Sharing the Cost

Insights From States Funding Dual Enrollment to Expand Access

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Glossary of Terms

Institution of Higher Education (IHE) Systems

Enrollment-Based Funding: State funding is based on the number of enrolled students or credit hours.[1]

Full-Time Equivalent (FTE): A unit of measurement used to determine state funding for colleges and universities based on student enrollment. For funding purposes, one FTE typically represents a student taking a full course load over an academic year, which is usually defined as 30 credit hours in most states.[2]

Hybrid Funding Formula: State funding is based on a combination of the number of students enrolled, student demographics, and success metrics.[3]

Performance-Based Funding: Allocates a portion of a state's higher education budget according to specific performance measures such as course completion, credit attainment, and degree completion.[4]

IHE and/or K-12 Systems

Categorical Grant: A grant provided to IHEs or K-12 districts for specific, narrowly defined purposes or projects, with limitations on how the funds can be spent.

K-12 Systems

Average Daily Attendance (ADA): A metric that measures the average number of students present in a district over a specific period. It is typically calculated by dividing the total number of days students were in attendance by the total number of instructional days in a given time frame.[5]

Average Daily Membership (ADM): A metric used to calculate the average number of students enrolled in a district over a specific period. It is typically determined by dividing the total number of days students were enrolled by the number of instructional days in a given time frame.[6]

Student-Based Funding Formula: School districts receive funding based on the number of students enrolled or in attendance. Districts may receive additional funding based on specific student needs (e.g., English learners [ELs], students with disabilities, students from low-income families).[7]

Executive Summary

In 2023, 2.5 million students — 16% of public high school students nationwide — participated in dual enrollment programs, which offer high school students the opportunity to engage in college-level coursework. Research demonstrates that participation in dual enrollment contributes to improved student outcomes, including increased high school graduation rates, college enrollment, credit accumulation, and postsecondary attainment. However, dual enrollment participation is inequitable, with white and high-income students participating at much higher rates than Black, Latino, Indigenous, economically disadvantaged, and other historically marginalized student groups.

State policymakers can use fiscal policies to improve access to dual enrollment, especially for underrepresented student groups. However, dual enrollment funding policies and approaches vary significantly among states and programs, complicating efforts to identify which approaches are most promising. **To help address this challenge, this report uses a case study approach to investigate how different state policy and funding mechanisms might contribute to improved dual enrollment participation and attainment for underrepresented student groups**. The analysis also seeks to build a more comprehensive understanding of how dual enrollment-related costs are divided among states, school districts, community colleges, and students.

Lessons From California, Idaho, Minnesota, and Texas

This report examines six dual enrollment programs across four states — **California**, **Idaho**, **Minnesota**, and **Texas** — each with distinct policy and funding approaches (Executive Summary Table). In selecting these states, this report drew from the literature base and expert interviews, applying four key criteria:

1. The state has invested in dual enrollment.
2. The state has prioritized dual enrollment participation.
3. Students are not responsible for tuition.
4. Students are not responsible for nontuition costs.

Employing desk research, expert interviews, and national data sources, this report analyzes each program's funding structures, including how costs are shared across states, community colleges, K-12 districts, and students, as well as student participation and attainment outcomes. The report then uses the dual enrollment equity framework presented in *Unlocking Potential*, College in High School Alliance's (CHSA) State Policy Roadmap, to conduct a thematic analysis of funding and non-funding policies shared across two or more case study states.

EXECUTIVE SUMMARY TABLE: ALIGNMENT OF CASE STUDY PROGRAMS WITH SELECTION CRITERIA IN CALIFORNIA, IDAHO, MINNESOTA, AND TEXAS

Key: Program Selection Criteria

1. The state has invested in dual enrollment.
2. The state has prioritized dual enrollment participation.
3. Students are not responsible for tuition.
4. Students are not responsible for nontuition costs.

State	Dual Enrollment Program	Program Selection Criteria			
		1	2	3	4
California	**College and Career Access Pathways (CCAP)** Allows high school students to take college courses and earn both high school and college credits simultaneously at the high school at no cost.	X	X	X	X
Idaho	**Advanced Opportunities** Provides $4,625 to public school students in Grades 7-12 to accelerate their education and earn college credits, including through dual enrollment programs.	X	X	X	
Minnesota	**Concurrent Enrollment** Offered at the high school and taught by qualified high school teachers or college faculty at no cost to students.	X	X	X	X
	Traditional Postsecondary Enrollment Options (PSEO) Offered at institutions of higher education (IHEs), including community colleges, and taught by college faculty. The tuition is covered through a statutory formula.		X	X	X
	PSEO by Contract Offered at IHEs, including community colleges, and taught by college faculty. The tuition is covered through individual memorandums of understanding (MOUs) between the IHE and the school district.		X	X	X
Texas	**Financial Aid for Swift Transfer (FAST)** Allows public IHEs, including community colleges, to offer dual credit courses to educationally disadvantaged high school students at no cost.	X	X	X	X

Funding Policies That Support Access and Participation

Beyond the four criteria used to identify the states, this report identifies three themes across dual enrollment funding policies as promising practices for other states to consider in supporting increased student access and participation.

THEME 1

The state allows school districts to receive full per-pupil state allocations for dual enrollment students. This policy ensures that school districts are not financially disadvantaged when students take dual enrollment courses. In **California**, K-12 districts receive full per-pupil funding for all high school students who attend school at least 240 minutes (four hours) a day. Similarly, **Idaho** and **Texas** provide full per-pupil funding to K-12 districts for all students, regardless of dual enrollment participation. **Minnesota** also follows this model, allowing K-12 districts to receive their full per-pupil state allocation when offering dual enrollment through the Concurrent Enrollment model or the PSEO by Contract program.

THEME 2

The state includes dual enrollment students in the community college full-time equivalent (FTE) calculation for state allocations. This policy ensures that community colleges are adequately funded for all of the students they serve. **California** accomplishes this by counting dual enrollment students as "special admit" FTEs under the community college funding formula's base allocation. In **Idaho**, dual enrollment students count toward an IHE's FTE count in the same way as all other students. **Texas**, which has an outcomes-based funding formula, provides state funding for dual enrollment students who complete at least 15 credit hours of dual enrollment coursework.

THEME 3

The state (partially) reimburses community colleges for tuition costs. This policy allows states to keep costs low for students while also supporting the instructional costs borne by community colleges. **Idaho** reimburses community colleges for tuition for all dual enrollment students at a flat rate of $75 per credit hour, while **Texas** reimburses community colleges for tuition for FAST-eligible students at a flat rate of $57 per credit hour. In **Minnesota's** Traditional PSEO model, the state reimburses IHEs for tuition for dual enrollment students at a flat rate of $241 per credit hour, funded by a significant reduction in state allocations to the K-12 district partner.

Policies Beyond Funding That Support Access and Participation

State dual enrollment policy spans many areas beyond funding. This report identifies four themes across dual enrollment policies beyond funding as promising practices for other states to consider in supporting increased student access and participation.

THEME 4

The state sets goals specific to dual enrollment. This policy integrates the state's dual enrollment efforts with other attainment initiatives, establishes program performance expectations, and guides data collection efforts to support access. For example, **California's** strategic plan for community colleges sets a specific target of 12 college credits for each high school graduate, building dual enrollment into the state's attainment goal. **Idaho's** State Board of Education works with the state's public IHEs to annually set and publicly track dual enrollment participation goals by student subgroup. In **Texas**, the state legislature codified statewide dual enrollment goals that support equitable access by emphasizing proactive, comprehensive outreach and advising for underserved student populations.

THEME 5

The state requires school districts and community colleges to report dual enrollment program data to the state. This policy allows state leaders to identify areas of programmatic strength and opportunities for growth. In **California**, colleges are legislatively required to submit annual reports to the governor on demographics, unduplicated counts, FTEs, and course information for students participating in CCAP dual enrollment. Similarly, in **Idaho**, schools are required to collect and report information on Advanced Opportunities participation and outcomes to the state legislature. For its Concurrent Enrollment program, **Minnesota** requires its Office of Higher Education (MOHE) and Department of Education (MDE) to work together to collect disaggregated data and conduct yearly evaluations; for its Traditional PSEO program the state requires MDE to use the Minnesota Automated Reporting Student System to track student enrollment and participation. **Texas** school districts are required to report all college credit hours earned by students who pass dual enrollment courses to the Texas Education Agency (TEA).

THEME 6

The state requires school district and community college partners to establish formal agreements. This policy ensures that both partners serving dual enrollment students understand their responsibilities and obligations from the outset. In **California**, CCAP legislation includes clear, minimum criteria for MOUs, including the specification of data-sharing agreements, college course offerings, instructional logistics, and data-reporting responsibilities. In **Minnesota's** Concurrent Enrollment and PSEO by Contract models, a formally established K-12 and IHE partnership is required to set up cost-sharing. Similarly, **Texas** rules require any dual credit partnership to establish an MOU that specifies student eligibility, funding responsibilities, and eligible courses, among other things.

THEME 7

The state requires coursework to be aligned with a credential of value or workforce needs. This policy increases the value of dual enrollment programs by increasing the likelihood that credits earned in high school will apply to students' postgraduation endeavors. **California** state law requires CCAP partnerships to consult with local workforce investment boards and align career and technical education (CTE) dual enrollment courses with regional and statewide labor markets. In the new **Texas** community college funding formula, incentive funding provided to institutions for dual enrollment course completion is contingent on the hours being coherent and aligned with the requirements of either an academic program or a workforce program leading to a credential.

Policy Recommendations

This report identifies four key recommendations for state policymakers, advocates, education leaders, and other stakeholders seeking to increase access to and participation in dual enrollment in states:

- **Ensure sustainable state funding** by directing state funds to cover student tuition and nontuition costs, especially for student subgroups that are underrepresented in dual enrollment, and by establishing reasonable guardrails when investing in program growth.

- **Support district and IHE participation** by creating funding structures that fairly support the engagement of both district and IHE partners and by establishing statewide MOU requirements for dual enrollment partnerships.

- **Support student participation** by investing in growing the instructor workforce to meet program demand, identifying options for students to cover nontuition costs, and establishing effective and accessible advising systems.

- **Monitor impact and inform continuous improvement** by requiring K-12 districts and IHEs to track and report data disaggregated by student subgroup and by connecting data across K-12 and postsecondary systems while addressing privacy concerns.

Introduction

Dual enrollment programs offer high school students the opportunity to engage in college-level coursework and have become an increasingly significant part of the K-12 and higher education landscape. Offered in partnership between high schools and IHEs, dual enrollment provides students with a valuable head start on their higher education journey, potentially reducing the time and cost of obtaining a college degree. Dual enrollment courses may be offered at a high school, on a college campus, or through virtual platforms.

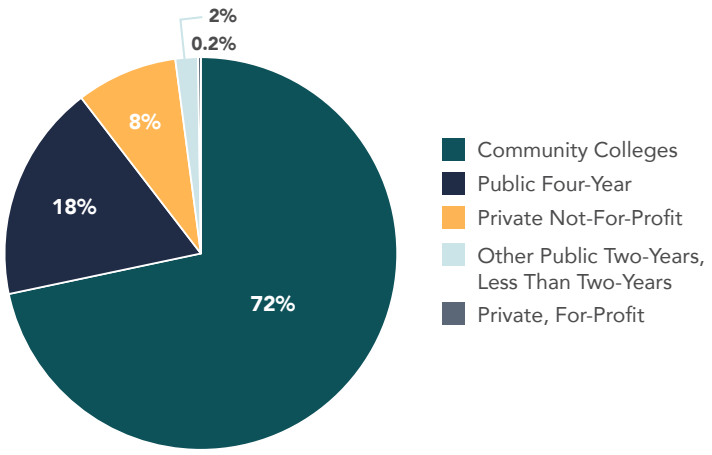
Dual enrollment participation has grown significantly over the past two decades. In 2015, 400,000 public high school students nationwide participated in at least one dual enrollment course. By 2023, that number had grown to 2.5 million, representing 16% of all public high school students nationwide.[8] While dual enrollment may be offered at any IHE, community colleges serve the greatest share of participants. By the 2022-23 school year (SY), the community college sector served nearly 72% of all dual enrollment students (Figure 1).[9]

Participation in dual enrollment contributes to improved student outcomes, including increased high school graduation rates, college enrollment, credit accumulation, and postsecondary attainment.[10] However, dual enrollment participation has historically been inequitable, with white and high-income students participating at much higher rates than Black, Latino, Indigenous, and economically disadvantaged students.[11] Research has also found that the latter student groups are not proportionally represented, meaning their share of dual enrollment is not equal to their share of K-12 student enrollment.[12] State policymakers have been taking action to increase access to dual enrollment among these student populations. Recent data suggest that, in some states, these actions have supported progress toward greater and more proportional dual enrollment representation.

State policymakers and educators face a critical and complicated challenge in understanding how their policy and funding decisions may influence equitable dual enrollment access. The dual enrollment funding landscape is complex, with states taking very different approaches. For instance, some states provide supplemental funding for some or all of their dual enrollment programs, while others leave funding entirely to the district, IHE, or student. This variability makes it difficult to understand how state policy and funding choices impact dual enrollment outcomes, including participation patterns for different groups of students.[13]

Organizations such as CHSA[14] and the Education Commission of the States (ECS) are helping the field navigate this complexity. They have published 50-state scans of dual enrollment policies and funding models and proposed frameworks for how policymakers can advance equitable dual enrollment access and attainment. This knowledge base has helped identify some promising approaches and define the range of choices available to state leaders designing dual enrollment funding models.

FIGURE 1: DUAL ENROLLMENT SHARE BY IHE SECTOR, SCHOOL YEAR 2022-23



***Source**: National Center for Education Statistics, "Integrated Postsecondary Education Data System," 2024.*

This report examines how different state policy and funding approaches might contribute to improved dual enrollment participation and attainment for underrepresented student groups. The analysis also builds a more comprehensive understanding of how dual enrollment-related costs are divided among states, school districts, community colleges, and students.[15]

The report examines dual enrollment programs across four states — **California**, **Idaho**, **Minnesota**, and **Texas** — each with distinct policy and funding approaches (Table 1). In selecting these states, the authors drew from the literature base and expert interviews, applying four key criteria:

1. **The state has invested in dual enrollment**: The state provides additional funding to help districts and community colleges cover dual enrollment expenses.

