

DRAFT – TM Report on Act 77 of 2013
16 VSA §944(j) Dual Enrollment Program, Reports

REPORT | Report to the House and Senate Committees on
January 2017 | Education

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Secretary of Education



Legislation

[Act 77 of 2013](#) an Act Relating to Encouraging Flexible Pathways to Secondary School Completion.

Summary of Legislation

This act creates a Flexible Pathways Initiative within the Agency of Education to expand opportunities for secondary students to complete high school and achieve postsecondary readiness. Among other features, the act provides the opportunity for each high school student to enroll in two dual enrollment courses at no tuition expense to the student, authorizes the development of additional early college programs through which students complete 12th grade entirely on a college campus, and removes the upper age limit for participation in the High School Completion Program. The Act includes multiple effective dates, beginning July 1, 2013.

For the purposes of this report, the Act specifically amends 16 VSA §944(j) to require the Secretary of Education to “report to the House and Senate Committees on Education annually in January regarding the Dual Enrollment Program, including data relating to student demographics, levels of participation, marketing, and program success.”

No additional funding or staff were provided to the AOE to support implementation of this work. Fifty percent of Dual Enrollment and all of Early College are paid for by the Education Fund, with the additional funding for Dual Enrollment coming from the Next Generation Initiative Fund. When students enroll in Early College, they dis-enroll from their high school and do not count towards the district ADM. This contributes to enrollment declines in high schools, but ensures that the education fund does not double pay for participating students.

Trends in Voucher Usage

FY16 was the third year of expanded dual enrollment opportunities under Act 77. We are now able to compare data across four years, as displayed in the tables below. For instance, Table 1.1 compares the number of dual enrollment vouchers used from baseline, year 1 of implementation, year 2 of implementation, to FY16 (encompassing Summer 2015 through Spring 2016). This historical information provides preliminary data on the impact of the program, specifically the student participation trend.

The total number of vouchers used has increased substantially over the life of the initiative. For instance, the total number of vouchers used in FY16 (2287) was more than 3 ½ times the number used in FY13 (633). After large annual increases in voucher use from FY13 through FY15, it appears that participation may be leveling off at about 2200-2300 students.

Table 1.1. Number of vouchers used by year.

<i>Semester</i>	<i>FY13</i> ¹	<i>FY14</i> ²	<i>FY 15</i> ³	<i>FY 16</i> ⁴
Summer	409	474	529	530
Fall	31	249	720	720
Spring	193	585	913	1037
TOTAL	633	1308	2162	2287

¹Year preceding Act 77 implementation (baseline)

²Year one of Act 77 implementation

³Year two of Act 77 implementation

⁴Year three of Act 77 implementation

We also compared data on voucher usage across different subgroups of students (see Table 1.2) to examine how student background factors are linked with participation in the DE program. As shown in Table 1.2, in the first three years females used vouchers at a much higher rate and increased their participation at a faster rate than male students. Recently, participation by males appears to be catching up to that of females. From FY15 to FY16, the number of vouchers used by female students increased by only 2% (20 vouchers), whereas the number of vouchers used by males went up 18% (135 vouchers). Female students still take advantage of DE vouchers more than 1 ½ times as often as males, but the increasing trend for male participation is positive and potentially good news for moving toward gender parity in the state.

Table 1.2 Voucher use by demographics by year.

	<i>FY13</i>	<i>FY14</i>	<i>FY 15</i>	<i>FY 16</i>
Male	75	454	749	884
Female	149	850	1371	1391
Did not choose		4	44	12
FRL ¹	54	347	542	430
Special Education	*	43	76	60
ELL ²	*	86	57	91

¹ Students who qualify for free and reduced hot lunch

² English Language Learners

* <11

Voucher use by students qualifying for free and reduced hot lunch (FRL) and for students qualifying for Individualized Education Plans (IEPs) under IDEA special education law both **decreased** as compared to last year (see Table 1.2). This is a troubling finding that suggests a growing equity gap. One critical goal of dual enrollment is to give students whose parents may not have attended college a successful college experience while in high school, so that they understand that they can do college level work and also realize some of the opportunities available in college. **Ensuring that low income, “first generation” students and students with disabilities are accessing dual enrollment is critical to closing the opportunity gap and ensuring that these students take advantage of postsecondary opportunities that lead to higher skill, higher wage futures.**

Significant work is needed to understand better why students in FRL and special education categories are lagging behind in terms of dual enrollment participation. As a state, we have an obligation to ensure equity of access for all students, particularly when it comes to something as critical as state-funded dual enrollment. In addition, we must ensure that all students are ready to participate in college level courses should they choose to and that they have the tools and resources to succeed.

