort with other education initiatives have resulted in processes for identifying and addressing unique policy needs. For example, the Texas Education Agency and Communities Foundation of Texas have organized a statewide Early College High School Working Group of K-16 education leaders. The group identified needed rule changes, which led to a proposal by the Texas Higher Education Coordinating Board to give early college high schools enough discretion to determine each student’s college readiness and the number of college courses they may take, using state-approved assessments under the Texas Success Initiative.

## Lessons for the Field

*Smoothing the Path* also summarizes the advice the intermediaries would give to future early college high school developers:

- *Gain early support from key state leaders and stakeholders;*
- *Coordinate P-16 education policies with the development of early college high schools; and*
- *Make the case for financing integrated courses of study.*

To the degree early college high schools succeed in raising student outcomes in terms of both completing high school *and* a postsecondary credential, they can serve as critical evidence in support of expanding—perhaps making permanent—policy changes that fundamentally change the structure of the transition from high school to college.

## Introduction

*Smoothing the Path describes successful state-level strategies and policy lessons that have been learned in four states during the development of schools that integrate secondary and postsecondary education. It builds on an earlier Jobs for the Future study, Integrating Grades 9-14: Policies to Support and Sustain Early College High Schools, that identifies barriers to implementing these innovative schools.*

*Statewide efforts in the multi-year Early College High School Initiative, which began in Ohio and Utah in 2002 and in Texas and Georgia in 2004, show how the barriers are being addressed. JFF asked the organizations coordinating the initiative in those states to prepare the case studies to help both education leaders who are designing similar schools and policymakers who are exploring how to sustain and expand them.*



Because implementing early college high schools requires coordination between secondary and postsecondary education policies, these case studies also expose the systemic misalignment that must be addressed to improve the transition from high school to and through postsecondary education— independent of early college high schools themselves. In other words, the fledgling early college high school movement points to challenges states face in building more robust dual enrollment programs, expanding Advanced Placement opportunities, and promoting other approaches that integrate high school and college work.

National statistics on the progression of students from high school to college illustrate why it is imperative to better connect and integrate secondary and postsecondary schooling. For every 100 low-income students who start high school, only 65 will get a high school diploma and only 45 will enroll in college. Only 11 will complete a postsecondary degree.<sup>1</sup> Clearly, only bold education policies and practices will ensure that more young people earn the postsecondary credentials that are crucial to their individual economic security and the viability of our nation's economy.

Early college high schools represent one such strategy. These small schools are designed so that students can earn both a high school diploma and up to two years of college credit in four or five years— graduating with either an Associate's degree or two years toward a Bachelor's degree. The schools, which typically enroll a maximum of 400 students, target low-income youth, racial minorities, and others who are underrepresented in higher education. Students start college-level work as soon as they are able, sometimes as early as the ninth grade. What motivates them are a challenging academic environment, the promise of tuition-free college credit, and the support they need to prepare for the academic and social expectations of postsecondary life.

In four years, the Early College High School Initiative has created 86 of these schools, serving over 12,000 students, in 24 states. Through the initiative's continued efforts, more than 250 early college high schools will ultimately open.

Crucial to the initiative are 13 state and national "intermediary organizations."<sup>2</sup> It is the task of these organizations to guide and support partnerships between school districts and colleges to create the schools. These organizations vary in focus, from targeting particular underrepresented groups in national networks to stressing certain fields of

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**Many state education policies pose significant challenges to developing schools that integrate high school and college.**

study. The four intermediaries that prepared the case studies for this paper all focus on statewide initiation of early college high schools:

KnowledgeWorks Foundation in Ohio, the Communities Foundation of Texas and the Texas Education Agency, the Pre-school through College Department of the University System of Georgia in partnership with the Georgia Department of Education, and the Utah Partnership for Education, Inc.

Creating an early college high school is no simple matter. Many state education policies pose significant challenges to developing schools that integrate high school and college. One serious problem is that policies governing K-12 education do not work in concert with those governing postsecondary education. In fact, these policies often discourage two essential features of early college high schools: the high school/college cooperation needed to align standards, integrate curricula, and create student support systems; and the ability of students to advance to college-level work as soon as they demonstrate they are ready.

Specific policy barriers include:

**Dual credit restrictions:** Early college high school students should be able to count college courses for both high school and college credit. Some states do

not permit this, although the college content meets or surpasses that of a high school course and has the added advantage of allowing students to advance toward a postsecondary degree.

**College eligibility requirements:** Early college high school students should advance to college courses as they are ready, based on transparent standards and subject-specific assessments. However, some states limit the number of college courses high school students can take or restrict enrollment to students with minimum cumulative grade point averages or combined SAT scores so that a student with strong math scores cannot take college math if her/his English language arts scores do not meet the standard.

**Transfer rules:** Clear, formal, statewide articulation agreements would ensure that graduates of early college high schools can transfer their college courses easily to a four-year postsecondary institution and shorten the time to a Bachelor's degree. Few states have enacted such agreements across postsecondary education institutions to establish a systematic means of equating courses for transferring credit.

**Funding limitations:** Funding arrangements for schools and students should promote, rather than inhibit, integrated schools that support transitions into college coursework and help students avoid remedial classes. In most states, high school students are ineligible for college financial aid, even though early college high schools would use this aid efficiently. Also, in many states K-12 districts lose funding when students enroll in college courses. This can discourage high schools from entering into partnerships with postsecondary institutions to start early college high schools.

**Constraints on autonomy:** An early college high school needs autonomy to design a unique, integrated education environment that enables students to accelerate to and through the first two years of postsecondary education. Few states explicitly grant this autonomy to new schools or to school districts.





## The Case Studies

These case studies present the first steps in a long-term agenda to align and integrate grades 9 through 14 so that students can move more seamlessly into postsecondary education. While the levers pulled to accomplish the changes to date are modest, they suggest that the states highlighted are open to harmonizing dissonant policies—or, at least, finding enough latitude within existing rules—to establish a total of 49 early college high schools.

In each of the four states featured here, intermediaries funded to work on statewide implementation of early college high schools volunteered to submit written reports of their progress for a conference in 2005; these cases are adapted from those reports. The early college high school intermediaries describe their strategies to address policy needs, secure changes, and engage critical stakeholders in the process. They also look at the work ahead. Much remains to be done to achieve the statewide policy conditions that are necessary to support and sustain early college high schools, as well as to design other policies and programs that can foster a more integrated secondary and postsecondary education system.

Two case studies look at changes in fiscal policy to support early college high schools; two address improvements in alignment across high school and college.

### Fiscal Policies

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### Alignment

**Georgia:** The University System of Georgia has secured an exemption that allows early college high schools to use a framework of P-14 competencies being developed by the state—through its efforts to create a coordinated P-16 education system—for determining each student’s college course readiness, rather than the typical minimum combined GPA and SAT score requirements. Georgia also provides full tuition funding through the ACCEL Grant program for high school students to enroll in college classes.

**Texas:** The support of state leaders for early college high schools and the alignment of this effort with other education initiatives have resulted in processes for identifying and addressing unique policy needs. For example, the Texas Education Agency and Communities Foundation of Texas have organized a statewide Early College High School Working Group of K-16 education leaders. The group identified needed rule changes, which led to a proposal by the Texas Higher Education Coordinating Board to give early college high schools enough discretion to determine each student’s college readiness and the number of college courses they may take, using state-approved assessments under the Texas Success Initiative.

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## The Policy Lessons to Date

Through working with state and national intermediaries in the Early College High School Initiative, JFF has found that certain “enabling policy conditions” are within easier reach than others:

### Easiest

Many states already allow *dual crediting* and permit college courses to count toward high school seat time requirements. Other states might be more open to change if policymakers can be convinced that dual crediting is not tantamount to “double dipping” by high schools and colleges, with two institutions claiming state per-pupil funding for the same student.

States have generally shown a willingness to consider exempting early college high schools from certain statewide *college course eligibility rules*. This acknowledges the need for students to accelerate into college courses and toward the Associate’s degree goal as soon they are academically ready.

### Harder

Ensuring that college course credits earned in an early college high school *transfer* to a Baccalaureate program is a necessary enabling condition, and many states have long struggled to build systemic transfer and articulation agreements to help students transferring from two- to four-year postsecondary institutions. That said, it is a challenge for postsecondary institutions to interpret and accept dual credit courses for transfer. They sometimes question the quality of college courses that contain high school students, especially if those courses are taught on high school campuses.

Certain state conditions, such as charter school laws or the clear initiative of state leadership, can grant the *autonomy* that early college high schools need to begin and operate. Over the long term, however, authorization of unique school practices also depends upon the support and interest of local constituencies, including districts, teachers, and collec-

tive bargaining units. For example, state and federal laws may make it possible for early college high schools and their partners to allow college professors to teach courses for college and high school credit, or even for high school teachers to get adjunct faculty status for this purpose. But these arrangements rely on the consent and cooperation of high school and college teachers, who must see them as advantageous and not threatening.

### Hardest

There have been modest but notable steps to help *finance* early college high schools in some states. Georgia and Tennessee, rare states with their own sources of funding for financial aid and scholarship programs (i.e., sources not tied to federal financial aid that restricts students enrolled in high school from receiving aid for college courses), have made aid accessible to high school students for college courses. Overall, though, the ability of state finance systems to fund an integrated secondary/postsecondary curriculum remains quite limited.

Moreover, as noted about dual crediting, many policymakers are leery of what they perceive to be any “double” funding of high schools and colleges for dual enrollees.

## Lessons for the Field

The tables in the appendix outline the status of each state according to the main policy areas of concern to early college high schools. As the appendix illustrates, the intermediaries featured in these cases have not overcome all of the challenges to integrating secondary and postsecondary education. Below we summarize the advice the intermediaries would give to future early college high school developers:

***Gain early support from key state leaders and stakeholders:*** The visible support of state leaders, including the governor and top education officials, is a critical catalyst in starting and sustaining early college high schools. However, high-level support must be complemented by the engagement of state and local stakeholders across secondary and postsecondary systems and between education and business communities. These intermediaries have helped establish conditions for creating and sustaining the autonomy and financial support of early college high schools.

***Coordinate P-16 education policies with the development of early college high schools:***

Efforts to promote coordinated education policies across K-12 and postsecondary systems—through P-16 councils or other means—can both provide benefits to and benefit from schools, like early college high schools, that manifest the envisioned coordination in practice. Georgia’s ongoing development of P-14 standards, for example, complements the implementation of schools integrating grades 9-14. Such efforts at P-16 coordination should enhance efforts to ease credit transfer and develop appropriate eligibility requirements for high school students taking an integrated 9-14 curriculum.