2. **The state has prioritized dual enrollment participation**: The state has demonstrated a commitment to expanding dual enrollment, particularly for systemically marginalized student groups, through legislation, regulations, or strategic initiatives.

3. **Students are not responsible for tuition**: The state requires tuition-free dual enrollment for all or certain student groups.

4. **Students are not responsible for nontuition costs**: The state requires that all or certain student groups are not responsible for other costs associated with dual enrollment, such as textbooks, fees, or course materials.

The state case studies examine dual enrollment funding policies and models for these six programs in conjunction with student participation and attainment outcomes data. Building on the four criteria used to identify the states and *Unlocking Potential*, CHSA's State Policy Roadmap, this report provides a thematic analysis of funding and nonfunding policies shared across two or more states. Beyond the four criteria used to identify the states, this analysis identifies three additional dual enrollment funding policies that support increased access and participation:

- The state allows school districts to receive full per-pupil state allocations for dual enrollment students.
- The state includes dual enrollment students in the community college FTE calculation for state allocations.
- The state (partially) reimburses community colleges for tuition costs.

This report also identifies four common dual enrollment policies beyond funding that support increased access and participation:

- The state sets goals specific to dual enrollment.
- The state requires school districts and community colleges to report dual enrollment program data to the state.
- The state requires school district and community college partners to establish formal agreements.
- The state requires dual enrollment coursework to be aligned with a credential of value or workforce needs.

The report concludes with policy considerations for legislators, advocates, and state, community college, and district leaders.

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State	Dual Enrollment Program	Program Selection Criteria			
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California	**CCAP** Allows high school students to take college courses and earn both high school and college credits simultaneously at the high school at no cost.	X	X	X	X
Idaho	**Advanced Opportunities** Provides $4,625 to public school students in Grades 7-12 to accelerate their education and earn college credits, including through dual enrollment programs.	X	X	X	
Minnesota	**Concurrent Enrollment** Offered at the high school and taught by qualified high school teachers or college faculty at no cost to students.	X	X	X	X
	Traditional PSEO Offered at IHEs, including community colleges, and taught by college faculty. The tuition is covered through a statutory formula.		X	X	X
	PSEO by Contract Offered at IHEs, including community colleges, and taught by college faculty. The tuition is covered through individual MOUs between the IHE and the school district.		X	X	X
Texas	**FAST** Allows public IHEs, including community colleges, to offer dual credit courses to educationally disadvantaged high school students at no cost.	X	X	X	X

Methodology

From October 2024 to February 2025, Bellwether conducted three phases of research to identify equitable dual enrollment policies and themes across the four case study states: California, Idaho, Minnesota, and Texas.

Phase 1: Preliminary Research and State Selection

The authors conducted desk research on dual enrollment models and program components that advance equitable access, participation, and outcomes. The work of CHSA, ECS, and the Community College Research Center significantly informed this research. The authors also conducted in-depth interviews with six national experts who helped identify states that have recently passed legislation or have adopted innovative policies aimed at increasing equitable participation and outcomes in dual enrollment.

Phase 2: State Case Studies

After identifying four case study states — California, Idaho, Minnesota, and Texas — the authors conducted desk research on state-specific dual enrollment policies by reviewing statutes, regulations, state guidance, and policy documents. The authors also reviewed evaluative research papers to understand the impact of specific policies. In addition, the authors conducted in-depth interviews with 11 state-specific experts, including state and IHE directors, nonprofit leaders, advocates, and dual enrollment leaders at state education agencies, boards of higher education, and/or offices of higher education. These interviews provided critical insight into how the dual enrollment programs in each state work in practice.

The authors used national data sets from IPEDS and the National Student Clearinghouse to analyze dual enrollment participation nationally and disaggregated by state, institution type, and student demographic characteristics. For each case study, the authors used data from the state's Department of Education, Office of Higher Education and/or Board of Education, and statewide longitudinal data system to analyze dual enrollment participation and attainment. The Minnesota State Colleges and Universities System's PSEO by Contract data were obtained through a data request.

Phase 3: Comparative Thematic Analysis

After completing the case studies, the authors conducted a cross-state thematic analysis. They identified policies that were shared across two or more case study states and evaluated whether those policies supported or challenged state efforts to increase access and attainment. Where common policies were found to be supportive of state efforts, the authors assessed these policies for alignment with those recommended in *Unlocking Potential*, CHSA's State Policy Roadmap, to advance equitable access, participation, and outcomes.

Dual Enrollment Cost Sharing

How Dual Enrollment Funding and Costs Are Shared Across States, Districts, Community Colleges, and Students

Dual enrollment students participate in both K-12 and community college systems. Before exploring how specific states fund dual enrollment, it is helpful to review how states fund their public K-12 and community college systems and how those funding streams intersect with dual enrollment.[16]

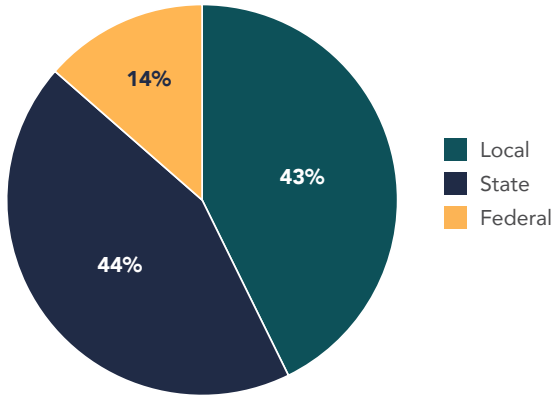
K-12 District Funding

K-12 public schools in the United States are primarily funded through a combination of local, state, and federal sources, with students and families bearing no costs. State and local sources provide the vast majority of K-12 funding (Figure 2). Every state funding formula includes some student count measure, such as average daily membership (ADM), which uses enrollment.[17] In states with student-based formulas, this student count is multiplied by the minimum per-pupil amount to determine how much state funding is allocated to districts. In addition to minimum per-pupil (base) funding, most state K-12 funding formulas provide additional funding for specific student needs and account for each district's capacity to raise local revenue, most commonly through property taxes.[18]

Community College Funding

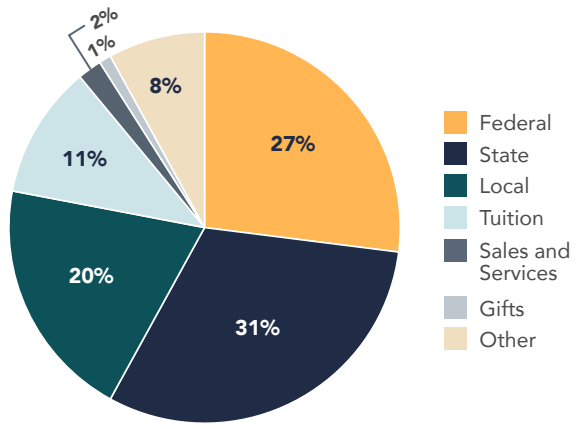
Community colleges are funded through several sources, with the two largest — state and federal — representing 58% of revenues (Figure 3).[19] Many state funding formulas for community colleges base some or most of their funding on FTE counts of enrolled students.[20] Local funding is the third largest source, comprising 20% of community college revenues. Community colleges also charge tuition to students and families. While tuition costs can be offset by financial aid, they are still an essential piece of funding for community colleges, representing 11% of revenues.[21]

FIGURE 2: REVENUE SOURCES FOR K-12 PUBLIC SCHOOLS, NATIONWIDE, SCHOOL YEAR 2021-22



***Source**: U.S. Census Bureau, "2022 Public Elementary Secondary Education Finance Data," 2023.*

FIGURE 3: REVENUE BREAKDOWN, TWO-YEAR PUBLIC IHEs NATIONWIDE, SCHOOL YEAR 2021-22



***Source**: National Center for Education Statistics, "Integrated Postsecondary Education Data System," 2024.*

Dual Enrollment Funding

Because dual enrollment students access both K-12 and postsecondary systems, states must consider how K-12 and community college funding systems will work together to cover dual enrollment-related expenditures. To support district costs of educating high school students who participate in dual enrollment courses but are otherwise served by the state's K-12 system, states generally provide some or all of the K-12 general education per-pupil allocation to the district. In some cases, states reduce the amount they allocate to districts and use the retained funding to subsidize the dual enrollment student's community college tuition costs. Many states have incorporated dual enrollment students into their public postsecondary FTE counts for community colleges, which is essential because dually enrolled students often comprise a substantial share of a community college's total enrollment.[22] Some states allocate supplemental dual enrollment funding outside the state's K-12 and community college funding formulas. The additional state investments are meant to offset each system's costs associated with providing dual enrollment programming.

Dual Enrollment Tuition and Other Costs

Cost-sharing structures for dual enrollment tuition and other costs can create incentives or disincentives for student, district, or community college participation (Table 2). When a student participates in dual enrollment programming, the community college partner generally expects to receive tuition for those courses, regardless of where they were offered. In most states, the community college tuition charged for dually enrolled students is discounted compared with the tuition charged to traditional community college students.[23] The reduced tuition rate is meant to reflect the reduced burden to the college when serving high school students. When courses are offered in the high school, the college does not incur the expense of classrooms, facilities, and instruction. When courses are offered on the community college campus, the reduced rate reflects the reality that high school students are not accessing all the services offered to regularly enrolled college students.[24]

The entity responsible for paying tuition varies by state and program. Some states fully cover or partially offset the dual enrollment student tuition cost with a dedicated allocation or grant program. These additional state monies generally flow through the state's K-12 education budget and are either transferred to the state agency that oversees the program or paid directly to the community college. Other states do not provide additional state funding for dual enrollment tuition, so districts and community colleges must agree on how the tuition will be shared through an MOU.[25] This can include the district using its general funds to cover tuition costs, the community college waiving some or all of the tuition costs, or students having to pay some or all of the tuition costs.

There are also nontuition costs associated with dual enrollment, including fees, course textbooks and supplies, and transportation. State policy varies widely regarding these costs.[26] In some states, dually enrolled students are responsible for covering them, while others prohibit community colleges and districts from charging students for nontuition expenses. Similar to tuition costs, in these instances, the district and community colleges must determine who pays for which expenses through their MOU.

TABLE 2: PARTICIPATION INCENTIVES AND DISINCENTIVES ASSOCIATED WITH STATE FUNDING DECISIONS, BY ENTITY

Entity	Incentive	Disincentive
Student	When a state pays for tuition and/or other dual enrollment-related costs, or ensures that dually enrolled students are not responsible for these costs, it encourages student participation, particularly for underrepresented student groups.	When students must cover tuition or other dual enrollment-related costs, it can act as a financial deterrent and potentially exacerbate gaps in who has access to dual enrollment.
District	When states allocate full K-12 per-pupil funding for dually enrolled students or provide additional funding to offset tuition and associated costs, districts are more likely to provide dual enrollment opportunities because costs are reduced.	If states reduce districts' per-pupil funding to cover tuition or require districts to pay tuition from existing budgets, it places a financial burden on districts that can discourage them from offering dual enrollment. This burden is disproportionately felt by economically disadvantaged districts, potentially exacerbating existing gaps in access.
Community College	If the state includes dually enrolled students in FTE counts, it provides a financial incentive to community colleges to offer dual enrollment. Performance-based IHE funding formulas that reward dual enrollment outcomes provide a further incentive for community college participation.	When the state mandates discounted tuition without providing offsetting funds, community colleges may lose revenue. As a result, community colleges may limit their dual enrollment offerings or prioritize partnerships with districts that can close the funding gap.

State Case Studies

This report examines six innovative dual enrollment programs across four states, each designed to expand educational opportunities and improve college access for high school students:

California: CCAP Program
Idaho: Advanced Opportunities
Minnesota: Concurrent Enrollment, Traditional PSEO, and PSEO by Contract
Texas: FAST Program

For each state, the analysis provides an overview of dual enrollment tuition and nontuition costs, how tuition is paid, and how districts and community colleges are funded for the dual enrollment students they serve.

Each case study also explores student access and participation, with a focus on two dimensions of equity. First, the analysis examines whether dual enrollment access and participation have increased for systemically marginalized students overall and at a faster rate than for non-systemically marginalized students. Second, the analysis explores whether there is proportional representation of systemically marginalized students in dual enrollment program relative to their share of enrollment in Grades 9-12. Finally, the case studies examine postsecondary attainment where such data is available, with data disaggregated by student group.[27]

California's College and Career Access Pathways

California's CCAP program provides high school students with the opportunity to participate in college courses without paying tuition or nontuition costs.

Program Selection Criteria			
The State Has Invested in Dual Enrollment	**The State Has Prioritized Dual Enrollment Participation**	**Students Are Not Responsible for Tuition**	**Students Are Not Responsible for Nontuition Costs**
The state has invested $100 million in CCAP Competitive Grants for school districts.	CCAP legislation removed several dual enrollment barriers and created incentives for students and community colleges to participate. California Community College's Vision 2030 includes a goal that all high school students complete at least 12 units of dual enrollment credit.	State law requires that CCAP students do not pay tuition.	State law requires that CCAP students do not pay nontuition costs.