The number of vouchers used by students designated as English Language Learners increased from FY15 to FY16 and was actually the highest on record.

Postsecondary Enrollment

For the first time in the annual report, we are excited to present data on the actual postsecondary enrollment **outcomes** for Vermont students who participate in Dual Enrollment. Specifically, how many students who participate in dual enrollment actually go on to enroll in college and how does this look when we break it down by student background factors?

Overall, we believe the findings provide some compelling evidence that dual enrollment will contribute to increased postsecondary attainment by Vermont students.

Table 1.3 Number and percent of students who participate in DE and enroll in postsecondary education.

<u>1ST SEMESTER</u> <u>IN DE</u>	<u>TOTAL #</u> <u>STUDENTS</u>	<u>% IN NSC¹</u>
	<u>IN DE</u>	
SPRING13	184	69
SUMMER13	456	77
FALL13	248	73
SPRING14	488	75
SUMMER14	420	81
FALL14	665	77

¹ National Student Clearinghouse. Data represent postsecondary enrollment

at any time after high school graduation, between 2013 and 2016.

To determine which students have enrolled in college (either two- or four-year), we use data from the National Student Clearinghouse (NSC). As stated on the NSC website, “more than 3,600 colleges and universities participate in the Clearinghouse, reporting enrollment and degree information...regularly throughout the year.” In addition, 98% of all students in public and private U.S. postsecondary institutions are picked up in this clearinghouse.

As shown in Table 1.3, a strong percentage of Vermont students participating in DE go on to enroll in college. This percentage also seems to have increased over time, with 69% enrolling in college from the baseline cohort and 77% from the Fall14 cohort. The data show that students who participate in DE during the summer are also those most likely to enroll in college. This is not a causal relationship, however; we don't know whether summer Dual Enrollment, which may be more likely to take place on a college campus, is more likely to incentivize students to go to college, or whether students who are more likely to go to college are more likely to take summer classes.

When we compare postsecondary enrollment rates for students in VT who did and did not enroll in DE, we see that students who participate in DE are also students who are more likely to go to college (see Table 1.4). In other words, 56-64% of students who do not participate in DE go on to enroll in postsecondary institutions, whereas 82-85% of students who participate in DE go on to college. Students who participate in DE enroll in college at rates that are 20-25% higher than those who don't. Again, this is not necessarily a causal relationship. It is possible that students who choose to participate in DE are those who are more likely to go to college anyway. However, given the high cost of college and need to increase the proportion of Vermont high school graduates who pursue postsecondary education, the high DE rate is promising.

Table 1.4 Percent of VT graduation cohorts that are in NSC, by DE participation.

<u>High School Grad</u> <u>Year</u>	<u>TOTAL #</u> <u>in NSC</u>	<u>% WHO</u> <u>TOOK DE</u>	<u>% WHO DID</u> <u>NOT TAKE</u> <u>DE</u>
2013	6532	82	64
2014	6403	85	60
2015	6322	82	56

Data broken down by both student gender and FRL eligibility provide an initial look at equity with respect to DE and postsecondary enrollment. As shown in Table 1.5, despite the fact that we know proportionally fewer males enroll in DE than females, the percent of students who eventually go on to postsecondary education is roughly the same across gender. Unfortunately, it appears that we may be seeing a slight widening in the gender gap in the most recent semesters (favoring females). These data are important because they indicate that, once we get males enrolled in DE, they are just about as likely to pursue postsecondary education as are

females (who are nationally and in Vermont much more likely to attend college than males in the population at large).

Table 1.5 Number and percent of students who participate in DE and enroll in postsecondary education, by gender.