***Make the case for financing an integrated course of study:***

It is important to examine both the benefits of integrated secondary/postsecondary education—in terms of increasing postsecondary access and improving student outcomes—and the financial costs of creating these ties. The costs and benefits must be clearly articulated and connected to broader state goals and needs. Given unease with funding dual credit, for example, school developers must continue to educate policymakers about the benefits states can accrue by meeting the unique funding needs of schools that integrate the secondary and postsecondary years. States should consider enacting “hold harmless” funding that provides an incentive for high school and colleges to work together in powerful ways to support more students to and through a postsecondary credential.

As these states and others continue to model effective ways to integrate secondary and postsecondary education, they will need to build a body of evidence that demonstrates the benefits to individual students and state economies alike. Data collection and analyses should enable policymakers to answer such questions as:

- Who are early college high schools serving, in terms of both demographic background and academic profile?

- Are these schools reaching and achieving results with students who traditionally lag in postsecondary attainment? At what rates do students graduate high school? How many college credits or Associate’s degrees do they earn? Do students go on to Bachelor’s degree programs, require fewer remedial college courses, and persist to a postsecondary credential more easily and more quickly than do non-early college high school graduates from similar backgrounds?
- What elements of the early college high school design appear to be essential? How might public policy support their adoption and expansion to other schools and educational programs?

To the degree they succeed in raising student outcomes in terms of both completing high school *and* a postsecondary credential, early college high schools can serve as critical evidence in support of expanding—perhaps making permanent—policy changes that fundamentally change the structure of the transition from high school to college.<sup>3</sup> Achieving this will be by no means an easy task, but these case studies demonstrate logical and compelling ways to begin.

**It is important to examine both the benefits of integrated secondary/postsecondary education and the financial costs of creating these ties.**





## OHIO:

### *Building Local- and State-level Partnerships*

By KnowledgeWorks Foundation

*Ohio has a tradition of local control over education. In this context, KnowledgeWorks Foundation has pursued a clear strategy for creatively and effectively leveraging resources and building partnerships at the state and local levels to create an environment that fosters systemic change.*

#### Background and Mission

In Ohio, the Early College High School Initiative is part of a broader effort that involves education, government, and business leaders in stimulating the fundamental transformation of high schools across the state. Since 2002, multiple stakeholders have collaborated on two parallel projects: the Ohio High School Transformation Initiative, which converts large, struggling urban high schools into small schools, and the Early College High School Initiative, which is developing a network of early college high schools.<sup>4</sup>

#### Intermediary

KnowledgeWorks Foundation, the state's largest public education philanthropy, both serves as Ohio's early college high school intermediary and oversees the high school transformation initiative. The foundation provides funding and technical assistance in both cases, and it partners with other private and public agencies to leverage resources for research-based reforms that improve public education. KnowledgeWorks has over \$200 million in assets and employs 70 people between its Cincinnati and Columbus, Ohio offices.

KnowledgeWorks is developing a network of ten early college high schools in Ohio. The schools, six of which were operational as of the 2005-06 school year, are located in large, urban school districts. The higher education partners include two- and four-year institutions. Students enrolled in Ohio's early college high schools will graduate with a diploma and an Associate's degree or 60 hours of college credit.

#### Goals

Ranked 41st out of 50 states in the number of college graduates, Ohio is well behind the nation in college graduation rates. This has implications for the lives of individual Ohioans and for the state economy.

KnowledgeWorks Foundation and the state view early college high schools as one strategy for inspiring underserved high school students to learn more challenging academic material and advance to and through college. The schools are designed to improve the state's high school graduation and college enrollment and completion rates by:

***Motivating students to pursue higher education:*** Because most early college high schools are located on college campuses, students begin to feel like they are already in college, helping them envision themselves as college students and professionals.

***Bridging the divide between high school and college in a physical place, thereby making higher education more accessible, affordable, and attractive:*** Students can achieve two years of college credit at the same time and place they are earning a high school diploma (within four years of entering ninth grade). With 60 credit hours of college behind them, they need only finance the last two years of a college degree.

***Providing guidance and support to students through the first two years of college:*** Guided by teachers and professors who are certified in their fields and have mastered their academic disciplines,

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students have the advantage of college-level experience *and* the understanding and close guidance that high school teachers can provide.

***Demonstrating new ways of integrating levels of schooling to better serve the intellectual and developmental needs of young people:*** Colleges and high schools combine their resources and facilities to offer laboratories, arts facilities, academic support centers, information resources/libraries, and advanced technology. High school coursework integrates the independent learning, critical thinking, and research-based projects that motivate college students.

KnowledgeWorks considers the first early college high schools to be demonstration pilots. These pilots will provide the experience and example for scaling up the model, giving guidance to other Ohio districts about how to implement the schools, including how to structure and pay for them.

## **Ohio's Approach**

Ohio set out to do more than develop a small number of high-performing schools that could serve as a model for blending secondary and postsecondary education. The state's Early College High School Initiative has been part of a comprehensive strategy to create an environment that allows a variety of new high school ideas to flourish and develops a common commitment to systemic high school reform across the state.

### **State and Local Strategy**

Creating a statewide strategy for establishing early college high schools—let alone broader reforms—was particularly challenging because of Ohio's long tradition of local control over education. In the past, top-down mandates for change have led to resistance. To sustain any reform, a parallel strategy at both the state and local level is essential.

KnowledgeWorks views its role in education reform as a "critical friend," a neutral convener of various stakeholders, and as a funder and advocate. The foundation began its work to foster systemic, statewide change by inviting state and local leaders to participate as "Champions of Change," while simultaneously offering planning funds for those committed to engaging in reform.

At the state level, KnowledgeWorks quickly gained the support of key state leaders, including the governor, the state superintendent of K-12 education, and the chancellor of the Board of Regents, which oversees the state's public colleges. The Ohio Department of Education helped identify policy barriers at the state level and enabled KnowledgeWorks to envision policies that could improve student transitions from high school to college. The agency also agreed to offer waivers from state regulations to individual early college high school sites on an as-needed basis. The chancellor of the Board of Regents agreed to support policies that advance both the early college high school and the broader reform initiatives. In addition, both a state Board of Education High School Task Force and the Governor's Commission on Higher Education and the Economy have supported the expansion of the early college high school model.

At the local level, KnowledgeWorks worked closely with educators, including teachers and administrators, as well as with communities across Ohio. The Ohio Education Association and the Ohio Federation of Teachers, along with state associations of secondary school principals, school boards, and school administrators, all provided insights into working with their constituencies and offered assistance at the local level. The engagement of state and district teachers union leaders facilitated building-level changes needed to start potentially controversial reforms on the ground, such as designing high school curriculum to include integrated, dually credited courses taught by college professors. KnowledgeWorks also created a formal Stakeholders Advisory Group and a coalition of district superintendents and district union leaders to help solve issues that arose at the local level.

In addition, KnowledgeWorks strengthened—and continues to build—local support for high school change by engaging communities across Ohio in the ongoing statewide discussion about reform. It created "Centers of Strength"—non-profit organizations that lead the foundation's community engagement process—as powerful civic conveners for public conversations and for empowering com-

**KnowledgeWorks proposed—and Ohio recently approved—critical supplemental funding for these schools, above the annual state allotment to traditional public schools.**

community ownership of change. All of the organization’s grant recipients are now required to develop tools to engage community members, students, and families. Within their communities, Centers of Strength provide meeting space, generate positive media coverage, secure resources (e.g., mentors and job shadowing sites for students), build trust, and advocate for new small schools.

An important component of the local strategy has been to select early college high school sites based on strong leadership and a history of partnership. This led to discussions with site leaders that helped to identify policy and funding barriers, as well as to develop alternative interpretations of existing policies that were problematic to early college high schools.

**Favorable State Policies**

Complementing local support, supportive state policies—most notably in the area of finance—are critical to the sustainability of early college high schools. KnowledgeWorks provided information to key state policymakers on a variety of critical topics—for example, to help them to understand the unique cost structure of these schools, including the potential cost efficiency and effectiveness of integrating secondary and postsecondary education.

**Funding**

Securing enough funding to cover the full costs of early college high schools has been a major concern from the beginning of Ohio’s initiative. KnowledgeWorks proposed—and the state recently approved—critical supplemental funding for these schools, above the annual state allotment to traditional public schools.

From its inception, school districts participating in the Early College High School Initiative have used state and local funds for early college high school costs. Specifically, early college high schools receive local school district funds (based on per-pupil base costs) to pay basic and ongoing expenses, as would any Ohio public school. Early college high schools also receive money from other sources, such as the Bill & Melinda Gates Foundation and KnowledgeWorks Foundation, both of which support the planning and implementation of new schools.

However, the combination of various funding streams does not cover the full cost of running early college high schools, whose potential expenses beyond those of a traditional public high school include the tuition a college would normally charge for credit-bearing courses, the cost of textbooks, and the staff time needed for institutional coordination. Therefore, school districts and higher education institutions must bear any additional costs within existing budgets, putting pressure on other programs and priorities. Early college high school students cannot receive state-level financial aid for college students, and the schools’ college partners cannot claim Full Time Equivalent funding. This financing arrangement is unsustainable for participating institutions in the long term, highlighting the need for a consistent state funding source, especially as foundation start-up grants end.

KnowledgeWorks analyzed the need for sustainable funding and recommended possible solutions to the state. The foundation estimated how much more it costs, per-pupil, to provide an early college high school education compared to a typical public high school education in Ohio, and it asked the state to pay the difference.

Using the Lorain County Early College High School as an example, KnowledgeWorks estimated that the average per-pupil cost of an early college high school program at full implementation would be \$8,165 in FY 2006 (*see table*). This figure included two parts: \$5,411 per pupil to cover the cost of providing basic secondary education services (the base-cost per-pupil amount from state and local sources, enhanced by the local cost-of-living adjustment for Lorain County); and \$2,754 per pupil to cover the supplemental services provided by an early college high school, such as two years of

**Lorain County Early College High School, Summary of Revenues and Expenses**

	Projected Cost per Student	Total Cost*
Basic High School Services	\$ 5,411	\$ 2,164,304
Supplemental Services to Achieve Early College High School Goals	\$ 2,754	\$ 1,101,664
Full Implementation	\$ 8,165	\$ 3,265,968

\* Assumes 400 students attending the school—the equivalent of 200 attending high school courses and 200 attending college-level courses.

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college coursework, researching career options, and extra help to prepare students for passing the Ohio Graduation Test in tenth grade.

KnowledgeWorks submitted a proposal to the state to fund early college high schools as demonstration pilots. The rationale was that the state subsidizes the first two years of college coursework at the same level, regardless of whether a two-year or four-year college provides the courses, and that it would therefore be reasonable to apply this policy to early college high school programs. The demonstration calls for the state to provide the same level of subsidy over four years for students in early college high schools that traditional students pursuing an Associate's degree would receive over six years. This support will help demonstrate the effectiveness of the pilot schools and the efficiency of redistributing funds equivalent to what the state would spend on students during four years of high school plus their first two years in a public higher education institution.

