

DECEMBER 2022

Unlocking Potential's College in High School
Policy Landscape and Recommendations

OHIO



The diagram features a central horizontal line with six colored segments. Above each segment is a hexagonal icon with a page number. The icons are: 03 (grey), 05 (teal), 08 (purple), 13 (red), 17 (orange), 22 (blue), and 28 (green). Below the line are the corresponding section titles. The page numbers 33 and 34 are shown in grey hexagons below the line, corresponding to 'Conclusion' and 'About the Author' respectively. Small right-pointing triangles are placed between the icons.

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Introduction	Equity Goal & Public Reporting	Program Integrity & Credit Transfers	Finance	Course Access & Availability	Instructor Capacity	Navigational Supports	Conclusion	About the Author

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Introduction

Since 2015, with the implementation of the College Credit Plus (CCP) program that enhanced the statewide structure for dual enrollment policy and funding, participation in dual enrollment in the state of Ohio has increased significantly, from 54,053 students in the 2015–2016 school year to 76,973 in the 2019–2020 school year.

As CCP enters its seventh year setting parameters for Ohio's dual enrollment offerings, the state has an opportunity to consider policy changes that will continue to support program growth, and that will ensure that more Ohio students have access to these research-backed college access and success programs, particularly in light of the impact on students of the COVID-19 pandemic.

At the request of the Ohio Department of Higher Education and the Ohio Department of Education, the College in High School Alliance (CHSA) convened state and local dual enrollment stakeholders (see page 4) from across Ohio for two remote meetings in fall 2021 to assess the current state of Ohio's dual enrollment policies. The purpose of these virtual convenings was twofold:

- To evaluate the extent to which Ohio policies meet the goals of each of the six categories of CHSA's *Unlocking Potential: A State Policy Roadmap for Equity and Quality in College in High School Programs*, which was published in October 2019, and
- To develop a menu of policy recommendations from which state and local leaders can choose for adoption and implement to enhance equitable access to high-quality dual enrollment opportunities across the state.

6 ► NAVIGATIONAL SUPPORTS

States prioritize the student navigational supports and advising needed to ensure student success in college in high school courses, particularly for those students historically underserved by these programs.

5 ► INSTRUCTOR CAPACITY

States develop strategies to recruit, support, and diversify the pool of instructors with the qualifications to teach college in high school while encouraging collaboration between K–12 and postsecondary partners as college in high school programs are scaled.

4 ► COURSE ACCESS & AVAILABILITY

States ensure that students are able to access college in high school courses, regardless of geography, with pathways that maximize opportunities for students to earn multiple college credits, and facilitate students exploring academic and career areas of interest while ensuring that those courses count toward high school graduation requirements.

1 ► EQUITY GOAL & PUBLIC REPORTING

States set an equitable, statewide public goal for increasing the participation and success of traditionally underserved student groups in college in high school programs, with clear, disaggregated public reporting and accountability for progress toward the goal.

2 ► PROGRAM INTEGRITY & CREDIT TRANSFER

States support and promote high-quality college in high school programs through effective oversight and cross-sector collaboration between the K–12 and postsecondary sectors, as well as ensuring credit articulation.

3 ► FINANCE

States design funding mechanisms that remove financial barriers for low-income and moderate-income students to participate and excel in college level work in high school.



After stakeholders provided their input on Ohio's dual enrollment policy landscape and draft recommendations during the two virtual stakeholder meetings, agency leadership from the Ohio Department of Education and Ohio Department of Higher Education met remotely in November 2021 with project leads from CHSA and Zinth Consulting, LLC to review and weigh in on the draft recommendations. Feedback gathered during that meeting is reflected in this report. Agency leaders participating in that meeting are listed to the right.

The following report is intended to provide a wide-ranging set of potential policy advancements for consideration by state and local leaders with decision-making authority for dual enrollment programs, particularly in relation to expanding access to underserved students, maintaining high quality programming, and ensuring student success. Recommendations in this report reflect stakeholder input. However, this is not a consensus report.