	<u>MALE STUDENTS</u>		<u>FEMALE STUDENTS</u>	
	<u>TOTAL #</u>	<u>% IN NSC</u>	<u>TOTAL #</u>	<u>% IN NSC</u>
SPRING13	65	68	120	70
SUMMER13	178	78	285	77
FALL13	94	70	154	73
SPRING14	157	71	342	77
SUMMER14	157	78	254	82
FALL14	220	76	413	81

We see a similar pattern playing out for students who come from limited economic means, with some caveats. As shown in Table 1.5, 66-76% of students who qualify for FRL and participate in DE go on to enroll in college, whereas 71-82% of students who do not qualify for FRL do. It is important to understand what is keeping our students from more economically disadvantaged backgrounds from enrolling at the same level as their less disadvantaged counterparts. On the other hand, the rates of postsecondary enrollment for our FRL students who participate in DE are compelling especially as compared to trends for our overall FRL population. For instance, the 2016 NESSC common data report shows that 38% of students qualifying for FRL in Vermont enroll in college immediately after high school, whereas 59% of non-FRL students do. This represents a 21% difference in enrollment rates across FRL status. From this lens, dual enrollment in VT may be playing a powerful, albeit imperfect, role in leveling the playing field when it comes to eventual postsecondary enrollment. The difference in enrollment rates across FRL status for those Vermont students who first participated in DE from Spring 13 to Fall 14 is approximately 4%. To evaluate this question, we would need to better understand how and whether students who live in poverty who do and don't participate in Dual Enrollment differ in other ways.

Table 1.5 Number and percent of students who participate in DE and enroll in postsecondary education, by FRL eligibility.

	<u>STUDENTS ELIGIBLE FOR FRL</u>		<u>STUDENTS NOT ELIGIBLE FOR FRL</u>	
	<u>TOTAL #</u>	<u>% IN NSC</u>	<u>TOTAL #</u>	<u>% IN NSC</u>
SPRING13	42	67	140	71
SUMMER13	101	72	352	78
FALL13	68	74	173	72
SPRING14	152	66	335	79
SUMMER14	96	76	302	82
FALL14	134	76	499	80

Participation by High Schools and Institutions of Higher Education

FY16 saw an increase in the number of high schools participating. The Arlington School, Central Vermont High School Initiative, Hanover High School, Lake Champlain Waldorf School and LiHigh School became additional dual enrollment partners at the start of FY16. In FY16, there were a total of 77 high schools (including home study) participating in the program as compared to 72 in FY15. Table 1.6 below shows that out of the participating high schools, 50% of those experienced an increase in voucher usage, some substantially (e.g., BFA St. Albans from 31 to 91); 31% experienced a consistent rate of voucher usage (e.g., Hazen from 27 to 25); and 19% of schools had a decrease in voucher use (e.g., Lyndon Institute from 72 to 14) from FY15 to FY16. Moving forward, we need to find out why some high schools saw such a steep decline in their DE voucher usage. Does this mimic overall enrollment declines at the high school? An uptake in students' use of other flexible pathways experiences instead of DE, such as early college or work-based learning? Or something else? We might also want to understand why a large proportion of students take at least one dual enrollment class in some schools, while in others, a small proportion participates.

Table 1.6 – Voucher Usage by High School

HIGH SCHOOL	FY 15				FY 16			
	Summer 2014	Fall 2014	Spring 2015	Total	Summer 2015	Fall 2015	Spring 2016	Total
ARLINGTON MEMORIAL HS	2	4	1	7	1	2	0	3
*AVALON TRIUMVIRATE ACADEMY	1	0	0	1	0	0	0	0
BELLOWS FALLS UHS	0	2	9	11	0	15	17	32
BFA ST ALBANS	18	8	8	31	30	5	56	91
BFA FAIRFAX	12	7	10	29	9	11	21	41
BLACK RIVER US	3	2	3	8	4	1	9	14
BLUE MOUNTAIN	0	0	0	0	0	0	1	1
BRATTLEBORO UHS	1	77	42	120	1	77	47	125
BURLINGTON HS	31	15	25	71	44	12	27	83
*BURR AND BURTON ACADEMY	4	21	29	54	1	27	25	53
CABOT SCHOOL	3	2	5	10	4	2	1	7
CANAAN SCHOOLS	1	0	1	2	1	2	2	5
CENTRAL VT HS INITIATIVE	-	-	-	-	0	0	0	0
CHAMPLAIN VALLEY UHS	50	23	42	115	46	21	54	121
CHELSEA SCHOOL	1	2	4	7	1	2	3	6
COLCHESTER HS	14	8	17	39	10	14	38	62
*COMMUNITY HIGH SCHOOL OF VT	0	2	0	2	0	0	0	0
CONCORD HS	2	6	6	14	NA	NA	NA	
CRAFTSBURY SCHOOLS	0	7	5	12	0	3	1	4
DANVILLE SCHOOL	1	6	2	9	2	21	13	36