This proposal was included in Ohio's FY 2006-07 biennial budget bill, with funds to be provided in the budgets of the Ohio Department of Education and the Ohio Board of Regents. The measure passed, with \$3.1 million appropriated for FY 2006 and \$5.5 million for FY 2007.

KnowledgeWorks has commissioned an evaluation of the initiative, including the appropriations.

### Remaining Challenges

Ohio's early college high school demonstration sites have succeeded in designing and implementing their new small schools. Nevertheless, significant challenges must be considered as the initiative advances. To sustain early college high schools, other policy and funding changes may be necessary.

**Fiscal sustainability:** The supplemental state funding for early college high schools in Ohio will help to establish the schools as demonstrations, but more permanent funding solutions, such as a funding formula tailored to these new schools, will require a demonstration of the efficacy of the state's investment. This will require both proof of the concept in terms of student outcomes and a clear illustration of the fixed and variable costs incurred by the secondary and postsecondary institutions and supported by the state.

**Cost estimates:** To cultivate continued state and local support, one of the most significant financial challenges comes from determining the true, full costs of an early college high school. This includes accurately determining overhead costs for both local school districts and higher education institutions. Unfortunately, colleges and school districts have yet to carefully analyze these costs. Their financial systems did not previously have to account for the costs of integrating and coordinating services, and there is typical trepidation in sharing budgetary information. Both districts and colleges need to be open about true marginal costs when students attend early college high schools. Moreover, costs (including facilities) that are covered by in-kind or pro bono contributions from higher education institutions must be factored into the equation. The perception that both the college and school district "lose" by participating in early college high school can hinder the development of a funding model that effectively blends college and school district resources.

**Dual credit/college eligibility requirements:** Ohio's dual enrollment legislation—called Post-Secondary Enrollment Options—is a precedent for allowing students to be eligible for both high school and college credit when taking college-level courses, and also for schools to be eligible for state support from both the K-12 and higher education subsidy models. PSEO in Ohio includes ninth through twelfth graders and public and non-public high school students. It requires a 3.0 GPA in a specific subject area in order to enroll in college courses.

There is some uncertainty about whether the early college high school target population is eligible to receive both college and high school credit, given the way many interpret the GPA eligibility requirements under PSEO. KnowledgeWorks has recommended that Ohio treat early college high school students similarly to PSEO-eligible students. That is, it should allow them to take the college-level courses for both high school *and* college credit. In addition, Ohio should treat them as eligible for state subsidy through the Ohio Department of Education and the Ohio Board of Regents. Finally, so that *all* early college high school students can take college courses, there should be no GPA eligibility criteria for them to take advantage of PSEO.<sup>5</sup>



## UTAH:

### *Building Public-Private Partnerships*

By the Utah Partnership for Education, Inc.

*The Utah Partnership for Education has engaged public officials and the private sector in order to develop, implement, and sustain early college high schools. Utah demonstrates the importance of such collaboration in achieving the goals of the Early College High School Initiative.*

#### Background and Mission

At the turn of the twenty-first century, Utah began recalibrating its education systems as part of a broader economic vision to become a center for high-technology business and innovation. One facet of this vision, initiated by then-Governor Mike Leavitt, was a strategy for forging partnerships among higher education institutions, school districts, and businesses to create “New Century High Schools.” These are charter schools focused on preparing young people for math, science, and engineering careers; they also seek to enable students to accelerate to and through the first years of college. Under this initiative, five early college high schools have opened so far; a sixth is expected to open in fall 2006.

#### Intermediary

The intermediary for Utah’s Early College High School Initiative is the Utah Partnership for Education, Inc., a statewide collaboration among business, education, and government leaders to strengthen the state’s economy through education, training, and research. Gubernatorial support was and remains essential in initiating the establishment of early college high schools, but their sustainability, success, and impact ultimately hinge on the long-term participation and collaboration of many leaders from state and local government, K-12 and higher education, and the business community.

#### Goals

Utah’s approach to developing early college high schools is unique among the states in its emphasis on the study of science, math, and engineering. In addition to providing options for families seeking high-quality education programs and accelerating student progress through their programs, the Early College High School Initiative has several key objectives as part of the state’s broader economic vision:

- Increase interest among young people in science, math, and engineering, as well as all of the emerging applications of these fields in the Utah and national economies;
- Create a challenging educational program and intellectual climate that encourages and supports students to complete a higher education degree in math, science, engineering, or a related applied field;
- Better meet the needs of Utah’s high-technology companies, which require more scientists and engineers, particularly individuals who can communicate effectively and have the ability to work in teams, solve problems, and meet deadlines; and
- Introduce students from underrepresented population groups to the fields of science, mathematics, and engineering.



## Utah's Approach

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The governor selected potential locations for Utah's six early college high schools based on the availability of higher education and local school district partners, the involvement of key district and college leaders, and a strategic location to ensure statewide access.

### Feasibility Studies

For each school, Utah required the partners to participate in a feasibility study prior to the state's commitment of grant funds. The purpose was to help ensure that every early college high school would have a high probability of success.

Staff from the Utah Partnership helped coordinate the feasibility studies. Each partner appointed two to five representatives to a Feasibility Study Committee. Early in the process, each of these committees secured commitments from the institutions involved to key guiding principles: the core principles of the Early College High School Initiative; the Utah initiative's unique focus on math, science, engineering, and technology; and the development of the school as a charter school.

In the next stage, each committee determined potential challenges to the development of an early college high school, then established subcommittees to study the major issues and identify potential solutions. After carefully reviewing all of the information, the committee voted on whether or not to apply for a development grant from the Utah Partnership. If in favor, the committee presented its recommendation to the governing boards of all partners; if the recommendation was approved, the partners applied for a planning and implementation grant.

### Role of Business Partners

The participation of strong business partners in each school development effort has been a key to the success of Utah's Early College High School Initiative, providing critical funding and other support. Identifying potential business partners was a component of each of the feasibility studies.

A consultant hired by the Utah Partnership jump-started the development of several lucrative school-business partnerships at the earliest stages of the

initiative. By February 2003, five businesses had donated \$25,000 or more to the state's first early college high school. Other significant assistance came from the president of the partnership's Board of Trustees, who is the Senior Executive of IBM in the Western region. To help ensure the continued success of these efforts, the Utah Partnership required—and offered resources for—each school to hire a business development officer to focus exclusively on the development of such partnerships. Initial partners came from the information technology, life sciences, and engineering industries. More recently, the focus has expanded to include aerospace and health sciences, as well as selected companies from financial services, retail, and venture capital.

Business partners participate in a variety of ways. They can give cash or in-kind donations (e.g., computers lab equipment), or they can offer scholarships for students and faculty. They also can use their fields of expertise to make a hands-on contribution, such as serving as guest lecturers or providing opportunities for internships, class projects, and field trips. For a cash or in-kind donation of \$25,000, a company becomes a “founding sponsor.” The state's first early college high school, the Academy of Math, Engineering, and Science in Salt Lake City, has nine founding sponsors.

Utah business leaders have responded favorably to the Early College High School Initiative, primarily because the initiative shares the business community's goal of significantly improving the skills of the state's workforce. The initiative serves the state's goal of increasing the number of math, engineering, and science graduates coming out of the state's colleges and universities within the next five years. It also pays particular attention to helping students from underrepresented population groups enter and succeed in college.

### Favorable State Policies

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A number of preexisting Utah policies were conducive to the creation of early college high schools. Since the start of the initiative, the Partnership for Education has advocated successfully for the state to build on these policies in further support of the schools' integrated educational approach.

**The participation of strong business partners in each school development effort has been a key to the success of Utah's Early College High School Initiative, providing critical funding and other support.**

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**Early college high schools are now identified specifically in Utah law, legitimizing and institutionalizing state support.**

*Utah provides incentives for students to accelerate through the first two years of college.* Utah's New Century Scholarship program promises to pay for 75 percent of state university tuition for any high school graduate who earns an Associate's degree by September 1st after graduation. In 2006, the legislature extended the scholarships to include students who attain a 3.0 GPA in a math and science curriculum developed and approved by the state Board of Regents. This amendment should give New Century High Schools more flexibility to design curricula that allow graduates to transfer to higher education and major in rigorous math and science fields without having to complete an Associate's degree.

*All New Century/early college high schools in Utah are charter schools.* After Governor Leavitt proposed the creation of New Century High Schools, the legislature modified several laws to accommodate them. In particular, it streamlined the process for applying to create a charter school and established multiple paths for obtaining formal state approval, lowering the hurdles for partnerships that seek to initiate an early college high school. Early college high schools are now identified specifically in Utah law, legitimizing and institutionalizing state support.

Charter school status gives an early college high school autonomy to create an innovative, integrated secondary/postsecondary course of study. State funding for the operation and maintenance of Utah charter schools is comparable to that for other public schools. Their day-to-day operation can be sustained as long as state law continues to provide that level of funding and the schools demonstrate that they are financially responsible.

*The state encourages concurrent/dual enrollment through an appropriation that reimburses districts per concurrent enrollment credit successfully completed by students in the previous year.* In 2003-04, the state appropriated \$5.4 million for concurrent enrollment, although the rising popularity of concurrent enrollment statewide meant that each district's share of reimbursements decreased. In the 2006 legislative session, the legislature appropriated \$8.3 million for concurrent enrollment and an additional \$2.1 million for the start-up costs and facilities of the last three early college high schools. Charter schools also gained

additional state funds in lieu of the ability to raise local taxes toward funding education. The legislature called for an interim feasibility study to secure appropriate funding for Utah's charter schools.

### **Remaining Challenges**

Despite these favorable conditions, several remaining challenges could hinder the long-term sustainability of early college high schools in Utah: securing adequate funding for capital expenses; ensuring the success of the educational program and learning environment; and continuing and expanding state and local engagement and leadership.

**Insufficient capital funds:** The major financial problem that early college high schools face is raising capital funds. As independent charter schools, they cannot access property tax revenue for capital needs as public schools districts do. State funding for maintenance and operations has been enough to pay "reasonable" rent for facilities, but it still places a strain on a school's budget. The Utah Partnership has explored the possibility of securing federal funds and foundation grants to help meet capital funding needs.

**Educational quality and equity:** Students and parents will choose early college high schools only if they recognize that the schools provide a better education than other available options. The Utah Partnership created a Marketing and Recruiting Committee to assist in the development of a student recruitment plan that emphasizes reaching out to women and minorities who have been underrepresented in the study of science and engineering and related occupations. At the same time, the Partnership recognizes that student enrollment will be sustainable to the degree that the educational program and learning environment meet the expectations of parents and students.

**State-level support:** Early college high schools have benefited tremendously from the support of Governors Leavitt and Huntsman, the legislature, and the state's business leaders. Local institutional and business partners have also been instrumental in establishing schools. These partners must continue to be engaged, but one of the Partnership's future goals is to involve other stakeholders who thus far have not been as deeply involved, such as local city and county officials.