Given the interrelated nature of the six *Unlocking Potential* categories and their cumulative potential to broaden equity in quality dual enrollment programming, we propose that Ohio state leaders consider ways to adopt recommendations in each category, in order to comprehensively promote equity of access and quality in dual enrollment programming across Ohio.

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University of Findlay and Ohio Alliance of Dual Enrollment Partnerships
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Ohio School Counselor Association
- **Lauren Jones**
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- **Kevin Miller**
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- **Amy Schakat**
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EQUITY GOAL & PUBLIC REPORTING

States set an equitable, statewide public goal for increasing the participation and success of traditionally underserved student groups in college in high school programs, with clear, disaggregated public reporting and accountability for progress toward the goal.

Setting a Statewide Equity Goal

FOUNDATIONAL POLICY

How Do Ohio Policies Measure Up?

► Make Equity a Priority

Ohio's 2020 [attainment plan](#) includes College Credit Plus (CCP) and early college high schools (ECHS) among strategies to increase postsecondary attainment.

Recommendations

1 Create a statewide equity goal for College Credit Plus: A statewide equity goal would focus policy and program enhancements on improving access, participation and success for underserved student populations. A state-level group, such as the College Credit Plus Advisory Committee, should be tasked with identifying a statewide goal for Ohio's dual enrollment programs that could specify which students are "underserved student populations" (potentially including students in certain geographic regions of Ohio with lower CCP participation rates) and should encourage the adoption of participation targets by student subgroup, aligned to the state's existing attainment goals and strategic vision. Ultimately the goal would be for the CCP student population to closely mirror the demographic and socioeconomic background of Ohio's general secondary school population, including among students with disabilities.

2 Publicly report disaggregated data on students earning different bands of dual enrollment credits before high school graduation as part of annual postsecondary attainment goal reporting: CCP is highlighted as a strategy for Ohio to achieve its ambitious [postsecondary attainment goal](#) that 65 percent of Ohioans ages 25–64 hold a degree, certificate or other

postsecondary workforce credential of value in the workplace by 2025. Ohio's [2021 attainment report](#) documents growth in the number of Ohio students earning certificates or degrees before high school graduation. Yet students demonstrating momentum towards postsecondary completion by earning nine or more credit hours in high school—who may be more likely than their peers with lower CCP participation rates to persist to credential completion—are not reflected in this public reporting. Dual enrollment completion data in the state's annual postsecondary attainment report should be balanced between reporting on overall credit accumulation and reporting on accrual of high-value credits (e.g., general education requirements and CTE courses leading to credentials in high-demand occupations), to avoid the accumulation of credit for credit's sake, that do not apply to students' college and career goals.

The state should then examine the data to identify whether there is a threshold at which students are substantially more likely to complete a college credential, either before or after matriculation, as has been done [in other states](#).

Data Collection, Reporting & Accountability

ADVANCED POLICY

How Do Ohio Policies Measure Up?

▶ Statutory Data Collection

Statute calls for the establishment of data reporting guidelines specifying the types of data secondary and postsecondary partners must annually collect, report, and track. ([R.C. 3365.15](#))

▶ Report Usable, Disaggregated Data

Secondary and postsecondary partners must annually collect, report, and track specified data related to the program according to data reporting guidelines adopted by the chancellor and the superintendent of public instruction. ([R.C. 3365.04](#), [R.C. 3365.05](#))

▶ Annual Report

Statute requires the publication of an annual CCP report ([R.C. 3365.15](#)). In practice, the annual public-facing CCP report provides student program participation data by geography, student race/ethnicity, socioeconomic status and disability status.

▶ Include in ESSA Indicators

School and district report cards indicate the percentage of each graduating high school class that completed dual enrollment coursework through CCP or an early college high school. Ohio's ESSA plan calls for reporting the percentage of students in each graduation cohort who earn dual enrollment credit.