ENOSBURG FALLS M/HS	15	10	7	32	23	9	11	43
ESSEX HS	28	7	26	61	26	20	69	115
FAIR HAVEN UHS	8	25	7	40	5	15	5	25
GREEN MOUNTAIN UHS	2	3	5	10	4	17	11	32
HANOVER HS	-	-	-	-	0	0	1	1
HARTFORD HS	1	9	7	17	2	8	7	17
HARWOOD UHS	18	3	15	36	27	15	9	51
HAZEN UHS	5	8	14	27	2	13	10	25
HOMESCHOOLED	4	19	23	46	5	20	20	45
*LAKE CHAMPLAIN WALDORF	-	-	-	-	0	0	0	0
LAKE REGION UHS	13	7	40	60	8	5	23	36
LAMOILLE UHS	8	11	26	45	11	24	30	65
LELAND & GRAY UHS	0	18	14	32	0	26	9	35
LIHIGH SCHOOL THE	0	0	0	0	0	0	0	0
*LONG TRAIL SCHOOL	-	-	-	-	0	0	0	0
*LYNDON INSTITUTE	3	65	4	72	1	11	2	14
MIDDLEBURY UHS	7	7	9	23	9	11	18	38
MILL RIVER US	10	6	8	24	7	11	17	35
MILTON HS	15	5	9	29	6	1	4	11
MISSISSQUOI VALLEY UHS	16	15	15	46	14	8	15	37
MONTPELIER HS	10	4	17	31	6	6	3	15
MT ABRAHAM UHS	10	1	13	24	12	3	6	21
MT ANTHONY UHS	14	27	53	94	8	19	29	56
MT MANSFIELD US	35	6	7	48	18	8	10	36
NORTH COUNTRY UHS	20	29	50	99	18	16	32	66
NORTHFIELD M/HS	2	24	9	35	0	6	13	19
OTTER VALLEY UHS	3	13	5	21	7	11	4	22
OXBOW UHS	1	0	5	6	0	5	2	7
PEOPLES ACADEMY	18	14	21	53	11	13	20	44
POULTNEY HS	4	3	7	14	4	10	4	18
PROCTOR JR/SR HS	1	6	1	8	1	0	4	5
RANDOLPH UHS	7	13	23	43	2	8	32	42
RICHFORD JR/SR HS	0	1	2	3	17	0	13	30
RIVENDELL ACADEMY	1	2	4	7	0	2	4	6
ROCHESTER SCHOOL	4	4	2	10	0	3	3	6
RUTLAND HS	13	58	3	74	16	35	63	114
*SHARON ACADEMY THE	1	0	0	1	0	2	2	4
SOUTH BURLINGTON HS	42	13	32	87	43	9	14	66
SOUTH ROYALTON M/HS	0	2	3	5	5	6	5	16
SPAULDING UHS	8	6	41	55	5	11	35	51
SPRINGFIELD HS	6	30	59	95	8	45	45	98
*ST JOHNSBURY ACADEMY	1	0	3	4	4	2	2	8
STOWE M/HS	4	6	4	14	6	1	3	10
*THE ARLINGTON SCHOOL	-	-	-	-	0	0	0	0