Established through legislation in October 2015, the CCAP program aimed to address several barriers to dual enrollment in California. Among its most significant changes, CCAP provided a more precise framework for partnerships between districts and community colleges and explicitly allowed high schools to offer college courses open to high school students but closed to the public. Importantly, community colleges receive a state apportionment for these courses.[28] The CCAP program also raised the maximum number of credits a student could earn per semester to 15, compared with the 11-credit limit for non-CCAP students.[29]

Over the years, the California State Legislature has amended CCAP several times to refine and improve the program. This includes streamlining the CCAP agreement processes between community college districts and school districts, and removing the dual enrollment cap. Another important update was the requirement that CCAP partnerships consult with local workforce investment boards to align CTE courses with regional and statewide labor markets, which helps ensure that the dual enrollment programs have value and are relevant.[30]

Dual Enrollment Tuition and Nontuition Costs

Technically, California community colleges do not charge tuition for CCAP or any community college students. Rather, they charge a per-unit fee. For simplicity, this report refers to this fee as "tuition." California's community colleges charge $46 per unit for all students, including CCAP, the lowest amount in the country.[31] However, California state law exempts CCAP students from paying this tuition fee and other fees, as well as from paying for textbooks and course materials. The state does not provide a specific additional allocation to fund dual enrollment, so community colleges and school districts must establish in their MOU who will cover CCAP costs.[32]

Community College State Funding

The CCAP program is structured so that the school district does not pay tuition to the community college. Instead, the community college receives state funding for CCAP students in the same manner as for other community college students. Specifically, California community colleges receive state funding for all students under the Student Centered Funding Formula (SCFF), which comprises three main funding components:[33]

- **Base Allocation (70% of the formula)**: Determined by the community college's enrollment, which is based on the FTE count. There are different FTE rates depending on the student's category.[34]

- **Supplemental (20% of the formula)**: Based on the number of enrolled students who are economically disadvantaged (defined as receiving a College Promise Grant or Pell Grant) or undocumented and eligible under Assembly Bill 540.[35]

- **Student Success (10% of the formula, phased up to 20%)**: Determined through a combination of several equity success measures, it rewards community colleges for the successful outcomes (progression, attainment, wages) of economically disadvantaged students.

CCAP students are included in a "special admit" category, which includes other student groups, for the base allocation. California's funding rate for special admit FTEs is higher than for regular admits. In SY24-25, all special admit students generated $7,425 in base funding per FTE; this was about $2,100 more per FTE than "regular" community college students, who generated the general base rate ($5,294 in SY24-25).[36] One reason cited in interviews for categorizing CCAP students as special admit and qualifying them for a higher base funding rate is that they are ineligible for supplemental and student success funding.

School District State Funding

California school districts do not lose state funding if a high school student participates in the CCAP program. The state's K-12 allocation system, known as the Local Control Funding Formula (LCFF), uses a district's average daily attendance (ADA) to calculate the amount of funding it receives.[37] Districts can claim a 1.0 ADA for each CCAP student if the student receives at least 240 minutes (four hours) of daily K-12 instruction at the high school.[38] The district can also claim a lesser ADA if the CCAP student receives less than 240 minutes of daily instruction at the high school. For example, if a student receives 180 minutes of daily instruction at the high school, the district can claim 0.75 ADA.[39]

In addition to allowing school districts to retain their full ADA for state education funding, the state legislature approved a one-time $100 million allocation for CCAP competitive grants in 2022 for school districts.[40] To receive funding, the school districts must apply to the California Department of Education (CDE) and can receive up to $100,000 per high school site in the CCAP partnership over a three-year period. The grants are intended to increase program capacity, establish new partnerships, build embedded student supports, and purchase textbooks.[41] If awarded, the grant funding flows exclusively to the school district, which has full discretion over its use. Community colleges are not eligible to apply for CCAP competitive grant funds.

As of the publishing of this report, the grant was in its third round.[42] In the first round, nearly $54 million was awarded to 538 high schools across 207 districts. In the second round, about $34 million was awarded to 340 high schools in 125 districts. This leaves about $12 million remaining from the original $100 million allocation. Bellwether's interviews with California experts indicated that most districts have used the grant funding to conduct outreach to students and provide stipends to teachers pursuing additional graduate degrees to meet the college minimum qualifications for teaching in the discipline.

Despite the popularity of the grant, the CDE has had to address some capacity challenges. Diane Crum, education program consultant at the CDE, explained how she managed initial capacity issues with the CCAP competitive grant:

"Technical assistance funding did not come with this grant. In the first round, we had over 500 grantees. There is only one full-time consultant and one half-time analyst in the program office, and that was a significant number of grantees for a small office. I was encouraged to apply for funding from the College Futures Foundation. They gave me the funding to provide technical assistance to the grantees for the first two years of the grant."[43]

Crum contracted with the Career Ladders Project and California Coalition of Early and Middle Colleges, which supported the CDE in providing webinars, office hours, and technical assistance supporting the CCAP grantees.

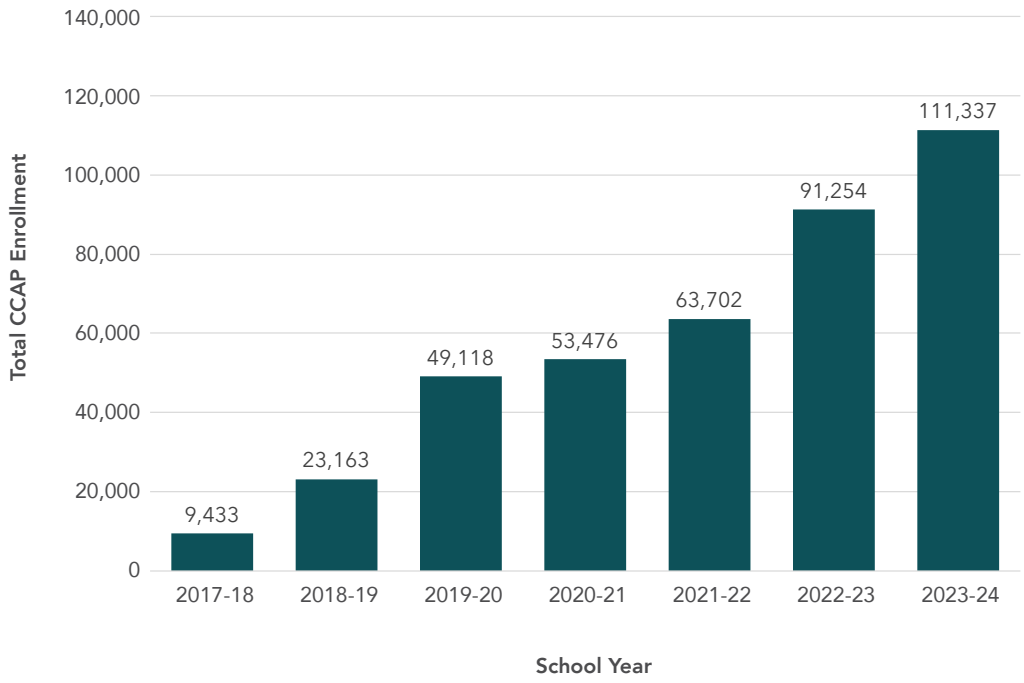
Student Participation and Attainment

Before the state adopted the CCAP program, California students who participated in dual enrollment were primarily white and Asian American.[44] Linda Collins, founder and executive director at the Career Ladders Project, a nonprofit that supports equity-minded community college redesign, explained what dual enrollment was like before CCAP:

"Prior to 2016, there were a lot of restrictions on dual enrollment that discouraged college districts from entering into partnerships with school districts. The bulk of students engaged in dual enrollment sought out the opportunity independently, attending courses on the college campus. Students who took advantage of dual enrollment prior to CCAP were likely already college-bound, with the navigational capital and support to seek out college courses on their own. CCAP changed that."[45]

Since CCAP's implementation, California has seen considerable growth in CCAP dual enrollment participation. CCAP enrollment has grown by more than 100,000 students since SY17-18, from about 9,400 in SY17-18 to more than 111,000 in SY23-24 (1080%), making it the fastest-growing dual enrollment option in California (Figure 4). The significant growth in CCAP participation is reflected across all the student racial subgroups (Appendix A). Specifically, students of color accounted for 76% of the total CCAP growth (77,805 students). This was primarily driven by the increase in Latino students, which accounted for 54% of CCAP growth (55,081 students). During this period, Asian American and multiracial students had the highest overall percentage growth in CCAP participation, while Latino students had the largest increase in student count.

FIGURE 4: CALIFORNIA TOTAL CCAP ENROLLMENT, SCHOOL YEAR 2017-18 TO 2023-24



***Note**: The data excludes CCAP students categorized as "Unknown" or "Non-State Apportioned."*

***Source**: California Community Colleges Chancellor's Office Management Information Systems Data Mart, March 2024.*

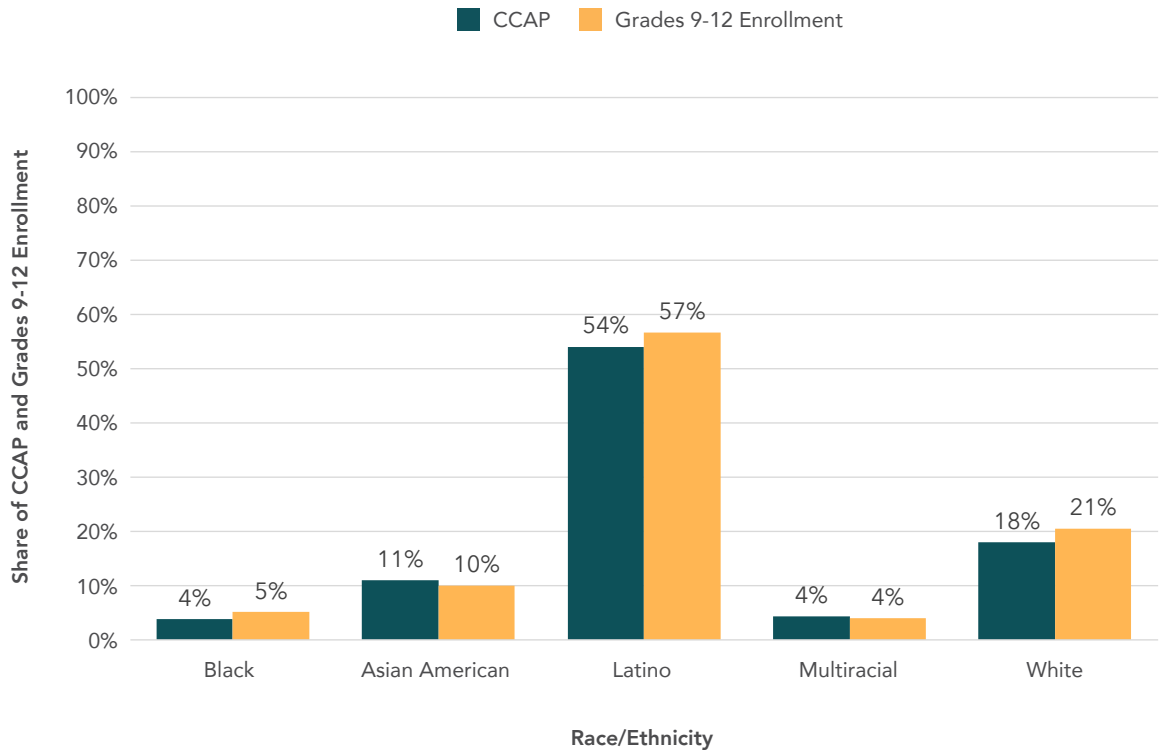
Regarding proportional representation, during SY23-24, Asian American CCAP students were slightly overrepresented, with 11% of CCAP students identifying as Asian American compared to 10% of students enrolled in Grades 9-12 (Figure 5). Multiracial students were proportionally represented in CCAP, accounting for 4% of both CCAP and of students enrolled in Grades 9-12. While Black, Latino, and white students were slightly underrepresented in CCAP programming, they were within two percentage points of proportional representation and have been within two percentage points since SY19-20 (Appendix B).

Attainment

Research has found that high school students who participate in CCAP programs demonstrate better postsecondary outcomes than those who do not participate. Specifically, CCAP students are more likely to enroll in college within one year of graduation (82%) than non-dual enrollment students (66%).[46] CCAP participants are more likely than non-CCAP students to complete transfer-level courses within one year of college enrollment (32% versus 18%, respectively) and complete degrees within three years of enrollment in a community college (21% versus 14%, respectively).[47]

While students in all racial subgroups have demonstrated gains in college enrollment, course completion, and degree completion, inequities persist in rates of attainment across student racial subgroups. For example, research indicates that Black and Latino CCAP students are more likely to complete an associate degree or certificate within three years of enrollment in a community college than non-dual enrollment Black and Latino students.[48] However, the rate at which Black and Latino CCAP students achieve this milestone is lower than the rate for their Asian American and white peers.[49]

FIGURE 5: CALIFORNIA'S SHARE OF CCAP AND GRADES 9-12 ENROLLMENT BY RACE/ETHNICITY, SCHOOL YEAR 2023-24



***Source**: California Community Colleges Chancellor's Office Management Information Systems Data Mart; CDE Annual Enrollment.*

Idaho's Advanced Opportunities Program

Idaho's Advanced Opportunities program supports dual enrollment by creating a fund of up to $4,625 for each student in Grades 7-12 that covers various eligible advanced courses, including dual enrollment.

Program Selection Criteria			
The State Has Invested in Dual Enrollment	**The State Has Prioritized Dual Enrollment Participation**	**Students Are Not Responsible for Tuition**	**Students Are Not Responsible for Nontuition Costs**
The Advanced Opportunities program is an additional state investment that covers up to $75 per credit for dual enrollment courses offered at the high school level.	The Advanced Opportunities legislation consolidated multiple programs into a single program that made dual enrollment more accessible.	The Advanced Opportunities funding covers tuition.	The Advanced Opportunities funding does not cover nontuition costs.