## GEORGIA:

### *Early College High School As Part of a P-16 Approach*

By the University System of Georgia Pre-school through College Department/Georgia Department of Education

*Georgia's Pre-school through College Department of the University System, in partnership with the Georgia Department of Education, is developing six early college high schools in Georgia. The P-16 Office has been instrumental in creating a policy environment that fosters collaboration across educational systems.*



### Background and Mission

In 2004, the Pre-school through College (P-16) Department of the University System, in partnership with the Georgia Department of Education, became an intermediary in the Early College High School Initiative to develop six schools in Georgia. The mission of the P-16 Office is to promote solutions to systemic problems in education that span P-12 schools and colleges and universities in two areas: those designed to reduce barriers and to increase student readiness for successful progression from one level of education to the next, with particular emphasis on initiatives to increase college readiness and success; and those designed to increase the quality, quantity, and diversity of teachers, administrators, and counselors for the public schools.

### Intermediary

The intermediary for the Georgia Early College High School Initiative is a partnership between two state agencies. The University System of Georgia P-16 Office runs a variety of programs to help students succeed throughout their education—ranging from efforts to boost science and math achievement to getting former dropouts through two years of college—as well as to prepare and support a sufficient number of high-quality and ethnically diverse educators. The Department of Education oversees K-12 public education in Georgia.

Georgia's foundation for the development of early college high schools was set in 1995, when the state's higher education Board of Regents created a new state university office to promote the successful progression of students from pre-school through college. In 2004, the P-16 Office of the Board of Regents—a collaboration of the Georgia Department of Education and the University System of Georgia—joined the Early College High School Initiative as a statewide intermediary to create six early college high schools across Georgia. The first school—a partnership between the Atlanta Public Schools and Georgia State University—opened in fall 2005. Four partnerships between public school districts and a state college or university are scheduled to open in fall 2006.<sup>6</sup>

Each of the early college high schools of the Georgia partnership will be either a new, in-district charter school partnered with a University System of Georgia institution or a college-based program in partnership with a school district. A particular mission of the new early college high schools will be to “claim” higher education for African-American, Latino, and other minority students.

### Goals

The Georgia Early College High School Initiative is designed to address the growing problems that have resulted from large numbers of high school dropouts and low college enrollment and completion rates statewide. Among the statistics that illus-

**Besides effecting change at the policy level, Georgia has implemented changes in curriculum, assessment, and instruction that will support early college high schools.**

trate the need for such an approach: the number of twelfth graders in Georgia's high schools is 40 percent smaller than the number of ninth graders entering high school four years earlier, indicating a huge dropout problem; and Georgia ranks 49th among the states in college participation rates.

The goals of Georgia's Early College High School Initiative fall into two categories: increasing college readiness and success of African-American, Latino, and other minority students who have been traditionally underserved in the University System of Georgia; and strengthening the state's P-16 policy agenda, using early college high schools as a key component in the state's portfolio of P-16 programs and policies.

Specifically, the initiative seeks to:

- Close the gaps in high school graduation rates, college readiness, and Bachelor's degree attainment rates among students from majority and minority groups, high- and low-income groups, and Metro-Atlanta and other regions of the state;
- Develop and test model programs that enable young people (ages 14 to 20) to complete post-secondary degrees more quickly;<sup>7</sup>
- Study the effectiveness of the early college high school model for reducing high school dropout rates, as well as for increasing college enrollment and college success rates of traditionally underserved students; and
- Replicate the success of early college high schools throughout Georgia.

### **Georgia's Approach**

As a state agency, the P-16 Office is well positioned to facilitate collaboration and coordination across various education departments, offices, and programs at both the state and local levels. Indeed, P-16 reform in Georgia has been implemented through both regional and state-level efforts—including, for example, regional P-16 councils and the statewide P-16 Council.

In 2004, Georgia hosted one of seven U.S. Department of Education Regional High School Summits to generate, develop, and refine the state strategy to help schools meet the goals of *No Child Left Behind*. The summit linked early college high

school and other P-16 initiatives and provided coordination to inform new state policy on high schools. In addition, the P-16 Council—which has a revolving chair from high-ranking members of the Georgia Department of Education, the Department of Adult and Technical Education, the Governor's Office, and the Board of Regents of the University System of Georgia—provides policy, regulatory, and governance support for early college high schools.

Besides effecting change at the policy level, Georgia has implemented changes in curriculum, assessment, and instruction that will support early college high schools. For example, it is developing and implementing the College Readiness Standards and the Georgia Performance Standards, the new K-12 curriculum. The development of College Readiness Standards through Georgia's involvement with the American Diploma Project has resulted in performance standards that clearly identify what it means to be "college ready," and these are aligned with the Georgia Performance Standards, which serve as the intermediate benchmark standards that lead up to level 12. Early college high school students who have met the College Readiness Standards can progress to college-level work and earn dual credit to accelerate completion of their program.

### **Favorable State Policies**

Georgia already had many favorable state policies in place to enable the implementation and sustainability of early college high schools when the initiative began. These included:

**Transfer rules:** The University System of Georgia uses a uniform core curriculum across its campuses, enabling all students who complete the core curriculum at a two-year institution to transfer to any state college or university within the system. Because all Georgia early college high schools are partnerships within the university system, and dual credit courses are included in this policy, all early college high school students who complete the core curriculum may apply to transfer to any four-year institution after graduation.

**High school funding until age 21:** Georgia allows students to remain in high school until they are 21 years old. This enables districts to continue receiv-

**Georgia’s existing P-16 infrastructure increases the prospects for scaling up innovations throughout the state, based on the lessons learned in the initial six early college high schools.**

ing state funding for early college high school students who stay beyond the usual four years of high school.

**ACCEL grant funding:** The state-funded ACCEL grant program provides funding for current high school students to enroll in dual-credit coursework at two-year or four-year postsecondary institutions. The program pays for full tuition for college courses and fees and \$150 for books if the student takes 12 college-level hours or more. (Although ACCEL represents an additional funding stream to pay for ECHS college-related costs, the legislation is designed to prevent both the high school and the college from receiving state funding for a student who is dually enrolled. The high school does not receive FTE funding for the segments of the day that the student is enrolled in dual-credit courses.<sup>8</sup>)

**Autonomy:** The State Board of Education authorizes the Georgia Department of Education to waive certain administrative rules for any school or district. For example, the department can grant local schools the option of using a special schedule that approximates a college semester schedule, rather than the typical high school schedule of six courses that last the entire school year.

The following are some of the Georgia Initiative’s successes in influencing policies for the longevity and sustainability of early college high schools:

**Dual enrollment requirements:** State education policy authorizes the waiver of dual-enrollment eligibility requirements for early college high school students. Previously, in order to qualify for dual enrollment, students had to be at least 16 years old or in the eleventh or twelfth grade—and have a 970 combined SAT I score along with a minimum 3.0 GPA in college preparatory courses. Now, early college high school students from the eleventh grade and up may earn dual college and high school credit without meeting these prerequisite academic requirements, instead using College Readiness Standards and placement assessments to determine academic advancement.

**Dual enrollment/dual credit:** The Georgia Department of Education identifies and approves a list of courses that qualify for dual credit. The course list is limited to core required and elective courses.

**Dual credit:** The ratio of college credit-to-high-school units is five college credits to one high school unit (e.g., 5 semester hours = 1 unit; 1 semester hour = .2 unit). The conversion is based largely on instructional seat time, but the state is considering waivers for early college high schools and may change the conversion into a course-for-course formula for select courses. No waiver requests have been made at this time.

**Autonomy:** K-12 schools establish autonomy and independence by acquiring an individual school code. The school code is required for both reporting purposes and to draw state funding. All new or redesigned schools must apply for a school code. Some of Georgia’s early college high schools will follow the “small high school within a larger school” model. In order for the early college high school to be autonomous within this type of environment, it must be recognized as an independent entity, a school in itself. To this end, there is a recommendation to institute two types of code: a facilities code for the larger complex and a school code for the independent programs, such as an early college high school, within the larger school. This would allow the early college high school to be independent and have its own budget, administration, data reporting, and staff.

### Remaining Challenges

As are most states, Georgia is struggling to bring expenditures in line with reduced income. In this context, early college high schools are one strategy supported by the governor, the state school superintendent, and University System chancellor to increase student achievement, reduce high school dropout rates, and increase the college readiness, participation, and success of Georgians.

Georgia’s existing P-16 infrastructure increases the prospects for scaling up innovations throughout the state, based on the lessons learned in the initial six early college high schools. Fiscal sustainability will be enabled through continuation and development of policies that promote the success of the Early College High School Initiative.



## TEXAS:

### *Preconditions and Processes to Address Early College High School Policy Issues*

By the Texas Education Agency and the Communities Foundation of Texas

*The support of Texas state leaders and the alignment of early college high schools with other education initiatives have resulted in the establishment of processes for identifying and addressing schools' unique policy needs.*

**The goal of Texas's Early College High School Initiative is to establish 13 new publicly and privately funded early college high schools by the end of the decade**

#### Background and Mission

Recognizing the need to accelerate improvement in Texas secondary schools, Governor Rick Perry joined with key business leaders and philanthropic organizations in 2003 to create the Texas High School Project (THSP), a public-private partnership aimed at boosting graduation rates and increasing the number of students prepared for college success. Today, THSP is a \$261 million, public-private initiative committed to increasing graduation and college enrollment rates in every Texas community. The project is dedicated to ensuring that all Texas students leave high school prepared for college and career success in the 21st century economy. THSP partners include the Texas Education Agency, the Bill & Melinda Gates Foundation, the Michael & Susan Dell Foundation, the Wallace Foundation, and others. The project invests in students by providing funds and technical assistance to school districts to increase student achievement in high schools, build new schools, and create innovative partnerships between high schools and higher education institutions.

One of the project's key components is the privately funded Early College High School Initiative, whose goal is to establish 18 new publicly and privately funded early college high schools by the end of the decade as a key component of a larger state plan to redesign and create new high schools, including many more state-sponsored early college high schools, that better prepare students for college.

#### Intermediaries

The effort to develop early college high schools across Texas benefits from two funding streams: one administered by the Texas Education Agency, and the other managed by the Communities Foundation of Texas.

Through the Texas Education Agency, the state has provided roughly \$3 million in public funding for enhancing and expanding the state's ten existing middle college and early college high schools and for providing technical assistance to any new or existing early college high school, regardless of funding source, throughout the state. The state will provide an additional \$5 million in funding in FY 2007 to open or expand up to 10 more early college high schools.

For the private side of the THSP, the designated state-level intermediary is the Dallas-based Communities Foundation of Texas, a private philanthropic organization that has provided approximately \$10 million for policy advocacy around and technical assistance to Texas early college high schools. Approximately 9 early college high schools funded by the Communities Foundation of Texas will open in fall 2006. By 2007, CFT will have 13 early college high schools open across the state. It is the largest community foundation in the South and one of the largest in the country. In partnership with the Texas Education Agency, the state agency responsible for K-12 education, and the Governor's Office, the Communities Foundation of Texas manages the Texas High School Project.