*THE COMPASS SCHOOL	2	0	0	2	0	0	0	0
*THETFORD ACADEMY	2	1	1	4	6	2	4	12
TWIN VALLEY HS	0	1	0	1	0	0	3	3
TWINFIELD US	0	2	14	16	2	14	5	21
U32 UHS	11	16	27	54	7	9	22	38
VERGENNES UHS	1	15	26	42	3	5	30	38
*VERMONT COMMONS SCHOOL	3	0	0	3	1	1	2	4
WEST RUTLAND SCHOOL	4	3	13	20	2	18	11	31
WHITCOMB JR/SR HS	0	2	0	2	0	0	5	5
WILLIAMSTOWN M/HS	0	2	3	5	3	2	6	11
WINDSOR HS	2	2	5	9	0	8	10	18
WINOOSKI HS	3	6	19	28	5	4	8	17
WOODSTOCK UHS	3	0	3	6	6	7	7	20
Grand Total	530	722	913	2165	530	720	1037	2287

**Indicates Independent School*

The number of colleges, universities and other institutions of higher education (IHEs) participating in dual enrollment remained the same over the past year (i.e., 20 in both FY15 and FY16). The mixture of both public and private institutions, as well as variability in size of campus and student body, shows a relatively broad range of learning opportunities for students as well as expanded geographic reach for the dual enrollment program. As indicated in Table 1.7, the large majority of vouchers were used for dual enrollment courses at Community College of Vermont (63%), followed by the University of Vermont (17%), and the Vermont State Colleges (12%). Overall, 9% of the vouchers were used at private institutions of higher education. Table 1.7 also depicts the breakdown of voucher use by specific semester.

Table 1.7 – Voucher Usage by Institutes of Higher Education

	Summer 2014	Fall 2014	Spring 2015	FY 15 Total	Summer 2015	Fall 2015	Spring 2016	FY 16 Total
Bennington College	0	20	1	21	0	16	1	17
Burlington College	0	5	11	16	0	0	13	13
CCV	163	350	630	1143	204	454	752	1410
Champlain College	0	7	8	15	0	5	4	9
College of St. Joseph	0	2	4	6	0	2	0	2
Castleton	15	78	26	119	16	63	23	102
Goddard College	0	0	15	15	0	0	0	0
Green Mountain College	0	1	12	13	0	1	1	2
Johnson	45	21	11	77	37	17	3	57
Landmark College	0	2	1	3	0	2	1	3
Lyndon	0	77	3	80	0	15	1	16
Marlboro College	0	19	23	42	0	8	19	27
NECI	14	10	26	50	7	10	14	31

Norwich University	2	24	10	36	0	11	6	17
Saint Michael's College	0	1	1	2	0	4	2	6
SIT Graduate Institute	0	31	9	40	0	28	16	44
Southern Vermont College	0	4	0	4	0	27	3	30
Sterling College	0	0	21	21	0	0	11	11
UVM	290	47	64	401	265	35	90	390
VTC	1	23	37	61	1	22	77	100
Grand Total	530	722	913	2165	530	720	1037	2287

In FY 16, several high schools partnered with colleges to offer on-site dual enrollment opportunities (see Table 1.8), sometimes called “concurrent enrollment” nationally. When a college course is offered on the high school campus, the public postsecondary institution retains authority to determine course content and works with the high school to select, monitor, support, and evaluate instructors. On-site dual enrollment increased in FY16 with eight colleges and 27 high schools (as compared to FY15 with four colleges and 22 high schools) offering college courses at the high school. We will need to monitor student outcomes as they relate to location of dual enrollment course in the future, to ensure all students get the full benefit.

Table 1.8 – Voucher Usage, On-Site Dual Enrollment (Fall 15 & Spring 16)