Idaho's Advanced Opportunities funding model is unique because it establishes a fund for each student in Grades 7-12 that can be used to cover costs for educational and career pathways. The funding flows to IHEs, including community colleges, to pay for various eligible courses, including dual enrollment,[50] on the student's behalf. The program emerged from a series of incremental reforms from 2010 to 2014, focused on creating programs that gave more choices to parents and students. These programs significantly increased dual enrollment participation from slightly more than 6,000 in SY09-10 to nearly 18,000 in SY15-16.[51]

Despite the earlier programs' popularity, the administrative barriers high school counselors faced in overseeing and managing funding requests and disbursements across four separate (but sometimes overlapping) programs ended up limiting student access. Former State Sen. Steven Thayn, a former high school teacher, championed the bill that created the Advanced Opportunities program during the 2016 legislative session.[52] The new law streamlined all of the state's dual enrollment initiatives and associated state funding into one program that allowed students and families to choose how to participate. Sen. Thayn explained:

"The construct is fairly simple. You have a government program where, if students want to, they have a set of choices: dual credit, [Advanced Placement] tests, summer classes, workforce training, and CTE exams. They can decide how to use the choices, that's up to them, we just have a structure. Not only do they have the choices, but we also provide some funding so they can really follow those choices."[53]

Dual Enrollment Tuition and Nontuition Costs

The Advanced Opportunities program covers in-state tuition for dually enrolled students. The state legislature capped the tuition at $75 per credit hour for dual enrollment courses offered at the high school, where the vast majority of these courses are offered. These courses are taught by high school teachers who meet adjunct teaching requirements set by the community college offering the credits.[54]

Although the Advanced Opportunities per-credit cap is significantly lower than the standard community college tuition, most of Idaho's community colleges have chosen to extend this discounted tuition rate to students wishing to take their courses on campus (Appendix C). In cases where colleges have not offered this discounted tuition, students who choose to take a dual enrollment course on an Idaho college campus are responsible for paying tuition above the $75 per credit cap. Similarly, dual enrollment students taking courses offered by regionally

accredited out-of-state IHEs — although allowed under the Advanced Opportunities program — must pay the tuition up front and can then be reimbursed for up to $75 per credit hour.

The Advanced Opportunities program does not cover the costs of textbooks and supplies, course-related fees, or transportation. Students are usually responsible for these expenses, although some of the state's community colleges and districts have worked to cover these additional costs.[55] For example, the College of Southern Idaho provides dual enrollment textbooks for free or at reduced cost in digital form through its Inclusive Access Program.[56] The Idaho State Board of Education has also elevated Open Educational Resources to support course material accessibility and affordability for dual enrollment students.[57]

How the Advanced Opportunities Funding Is Distributed

The Advanced Opportunities program is an additional state allocation that flows through Idaho's K-12 education system.[58] When the funding model was initially adopted in 2016, it allocated up to $4,125 to each public school student in Grades 7-12 for advanced coursework and exams, including tuition for dual enrollment courses.[59] During the 2024 legislative session, the state per-pupil funding was increased to $4,625.[60]

The Advanced Opportunities funding process is designed to be student driven. After registering for a dual enrollment course, students submit a funding request through the Advanced Opportunities portal during designated time periods.[61] In some districts, a school designee handles this step on the student's behalf. Once the school approves the request, the community college verifies the student's course enrollment, and the school district submits a payment request to the Idaho Department of Education (IDE), which manages the Advanced Opportunities funds.[62] The IDE then reviews and approves or denies the request before transferring payment to the community college (or other IHE). All Idaho IHEs, including community colleges, have agreed to cover tuition costs up front, and, once the course is completed, the state directly reimburses the community college at the agreed-upon $75 per credit hour rate. The exception to this process is when the student takes a dual enrollment course on the college campus or through a regionally accredited out-of-state IHE.[63]

Dual enrollment represents the largest share of Advanced Opportunities funding, consistently accounting for about 80% of the total funds. The state's investment in dual enrollment has increased steadily as participation has grown (Table 3). During SY16-17, the first year the Advanced Opportunities program was implemented, dual enrollment accounted for $10 million (84%) of the funding.[64] In SY23-24, the Advanced Opportunities cost for dual enrollment grew to $24 million (82%).

TABLE 3: IDAHO'S ADVANCED OPPORTUNITIES AND DUAL ENROLLMENT FUNDING (IN MILLIONS), SCHOOL YEARS 2016-17 TO 2023-24

Category	SY16-17	SY17-18	SY18-19	SY19-20	SY20-21	SY21-22	SY22-23	SY23-24	Change (SY16-17 to SY23-24)
Total Advanced Opportunities Funding	$11.7	$15.9	$19.3	$23.1	$21.4	$23.5	$26.0	$28.9	**+$17.2**
Dual Enrollment Funding	$9.8	$13.4	$15.8	$19.1	$17.9	$19.6	$21.2	$23.8	**+$14**

***Source**: IDE, "AO: Public Schools"; Peace Bransberger et al., Evaluation of Idaho's Dual Credit Funding Through Advanced Opportunities, Western Interstate Commission for Higher Education, 2022; Max Eden, Advanced Opportunities: How Idaho Is Reshaping High Schools by Empowering Students Manhattan Institute, 2020.*

Community College State Funding

Dual enrollment students are a critical part of Idaho's community college enrollment, making up more than half (57%) of enrollment in SY22-23.[65] They are also included in the community college's enrollment count, which is critical for state funding. In Idaho, community college budget requests are submitted to the legislature and must be based on "projected student and fee revenue based on the enrollment of the fiscal year just completed."[66] Another essential state funding component for Idaho's community colleges is the Enrollment Workload Adjustment, intended to cover costs related to increases in enrollment and based on three-year enrollment averages.[67]

School District State Funding

Idaho districts do not receive any supplemental dual enrollment funding through the Advanced Opportunities program. However, they also do not see a reduction in their state funding if a student participates in dual enrollment. Specifically, Idaho state statute specifies that a public school will be funded based on the "actual hours of attendance or the course that the student has successfully passed" up to a maximum of one full-time student, which includes dual enrollment.[68]

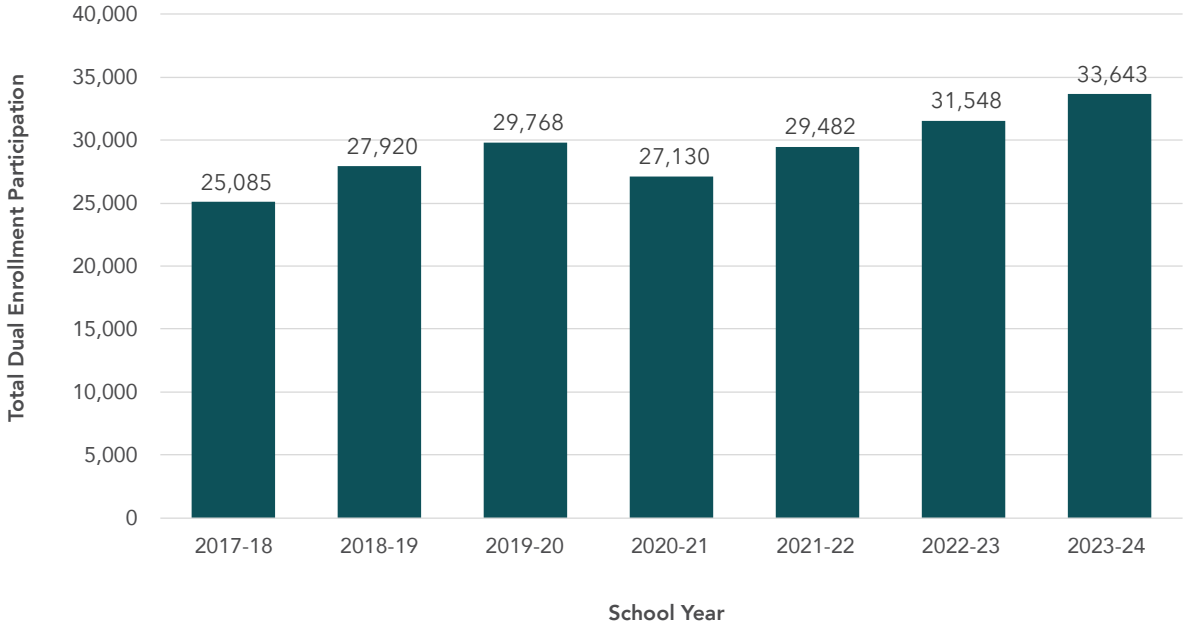
Student Participation and Attainment

Since Idaho implemented the Advanced Opportunities program in 2016, dual enrollment in Idaho has experienced significant growth. From SY17-18 to SY23-24, statewide dual enrollment participation increased by 34%, from 25,000 to nearly 34,000 students (Figure 6). The state is now a national leader in terms of the proportion of its high school students that participate in dual enrollment. Further, nearly 60% of Idaho's high school students earn college credits before graduation, which far surpasses the national average.[69] Heidi Estrem, the associate academic officer at the Idaho State Board of Education, highlighted the impact of the Advanced Opportunities program:

"The expansion of dual credit has been driven by the Advanced Opportunities model and funding. The state has also worked to make dual credit more accessible. The Idaho Digital Learning Academy hosts K-12 content and collegiate dual credit courses, [which have] been an important access point for our rural students in districts that struggle to find teachers who meet the certification requirements."[70]

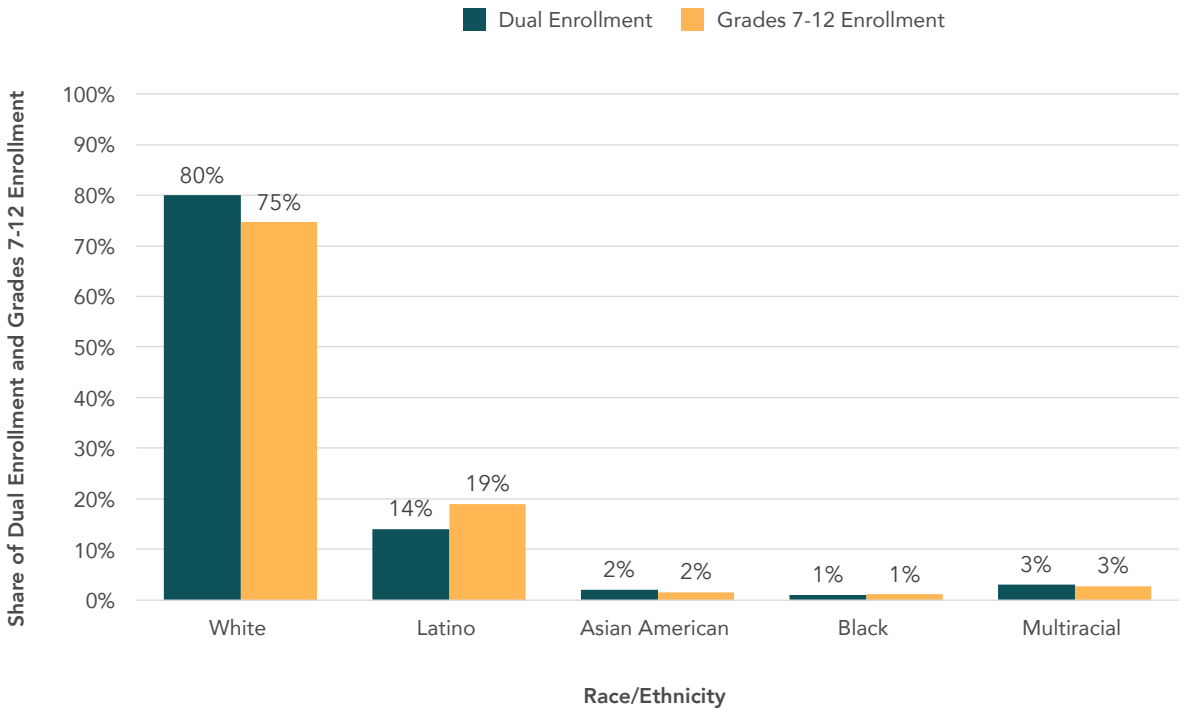
State data are limited, but they indicate that dual enrollment student participation for Black, Latino, and Asian American students has increased since Advanced Opportunities was adopted (Appendix D). However, these same data also suggest that overall representation by race has remained unchanged. In SY19-20, white students were overrepresented in dual enrollment, Black and Asian American students were proportionally represented, and Latino students were underrepresented (Figure 7).[71]

FIGURE 6: IDAHO TOTAL DUAL ENROLLMENT PARTICIPATION, SCHOOL YEAR 2017-18 TO 2023-24



***Source**: Idaho Department of Education Advanced Opportunities Reports, FY16 to FY24.*

FIGURE 7: IDAHO'S SHARE OF DUAL ENROLLMENT AND GRADES 7-12 ENROLLMENT BY RACE/ETHNICITY, SCHOOL YEAR 2019-20



***Source**: Idaho State Board of Education Dual Credit 2020 Report.*

Attainment

A recent study about dual enrollment in the Advanced Opportunities program found that Idaho students who participated in dual enrollment were more likely to enroll in and persist through college than their peers who did not participate in dual enrollment.[72] The researchers also found that dual credit participants who enrolled in college directly from high school had higher first-semester GPAs than those who did not participate in dual credit programming.

The study also revealed positive outcomes specific to students of color and economically disadvantaged students. For instance, the college-going rates for students of color who participated in dual enrollment were the same as for white students who participated in the program. In addition, dual enrollment participation was found to increase college-going rates for economically disadvantaged students to a greater extent than it did for students who were not economically disadvantaged.[73]

However, the study did find disparities in credit completion across racial groups. While white students earned an average of 11 credits through dual enrollment via Advanced Opportunities, students of color earned an average of only nine credits.[74]

"The expansion of dual credit has been driven by the Advanced Opportunities model and funding. [Idaho] has also worked to make dual credit more accessible. The Idaho Digital Learning Academy hosts K-12 content and collegiate dual credit courses, [which have] been an important access point for our rural students in districts that struggle to find teachers who meet the certification requirements."

—HEIDI ESTREM, ASSOCIATE ACADEMIC OFFICER, IDAHO STATE BOARD OF EDUCATION

Minnesota's Concurrent Enrollment and Postsecondary Enrollment Options Programs

Minnesota has three dual enrollment programs — Concurrent Enrollment, Traditional PSEO, and PSEO by Contract — with distinct funding models that provide different incentives for student, district, and community college participation. However, the state requires that, across all programs, the students do not pay for tuition and nontuition costs.

	Program Selection Criteria			
	The State Has Invested in Dual Enrollment	**The State Has Prioritized Dual Enrollment Participation**	**Students Are Not Responsible for Tuition**	**Students Are Not Responsible for Nontuition Costs**
Concurrent Enrollment	The state provides an additional $4 million annual allocation.	Minnesota was selected to participate in a CHSA initiative where it will work on expanding dual enrollment access and setting a statewide vision to eliminate gaps in access and participation.	The state mandates that students do not pay tuition.	The state mandates that students do not pay for textbooks or supplies.
Traditional PSEO	The state has not provided an additional allocation for PSEO.			
PSEO by Contract				

In 1985, Minnesota was the first state in the nation to pass dual enrollment legislation — the Postsecondary Enrollment Options Act — and currently has three dual enrollment programs:

- **Concurrent Enrollment**: Offered at the high school and taught by qualified high school teachers or college faculty, concurrent enrollment integrates college-level content into the high school curriculum.[75]
- **Traditional PSEO**: Offered at IHEs, including community colleges, PSEO is taught by college faculty and provides a more traditional college experience. The tuition is covered through a statutory formula.
- **PSEO by Contract**: The same as PSEO, except that the tuition is covered through individual MOUs between an IHE and a district.