Recommendations

1 Amend the statutory provision that requires an annual report only through 2023: [R.C. § 3365.15\(C\)](#) directs the chancellor of higher education and the superintendent of public instruction to annually report to the governor and legislative leaders “[until] December 2023” on specified program metrics. However, to monitor program outcomes and inform future policymaking, this statute should be revised to require the annual report to continue for the duration of the CCP program and any successor program(s).

2 Adopt a data dashboard that reports by-institution CCP participation and pass or completion rates, including by underrepresented minorities: Such a dashboard would allow institutions to compare CCP success rates with institutions serving similar student populations, and may spur conversations on root causes for differences in CCP participation and completion rates among institutions serving similar populations. Kentucky's [dual credit data dashboard](#) may inform such efforts in Ohio; as of this writing, efforts are already underway with InnovateOhio to add data to a public-facing dashboard.



PROGRAM INTEGRITY & CREDIT TRANSFER

States support and promote high-quality college in high school programs through effective oversight and cross-sector collaboration between the K–12 and postsecondary sectors, as well as ensuring credit articulation.



Enabling Credit Transfer

ADVANCED POLICY

How Do Ohio Policies Measure Up?

▶ Make Transfer Policies Clear

Ohio Guaranteed Transfer Pathways (OGTP) identify community college courses to be recognized by four-year institutions as applying towards a bachelor's degree in an applicable field.

▶ Foster Credit Transfer

Ohio Transfer 36 (previously Ohio Transfer Module) allows for transfer of applicable general education courses across public two- and four-year institutions.

▶ Require Credit Acceptance

Transfer Assurance Guides “are groups of foundational courses that represent a commonly accepted pathway to the Bachelor’s degree.”

▶ CTE Credit Transfer

Career Transfer Assurance Guides (CTAGs) identify CTE courses that high school CTE students may take, that are transferable to any other similar CTE program at public institutions in the state.

Recommendations

1 Clarify information on Ohio Department of Higher Education (ODHE) and Ohio Department of Education (ODE) websites and in communications to students and parents:

Specifically, the state should clarify existing state law and regulations regarding:

- Information on the difference between course transfer and course applicability, particularly in how courses may transfer as an elective but not apply to general education or major requirements.
- The fact that major-applicable transfer courses do not guarantee admission to elite degree programs in the major.

2 Revise transfer communication tools and focus group with parents and first-generation students:

While state-managed public-facing transfer and applicability tools provide a great deal of information, this information is not always accessible or understandable to all students and parents. To address this challenge, Ohio might adopt multiple means of getting credit transfer information into the hands of students and parents. This might be via written as well as spoken communications, including in languages other than English, or a more intentional effort to collect transfer information onto one website portal that is user-friendly to

parents and students. Any such efforts should be conducted with input from the intended users.

3 Develop a system to designate institutions meeting specified criteria as “transfer-friendly”:

Some stakeholders noted that even though students may be seeking to transfer courses in the OGTP, for example, these courses might transfer as electives at the receiving institution and not apply towards major requirements. To earn a “transfer-friendly” designation, institutions would demonstrate that they recognize courses applying towards major requirements at other institutions as applying towards major requirements at their institution.



Ensuring Equivalency with College Courses

FOUNDATIONAL POLICY

How Do Ohio Policies Measure Up?

► Implement Quality Standards

Secondary schools offering CCP courses must use the same course syllabus, textbook and materials, learning outcomes, assessment methods, and be held to the same standard of achievement and grading standards, as the on-campus course offering (OAC 3333-1-65.2). The institution must “[conduct] at least one full period classroom observation of each [CCP] course taught by each secondary teacher during the 2015–2016 school year or during the first academic year the secondary teacher instructs the college course, and then alternating academic years thereafter.” Institutions determine the format of the observation. (R.C. 3365.05; OAC 3333-1-65.4)

► Teacher Credentialing Standards

Secondary teachers teaching CCP courses must meet instructor qualifications “set forth in the guidelines established by the chancellor of the Ohio board of regents” (OAC 3333-1-65.4). Per [these guidelines](#), an instructor of a:

- **General education course** must hold a master’s degree in the discipline, or a master’s degree and “a cohesive set of 18 semester credit hours of discipline relevant graduate coursework”.
- **Course other than general education** must hold “[a] bachelor’s degree if teaching in an associate degree program” or “[a] master’s degree if teaching in a bachelor’s degree program”.
- **Technical or practice-oriented course** “[must] have practical experience in the field and hold current licenses and/or certifications” and “[must] meet applicable professional accreditation standards for supervising educational experiences (for courses involving clinical experiences).”