HIGH SCHOOL	COLLEGE								Total
	CCV	CSC	LSC	Marlboro	SIT	Sterling	SVC	VTC	
BELLOWS FALLS UHS	64	-	-	-	-	-	-	-	64
BELLOWS FREE ACADEMY	53	-	-	-	-	-	-	-	53
BRATTLEBORO UHS	15	1	-	20	44	-	21	11	112
BURR AND BURTON	-	22	-	-	-	-	-	-	22
COLCHESTER HS	29	-	-	-	-	-	-	-	29
CHAMPLAIN VALLEY UHS	19	-	-	-	-	-	-	-	19
DANVILLE SCHOOL	41	-	-	-	-	-	-	-	41
ENOSBURG FALLS M/HS	6	-	-	-	-	-	-	-	6
FAIR HAVEN UHS	-	9	-	-	-	-	-	-	9
GREEN MOUNTAIN UHS	13	-	-	-	-	-	-	-	13
LAKE REGION UHS	11	-	-	-	-	-	-	-	11
LAMOILLE UHS	4	-	-	-	-	11	-	-	15
LELAND & GRAY UHS	31	-	-	-	-	-	-	-	31
LYNDON INSTITUTE	7	-	3	-	-	-	-	-	10
MISSISQUOI VALLEY UHS	14	-	-	-	-	-	-	-	14
NORTH COUNTRY UHS	14	-	-	-	-	-	-	17	31
NORTHFIELD M/HS	7	-	-	-	-	-	-	-	7
OTTER VALLEY UHS	-	14	-	-	-	-	-	-	14
PEOPLES ACADEMY	12	-	-	-	-	-	-	-	12
POULTNEY HS	3	4	-	-	-	-	-	-	7
RANDOLPH UHS	8	-	-	-	-	-	-	-	8
RICHFORD JR/SR HS	3	-	-	-	-	-	-	-	3
RUTLAND HS	-	28	-	-	-	-	-	55	83
SPRINGFIELD HS	105	-	-	-	-	-	-	-	105

U32 UHS	7	-	-	-	-	-	-	-	7
VERGENNES UHS	23	-	-	-	-	-	-	-	23
WEST RUTLAND SCHOOL	8	-	-	-	-	-	-	-	8
Grand Total	497	78	3	20	44	11	21	83	757

Geographic Reach

Appendices 1 and 2 provide maps of voucher usage by county for both FY15 and FY16, respectively. They also include the proportion of that county’s participating students as a function of the entire dual enrollment population and the proportion of that county’s high school students as a function of the entire statewide high school population. This is helpful in discerning whether each county’s dual enrollment participation is similar to its “footprint” within the entire state high school population. Overall, the results from FY15 to FY16 indicate that voucher usage in most counties within the state is relatively consistent with that county’s overall percentage of students statewide. For instance, Washington County’s FY16 numbers represent 10% of the students enrolled in dual enrollment. This is consistent with the fact that 9% of all Vermont high school students are in Washington County (see Appendix 2). Significant misalignment between these two percentages within a county is an indication that its students are participating in dual enrollment at rates less than (or more than) expected. Comparing data between Appendices 1 and 2, we also see movement towards more consistent representation in the dual enrollment population in areas such as Franklin and Orleans counties.

You will note that maps in Appendices 1 and 2 have differing student populations. This is due to enrollments going down or the addition of schools participating in dual enrollment and those student populations being added to the total number in that county.

Moving Forward: Digging Deeper into Program Success

In enacting Act 77, the legislature made clear that increasing access to dual enrollment opportunities for ALL Vermont students was a priority. As discussed here and in previous reports, the first full year of expanded access to the program resulted in more high schools, colleges and universities being involved and more students having access to college credit-bearing learning experiences to students. This expansion coincided with significant growth in student voucher usage during the same timeframe. The system now seems to be “settling” in at a more stable level in terms of overall student participation and postsecondary involvement.