These three programs have distinct state funding models, which affect colleges and districts differently. For all three models, however, state law mandates that the district or IHE, including community colleges, cover tuition, fees, textbooks, and supplies at no cost to the student.

The initial dual enrollment legislation promoted rigorous academic pursuits and improved student transitions to postsecondary education. Over the years, the legislation has been updated several times to help increase access and participation.[76] A pivotal update to the original Act came in 1992, when the law was revised to permit school districts to enter into contracts with IHEs, including community colleges. This change enabled the creation of Concurrent Enrollment and PSEO by Contract, the state's two most popular dual enrollment models.[77]

Minnesota has also recently focused on improving dual enrollment access and participation. In February 2025, Minnesota was one of seven states accepted into CHSA's *Next Phase of Dual Enrollment Policy Cohort*.[78] The initiative aims to help states develop and implement policies that will make them national leaders in dual enrollment. The cohort is focused on:

- Setting a statewide vision for dual enrollment.
- Expanding access for underrepresented students, particularly students in rural areas.
- Creating intentional pathways toward college credentials.

Ultimately, the goal is to eliminate participation and success gaps in dual enrollment by 2030 and establish sustainable systems that support students in their high school and college experiences. According to Dennis Olson, commissioner of the MOHE:

"This is an incredible opportunity to connect with and learn from both national experts and other states who share our commitment to educational equity. If we want to close attainment gaps, particularly for rural students and students with disabilities, opportunities like this are critical. Our involvement in the [Next Phase of Dual Enrollment Policy Cohort] initiative will help us design dual enrollment experiences that truly reflect the diverse needs of our students and equip them with the tools to succeed."[79]

Dual Enrollment Tuition and Nontuition Costs

State law prohibits charging students in Concurrent Enrollment and PSEO programs for tuition, fees, or textbooks, leaving the IHE or district responsible for these expenses. However, how these costs are covered varies by program.

For students in Concurrent Enrollment and PSEO by Contract dual enrollment programs, districts pay the tuition directly to the IHE, including community colleges, with the exact tuition amount outlined in the individual MOU.[80] For students in Traditional PSEO programs, the MDE pays tuition to the partnering IHE for courses completed for both high school and college credit.[81] The IHEs are reimbursed at a flat, state-established rate, which was $241 per semester credit in SY24-25.[82] The state reimbursement amount for Traditional PSEO grew by nearly $5 million from SY15-16 to SY21-22 (the most recent year of available data) (Appendix E). However, during this same period, the number of total credits declined, increasing the cost per credit by nearly $28.

For Concurrent Enrollment students, the specifics about which entity is responsible for nontuition dual enrollment-related expenses such as course fees and textbooks are determined within the individual MOU, but districts generally cover those costs.[83] For PSEO, the state reimbursement is designed to cover both tuition and nontuition costs (fees, textbooks, course materials, and services). The PSEO reimbursement covers all or nearly all of the tuition costs for community colleges but may not be enough to cover nontuition costs; for four-year IHEs, the PSEO reimbursement is significantly lower than standard tuition.[84] Consequently, the Traditional PSEO funding model can lead to a net financial loss for both community colleges and four-year IHEs, potentially discouraging them from offering it. For Traditional PSEO and PSEO by Contract programs, students are responsible for paying for "consumable supplies" such as notebooks and pencils. Students must also pay for transportation costs, with economically disadvantaged students eligible for PSEO Transportation Mileage Reimbursement.[85]

"[Minnesota's participation in Next Phase of Dual Enrollment Policy Cohort] is an incredible opportunity to connect with and learn from both national experts and other states who share our commitment to educational equity. If we want to close attainment gaps, particularly for rural students and students with disabilities, opportunities like this are critical."

—DENNIS OLSON, COMMISSIONER, MINNESOTA OFFICE OF HIGHER EDUCATION

Community College State Funding

The Minnesota legislature allocates state funding for public IHEs, including community colleges, based on direct funding requests.[86] For example, in the Minnesota State System, which supports 26 of the state's 41 community colleges, the Board of Trustees presents a biannual budget request to the state legislature.[87] The Minnesota State System then uses a formula to distribute this funding to its individual campuses, with student head count driving some of those allocations. Dual enrollment students are included in this count of FTE students.[88]

IHEs, including community colleges, are also eligible for the Concurrent Enrollment Grant program, established by the Minnesota Legislature in 2015 and administered by the MOHE.[89] For the SY23-24 and SY24-25 biennium, the state legislature allocated $680,000 in total funding. The funding is specifically for IHEs and is meant to offset costs associated with expanding existing or creating new Concurrent Enrollment programs to support underrepresented students' preparation, recruitment, and success.[90] The IHE must be accredited by the Higher Learning Commission and the National Alliance of Concurrent Enrollment Partnerships (NACEP), or be working toward NACEP accreditation, to be eligible for the grant funding.[91] The funding cannot be used for developmental (remedial) courses or to support teacher credentialing.[92]

School District State Funding

For each student participating in either Concurrent Enrollment or PSEO by Contract, the district retains its complete 1.0 ADM and receives all the state K-12 general education funding generated by that student. As described already, the district uses its general education funding to pay the agreed-upon tuition amount directly to the community college.

For students participating in Minnesota's Concurrent Enrollment programs, the state legislature subsidizes the district's costs through a program known as Concurrent Enrollment Aid. Program funds can only be used to offset the district's expenses associated with delivering concurrent enrollment courses in their high schools. State law specifies that Minnesota can pay up to $150 per concurrently enrolled student, regardless of student need.[93] However, the actual amount of funding provided to districts by the state is prorated based on that year's total state allocation for the program, divided by the number of Concurrent Enrollment participants statewide. The state allocation has remained at $4 million annually since SY15-16, when it was increased from $2 million.[94] The combination of stagnant state funding and rising student enrollment means that the per-student reimbursement to districts has decreased over time (Appendix F). To receive the funding, districts must meet one of several conditions, such as ensuring the partner IHE has NACEP accreditation, or verifying that the course is accredited or comparable to an accredited course.[95] If the partnering IHE is not NACEP accredited, the district must fill out the Concurrent Enrollment Aid Application.[96]

For students participating in Traditional PSEO programs, Minnesota reimburses IHEs for tuition through a statutory formula. This formula reduces the K-12 districts' per-pupil allocation from the state based on the percentage of the day a Traditional PSEO student is enrolled at the high school.[97] Under the statutory formula, for a full-time Traditional PSEO student, the district would count the student as 0.12 in its ADM count for state funding purposes, and the other 88% of the general education state funding would go toward paying the PSEO tuition reimbursement.[98] The district's reduced portion of state funding is expected to cover administrative costs associated with the Traditional PSEO student's enrollment in the K-12 school system.

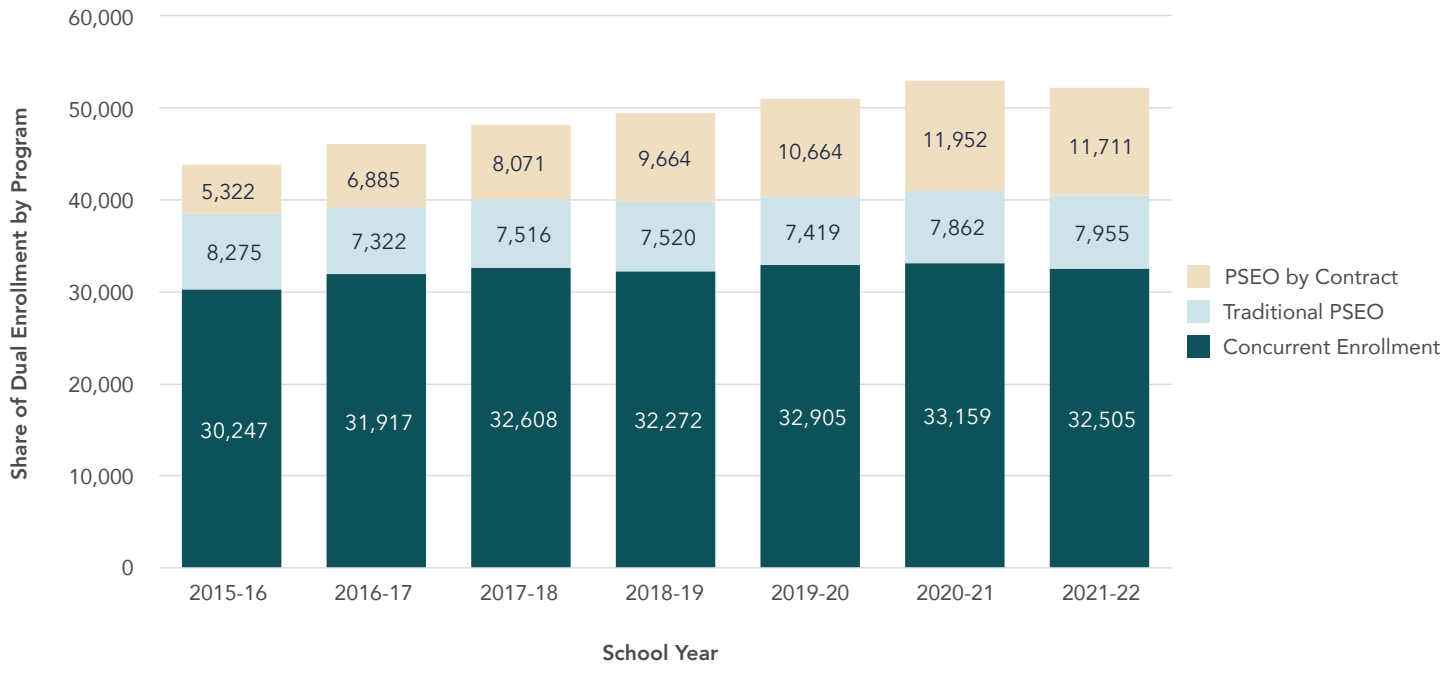
Student Participation and Attainment

From SY15-16 to SY21-22, participation across all three of Minnesota's dual enrollment programs grew by 19%, or nearly 9,000 students (Figure 8). Minnesota's most popular dual enrollment program is Concurrent Enrollment. Josiah Litant, executive director of Minnesota's P-20 Education Partnership, explained the program's ongoing appeal:

"There are aspects of the Concurrent Enrollment program that are an easy fit for students, particularly at rural schools that may be a far distance from the closest postsecondary institution. The classes are based right at the high school; there's no transportation requirement. These classes also align easily with students' high school courses schedules, while still exposing students to college-level classes."[99]

Despite Concurrent Enrollment's continuing popularity and overall participation growth, the share of dual enrollment students served through the program *declined* from SY15-16 to SY21-22. In contrast, the number of students participating in PSEO by Contract doubled and the share *increased* by more than 10 percentage points in this period, signaling the program's growing popularity. Meanwhile, Traditional PSEO experienced a *decline* in both participation numbers and overall share of dual enrollment participation (Appendix G).

FIGURE 8: MINNESOTA'S SHARE OF DUAL ENROLLMENT BY PROGRAM, SCHOOL YEAR 2015-16 TO 2021-22



***Source**: Minnesota Department of Education, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs.*

Participation by Race

Since SY15-16, enrollment in Concurrent Enrollment, Traditional PSEO, and PSEO by Contract has increased across all racial subgroups (Appendix H). The Concurrent Enrollment program saw the largest absolute increase in students of color, with 2,359 more participants in SY21-22 than in SY15-16. PSEO by Contract demonstrated the largest percentage growth among students of color at 231% and had the largest growth rate among both Black and Latino students across the three Minnesota dual enrollment programs.

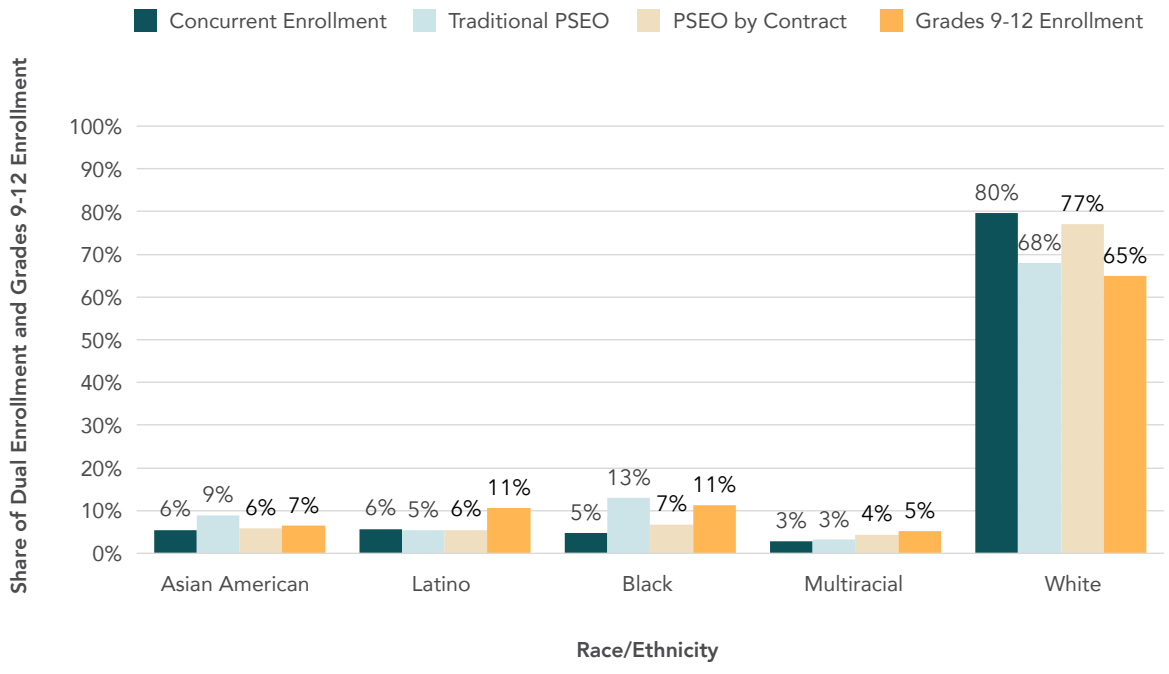
Although dual enrollment participation among students of color in Minnesota has increased, the growth has not been sufficient to achieve proportional representation across all racial groups. In SY21-22, white students remained overrepresented across all three programs relative to their overall high school enrollment (Figure 9). Traditional PSEO had the most proportional representation by student groups, with Asian American, Black, and white students either proportionally or overrepresented relative to their overall high school enrollment.