## Texas' Approach

Texas High School Project early college high schools benefit from visible and substantial public-private leadership. In addition, they receive important guidance and support from the Texas Education Agency and the Texas Higher Education Coordinating Board; the schools are clearly consistent with state education goals to increase postsecondary attainment and align curricula and standards across high schools and colleges.

Years of concerted effort on state education reform meant many policy conditions, as explained below, were amenable to the implementation of early college high schools preceding the initiative. Also, there is a growing culture of collaboration across secondary and postsecondary policymaking supportive of integrated approaches like early college high schools. This is exemplified in both the formation of the Early College High School Working Group, which is identifying policy issues, and the state's P-16 Council, which recently received legislative authority to recommend rules governing early college high schools. Over the next several months, the Texas Education Agency and the Texas Higher Education Coordinating Board will collaborate closely to provide a strategic action plan that helps ensure that every high school student graduates college-ready and guarantees that, beginning in 2008, every high school has a dual credit program in place that offers every student no less than 12 hours of dual credit.

### P-16 Council

The P-16 Council, created in 2003, formalizes a system of coordination among higher education and preschool-through-high school education. The council is composed of the commissioner of education, the commissioner of higher education, the executive director of the Texas Workforce Commission, and the executive director of the State Board for Educator Certification. It meets quarterly to work on pre-kindergarten through higher education issues and has been instrumental in framing state educational issues across educational sectors. The council has helped to create a favorable education policy environment. For example, it has furthered alignment across the different education sectors by creating a college-readiness standard on Texas' exit-level assessment and by pro-

moting a college preparatory curriculum for all high school students.

### Early College Working Group

In the earliest stages of the Texas Early College High School Initiative, organizers formed an Early College Working Group composed of staff from the Texas Education Agency and the Texas Higher Education Coordinating Board, principals and administrators in existing early college high schools, higher education staff and administrators, and staff from early college high school intermediaries. They identified a number of implementation issues surrounding the creation of integrated high school and postsecondary instructional programs, which led to proposals for policy changes. The efforts of the working group are still nascent, and many of the identified issues remain challenges.

As a result of the efforts of the Early College Working Group to identify policy barriers to implementation, several proposals have been and will be made by state authorities to change these policies and establish more favorable conditions for the future. At this early stage of the initiative, most issues remain unresolved, but the state has established rational, institutionalized processes for addressing these and future issues.

### Dual Enrollment/Dual Credit

Texas Higher Education Coordinating Board rules governing dual-credit partnerships limited eligibility for dual-credit courses to students in eleventh or twelfth grade. Rules also limited the number of dual-credit courses students may take per semester. Exceptions can be made for students with a record of outstanding academic achievement. However, the Early College High School Initiative targets students who may not be performing above average academically. The rules were designed to help ensure that students who take college-level courses in high schools are prepared, but they made it more difficult for early college high schools to integrate high school and college coursework beginning in the ninth grade.

After the ECHS Working Group identified this issue, the Texas Higher Education Coordinating Board adopted rules that would allow early college high schools latitude to use the assessments

**The Early College Working Group identified a number of implementation issues surrounding the creation of integrated high school and postsecondary instructional programs, which led to proposals for policy changes.**

**Prior to the Early College High School Initiative, several state policies were favorable to the creation of early college high schools in Texas.**

approved under the Texas Success Initiative. The schools can now assess college readiness and determine for themselves when students should enroll in college courses and in how many courses students should enroll.

### **Favorable State Policies**

Texas had devoted many years to standards-based education reform and, more recently, to better aligning curriculum and standards across its education pipeline, from high school through postsecondary. Thus, prior to the Early College High School Initiative, several state policies were favorable to the creation of early college high schools in Texas.

**Early college designation:** Students who participate in an early college program may benefit from the state's Foundation School Program in proportion to the amount of time spent by the student on high school courses. The law also permits students to complete an early college program in five, rather than four, years.

**Dual credit partnerships:** Students who take college courses for college credit can count those credits toward high school graduation requirements through dual credit partnerships between school districts and colleges or universities. In the 2003-04 school year, 56,866 students (9 percent of all Texas juniors and seniors) took an average of 7.11 dual credits per year (i.e., half a semester). Beginning in 2008, every high school will need to provide a dual credit program to students, with no less than 12 dual credit hours available. To support this effort, the Texas Education Agency will create tools that codify best practices and procedures for implementing dual credit programs.

**College eligibility requirements:** Eligibility rules for college work do not exclude students based on all or nothing criteria—those that exclude students from taking courses in any subject based on performance in other subjects or combined scores. Under the Texas Success Initiative, a state program to ensure that students are prepared for college, students who meet college-readiness standards in one area, such as math, but not in another, such as English language arts, can begin taking college math courses while working to improve their reading and writing skills.

**Funding:** Since 2003, state funding has been available to both public school districts and public colleges or universities for students taking courses offered for joint high school and college credit. Accordingly, Texas Higher Education Coordinating Board rules make state funding available to both public school districts and colleges. Additionally, public colleges, universities, and health-related institutions can waive all or part of tuition and fees for a Texas high school student enrolled in a dual-credit course.

**Transfer rules:** The Texas Higher Education Coordinating Board requires all colleges and universities to offer a core curriculum, fully transferable to other public state higher education institutions, of no fewer than 42 lower-division semester credit hours. This facilitates the ability of high school students to enroll in college courses and transfer the credits they earn to a state postsecondary institution upon graduation from high school. In addition, all lower-division credit hours are fully transferable in field-of-study degree programs (e.g., business, engineering, computer science, nursing).

### **Processes for Addressing Policy Issues**

Early college high schools are well aligned with Texas education goals at the secondary and postsecondary levels, and thus, they have garnered visible support from the governor, the legislature, and key education leaders. Both the commissioner of education and the commissioner of higher education are supportive of the initiative and have assigned agency staff to establish the publicly funded part of the initiative and to work with the Communities Foundation of Texas.

To institutionalize the state's support of early college high schools, the Texas legislature in 2005 passed Senate Bill 1146, requiring the commissioner of education to establish and administer an early college high school program. This bill defines an early college high school program and requires that articulation agreements between school districts and their postsecondary partners address cer-



**To institutionalize the state’s support of early college high schools, the Texas legislature passed a bill requiring the commissioner of education to establish and administer an early college high school program.**

tain key issues, such as curriculum alignment, instructional materials, grading policies and procedures, student eligibility for financial assistance, and the instructional calendar. Additional language requires the P-16 Council to provide guidance should conflicts arise in the preparation of articulation agreements. The bill also gives the commissioner of education rulemaking authority over the program and gives the P-16 Council authority to recommend rules.

During the 2006 special session, the Texas Legislature passed HB1, which included a requirement that every high school provide no less than 12 dual credit hours to students. HB1 also provided the commissioner of education with the authority to grant flexibility in delivering instructional time to early college high schools.

### **Remaining Challenges**

As a result of the work of the Early College Working Group to identify policy barriers to implementation, several proposals have been and will be made by state authorities to establish more favorable conditions.

**Capital funding:** Current grant programs do not cover building and facilities costs. Districts and postsecondary partners that want to create early college high schools have to cover facilities costs. As a result, most early college high schools are being created as autonomous high schools within larger high schools.

**Transportation funding:** The state does not fund transportation for students during the regular school day from their high school campus to the campus of higher education. Specifically, the Texas Education Code does not allow school districts to use their state transportation allotments to transport students to and from other campuses or post-secondary institutions for dual-credit programs.

**Textbook funding:** The Texas Education Agency does not reimburse districts for textbooks used in dual-credit classes. As a result, districts with early college high schools may not apply for waivers for reimbursement for textbook purchases for dual-credit courses in most state-adopted subject areas.

**Student financial aid:** Students in early college high schools have no access to federal financial aid. Either school districts or colleges and universities must cover the cost of tuition and fees that are normally charged to students taking college courses. Even though colleges can claim state apportionment for regular dual enrollment students, colleges have the option of waiving tuition and fees. However, colleges and universities cannot sustain an early college high school model that requires them to waive tuition and fees perpetually.<sup>9</sup>

## APPENDICES:

### *Policies and Regulations Relating to Early College High Schools*

Early college high schools raise complex policy and finance issues: to integrate secondary and postsecondary education within a single, small school, states and districts must be able to facilitate funding, staffing, and the crediting of courses across educational sectors. To demonstrate their full potential, early college high schools require certain policy conditions:

- 1 **Dual Credit:** Can college courses taken within an early college high school count for college credit *and* toward meeting high school graduation requirements?
- 2 **Dual Enrollment:** Can college credit hours fulfill state requirements for days and minutes that students must complete in secondary school?
- 3 **Eligibility for College Courses:** Do eligibility requirements for college courses include measures of academic readiness while not excluding students based on “all-or-nothing” criteria?
- 4 **Transfer:** Can college course credits earned while a student is in early college high school be transferred to meet general education and academic major requirements for Associate’s and Bachelor’s degrees?
- 5 **Teacher Certification:** Are high school teachers permitted to teach college-level, credit-bearing courses? Are college faculty permitted to teach high school students within an early college high school?

- 6 **Funding:** Are a variety of funding sources available to ensure and sustain student success in early college high school? Can early college high schools combine funding streams: high school per-pupil allocations (ADA), postsecondary per-credit allocations (FTE), and state financial aid or incentive dollars?
- 7 **Autonomy:** Do local partnerships have the autonomy to implement and sustain their early college high school? Can they make curricular, structural, and personnel decisions that enable them to accelerate academic advancement for students and to integrate secondary and postsecondary education?

The tables that follow summarize the status of policies and regulations related to these conditions in Georgia, Ohio, Texas, and Utah. As of summer 2006, Georgia was home to two early college high schools, with fifteen expected by full implementation. Ohio was home to six schools, with ten expected. Texas was home to five schools, with eighteen expected. Utah was home to five schools, with six expected. Across the country, the Early College High School Initiative is creating over 250+ schools.