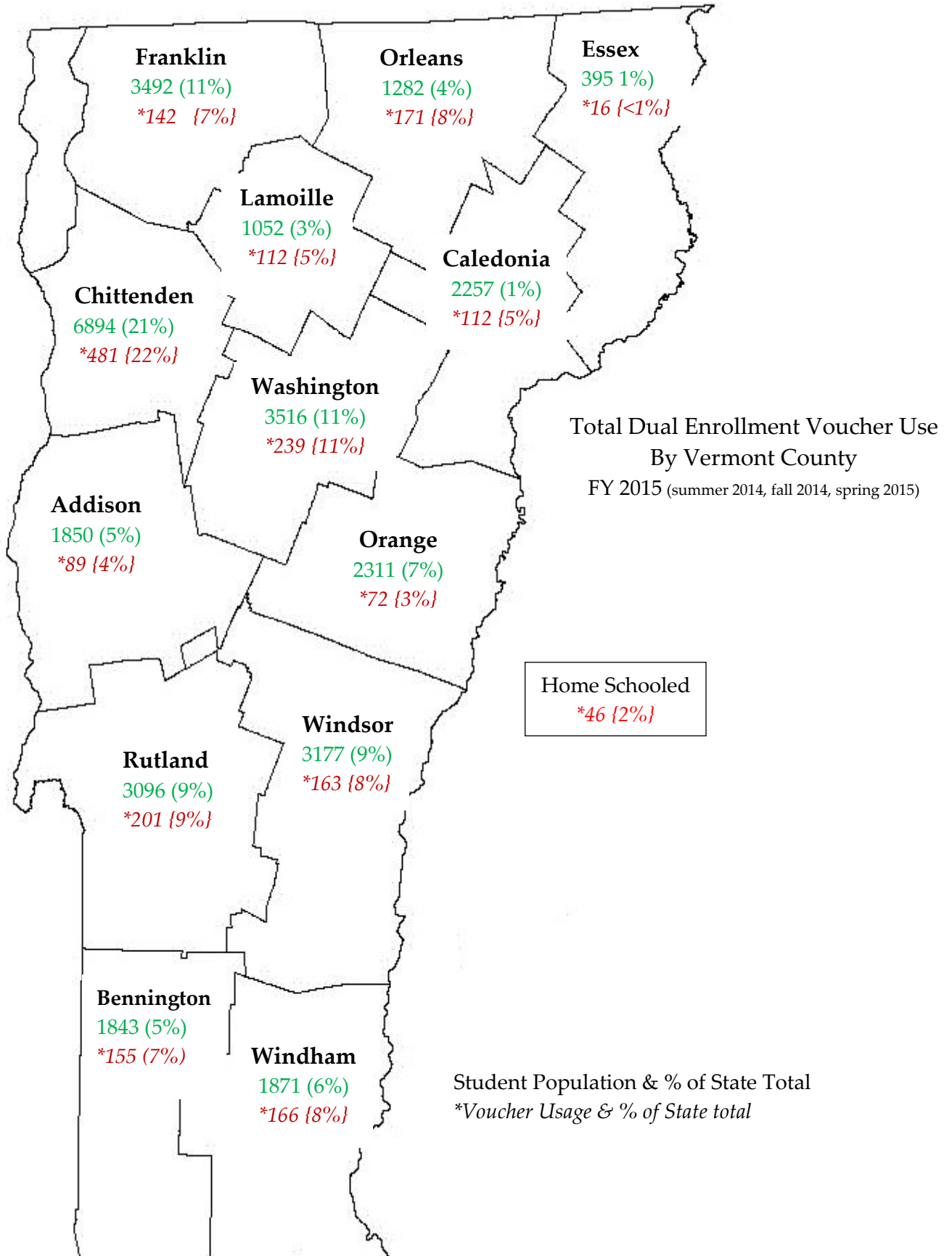
However, stark differences in student participation based on gender, FRL, and special education status cannot go ignored.

In addition, increased access is not the only measure of import as we also care deeply that students are both ready for the experience *and* successfully complete the courses they enter. We are pleased to have finally included an initial index of actual postsecondary enrollment in this year’s report. As we move forward in further implementing and evaluating Act 77 initiatives, the Agency of Education will track and report on the following additional indicators:

- Student performance (i.e., grades) on dual enrollment coursework
- Postsecondary retention (one-year) and persistence rates for students participating in dual enrollment, as compared to non-participating students

In addition, contingent upon Agency staffing levels, in the next six months we hope to run more sophisticated analyses to better understand the potential impact of dual enrollment participation in Vermont students' lives and choices after high school. Learning more about both the immediate and long-term outcomes associated with dual enrollment participation will paint a fuller picture regarding the success of this program, including how useful it is in the lives of Vermont students and the return on our state dollars with respect to increased postsecondary attainment, a more skilled workforce, and improved economic vitality statewide.

Appendix 1 – Voucher Usage by Vermont County for FY 15



Appendix 2 – Voucher Usage by Vermont County for FY 16