These differences raise questions about the effectiveness of the three models in improving proportional representation across student racial groups. While Concurrent Enrollment and PSEO by Contract are the preferential programs for districts and IHEs, both models demonstrate greater levels of inequity across student racial groups than Traditional PSEO. Further research is needed to determine why this representational disparity persists in Concurrent Enrollment and PSEO by Contract in Minnesota.

Participation by Other Student Characteristics

Beyond differences among student racial subgroups, participation for students with disabilities and ELs increased between SY15-16 and SY21-22 across Traditional PSEO and Concurrent Enrollment programs (data are not available for PSEO by Contract) (Appendix I). Conversely, participation for economically disadvantaged students decreased in both programs.[100] However, the sample size of those changes is comparatively small when measured against the total enrollment for both programs.

FIGURE 9: MINNESOTA'S SHARE OF DUAL ENROLLMENT AND GRADES 9-12 ENROLLMENT BY PROGRAM AND RACE/ETHNICITY, SCHOOL YEAR 2021-22



***Source**: MDE's Rigorous Coursetaking Reports.*

"There are aspects of [Minnesota's] Concurrent Enrollment program that are an easy fit for students, particularly at rural schools that may be a far distance from the closest postsecondary institution. The classes are based right at the high school; there's no transportation requirement. These classes also align easily with students' high school courses schedules, while still exposing students to college-level classes."

—JOSIAH LITANT, EXECUTIVE DIRECTOR, P-20 EDUCATION PARTNERSHIP, MINNESOTA

Attainment

A recent study on dual enrollment outcomes for the Minnesota Class of 2015 found that dual enrollment students were more likely to complete a postsecondary degree or certificate than non-dual enrollment students (55% versus 50%, respectively).[101] The study also found that economically disadvantaged students and students of color who participated in dual enrollment were more likely to obtain a bachelor's degree, associate degree, or certificate than their non-dual enrollment peers (Appendix J). Those students were also more likely to persist through postsecondary education after four years, according to the same study.

Other research on specific dual enrollment program outcomes is largely qualitative. For example, a 2021 study of administrators across seven rural and urban Minnesota districts found that they viewed concurrent enrollment as a valuable opportunity for students to experience college-level coursework, preparing them for postsecondary success after high school.[102] In addition, Minnesota State University, Mankato Concurrent Enrollment alumni indicated that, after taking the courses, they "feel more confident in their ability to be successful in postsecondary coursework when they enroll as full-time students."[103] While these findings do not provide definitive outcomes data, they offer helpful insights into how administrators and students perceive dual enrollment and its role in preparing students for future success.

Texas' FAST Program

Texas invested state funding into the FAST program to expand dual enrollment participation for economically disadvantaged students. It provided a further incentive for participation by including a dual enrollment performance-based measure in its new community college funding formula.

Program Selection Criteria			
The State Has Invested in Dual Enrollment	**The State Has Prioritized Dual Enrollment Participation**	**Students Are Not Responsible for Tuition**	**Students Are Not Responsible for Nontuition Costs**
Texas allocates additional state funding to cover dual enrollment costs for FAST-eligible students.	The state overhauled its community college funding formula and added a performance-based measure for dual enrollment.	FAST dual enrollment students do not pay tuition costs.	FAST dual enrollment students do not pay fees or other course costs.

During its 2023 legislative session, the Texas Legislature unanimously passed House Bill 8, overhauling the state's community college funding formula and adopting provisions designed to increase postsecondary and workforce readiness and success. A landmark component of House Bill 8 was the creation of the state's FAST program, which fully subsidizes the costs of dual enrollment[104] courses for economically disadvantaged public high school students.[105] This targeted state investment covers dual enrollment tuition, books, fees, and other educational materials, removing financial barriers to participation.[106]

To support the FAST program, the state legislature allocated $78.6 million in state funding — marking the first time Texas provided dedicated additional funding for dual enrollment.[107] The program was designed to address widening participation gaps between economically disadvantaged and non-economically disadvantaged students.[108] According to Ryan Franklin, the managing director of policy and advocacy at Philanthropy Advocates, a membership association of private, community, and corporate foundations in Texas:

"The biggest problem we had prior to House Bill 8 was the vast disparity, even within a given community college, on access and cost containment for dual credit. The FAST program really was the best thinking and effort at the time to increase overall participation but in a targeted way."[109]

Dual Enrollment Tuition and Nontuition Costs

While dual enrollment participation is free for FAST-eligible public high school students, IHEs can charge non-FAST-eligible students the Texas Higher Education Coordinating Board (THECB) cap for tuition, which was $57 per credit hour in FY25.[110]

The state specifies that districts are not responsible for covering the tuition costs for non-FAST-eligible dual enrollment students. However, districts and community colleges may be responsible for covering the cost of textbooks, fees, or supplies. The division of who pays for what is contingent on the MOU negotiated by the community college and the district. A survey of FAST-participating community colleges found that, during SY23-24, 19% of community colleges were solely responsible for covering these costs, 27% had those costs covered by districts, and 19% shared the costs.[111]

How the FAST Funding Is Distributed

The state allocates funding for the FAST program through the Foundation School Program, Texas' K-12 funding formula. However, the TEA does not manage the FAST program. Instead, the TEA transfers these funds to the THECB, the Texas agency that oversees the FAST program. The THECB distributes the FAST funding to each participating IHE for the fall, spring, and summer semesters. The THECB calculates disbursements by multiplying each semester's FAST tuition rate by the number of credit hours taken by FAST-eligible students.[112]

Community College State Funding

While Texas' House Bill 8 does not require eligible IHEs to participate in the FAST program, many have opted in. In spring 2024, 37 community colleges, representing 74% of all community colleges in Texas, opted to participate, along with 12 public four-year institutions (32%) and four state and technical colleges (44%).[113]

Community colleges have a strong incentive to participate in FAST due to House Bill 8's new community college funding formula, which shifted from an enrollment-based to a performance-based funding model. While the old formula focused on enrollment and the total number of instructional hours, the new formula includes three main outcome metrics (the number of credentials the community college awards; the number of students who earn at least 15 credit hours and transfer to a four-year public university; and the number of high school students who earn at least 15 credit hours through dual enrollment).[114] Ray Martinez, president and CEO of the Texas Association of Community Colleges, explained:

"Overall, House Bill 8 has delivered precisely the transformative impact we envisioned. Instead of primarily emphasizing enrollment, the funding formula now centers on well-defined outcomes. This shift allows community colleges to focus on credential completion and develop workforce programs that respond to both statewide and local needs."[115]

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—RAY MARTINEZ, PRESIDENT AND CEO, TEXAS ASSOCIATION OF COMMUNITY COLLEGES

One of the performance funding measures is based on the number of high school dual enrollment students — FAST and non-FAST — who complete at least 15 credit hours. These hours must align with the requirements of an academic program leading to a degree or a workforce program leading to a credential.[116] This performance-based metric is particularly important because Texas community colleges serve 92% of the state's dual enrollment students.[117] In FY25, the THECB estimated that the dual credit completion component of the formula would account for 18% of the performance funding, totaling $198.4 million.[118]

School District State Funding

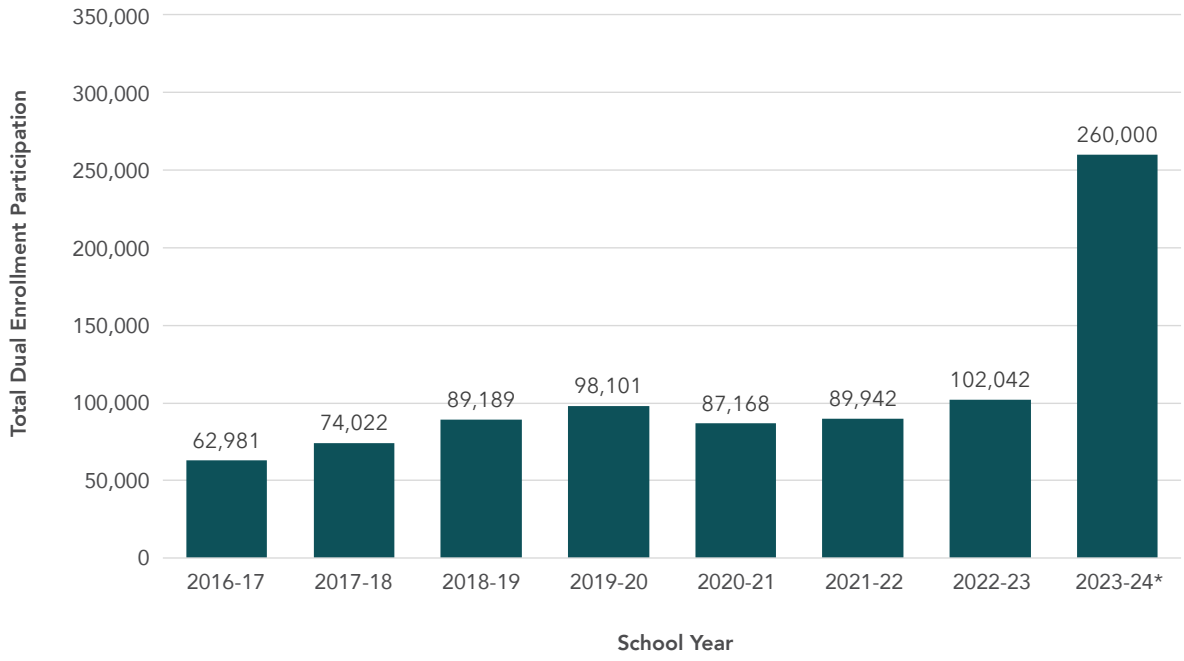
Even though the FAST funding passes through the Foundation School Program, districts are not the beneficiaries of any of this funding, nor do they receive other state funding for dual enrollment. However, the state's Foundation School Program provides the full per-pupil allotment to districts for all students, including those who participate in dual enrollment, regardless of whether those students are eligible for FAST.

Student Participation

Before implementing FAST, Texas had seen growth in dual enrollment participation among both economically disadvantaged and non-economically disadvantaged students.[119] Research has also found that students who participated in dual enrollment programs had stronger academic outcomes, including successfully completing the dual enrollment courses, achieving higher proficiency rates on state assessments, and attaining higher postsecondary enrollment rates than those who did not participate.[120] However, research also found disparities in dual enrollment participation based on race and family income, and those gaps widened over time.[121]

While the FAST program is still in its early stages, and the data are too limited to draw definitive conclusions, the initial data are encouraging. In SY22-23, approximately 102,000 economically disadvantaged Texas students participated in dual enrollment programs (Figure 10). In SY23-24, the first year of the FAST program, dual enrollment participation among economically disadvantaged students grew to about 260,000, representing an increase of more than 150%.[122] This surge suggests that tuition costs were a significant barrier to participation for many economically disadvantaged students and that, by removing this obstacle, Texas' FAST funding model has helped promote greater participation.

FIGURE 10: TEXAS' TOTAL DUAL ENROLLMENT FOR ECONOMICALLY DISADVANTAGED STUDENTS, SCHOOL YEAR 2016-17 TO 2023-24



***Note**: *This is an estimate from THECB. **Source**: TEA, School Models: Connections with HB 8 and Student Success, November 14, 2024; Reynolds, B, Texas Economy and Revenue Update, September 10, 2024. House Appropriations Committee Hearing Materials. Texas Comptroller of Public Accounts, Revenue Estimating Division.*

Insights Across States

The four profiled states — **California**, **Idaho**, **Minnesota**, and **Texas** — have prioritized expanding dual enrollment access and participation through policy choices and investments. This may have contributed to the positive outcomes each state experienced, including participation growth across student groups in all four states. Where these four states share common policy structures and investments, it may suggest generalizable principles for success for *all* states.

The authors conducted a thematic policy analysis across the four case study states, identifying shared dual enrollment policies and testing them for alignment with recommendations from *Unlocking Potential*, CHSA's State Policy Roadmap, which provides a framework for equitable dual enrollment policies.[123] This section provides an overview of themes identified across the states that support increased dual enrollment access and participation, as well as key challenges.

Funding Policies That Support Increased Access and Participation

In examining dual enrollment funding models in the four case study states for policies that were supportive of increased access and participation, three common themes emerged:

1. The state allows school districts to receive full per-pupil state allocations for dual enrollment students.
2. The state includes dual enrollment students in the community college FTE calculation for state allocations.
3. The state (partially) reimburses community colleges for tuition costs.

THEME 1

The state allows school districts to receive full per-pupil state allocations for dual enrollment students. In the four case study states, some dually enrolled students generate their full per-pupil state allocation amount for the K-12 district.

- In **California**, K-12 systems receive full per-pupil funding for all high school students who attend school at least 240 minutes (four hours) a day, enabling CCAP and other dually enrolled students to still generate full funding for their districts.
- In **Idaho** and **Texas**, the state provides full per-pupil funding to K-12 districts for all students.
- In **Minnesota**, K-12 districts offering dual enrollment through the state's Concurrent Enrollment model or in PSEO by Contract receive their full per-pupil state allocation. A small prorated dedicated state funding amount is also provided for each student participating in the Concurrent Enrollment program.