# Georgia Policies and Regulations Relating to Early College High Schools<sup>10</sup>

Prepared by Jobs for the Future for the Early College High School Initiative

	Statutes/Regulations/ References
<p><b>Dual Credit: Can college courses taken within an early college high school count for college credit and toward meeting high school graduation requirements?</b></p>	
<p>Yes. Dual credit students earn “Carnegie units of credit that count toward both high school graduation requirements and hours of postsecondary credit.”</p> <p>Local education boards must develop policies on postsecondary enrollment that include allowances for the “awarding of six Carnegie units of credit for each 45 quarter hours or 30 semester hours or one Carnegie unit for each seven and one-half (7.5) quarter hours or five (5) semester hours successfully completed by a student in an approved postsecondary course. Credit for participation in fewer than seven and one-half (7.5) quarter hours or five (5) semester hours shall be determined by using the same ratio stated above.”</p>	<p><i>2004-2005 ACCEL Program Regulations</i></p> <p>Code: <i>IHF (4) 160-4-2-.46</i></p>
<p><b>Dual Enrollment: Can college credit hours fulfill state requirements for days and minutes that students must complete in secondary school?</b></p>	
<p>State policy does not address this.</p>	<p>Code: <i>AF 160-5-1-.02</i></p>
<p><b>Eligibility for College Courses: Do eligibility requirements for college courses include measures of academic readiness while not excluding students based on “all-or-nothing” criteria?</b></p>	
<p>“Joint enrollment admission requirements for University System of Georgia are:</p> <ul style="list-style-type: none"> <li>• 970 combined SAT I Score or an ACT composite of 20</li> <li>• 3.0 GPA in college prep courses</li> <li>• Parental/guardian consent</li> <li>• Completion of University System of Georgia CPC requirements except the final unit of high school English, social studies and/or mathematics requirements.<sup>11</sup></li> </ul> <p>However: Students in University System of Georgia recognized Early Colleges are eligible for enrollment in college courses while they are enrolled in Early College.”</p>	<p><i>2004-2005 ACCEL Regulations</i></p> <p><i>Georgia Board of Regents Policy Manual, 402.0101-8, revised September 2004</i></p>
<p>Admission is based on “joint enrollment” admission requirements of postsecondary institutions. High school students must be in the 11th or 12th grade in order to enroll in college courses.</p> <p>However, state education policy authorizes the waiver of dual-enrollment eligibility requirements for early college high school students, instead allowing schools to use recently developed college readiness standards and placement assessments to determine academic advancement.</p>	<p><i>Georgia Board of Regents Academic Affairs Handbook, Section 3.01</i></p>
<p><b>Transfer: Can college course credits earned while a student is in early college high school be transferred to meet general education and academic major requirements for Associate’s and Bachelor’s degrees?</b></p>	
<p>Students must have achieved at least a 970 SAT score and earned a 3.0 GPA in order for credit hours earned at any institution to transfer to a University of Georgia institution.</p>	<p><i>Georgia Board of Regents Academic Affairs Handbook, Section 3.01</i></p>
<p>“College credit obtained at one postsecondary institution may or may not be transferred for credit to another institution—the permissible credit allowed for courses taken elsewhere is determined solely by the receiving postsecondary institution.”</p>	<p><i>ACCEL Program Application</i></p>
<p><b>Transfer: Can college course credits earned while a student is in early college high school be transferred to meet general education and academic major requirements for Associate’s and Bachelor’s degrees?</b></p>	
<p>Students must have achieved at least a 970 SAT score and earned a 3.0 GPA in order for credit hours earned at any institution to transfer to a University of Georgia institution.</p>	<p><i>Georgia Board of Regents Academic Affairs Handbook, Section 3.01</i></p>
<p>“College credit obtained at one postsecondary institution may or may not be transferred for credit to another institution—the permissible credit allowed for courses taken elsewhere is determined solely by the receiving postsecondary institution.”</p>	<p><i>ACCEL Program Application</i></p>

continued ►

**Teacher Certification: Are high school teachers permitted to teach college-level, credit-bearing courses? Are college faculty permitted to teach high school students within an early college high school?**

College faculty are permitted to teach high school students in dual/joint enrollment programs. High school teachers are permitted to teach college-level, credit-bearing courses as long as they meet the same credential standards as the college faculty, as required by the Southern Association for Colleges and Schools.

*Board of Regents of the University System of Georgia*  
*Southern Association for Colleges and Schools, Principles of Accreditation: Foundations for Quality Enhancement, 2004.*

**Funding: Are a variety of funding sources available to ensure and sustain student success in early college high school?**

Students who attend a public institution can apply for an ACCEL award, which is the same amount as the HOPE Scholarship Program and includes tuition, HOPE-approved mandatory fees and a book allowance. For students enrolled at private institutions, students are reimbursed the same amount of the HOPE Scholarship (\$3,000 per academic year), "prorated based on the number of hours enrolled." Students must submit a 3-part ACCEL application to receive reimbursement, complete with required information and signatures by the student and parent/guardian, the high school and the postsecondary institution.

*ACCEL Program: A Summary*

Students may still pay for books and/or fees that exceed the Accel reimbursement.

*ACCEL Program Application*

Starting Winter/Spring 2005, ACCEL funding will apply only to courses in the five CPC areas: English language arts, mathematics, social studies, science, and foreign language.

*ACCEL Program: A Summary*

"Credit hours taken under the ACCEL Program will count against the scholarship and cumulative hour caps if the student becomes a HOPE scholar." High school students enrolled in technical certificate/diploma programs will continue to be eligible for the HOPE Grant rather than the ACCEL program. Hours credited through the HOPE Grant will be counted towards combined-paid hour limits.

*ACCEL Program: A Summary*

**Autonomy: Do local partnerships have the autonomy to implement and sustain their early college high school?**

The Georgia Department of Education, one of the partnering intermediaries of the state's Early College High School Initiative, is authorized by the State Board of Education to waive administrative rules for districts or schools.

Other:

There is no limit to the number of charter schools in Georgia. Once approved, charter schools may apply for state and federal implementation grants and can request waivers during application process from certain regulations.

Charters are not to be treated "less favorably" by authorizing districts in funding formulae. Charters only receive base funding from state (\$2342/FTE), unless they are authorized by local districts which provide additional FTE. But charter schools are often unpopular within districts.

# Ohio Policies and Regulations Relating to Early College High Schools

Prepared by Jobs for the Future for the Early College High School Initiative

	Statutes/Regulations/ References
<p><b>Dual Credit: Can college courses taken within an early college high school count for college credit and toward meeting high school graduation requirements?</b></p>	
<p>Yes. Students can elect to receive both high school and college credit for dual enrollment courses. Students also have the option to choose only to receive college credit; if a student chooses this option, the student/family is responsible for all costs (tuition, books, fees, etc.).</p>	<p><i>OH Revised Code 3365.04</i></p>
<p>“The board of education of any city, exempted village, or local school district that operates a high school shall award high school credit for a course successfully completed outside of regular school hours by a student at an accredited post-secondary institution. Such course may either be free of charge or paid for by the parent, guardian, or custodian of the student. High school credit awarded for a course successfully completed under this section shall count toward the graduation requirements and subject area requirements of the school district. If a course comparable to the course successfully completed under this section is offered by the school district, the district board shall award comparable credit for the completed equivalent course. If no comparable course is offered by the school district, the district board shall grant to the student an appropriate number of credits in a similar subject area.”</p>	<p><i>OH Revised Code 3313.613</i></p> <p><i><a href="http://www.ode.state.oh.us/school_financ_e/handbooks/finance_handbooks/pseop/PSEOP_3313-613.pdf">http://www.ode.state.oh.us/school_financ_e/handbooks/finance_handbooks/pseop/PSEOP_3313-613.pdf</a></i></p>
<p><b>Dual Enrollment: Can college credit hours fulfill state requirements for days and minutes that students must complete in secondary school?</b></p>	
<p>“One Carnegie Unit is awarded for courses scheduled for 120 instructional hours. The maximum number of Carnegie Units that constitutes a student’s educational program during an academic school year shall be the sum of the Carnegie Units scheduled at the high school, joint vocational school, and college, and shall not exceed the number of Carnegie Units that might be scheduled using the total number of periods available at the high school during an official school day, less the standard lunch period.”</p>	<p><i>Ohio State Board of Education Chapter 3301-44</i></p>
<p>“A student scheduled at the student’s high school and/or joint vocational school for the total number of courses that might be scheduled using all periods available during an official school day, less the standard lunch period, may not participate in the Post-secondary Enrollment Options Program during that term.”</p>	<p><i>Rules for Post-Secondary Enrollment Options</i></p>
<p><b>Eligibility for College Courses: Do eligibility requirements for college courses include measures of academic readiness while not excluding students based on “all-or-nothing” criteria?</b></p>	
<p>Any high school student (grades 9-12) who is deemed to have maintained a certain degree of readiness—as exhibited by GPA—is eligible to enroll in college courses.</p>	<p><i>Substitute Amended House Bill 215, 1997</i></p>
<p>The GPA prerequisite is discipline specific. Students must have at least 3.0 GPA on 4.0 scale in high school courses that are in the same subject areas as the college courses in which they want to enroll through PSEO.</p>	<p><i>June 1999 legislation</i></p>
<p>Ninth-grade students may enroll for up to twelve quarters, eight semesters, or the equivalent of four academic years. Tenth-grade students may enroll for up to nine quarters, six semesters, or the equivalent of three academic years. Eleventh-grade students may enroll for up to six quarters, four semesters, or the equivalent of two academic years. Twelfth-grade students may enroll for up to three quarters, two semesters, or the equivalent of one academic year. If a student enrolls in the middle of an academic year, his/her eligibility will be prorated.</p>	<p><i>PSEO Program for Ohio High School Students brochure</i></p>
<p>Public and non-public high schools must provide counseling to interested students and their parents to “ensure that they are aware of the possible risks and consequences of participating in the program; that funding is limited and may prevent some students who wish to participate from doing so; and the effect of program participation on the student’s ability to complete the public or non-public school’s graduation requirements.”</p>	
<p><b>Transfer: Can college course credits earned while a student is in early college high school be transferred to meet general education and academic major requirements for Associate’s and Bachelor’s degrees?</b></p>	
<p>Courses taken within the Transfer Module established by a college enable students to apply credit earned toward an Associate’s and/or Bachelor’s degree. “Each college and university shall accept for transfer and apply toward requirements for any baccalaureate degree the Transfer Module of any other college or university.” Transfer Modules include 36-40 semester credit hours in the fields of English composition, mathematics, arts/humanities, social and behavioral sciences, and natural and physical sciences. Students who fulfill 60 semester credit hours (completion of an AA/AS) prior to transferring to a four-year institution will receive preferential consideration for admission as a transfer student. “Credit for courses related to academic major requirements will be made on a course-by-course basis by the institution.”</p>	<p><i>Articulation and Transfer Policy, Ohio Board of Regents</i></p>
<p><b>Teacher Certification: Are high school teachers permitted to teach college-level, credit-bearing courses? Are college faculty permitted to teach high school students within an early college high school?</b></p>	
<p>Ohio state policy does not address this.</p>	