Ensuring Equivalency with College Courses

FOUNDATIONAL POLICY

Recommendations

1 Issue ODHE guidance on what must occur in a classroom observation: Per Ohio law, each high school instructor must undergo a classroom observation the first year teaching a CCP course, and every other year thereafter. State guidance would ensure that these observations are consistently high-quality across institutions and observers (e.g., that the observer has a sense of what that course looks like in the college setting to confirm parity). This guidance may be particularly helpful for faculty or administrators observing instruction in a discipline outside their area of expertise.

2 Leverage existing statewide organizations such as the College Credit Plus Advisory Committee and the Ohio Alliance of Concurrent Enrollment Partnerships (OADEP) to promote program integrity: Either organization could partner with or be tasked by ODHE and ODE to gather feedback from local CCP partnerships on best practices in ensuring program integrity, particularly for CCP courses offered by approved high school teachers, and identify strategies to support local CCP partnerships in integrating these practices. And as the [NACEP state chapter](#), OADEP would be a logical state-level partner in supporting and disseminating best practices in (1) facilitating meaningful, ongoing communication between high school instructors and faculty, and (2) providing

effective teacher professional development to ensure fidelity to accreditor requirements.

3 Promote NACEP standards at the state level: Alongside Higher Learning Commission (HLC) requirements, the [NACEP standards](#) require NACEP-accredited programs to adhere to the same faculty and instructional expectations as courses offered at the partnering institution. Ohio regulations partially align with NACEP Faculty, Assessment, Curriculum, and Student standards. Fifteen states have gone one step further, either requiring or encouraging local programs to align practices with NACEP standards (e.g., [Indiana](#)) or modeling their state concurrent enrollment standards after the NACEP standards (e.g., [Colorado](#)).

4 Better communicate postsecondary outcomes of former CCP students: Stakeholder group members commented on a misperception among some high school and postsecondary representatives that CCP courses taught by high school instructors do not consistently reflect the rigor of their on-campus counterparts. However, data from Ohio and other states consistently demonstrate that high school students who successfully complete college coursework are more likely than their peers with similar academic and demographic backgrounds to achieve various

measures of postsecondary success. If college in high school coursework reflected high school rather than college standards, college in high school students would most likely demonstrate the same, not better, outcomes than their peers who had not met college-level expectations in secondary school. Broadly communicating these data on positive postsecondary outcomes of college in high school students to parents, counselors, administrators, and postsecondary administration and faculty could increase understanding and trust that CCP courses truly match the rigor of on-campus offerings.



Cultivating Cross-System Collaboration

ADVANCED POLICY

How Do Ohio Policies Measure Up?

▶ Require Partnership Agreement

R.C. 3365.01 defines a “partnering college” as one that has entered into an agreement with a secondary school to offer CCP programming, and a “partnering secondary school” as one that has entered into an agreement with a college to offer CCP programming. R.C. 3365.05 sets forth the programmatic requirements of public and participating nonpublic institutions; R.C. 3365.04 presents the duties of secondary schools in sharing information about the program.

▶ Partner Responsibilities

While policy does not require MOUs to specify how each partner contributes to maintaining quality standards, the respective requirements for secondary and postsecondary partners are set forth in the aforementioned statutes and regulations.