Alignment to best practice: *Unlocking Potential* recommends that states support the full costs of educating students in the district, including providing base funding to K-12 districts.[124] When districts know they will not lose a portion of their K-12 state funding for students participating in dual enrollment, they may be more likely to encourage participation. This could help increase participation among underrepresented student groups. However, if the state

has not taken intentional steps to incorporate the dual enrollment funding into its funding ecosystem for K-12 and postsecondary, it could lead to sustainability issues for the state, particularly if it is also subsidizing community college tuition costs for dually enrolled students.

THEME 2

The state includes dual enrollment students in the community college FTE calculation for state allocations. In California and Idaho, states count dual enrollment students toward the community college FTE total when determining state allocations.

- In **California**, dual enrollment students are counted as "special admit" FTEs under the community college funding formula's base allocation.
- In **Idaho**, dual enrollment students count toward the IHE's FTE count in the same way as all other students.
- The state funding formula in **Texas** is outcomes-based instead of enrollment-based. However, the formula includes an incentive for dual enrollment participation, providing state funding for students who complete at least 15 credit hours of dual enrollment coursework.

Alignment to best practice: The expert recommendation on institutional aid to community colleges (and IHEs in general) is the same as it is for districts: States should support the actual costs of educating dually enrolled students. FTE calculations are based on the number of hours a student is served; for instance, if an FTE is defined as 15 credit hours, a student enrolled for three credit hours counts as 0.2 FTE. The model thus reimburses the institution for the hours it actually serves the student, which appears to be more closely aligned with the recommendations in *Unlocking Potential* than the district allocation model adopted by the majority of programs in the case study states.

THEME 3

The state (partially) reimburses community colleges for tuition costs. In three of the case study states, the community college partner is at least partially reimbursed for tuition costs through state funds.

- In **Idaho**, the state reimburses community colleges for tuition for all dual enrollment students at a flat rate of $75 per credit hour.
- In **Minnesota's** PSEO model, the state reimburses IHEs for tuition for dual enrollment students at a flat rate of $241 per credit hour. While the reimbursement rate for the PSEO model is high, it is funded by a significant reduction in state funding to the K-12 partner.
- In **Texas**, the state reimburses community colleges for tuition for FAST-eligible students at a flat rate of $57 per credit hour.

Alignment to best practice: *Unlocking Potential* describes state policies that fully cover student tuition costs as "exceptional."[125] Utilizing state funds to reimburse community colleges for dual enrollment tuition eliminates tuition as a barrier for students and districts, while also supporting the institution's cost of educating dual enrollment students.

Policies Beyond Funding That Support Increased Access and Participation

While the focus of this report has been about how states, community colleges, and school districts share dual enrollment costs, state dual enrollment policy spans many areas beyond funding, and these policies can have a significant impact on dual enrollment access, participation, and attainment. *Unlocking Potential*, CHSA's State Policy Roadmap, identifies policy areas outside of funding that support increased dual enrollment access and participation.[126] Across the case study states, this report identifies four themes that align with these policy areas, supporting increased access and participation in dual enrollment:

4. The state sets goals specific to dual enrollment.
5. The state requires school districts and community colleges to report dual enrollment program data to the state.
6. The state requires school district and community college partners to establish formal agreements.
7. The state requires dual enrollment coursework to be aligned with a credential of value or workforce needs.

THEME 4

The state sets goals specific to dual enrollment. The *Unlocking Potential* framework specifies that state goals promoting broader and more equitable access to dual enrollment and aligning with other state goals can support dual enrollment equity.[127] These goals set program performance expectations, promote transparency, and guide data collection efforts to increase access in three case study states.

- **California's** Vision 2030, the statewide strategic plan for community colleges, connects dual enrollment to the state's larger college attainment goal by setting a specific target for high school students to graduate with 12 or more college credits.
- **Idaho's** State Board of Education and its public IHEs annually set and publicly track goals related to dual enrollment hours and student participation, creating transparency and accountability in expanding educational opportunities across student subgroups.
- Since 2018, **Texas** has established four statewide dual enrollment goals that emphasize proactive, comprehensive outreach and advising to address barriers for underserved student populations.

THEME 5

The state requires school districts and community colleges to report dual enrollment program data to the state. All four states require publicly accessible reporting of dual enrollment program data, a policy that experts agree is foundational to dual enrollment equity. State leaders can use dual enrollment data to identify areas of programmatic strength and opportunities for growth. Data reporting that is disaggregated by student demographics can help state leaders identify gaps in enrollment and completion rates. Identified gaps can then be used to inform policy shifts that promote increased access and participation.

- In **California**, colleges are legislatively required to submit annual reports to the governor on demographics, unduplicated counts, FTEs, and course information for students participating in CCAP dual enrollment.[128]
- **Idaho** requires schools to collect and report information on Advanced Opportunities participation and outcomes to the state legislature.[129]
- **Minnesota** requires the MDE and MOHE to work together to conduct yearly evaluations of concurrent enrollment programs, with data disaggregated by student demographics. In addition, the Minnesota Automated Reporting

Student System allows MDE to track student enrollment and Traditional PSEO participation.[130]
- In **Texas**, when a student enrolls in and passes a dual enrollment course, school districts are required to report those college credit hours to the TEA.

THEME 6

The state requires school district and community college partners to establish formal agreements. Three case study states require K-12 and postsecondary partners to establish formal relationships before offering dual enrollment to their students, a policy that *Unlocking Potential* identifies as foundational to dual enrollment equity. The MOUs serve as binding contracts that ensure both districts and community colleges understand their responsibilities and obligations.

- In **California**, CCAP legislation includes clear, minimum criteria for MOUs, including the specification of data-sharing agreements, college course offerings, instructional logistics, and data reporting responsibilities.[131]
- In **Minnesota's** Concurrent Enrollment and PSEO by Contract models, a formally established K-12 and IHE partnership is a prerequisite for both parties to come to an agreement on cost-sharing.
- **Texas** rules require that any dual credit partnership between a high school and a public college include a written agreement approved by the governing boards of both institutions and posted to their respective websites.[132] The regulations outline minimum MOU requirements, including student eligibility, funding responsibilities, and eligible courses, among other specifications.

THEME 7

The state requires dual enrollment coursework to be aligned with a credential of value or workforce needs. Two states have requirements that dual enrollment coursework be aligned with credentials of value, a policy that experts identify as "exceptional" in supporting high-quality programs.[133] Linking dual enrollment opportunities to credential and degree pathways increases the value of programs by increasing the likelihood that credits earned in high school will apply to students' post-graduation endeavors.

- **California** state law requires CCAP partnerships to consult with local workforce investment boards and align CTE dual enrollment courses with regional and statewide labor markets.[134]
- In the new **Texas** community college funding formula, incentive funding provided to institutions for dual enrollment coursework completion is contingent on the hours being coherent and aligned with the requirements of either an academic program or a workforce program leading to a credential.
- Note: While **Minnesota** does not require dual enrollment coursework to be aligned to credentials of value, state law requires that any IHE offering dual enrollment form a Concurrent Enrollment Advisory Board, whose members must bring diverse expertise related to concurrent enrollment. The Board's responsibilities include recommending and reviewing proposals for concurrent enrollment courses, which can include assessing course proposals for alignment to workforce needs.[135]

Key Challenges

This report identifies four key challenges affecting dual enrollment access and participation across the case study states:

1. State data reporting requirements are limited.
2. States allow community colleges to impose additional eligibility criteria.
3. High school dual enrollment instructor capacity is limited.
4. Students lack college advising.

CHALLENGE 1

State data reporting requirements are limited. While all four states require data reporting for their dual enrollment programs, they also face challenges in terms of data limitations.

- In **California**, the lack of linked student participation and outcomes data between IHE and K-12 systems limits their ability to assess downstream outcomes of CCAP participation (such as postsecondary enrollment, retention, and attainment), while the state's limited data disaggregation constrains its ability to assess CCAP access and participation for some student groups, particularly those who are economically disadvantaged.[136]
- In **Idaho** and **Texas**, dual enrollment databases have not been updated to include the last several years of data. This makes it difficult for stakeholders to understand program trends in a timely manner or support continuous program improvement.
- In **Idaho** and **Minnesota**, publicly available dual enrollment data are presented in PDF reports, which limits accessibility and transparency.
- In **Minnesota**, high schools and IHEs have not historically been required to report enrollment counts for PSEO by Contract, which has led to a significant undercount of PSEO student participation in the MDE annual report.[137]

CHALLENGE 2

States allow community colleges to impose additional eligibility criteria. All four states allow community colleges to impose additional eligibility criteria for dual enrollment participation beyond the state's minimum eligibility requirements. Commonly, IHEs add requirements around course prerequisites, GPAs, or scores on national college readiness exams such as the ACT or SAT. These additional criteria can limit student access to dual enrollment coursework and exclude students who could otherwise be capable of succeeding in dual credit courses. Furthermore, inconsistent eligibility requirements across institutions can create challenges for students, parents, and high school counselors in understanding and navigating the dual enrollment landscape.

- In **Idaho**, the College of Western Idaho requires students to maintain a minimum of a 2.0 GPA, meet placement requirements or have the permission of a high school administrative representative, and have parental or guardian consent.[138] Meanwhile, North Idaho College recommends a minimum of a 3.0 GPA.[139]
- In **Minnesota**, the Minnesota State System has different eligibility requirements by grade level. It requires that high school seniors place in the top half of their class or above the 50th percentile on the ACT or SAT.[140] In addition, high school seniors must meet one of the following: be ranked in the top 50% of their class; have a score at or above the 50th percentile on a nationally standardized, norm-referenced test; or have a minimum of a

3.0 GPA.[141] On the other hand, high school juniors must be in the upper one-third of their class or score at or above the 70th percentile on the ACT or SAT.[142] While Normandale Community College is a part of the Minnesota State System, it imposes additional criteria for high school seniors, including placing into READ 1106 via Accuplacer and satisfying any other course prerequisites.[143]

CHALLENGE 3

High school dual enrollment instructor capacity is limited. Expert interviewees in California, Idaho, Minnesota, and Texas indicated that school districts within each state have encountered challenges in finding enough high school teachers who meet the IHE minimum qualifications to teach the state's dual enrollment courses. This tends to be problematic in rural areas, where recruiting and retaining teachers who meet the dual enrollment requirements can be especially challenging.

- **Minnesota's** IHEs are accredited by the Higher Learning Commission, so their dual enrollment instructors must either have a master's degree in the subject or have 18 graduate-level credits. The Minnesota Legislature has allocated funding through the state's Pathway to 18 initiative to support tuition costs incurred by teachers seeking to meet the Higher Learning Commission's minimum credentialing requirements.[144]

CHALLENGE 4

Students lack college advising. Expert interviewees across all four states identified challenges with providing appropriate advising and navigational support to dual enrollment students. Even though the American School Counselor Association recommends a student-to-counselor ratio of 250-to-1, the national average is a ratio of 385-to-1.[145] All four case study states had higher ratios than the national average.[146]

- **Idaho** requires that students who use Advanced Opportunities funding to earn more than 15 dual credits receive advising from high school and college counselors on how the credits will translate into their post-high school aspirations and programs of study.[147] However, interviewees noted it might be difficult to accurately advise students who choose to attend several different IHEs for dual enrollment and have multiple transcripts.
- **Minnesota** requires that K-12 counselors at the school or district meet with the students and their parents or guardians before they enroll.[148] However, the interviewees noted that staffing issues have led Minnesota to have the third-largest ratio of students to counselors in the country (554-to-1), so there is no way to ensure this requirement is being met.[149]

Policy Recommendations

Policymakers, advocates, education leaders, and other stakeholders seeking to increase access to and participation in dual enrollment should:

- Ensure sustainable state funding.
- Support district and IHE participation.
- Support student participation.
- Monitor impact and inform continuous improvement.

Ensure Sustainable State Funding

Determine whose tuition costs should be covered. Covering tuition costs eliminates barriers to student participation. However, state resources are limited, and access to dual enrollment programs varies by student subgroup. Directing funds to underrepresented student groups can enhance financial sustainability for the state and increase participation in ways that promote proportional representation across student subgroups.

Invest in promoting growth while establishing reasonable guardrails. State funding for dual enrollment typically results in increased program participation. When state resources are limited, states must optimize funding strategies for effectiveness and efficiency. Possible options include allocating a prorated amount based on total budgets (like Minnesota), providing a fixed amount per student (like Idaho), and/or capping the tuition amount covered by state funds per credit hour.

Support District and IHE Participation

Establish requirements for district-IHE MOUs. Setting basic requirements for what must be included in district-IHE MOUs at the state level can support fair, comparable expectations across the state for partnerships. States can also promote transparency in partnership agreements by requiring that MOUs be filed with the state and published on public websites.

Establish funding structures that encourage both district and IHE participation. As states structure funding policies for dual enrollment, it is critical to ensure that both K-12 and postsecondary partners are treated fairly, given what they are providing for the student. While it is reasonable to expect both district and IHE partners to contribute to the cost of dual enrollment programs, state incentives that favor one partner over the other may create unintended barriers to developing partnerships.

Support Student Participation

Enhance instructor capacity to align with program demand. Supporting program growth necessitates building an educator workforce capable of meeting student needs. States can take proactive steps to tackle known barriers in expanding the educator workforce, such as creating incentives for dual enrollment teaching positions in rural areas and establishing funding streams to support instructor credentialing.

Identify options for covering nontuition costs. State policy is often silent on nontuition expenses, yet the costs for books and supplies can be significant. States should consider who is responsible for these costs and whether the funding model creates inequities across regions, schools, or student groups, which could potentially limit participation.

Provide students with appropriate advising. Effective advising systems are essential for attracting traditionally underrepresented students to dual enrollment programs. These systems should be accessible at both high schools and IHEs, with dedicated staffing and structures that provide tailored support to student groups the state hopes to serve.

Monitor Impact and Inform Continuous Improvement

Require districts and IHEs to track and report disaggregated data. States aiming to improve proportional representation among student groups in dual enrollment participation need to monitor how policy changes impact these groups. States should consider mandating that data reporting on dual enrollment participation and outcomes from both districts and IHEs be disaggregated by the relevant student groups.