	Statutes/Regulations/ References
<b>Funding: Are a variety of funding sources available to ensure and sustain student success in early college high school?</b>	
<p>If a student is in a course that qualifies for secondary credit, s/he does not pay tuition and high schools reimburse colleges for tuition, books, materials, and fees. If they are in a course that qualifies only for postsecondary credit, they are responsible for the entire cost of participation.</p> <p>“The home high school determines the amount of reimbursement to the college based on the following formula:</p> <ul style="list-style-type: none"> <li>• Multiplying the high school tuition base by the participant’s full-time equivalency percentage</li> <li>• Multiplying the resulting amount by a percentage equal to the percentage of the participant’s school day apportioned to the college</li> <li>• Paying the college the lesser of: a) the amount computed through steps 1 and 2 or b) the actual costs (tuition, textbooks, materials, fees)”</li> </ul>	<p><i>OH Revised Code 3365.07</i></p>
<p>High schools must reimburse colleges for the course time students spend at a college. Although PSEO exists, the requirement that ADM follow students to pay for college tuition and fees creates disincentives for high school participation, does not account for costs of ECHS student supports, and is especially inadequate for partnerships involving high tuitions at private colleges.</p> <p>If the cost to the college is greater than the amount at which it is reimbursed by the high school, the college must absorb the additional cost.</p>	<p><i>OH Revised Code 3365.07</i></p> <p><i>OH Post-secondary Options Law, OH Revised Code 3365.01-3365.10</i></p>
<p>Parents can apply to the state or the district for reimbursement of transportation expenses. Decisions are based on financial need.</p>	<p><i>OH Revised Code 3365.07</i></p>
<p>High school students are not eligible for financial aid for college courses taken under PSEO.</p>	<p><i>OH Revised Code 3351</i></p>
<p>PSEO maintains an annual appropriation for the tuition of dually enrolled students in the amount of \$1million for non-public school students.</p>	<p><i>OH Post-secondary Options Law, OH Revised Code 3365.01-3365.10</i></p>
<b>Autonomy: Do local partnerships have the autonomy to implement and sustain their early college high school?</b>	
<p>The Ohio Department of Education considers waivers for early college high schools from regulations on an as-needed basis.</p>	
<p>Ohio’s non-traditional schools (e.g., charter or “community” schools) receive less funding per pupil than traditional schools. Non-traditional schools receive funding through state per-pupil payments, state start-up grants for developers with preliminary agreements, the U.S. Department of Education’s Public Charter Schools Grant Program, and additional funds from grants, government, and private services. However, these schools do not currently have access to state school construction funding or local tax revenues, which can make up a significant portion of a traditional school’s budget.</p>	<p><i>OH Charter Schools Association</i></p>
<p>There is no limit on the number of charter schools that can open in the state. The original cap of 225 charter schools in the state expired in July 2005. None of KnowledgeWorks Foundation’s early college high schools are charter schools.</p>	<p><i>OH Revised Code, 3314.01.3</i></p>
<p>An existing school that wishes to convert a portion of its school to a charter must receive approval from the local board of education. New start-up community schools can be sponsored by local boards of education and the board of trustees of 13 universities throughout the state. “Community schools may be located within a school district that is part of the pilot project area, any of the Big 8 or in a ‘Challenged’ school district (an academic emergency or academic watch school district).”</p>	<p><i>OH Department of Education, Office of Community Schools, Introduction to Community Schools</i></p>

# Texas Policies and Regulations Relating to Early College High Schools<sup>12</sup>

Prepared by Jobs for the Future for the Early College High School Initiative

## Statutes/Regulations/ References

### **Dual Credit: Can college courses taken within an early college high school count for college credit and toward meeting high school graduation requirements?**

Yes. High school students enrolled in college-level courses receive academic credit for the course from both the college and the high school.

*Texas Higher Education Coordinating Board, Rules & Regulations, Chapter 4, Subchapter D-4.85*

Available at:  
[www.theccb.state.tx.us/TSI/DualCredit.htm#TSIsatisfy](http://www.theccb.state.tx.us/TSI/DualCredit.htm#TSIsatisfy)

### **Dual Enrollment: Can college credit hours fulfill state requirements for days and minutes that students must complete in secondary school?**

Yes. "The state funding for dual credit courses will be available to both public school districts and colleges based on current funding rules of the State Board of Education and the Board."

*Texas Higher Education Coordinating Board, Rules & Regulations, Chapter 4, Subchapter D-4.85*

*Eligibility for College Courses:* Do eligibility requirements for college courses include measures of academic readiness while not excluding students based on "all-or-nothing" criteria?

*Texas Higher Education Coordinating Board, Rules & Regulations, Chapter 4, Subchapter D-4.85*

Texas outlines several ways in which students may be eligible for dual enrollment based on the type of course a student takes (academic or workforce education) and based on the assessments the state uses to evaluate student progress through and readiness for each level of education. "Students may take college-level courses related to the area(s) of the test they pass."

#### Academic Courses

*Texas Higher Education Coordinating Board, Rules & Regulations, Chapter 4, Subchapter D-4.85*

An eleventh- or twelfth-grade student can enroll in dual credit courses if the student achieves the minimum passing standards for freshmen-level academic coursework under the provisions of the Texas Success Initiative (TSI). According to TSI, students must attain the following minimum passing scores in reading, writing, and mathematics (related to approved assessments):

#### *Asset:*

Reading Skills (41); Elementary Algebra (38); Writing Skills-Objective (40); Written Essay (6)

#### *Compass:*

Reading Skills (81); Algebra (39); Writing Skills-Objective (59); Written Essay (6)

#### *Accuplacer:*

Reading Comprehension (78); Elem. Algebra (63); Sentence Skills (80); Written Essay (6)

#### *THEA:*

Reading (230); Mathematics (230); Writing (220)

The minimum passing standard for the written essay on all tests is 6, although a student who receives a score of 5 and meets the objective writing test standard is also eligible.

Individual institutions may also require higher passing standards.

Students are also eligible if they demonstrate exemption under the provisions of the TSI. Exemptions include:

- ACT – composite score of 23 with a minimum of 19 on the English and/or math test
- SAT – combined verbal and math score of 1070 with a minimum of 500 on the verbal and/or the math test
- Texas Assessment of Academic Skills (TAAS) – minimum scale score of 1770 on the writing test, a Texas Learning Index (TLI) of 86 on the math and 89 on the reading test
- Texas Assessment of Knowledge and Skills (TAKS) – minimum scale score on the eleventh-grade, exit-level TAKS relevant to the dual enrollment courses to be attempted (2200 on the math and/or the English language arts section, with a writing subsection score of at least 3)

	Statutes/Regulations/References
<p>“An eligible high school student who has enrolled in dual credit courses in the 11th grade shall not be required to demonstrate further evidence of eligibility to enroll in dual credit courses in the 12th grade.”</p> <p>Workforce Education:</p> <p>An eleventh- or twelfth-grade student can enroll in workforce education dual credit courses if he or she demonstrates achievement of the minimum high school passing standard on the math and/or the English/Language Arts section on the 10th or 11th grade TAKS.</p> <ul style="list-style-type: none"> <li>• “A student may enroll only in those workforce education dual credit courses for which the student has demonstrated eligibility.”</li> <li>• “A student who is exempt from taking TAKS may be otherwise evaluated by an institution to determine eligibility for enrolling in workforce education dual credit courses.”</li> </ul> <p>All Courses:</p> <p>“Students must meet all the college’s regular prerequisite requirements designated for that course (e.g., minimum score on a specified placement test, minimum grade in a specified previous course, etc.)”</p> <p>Ninth- and Tenth-Grade Students:</p> <p>Students must be in at least the eleventh grade to participate. The high school principal and the chief academic officer of the college may make exceptions for outstanding academic performance and capability. Students with freshman or sophomore standing who dully enroll must still meet the above TSI requirements.</p> <p>Permitted Number of Courses:</p> <p>High school students cannot enroll in more than two dual credit courses per semester. Exceptions to this requirement for students with demonstrated outstanding academic performance and capability may be approved by the principal of the high school and the chief academic officer of the college.</p>	<p><i>Texas Higher Education Coordinating Board, Rules &amp; Regulations, Chapter 4, Subchapter D-4.85</i></p>
<p><b>Transfer: Can college course credits earned while a student is in early college high school be transferred to meet general education and academic major requirements for Associate’s and Bachelor’s degrees?</b></p>	
<p>Courses offered for dual credit must be identified as “college-level academic courses in the current edition of the Lower-Division Academic Course Guide Manual” or as “college-level workforce education courses in the current edition of the Workforce Education Course Manual.”</p>	<p><i>Texas Higher Education Coordinating Board, Rules &amp; Regulations, Chapter 4, Subchapter D-4.85</i></p>
<p>Students cannot take remedial and developmental courses through dual enrollment programs.</p>	
<p>Lower-division academic courses transfer fully among public institutions and substitute for the equivalent courses at the receiving institution. Many college-level workforce education courses do not transfer to universities.</p>	<p><i>Texas Higher Education Coordinating Board, Rules &amp; Regulations, Chapter 4, Subchapter B-4.24</i></p> <p><i>Transfer Tips for Students, www.thecb.state.tx.us/ctc/ip/core11_00/index.htm</i></p>
<p><b>Teacher Certification: Are high school teachers authorized to teach college-level, credit-bearing courses, and are college professors authorized to teach high school students within an early college high school?</b></p>	
<p>Instructors of a dual enrollment course must have same credentials as college instructor.</p> <p>“The college shall select instructors of dual credit courses. These instructors must be regularly employed faculty members of the college or must meet the same standards . . . and approval procedures used by the college to select faculty responsible for teaching the same courses at the main campus of the college.”</p>	<p><i>Texas Higher Education Coordinating Board, Rules &amp; Regulations, Chapter 4, Subchapter D-4.85</i></p>