▶ Designate a Statewide Coordinating Authority

Statute calls for the creation of a CCP advisory committee to help develop “performance metrics and monitor the program’s progress”. (R.C. 3365.15)

Recommendations

① Further leverage the CCP Advisory

Committee: ODHE and ODE should task the CCP Advisory Committee with specific roles and responsibilities in addressing the recommendations in this report. This may involve revisiting the Advisory Committee membership to ensure that its members reflect the voices of all of Ohio’s dual enrollment program stakeholders. The agencies may also consider implementing a specific project-based workplan for the CCP Advisory Committee to support high-fidelity implementation of new policies impacting dual enrollment in the state.

② Develop an Ohio Dual Enrollment ecosystem

map: To aid in understanding how the complex array of stakeholders, agencies, and other partners statewide interface with Ohio’s dual enrollment programs, the state should develop an ecosystem map that includes information on all the key players relevant to dual enrollment in Ohio and their function within the system. Such a tool can be useful for onboarding new staff into statewide dual enrollment policy, clarifying or revising existing cross-sector roles and responsibilities, and ensuring the inclusivity of state efforts to amend policy.

FINANCE

States design funding mechanisms that remove financial barriers for low-income and moderate-income students to participate and excel in college-level work in high school.

Remove Barriers

EXCEPTIONAL POLICY

How Do Ohio Policies Measure Up?

► Consistent Funding Arrangement

Unless an alternative funding structure has been mutually executed between a secondary school and a postsecondary institution, the Department of Education pays an institution of higher education a specified amount per credit hour. Payments for public school students are deducted from school foundation payments (for students enrolled in a school district), or from payments made to the school for students enrolled in other public settings. Payments for nonpublic and home school students are made from a designated appropriation. ([R.C. 3365.01](#) and [R.C. 3365.07](#); [OAC 3333-1-65.6](#))

► Alleviate Non-Tuition Costs

The district or secondary school provides textbooks and course materials, and the institution waives all fees related to program participation and course enrollment. No participant enrolled in a public college may be charged tuition, textbooks, or other fees related to program participation ([R.C. 3365.07](#); [OAC 3333-1-65.6](#))

► Make It Free

Economically disadvantaged students may not be charged for anything related to CCP participation ([OAC 3333-1-65.6](#)). Secondary schools must develop a process to identify economically disadvantaged students. ([OAC 3333-1-65.2](#))

Recommendations

1 Devise strategies to support meal access for free- and reduced-price lunch-eligible (FRL) CCP students taking courses on the college campus: FRL-eligible students may be deterred from taking CCP courses on the college campus because leaving their high school may mean missing their only guaranteed meal(s) of the day; if these CCP courses are not offered at their local high school, fear of missing a meal may ultimately mean missing out on the opportunity to enroll in CCP courses. CCP partners at the state and local level should develop strategies to ensure FRL-eligible students have access to meals during the school day while taking courses at the partnering institution. These may include high schools offering to-go meal options, colleges offering meal access to FRL-eligible CCP students through a cost-sharing agreement with local secondary partners, or colleges providing high school students the same access to food pantries or other food assistance options that they offer to regularly matriculated students.

2 Expand upon state and local strategies supporting greater adoption of open educational resources (OER), including when courses are offered to high school students: As defined in the 2021 report [OER in Dual Enrollment](#), open educational resources “are openly licensed educational resources that users are permitted to access, re-use and redistribute. Disseminated electronically at no cost or printed from online at relatively low cost, OER may be textbooks or supplemental instructional materials, including but not limited to PowerPoints, study guides, problem sets, homework assignments, quizzes and exams.” In Ohio, secondary partners must cover CCP textbook costs. The high cost of hard copies of college textbooks, particularly for courses in STEM disciplines, may deter high schools from offering some courses. Alternatively, CCP students may be told not to take their textbooks home or not to write in their textbooks, so that students in a future course section may use them, all courses of action with potential negative implications for student success.