Connect K-12 and postsecondary data systems. Dual enrollment students participate in both K-12 and postsecondary systems, each with its own data system. Without linking these data sets, it is nearly impossible to track dual enrollment student outcomes beyond high school graduation, monitor the impact of policies, or inform continuous program improvement. States should find ways to connect data across systems while also addressing privacy concerns.

Conclusion

This report explores how states, community colleges, and school districts in California, Idaho, Minnesota, and Texas share dual enrollment costs. It highlights strategies that may contribute to increased access and participation for systemically marginalized student groups. By examining these diverse approaches, in a set of vastly different case study states, the report provides insights for policymakers, advocates, and education leaders seeking to strengthen dual enrollment programs in their own states.

While funding is a critical component, the four case study states also highlight the significance of complementary state policies that tackle barriers to access and foster student success. As dual enrollment continues to expand nationwide, a commitment to equitable policies will be crucial to ensure all students, especially those from systemically marginalized groups, can take advantage of these valuable programs. ✦

Appendix A

CALIFORNIA'S CCAP AND GRADES 9-12 ENROLLMENT: PERCENTAGE AND STUDENT COUNT CHANGE BY RACE/ETHNICITY FROM SCHOOL YEAR 2017-18 TO 2023-24

CCAP enrollment can be found at the California Community Colleges Chancellor's Office Management Information Systems Data Mart. Students categorized as "Unknown" or "Non-State Apportioned" were not included for the data analysis. Grades 9-12 student enrollment is from the CDE's Enrollment Data Reports.

Race/Ethnicity	SY17-18 to SY23-24			
	CCAP Participation		Grades 9-12 Enrollment	
	Percentage Growth	Student Count Change	Percentage Growth	Student Count Change
Black	537%	3,606	-14%	-15,466
Indigenous	1250%	300	-21%	-2,385
Asian American	1971%	11,904	1%	1,858
Pacific Islander	1238%	322	-15%	-1,389
Latino	976%	55,081	5%	49,641
Multiracial	887%	4,346	35%	19,733
White	2105%	19,939	-15%	-71,264
Unknown	489%	4,160	-11%	-1,967
Total	1080%	101,904	-2%	-29,957

***Sources**: California Community Colleges Chancellor's Office. (2013). Annual/Term Student Count Report. DataMart; California Department of Education. (n.d.). Annual Enrollment. Retrieved March 31, 2025.*

Appendix B

CALIFORNIA'S CCAP: PROPORTIONAL REPRESENTATION AND GRADES 9-12 ENROLLMENT BY RACE/ETHNICITY FROM SCHOOL YEAR 2017-18 TO 2023-24

If a student group is proportionally represented in dual enrollment, the share of CCAP students would be equal to that of Grades 9-12 student enrollment. CCAP enrollment can be found at the California Community Colleges Chancellor's Office Management Information Systems Data Mart. For the data analysis, students categorized as "Unknown" or "Non-State Apportioned" were not included. Grades 9-12 student enrollment is from the CDE's Enrollment Data Reports.

Race/ Ethnicity	SY17-18		SY18-19		SY19-20		SY20-21		SY21-22		SY22-23		SY23-24	
	CCAP	9-12 Enroll	CCAP	9-12 Enroll	CCAP	9-12 Enroll	CCAP	9-12 Enroll	CCAP	9-12 Enroll	CCAP	9-12 Enroll	CCAP	9-12 Enroll
Black	7.1%	5.8%	7.1%	5.6%	6.7%	5.4%	3.7%	5.3%	3.8%	5.2%	3.6%	4.8%	3.8%	5.1%
Indigenous	0.3%	0.6%	0.2%	0.5%	0.2%	0.5%	0.2%	0.5%	0.2%	0.1%	0.3%	0.5%	0.3%	0.5%
Asian American	6.4%	9.3%	7.3%	9.3%	8.1%	9.4%	11.4%	9.4%	11.5%	9.4%	12.0%	9.3%	11.2%	9.5%
Pacific Islander	0.3%	0.5%	0.3%	0.5%	0.3%	0.5%	0.3%	0.5%	0.3%	0.4%	0.3%	0.4%	0.3%	0.4%
Latino	59.8%	53.3%	57.5%	53.9%	55.4%	54.6%	57.2%	55.2%	56.9%	56.2%	55.0%	56.5%	54.5%	56.7%
Multiracial	5.2%	2.9%	3.4%	3.0%	3.9%	3.3%	4.5%	3.5%	4.3%	3.7%	4.4%	3.7%	4.3%	4.0%
White	10.0%	23.9%	15.3%	23.4%	16.3%	22.8%	18.5%	22.4%	17.6%	21.7%	18.4%	20.7%	18.8%	20.5%
Unknown	9.0%	0.9%	7.3%	0.9%	6.1%	0.8%	2.3%	0.6%	3.1%	0.7%	3.9%	1.6%	4.5%	0.8%

***Sources**: California Community Colleges Chancellor's Office. (n.d.). Special Population/Group Count Summary. Data Mart; California Department of Education. (n.d.). Enrollment data reports. Retrieved March 31, 2025.*

Appendix C

IDAHO'S COMMUNITY COLLEGES' PER-CREDIT TUITION AND FEES, FROM FALL 2020 TO FALL 2023

The per-credit rate was calculated by dividing the community college tuition and fees by 12, which is the number of credits for a full-time student. The community college student tuition and fees are in the FY25 Idaho Legislative Budget Book.

Community College	Fall 2020	Fall 2021	Fall 2022	Fall 2023
College of Southern Idaho	$280.00	$280.00	$280.00	$280.00
College of Western Idaho	$278.00	$278.00	$278.00	$278.00
North Idaho College	$283.08	$283.08	$283.08	$283.08
College of Eastern Idaho	$258.00	$258.00	$280.00	$282.50

***Source**: "Community Colleges: Agency Profile," FY25 Idaho Legislative Budget Book, vol. 1 (Idaho State Board of Education, Community Colleges, 2024), 77.*

Appendix D

IDAHO'S ADVANCED OPPORTUNITIES DUAL ENROLLMENT: PROPORTIONAL REPRESENTATION AND GRADES 7-12 ENROLLMENT BY RACE/ETHNICITY, FROM SCHOOL YEAR 2014-15 TO 2019-20

If a student group is proportionally represented in dual enrollment, the share of dual enrollment students would be equal to that of Grades 7-12 student enrollment. The data for dual enrollment participation can be found in the Idaho State Board of Education Dual Credit Reports.

Race/Ethnicity	SY14-15			SY19-20		
	Dual Enrollment	7-12 Enrollment	Difference	Dual Enrollment	7-12 Enrollment	Difference
White	84.7%	77.8%	6.9%	80.0%	74.7%	5.3%
Latino	10.3%	16.5%	-6.2%	14.0%	19.0%	-5.0%
Asian American	1.4%	1.4%	0.0%	2.0%	1.5%	0.5%
Black	0.9%	1.1%	-0.2%	1.0%	1.1%	-0.1%
Multiracial	1.9%	2.0%	-0.1%	3.0%	2.7%	0.3%
Indigenous	0.6%	1.2%	-0.6%	1.0%	1.0%	0.0%

***Source**: Idaho State Board of Education. (n.d.). Dual Credit.*

Appendix E

MINNESOTA'S TRADITIONAL PSEO: REIMBURSEMENT AND TOTAL CREDITS, FROM SCHOOL YEAR 2015-16 TO 2021-22

The cost per credit was calculated by dividing the total Traditional PSEO reimbursement by the total credits earned. The Traditional PSEO reimbursement and total credits earned data can be found in the MDE's Rigorous Coursetaking Reports.

School Year	Total Traditional PSEO Reimbursement	Total Credits	Cost Per Credit
SY15-16	$33,739,854	173,684	$194.26
SY16-17	$31,510,867	158,682	$198.56
SY17-18	$32,762,430	161,508	$202.85
SY18-19	$34,201,039	165,047	$207.22
SY19-20	$36,006,894	170,117	$211.66
SY20-21	$39,318,564	181.863	$216.20
SY21-22	$38,295,871	172,605	$221.87
Difference (from SY15-16 to SY21-22)	$4,556,017	-1,079	$27.61

***Sources**: MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2024); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2022); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2020); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2018).*

Appendix F

MINNESOTA'S CONCURRENT ENROLLMENT: PRORATED REIMBURSEMENT PER COURSE, FROM SCHOOL YEAR 2015-16 TO 2021-22

These data can be found in the MDE's Rigorous Coursetaking Reports.

Category	SY15-16	SY16-17	SY17-18	SY18-19	SY19-20	SY20-21	SY21-22	Difference (SY21-22 - SY15-16)
Prorated Reimbursement Per Course	$56.29	$54.01	$52.48	$52.43	$52.43	$50.48	$52.57	-$3.72

***Sources**: MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2023); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Enrollment Options Programs (Report to the Legislature, 2020); MDE, "Excerpt From the Minnesota Department of Education Rigorous Course Taking 2017-2018 Report," 27-32.*

Appendix G

MINNESOTA'S CONCURRENT ENROLLMENT: PRORATED REIMBURSEMENT PER COURSE, FROM SCHOOL YEAR 2015-16 TO 2021-22

The Traditional PSEO and Concurrent Enrollment data can be found in the MDE's Rigorous Coursetaking Reports. The PSEO by Contract data is from a December 2024 Bellwether data request to the Minnesota State Colleges and Universities System.

Dual Enrollment Program	SY15-16 Enrollment	SY21-22 Enrollment	Growth	Difference
Total Dual Enrollment	43,844	52,171	19.0%	8,827
Concurrent Enrollment	30,247	32,505	7.5%	2,258
Traditional and PSEO by Contract	13,597	19,666	44.6%	6,069
Traditional PSEO	8,275	7,955	-3.9%	-320
PSEO by Contract (Minnesota State)	5,322	11,711	120%	6,289

***Sources**: MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2024); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2022); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2020); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2018); Minnesota State Colleges and Universities System. (December 2024). Bellwether PSEO by Contract data request.*

Appendix H

MINNESOTA'S DUAL ENROLLMENT: STUDENT COUNT AND PERCENTAGE GROWTH BY PROGRAM AND RACE/ETHNICITY, FROM SCHOOL YEAR 2015-16 TO 2021-22

The Traditional PSEO and Concurrent Enrollment data can be found in the MDE's Rigorous Coursetaking Reports. The PSEO by Contract data is from a December 2024 Bellwether data request to the Minnesota State Colleges and Universities System.

Race/ Ethnicity	Concurrent Enrollment				Traditional PSEO				PSEO by Contract			
	SY15-16	SY21-22	Percent Change	Count Change	SY15-16	SY21-22	Percent Change	Count Change	SY15-16	SY21-22	Percent Change	Count Change
Students of Color	4,252	6,611	55.5%	2,359	2,016	2,546	26.3%	530	777	2,573	231.1%	1,796
Indigenous	221	489	121.3%	268	98	123	25.5%	25	35	69	97.1%	34
Asian American	1,500	1,786	19.1%	286	694	705	1.6%	11	158	638	303.8%	480
Latino	1,068	1,867	74.8%	799	386	432	11.9%	46	222	613	176.1%	391
Black	1,014	1,572	55.0%	558	682	1,027	50.6%	345	159	760	378.0%	601
Multiracial	449	897	99.8%	448	156	259	66.0%	103	203	613	202.0%	410
White	25,978	25,877	-0.4%	-101	6,256	5,406	-13.6%	-850	4,274	8,656	102.5%	4,382

***Source**: MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2024); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2022); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2020); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2018); Minnesota State Colleges and Universities System. (December 2024). Bellwether PSEO by Contract data request.*

Appendix I

MINNESOTA'S DUAL ENROLLMENT: STUDENT COUNT AND PERCENTAGE GROWTH BY PROGRAM AND SPECIAL POPULATIONS, SCHOOL YEAR 2015-16 TO 2021-22

These data can be found in the MDE's Rigorous Coursetaking Reports. The Minnesota State Colleges and Universities System does not collect these data for PSEO by Contract.

Student Group	Concurrent Enrollment				Traditional PSEO			
	SY15-16	SY21-22	Percent Change	Count Change	SY15-16	SY21-22	Percent Change	Count Change
Total	8,275	7,955	-3.9%	-320	30,247	32,505	7.5%	2,258
Special Education	196	284	44.9%	88	603	802	33.0%	199
ELs	106	280	164.2%	174	168	467	178.0%	299
Free and Reduced-Price Meal Eligibility	1,873	1,584	-15.4%	-289	5,408	4,475	-12.3%	-663

***Source**: MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2024); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2022); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2020); MDE, Rigorous Course Taking: Advanced Placement, International Baccalaureate, Concurrent Enrollment and Postsecondary Options Programs (Report to the Legislature, 2018).*

Appendix J

MINNESOTA'S DUAL AND NON-DUAL ENROLLMENT STUDENT OUTCOMES BY RACE/ETHNICITY AND ECONOMICALLY DISADVANTAGED, SCHOOL YEAR 2015-16 TO 2021-22

These data are from the Community College Research Center.

Student Subgroup	Postsecondary Degree or Certificate		Bachelor's Degree		Associate Degree		Certificate	
	Dual Enrollment	Non-Dual Enrollment	Dual Enrollment	Non-Dual Enrollment	Dual Enrollment	Non-Dual Enrollment	Dual Enrollment	Non-Dual Enrollment
All Students	55%	51%	41%	37%	11%	9%	3%	5%
Economically Disadvantaged	50%	43%	32%	28%	14%	9%	4%	6%
Asian American	51%	42%	40%	30%	8%	8%	3%	4%
Black	40%	24%	29%	15%	9%	7%	2%	4%
Latino	41%	36%	26%	20%	11%	11%	4%	5%
White	57%	54%	43%	40%	11%	9%	3%	5%

***Source**: Daniel March, John Fink, and Tatiana Velasco, State Findings: Dual Enrollment Student Outcomes (Community College Research Center, Teachers College, Columbia University, 2017).*

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About Bellwether

Bellwether is a national nonprofit that exists to transform education to ensure systemically marginalized young people achieve outcomes that lead to fulfilling lives and flourishing communities. Founded in 2010, we work hand in hand with education leaders and organizations to accelerate their impact, inform and influence policy and program design, and share what we learn along the way. For more, visit **bellwether.org**.

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