	Statutes/Regulations/ References
<b>Funding: Are a variety of funding sources available to ensure and sustain student success in early college high school?</b>	
<p>Texas has a “hold harmless” policy regarding ADA and FTE apportionments for dual enrollees.</p> <p>“(1) The state funding for dual credit courses will be available to both public school districts and colleges based on the current funding rules of the State Board of Education and the Board.</p> <p>“(2) The college may claim funding for all students getting college credit in dual credit courses.”</p> <p>“(3) All public colleges, universities, and health-related institutions may waive all or part of tuition and fees for a Texas high school student enrolled in a course for which the student may receive dual course credit.”</p>	<p><i>Texas Higher Education Coordinating Board, Rules &amp; Regulations, Chapter 4, Subchapter D-4.85</i> <i>(as amended 10/04)</i></p>
<p>There is no language precluding dual enrollees—who are “enrolled” at least half-time in an associates or certificate program—from access to Texas Grant II financial aid (aid for community college students), but budget limitations make it unlikely that colleges would made awards to such students after privileging the needs of regularly matriculating students</p>	<p><i>Texas Higher Education Coordinating Board, Title 19. Part 1. Chapter 22, Subchapter M, 22.256(a)</i></p>
<b>Autonomy: Do local partnerships have the autonomy to implement and sustain their early college high school?</b>	
<p>Dual enrollment program participation is voluntary; an institution is not required to offer dual credit courses for high school students.</p> <p>However, under recently passed HB 1 (2006), all school districts are required to “implement a program in which students will be able to earn the equivalent of 12 hours of college credit (includes Advanced Placement courses and international Baccalaureate courses and programs) while in high school, and directs institutions of high [sic] education to assist public schools in doing this if requested to do so.” It is too early to determine how higher education institutions will be required to assist.</p>	<p><i>Texas Higher Education Coordinating Board, Rules &amp; Regulations, Chapter 4, Subchapter D-4.85</i>  <i>Briefing Book on House Bill 1, 79th Texas Legislature, 3rd Called Session, June 2006.</i></p>
<p>Recently passed HB 1 (2006) grants provisions for a flexible school day to schools with an “early college plan” or “innovative redesign” permission. The program allows “flexibility in the delivery of the instructional program in terms of the numbers of hours a student attends school each day or the number of days a week a student attends” with corresponding flexibility around accounting of instructional time for the purposes of state reimbursement.</p>	<p><i>Briefing Book on House Bill 1, 79th Texas Legislature, 3rd Called Session, June 2006.</i></p>
<p>Dual enrollment courses can be held at the high school, college or electronically. The classes can be made up of only dual credit students, a mix of dual and college students, or, in some special circumstances, high-school credit only students (e.g., in the case of an AP course).</p> <p>“Charter schools receive the same per pupil expenditure for maintenance and operations as other Texas public schools, but they do not receive capital funding.”</p>	<p><a href="http://www.charterstexas.org/about_csrtc.php">www.charterstexas.org/about_csrtc.php</a></p>
<p>“State-approved charter schools are non-profit organizations that can be founded by parents and teachers, social service organizations, universities and governmental entities. These organizations submit an application to Texas Education Agency, are interviewed by the State Board of Education, and, if approved, are granted a charter. School districts may also authorize locally-approved charter schools.”</p>	<p><a href="http://www.uscharterschools.org">www.uscharterschools.org</a></p>
<p>The state grants open enrollment charters, a school district grants campus program charters, and home-rule school district charters.</p>	
<p>Open enrollment charters are capped at 215 schools, unless the school serves at least 75 percent “at-risk” or drop-out students. Campus program charters and home-rule school district charters have no cap.</p>	

# Utah Policies and Regulations Relating to Early College High Schools

Prepared by Jobs for the Future for the Early College High School Initiative

	Statutes/Regulations/ References
<p><b>Dual Credit: Can college courses taken within an early college high school count for college credit and toward meeting high school graduation requirements?</b></p> <p>Yes. The Utah administrative code regulating concurrent enrollment programs states, “Concurrent enrollment course credit shall count toward high school graduation requirements as well as for college credit.”</p>	<p><i>Utah Administrative Code: Rule R277-713. Concurrent Enrollment of High School Students in College Courses.</i></p>
<p><b>Dual Enrollment: Can college credit hours fulfill state requirements for days and minutes that students must complete in secondary school?</b></p> <p>Yes. “A student concurrently enrolled in a post-secondary institution and the public schools during a year may be counted in [average daily] membership if the public school approves the post-secondary program and receives the progress reports and membership and attendance reports from the institution.”</p>	<p><i>Utah Administrative Code: Rule R277-419. Pupil Accounting.</i></p>
<p><b>Eligibility for College Courses: Do eligibility requirements for college courses include measures of academic readiness while not excluding students based on “all-or-nothing” criteria?</b></p> <p>Eligibility is determined locally.</p> <p>“Local schools and USHE institutions shall jointly establish student eligibility requirements which shall be sufficiently selective to predict a successful experience. . . . Local schools have the primary responsibility for identifying students who are eligible to participate in concurrent enrollment classes.”</p>	<p><i>Utah Administrative Code: Rule R277-713. Concurrent Enrollment of High School Students in College Courses.</i></p>
<p><b>Transfer: Can college course credits earned while a student is in early college high school be transferred to meet general education and academic major requirements for Associate’s and Bachelor’s degrees?</b></p> <p>Yes. Administrative code states, “Credit earned through the concurrent enrollment program shall be transferable from one USHE institution to another.”</p> <p>This is consistent with state statute that states, “College credits obtained under this section shall be accepted for transfer of credit purposes as if they had been obtained at any public institution of higher education within the state system.”</p> <p>Additionally, the state encourages programs to use concurrent enrollment courses to “assist students toward post-secondary degrees.”</p>	<p><i>Utah Administrative Code: Rule R277-713. Concurrent Enrollment of High School Students in College Courses.</i></p> <p><i>Utah State Code (statute). 53A-15-101</i></p>
<p><b>Teacher Certification: Are high school teachers permitted to teach college-level, credit-bearing courses? Are college faculty permitted to teach high school students within an early college high school?</b></p> <p>Yes.</p> <p>Adjunct faculty can teach dual enrollment courses if they are approved by the higher education institution’s normal criteria for teachers. The state further stipulates that adjuncts teaching dual enrollment courses “be included as fully as possible in the academic life at the supervising academic department.”</p>	<p><i>Utah Administrative Code: Rule R277-713. Concurrent Enrollment of High School Students in College Courses.</i></p>
<p><b>Funding: Are a variety of funding sources available to ensure and sustain student success in early college high school?</b></p> <p>Schools may claim per-pupil apportionment for concurrently enrolled students.</p> <p>Concurrent enrollment courses are also funded by the state through an annual appropriation that is authorized to fund courses at a rate of \$50 per semester hour, though actual funding from the legislature may be less from year to year. High schools and districts may claim this funding “according to the number of semester hours successfully completed by students registered through the district in the prior year compared to the state total of completed concurrent enrollment hours.” In turn, districts may reimburse colleges for certain costs associated with concurrent enrollment.</p>	<p><i>Utah Administrative Code: Rule R277-419. Pupil Accounting.</i></p> <p><i>Utah Administrative Code: Rule R277-713. Concurrent Enrollment of High School Students in College Courses.</i></p>
<p><b>Autonomy: Do local partnerships have the autonomy to implement and sustain their early college high school?</b></p> <p>Utah has a robust charter school environment. All early college high schools in Utah are charter schools and as such are granted considerable autonomy over curriculum design, governance, and hiring. Charters receive comparable state funding as district schools (a district, a county, or the state can grant a charter). The legislature has “streamlined the process for applying to create charter schools and established multiple paths for obtaining formal state approval.”</p> <p>However, “as independent charter schools, they cannot access property tax revenue for capital needs as public schools districts do.”</p>	<p><i>See Utah Partnership case study.</i></p>

<sup>1</sup> Source: JFF analysis of data from the National Educational Longitudinal Study for students from the lowest-income SES quintile. The period of time measured includes outcomes from students' entry as ninth graders in 1988 to the year 2000.

<sup>2</sup> The intermediaries are: Antioch University of Seattle; City University of New York; Foundation for California Community Colleges; Georgia Pre-school through College Department/Georgia Department of Education; KnowledgeWorks Foundation; Middle College National Consortium; National Council of La Raza; North Carolina New Schools Project; Portland Community College's Gateway to College; SECME, Inc.; Texas High Schools Project/Communities Foundation of Texas; Utah Partnership Foundation; and Woodrow Wilson National Fellowship Foundation. Jobs for the Future is also an intermediary; its role is to support the other intermediaries in various ways, including addressing national policy research and the advocacy components of the initiative.

<sup>3</sup> One way that states are addressing these and related questions is by participating in the national Early College High School Student Information System.

<sup>4</sup> Through the Ohio High School Transformation Initiative, 17 large, urban high schools in 10 distressed districts were transformed into 58 new autonomous high schools in fall 2004.

<sup>5</sup> The legislature recently considered but rejected a proposal to restrict new participation in PSEO to eleventh- or twelfth-grade students and to require new students to attain a proficient score on any related Ohio Graduation Test prior to enrolling in a college course.

<sup>6</sup> The other partnerships starting schools are: Columbus State University and Muscogee County Schools; Dalton State College and a school district to be named; Georgia College & State University and Baldwin County; Georgia Perimeter College and DeKalb County Schools; and Georgia Southwestern University and Sumter, Crisp, Marion, Schley and Webster Counties.

<sup>7</sup> These efforts include testing the viability of basing high school graduation, college admission, and the awarding of Associate's degrees on student performance, rather than "seat time," SAT scores, GPA, or the completion of prescribed courses.

<sup>8</sup> Georgia's early college high schools receive funding from several sources, including the Quality Basic Education formula, based on full-time equivalent students. The QBE is the basic funding formula that determines how much FTE funding is allotted to all public schools. The funding allocated to schools is based on the different QBE programs and their related costs, ranging from a traditional high school program to one for limited English proficient students. An early college high school would receive FTE funding as a secondary base program as well as from any additional program for which each student qualifies (e.g., a remedial program, an alternative education program). In addition to state FTE and ACCEL funding, Georgia's early college high schools will be eligible to receive funds from a variety of state and federal programs available to traditional public schools.

<sup>9</sup> The Houston Community College Board waives the tuition for the dual credit and concurrent enrollment of all Houston students and draws down the state contact hour funding from the state apportionment. This financial model enables schools to staff a smaller class size, pay for textbooks, and offer more time and effort in ramping up young people for the college coursework. This is a worthy investment for community colleges because the students will not need developmental coursework and the early college high school students help the postsecondary institutions meet their targeted enrollment goals and retention rates. In the Houston Independent School District and at Challenge Early College High School, the early college high school students and dual-credit students have out-performed their Houston Community College peers every semester.

<sup>10</sup> In 2004, Georgia discontinued the Postsecondary Options Program administered by the Department of Education. Students can now dually enroll and receive reimbursement through the HOPE Scholarship ACCEL program, administered by the Georgia Student Finance Commission and funded by the Georgia Lottery for Education. The Board of Regents has also revised its policy on the "Exception to the Freshman Admission of Special Groups to incorporate a section on Early College High School," according to Board of Regents 2004 Meeting Minutes, September 8, 2004.

<sup>11</sup> At technical colleges, a placement test is typically required.

<sup>12</sup> Additional References:

[www.capitol.state.tx.us/statutes/docs/ED/content/htm/ed.003.00.000130.00.htm#130.008.00](http://www.capitol.state.tx.us/statutes/docs/ED/content/htm/ed.003.00.000130.00.htm#130.008.00);

[www.theccb.state.tx.us/CBRules/tac3.cfm?Chapter\\_ID=4&SubChapter=D](http://www.theccb.state.tx.us/CBRules/tac3.cfm?Chapter_ID=4&SubChapter=D);

[www.theccb.state.tx.us/CBRules/PDF/Ch4SubC.pdf](http://www.theccb.state.tx.us/CBRules/PDF/Ch4SubC.pdf);

[www.theccb.state.tx.us/ctc/ip/core11\\_00/index.htm](http://www.theccb.state.tx.us/ctc/ip/core11_00/index.htm);

[www.collegefortexans.com/cfbin/tofa2.cfm?ID=20](http://www.collegefortexans.com/cfbin/tofa2.cfm?ID=20);

[www.charterstexas.org/about\\_csrtc.php](http://www.charterstexas.org/about_csrtc.php)





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