Expanded use of OER would help not just CCP students, but all college students, particularly low-income students who must choose between paying for textbooks and purchasing other necessities, [including food](#). Ohio has already

Remove Barriers

EXCEPTIONAL POLICY

Recommendations

been engaged in OER development and application for more than a decade. Ohio might further its efforts by creating a cadre of institution-embedded OER ambassadors, as [Colorado](#) has, to champion broader use of OER, in courses offered on-campus and at high schools. Ohio might also develop a fund, as Texas has through the [Open Educational Resources Grant Program](#), to defray institution costs associated with OER development and implementation.

3 Create and communicate state-level guidance on institutional hold-harmless procedures for CCP students who don't complete a course due to a move: CCP students who transfer to another school district mid-semester are oftentimes unable to complete their course. State-level guidance would be beneficial on which entity pays or does not receive payment when a CCP student is unable to complete a course due to a student move, including due to changes in foster placement.

4 Develop approaches to address the financial challenges of offering college-level physical science courses:

College standards for lab facilities (e.g., number and location of hoods, sinks, etc.) and lab equipment often make offering CCP lab science courses cost-prohibitive. This in turn results in students taking CCP English and social science courses, rendering them less competitive in college admissions than their peers in more well-resourced high schools who are able to take CCP lab science courses. State funds to support CCP lab costs and materials particularly for under-resourced high schools would level the playing field and support student participation in key STEM courses.

Balancing Incentives Between K–12 & Higher Education to Further Equity

ADVANCED POLICY

How Do Ohio Policies Measure Up?

▶ Fund K–12 & Higher Education

Postsecondary institutions receive the same amount of state aid for CCP students as they do for regularly matriculated students.

▶ Provide Tuition Support

Postsecondary institutions receive at least partial tuition reimbursement for each CCP student from the department of education and may count CCP students in their calculation used to determine state share of instruction funds. ([R.C. 3365.07](#))

▶ Included in Performance-Based Funding

Ohio's performance funding model is based on students' successful completion of various courses as well as certificates and degrees. STEM courses and degrees are part of the level of instruction which may impact the funding a college or university receives. Ohio's State Share of Instruction treats the enrollments and success points for CCP students the same as for regularly matriculated undergraduate students. (Ohio Board of Regents [State Share of Instruction Information](#))

Recommendations

1 Learn from best or innovative funding practices of other states to determine if alternative options are available:

Stakeholders commented that in many instances, both K–12 and postsecondary partners are dissatisfied with the CCP funding model. Ohio may consider examining models in other states such as Georgia, Idaho, and Iowa that allow for direct delivery or reimbursement for tuition expenses.



COURSE ACCESS & AVAILABILITY

States ensure that students are able to access college in high school courses, regardless of geography, with pathways that maximize opportunities for students to earn multiple credits and facilitate students exploring academic and career areas of interest while ensuring that those courses count toward high school graduation requirements.



Making Courses Accessible to All Students

EXCEPTIONAL POLICY

How Do Ohio Policies Measure Up?

► Require Program Availability

Public secondary schools are required to offer eligible students the opportunity to participate in CCP and provide information on how to participate; nonpublic schools may not deny eligible students program participation. ([R.C. 3365.03\(B\)](#); [OAC 3333-1-65.2](#))

► Notify Students & Parents

All public and participating nonpublic secondary schools must annually provide information on CCP to students in grades 6–11 and their parents “through multiple and easily accessible resources”. All public and participating nonpublic secondary schools must also schedule—and postsecondary institutions must coordinate with secondary schools to present—at least one informational session each school year to allow each participating college within 30 miles of the school to meet with students and parents. ([R.C. 3365.04](#) and [R.C. 3365.05](#); [OAC 3333-1-65.1](#))

Recommendations

1 Reframe communications on CCP opportunities with greater intentionality on differentiating messaging and information to students and parents: As one stakeholder pointed out, parents are usually heavily involved in their student’s decision to participate in CCP, and in course selections. Parents’ questions or concerns about CCP may differ from those their child has, yet program messaging is not tailored to these divergent needs. State agencies and local partners should strike a better balance in communication with students versus parents and frame CCP messages with greater intentionality based on the target audience.

2 Restructure how and where communications resources are provided to meet stakeholder needs: The communication needs of CCP providers and parents and students are divergent, and so the state should consider focusing more effort on providing an intentional set of communications resources in a venue appropriate for each of the respective audiences who need to receive information about CCP from state agencies. Such a strategy could include revising and expanding dedicated, easy-to-navigate spaces exclusively for providers to discuss CCP and separate spaces for students and parents, potentially leveraging the ODE and ODHE landing pages for this purpose.

Alternatively, if additional state resources are available, Ohio could consider building a bespoke CCP website for all audiences similar to a recent effort in [Louisiana](#).

3 Create communications resources specific to high school and middle school counselors about CCP: Counselors need additional support in understanding CCP to be able to properly advise students about existing or upcoming program participation opportunities, beginning with information-sharing in middle school. Additional strategies, discussed in a later section, will also be necessary to ensure these resources are deployed effectively; however, targeted help for counselors in the form of explanatory resources developed specifically for them would contribute to effective communications about CCP to students and promote early awareness.

4 Make communications clear on the potential negative implications of poor course performance: Students and parents need to know that CCP grades will be recorded on a college transcript that will follow the student throughout their academic career; as such, poor CCP grades may have ramifications on students’ future college admissions, scholarship eligibility, and post-matriculation academic standing. State-level communications resources should clearly



Making Courses Accessible to All Students

EXCEPTIONAL POLICY

Recommendations

convey to local partners the importance of carefully framing these communications on the potential negative impact of poor course performance, so as not to dissuade participation among students likely to be successful in CCP.

5 Expand district compliance reports to require districts to report on the provision of CCP information sessions, training, etc.. It was observed that not all secondary schools comply with the requirement that the school provide at least one annual informational session for representatives of local colleges to meet with students and parents; stakeholders also commented on vast cross-institutional differences in the depth and content of professional development that institutions must provide secondary instructors per [R.C. § 3365.05](#) and [OAC 3333-1-65.4](#). Per [R.C. § 3301.68](#) districts are already mandated to submit compliance reports. Legislation could expand the scope of these compliance reports to require compliance reporting on inviting all area colleges to present at annual CCP informational sessions, on the provision of annual training to all secondary teachers teaching CCP courses, and other matters, as deemed necessary.

6 Require strategies to ensure counselors, parents, and students are aware of CCP and of the implications of middle-school course-taking choices: Although most students will not meet CCP eligibility and placement requirements until they're in high school, middle school students, parents, and counselors should be informed for planning purposes about the benefits of and opportunities for CCP participation. For example, 8th grade students and parents should understand that if a student enrolls in Algebra A her freshman year, she will enroll in Algebra B her sophomore year, and most likely be ineligible to enroll in a CCP math course by the end of her senior year. Similarly, awareness-raising strategies should be in place to make counselors, parents and students cognizant that course-taking choices made in grades 6–8 have implications for CCP eligibility and placement, e.g., that students should enroll in algebra in 8th grade to be on a trajectory to enroll in a CCP math course.



Student Eligibility

EXCEPTIONAL POLICY

How Do Ohio Policies Measure Up?

► Align Eligibility Criteria

Institutions must apply established admission criteria to CCP students, which may not be higher than admission criteria for other students attending the institution. ([R.C. 3365.05](#); [OAC 3333-1-65.3](#))

► Remediation-Free

Eligible students must be remediation-free as defined in state policy; “Meet an alternative remediation-free eligibility option, as defined by the chancellor of higher education, in consultation with the superintendent of public instruction”; or “Have participated in the program prior to the effective date of this amendment and qualified to participate in the program by scoring within one standard error of measurement below the remediation-free threshold for one of the assessments established under division (F) of section [3345.061](#) of the Revised Code and satisfying one of the conditions specified under division (A)(1)(b)(ii)(I) or (II) of this section as those divisions existed prior to the effective date of this amendment”. ([R.C. 3365.03](#))

► Use Multiple Measures of Entry

A revision to [OAC 3333-1-65.14](#) approved February 2022 extends CCP program access to students who do not earn a “remediation-free” score on an exam but either (1) have a cumulative unweighted high school GPA of 3.0, or (2) have a minimum 2.75 cumulative unweighted high school GPA and earned an “A” or “B” in a relevant high school course.

► Innovative Program Waivers

Institutions may apply for a waiver from CCP requirements to offer Innovative Programs; Innovative Programs may apply alternative eligibility requirements. ([R.S. 3365.10](#); [OAC 3333-1-65.10](#))

► Student Hold Harmless

Students identified as underperforming may continue to participate in CCP upon satisfaction of additional conditions. ([R.S. 3365.091](#); [OAC 3333-1-65.13](#))

Recommendations

1 Explore next phase access and eligibility policies: As the state gathers data and reviews the impact of the February 2022 CCP eligibility criteria amendments, it should consider what additional eligibility criteria changes or other policies will continue to expand access to underserved students. This might include examining new policies and innovations from other states, such as the automatic enrollment policy recently implemented in [Washington](#). The state may consider utilizing the Innovative Programs waiver process to rigorously test new approaches designed to improve CCP access and success prior to a statewide rollout.



Pathways to Areas of Student Interest

ADVANCED POLICY

How Do Ohio Policies Measure Up?

► Model Course Pathways

Secondary schools must develop model course pathways and publish the course pathways among the school's official list of program course offerings. (R.S. 3365.04) Statute requires the adoption of rules specifying which courses are eligible for funding; such courses may include those in the statewide articulation and transfer system, and courses that may be applied to multiple degree pathways or are applicable to in-demand jobs (R.C. 3365.06); those courses eligible and ineligible for program funding are identified in OAC 3333-1-65.12.

► Generous Credit Cap

Although OAC 3333-1-65.2 sets a cap of 30 credit hours/year¹ and 120 credit hours total that a student may access tuition-free, this 30 credit-hour cap aligns with full-time enrollment and the 120 credit hour cap equates to the credits needed to complete a bachelor's degree.

¹ A combination of secondary school credits and college credits

Recommendations

- 1 **Provide more intentional academic onramps to CCP:** Providing intentional academic onramps in English and math in grades 9–10 (or 9–12) will increase the likelihood that a larger and more diverse student pool will be prepared to reap the benefits of CCP participation. The state should consider incentivizing CCP programs to thoughtfully and intentionally implement such onramps, which could include the offering of programs such as AVID, home-grown modules or courses to prepare students for college-level math and English, as well as other intentional, collaborative efforts between high school and college English and math instructors to scaffold instruction that supports student readiness for gateway coursework before the end of grade 12.
- 2 **Leverage remote delivery to enhance course access and availability:** Rural and urban high schools in particular experience challenges in recruiting and retaining CCP-credentialed instructors, while small high schools have a smaller pool of teachers to draw from to be credentialed to teach CCP. Synchronous, asynchronous, and hybrid course delivery models, as well as teacher-sharing agreements, have proven effective in other states in broadening

the availability of an array of high-quality coursework. Ohio might consider the development of a statewide platform for delivery of remote coursework or guidance for local remote offerings, based on best practices gleaned from other remote delivery approaches nationally.

- 3 **Leverage strategies to assist on issues of course access, availability, including but not limited to developing course-share solutions:** Ohio might apply the expertise and reach of the College Credit Plus advisory committee and/or grassroots organizations such as OADEP, the Ohio School Counselors Association (OSCA), the Ohio Association of College Admission Counselors (OACAC), and Ohio Career Technical Association (OCTA) to gather information on local course access and availability barriers, and to coordinate course-share solutions between local partnerships. In addition, Ohio might also consider creating a statewide website allowing high schools or districts to identify themselves as in need of a course-share partner for a specific course, either due to the absence of a credentialed teacher or due to too few students in the school or district to fill a course section.

BEST PRACTICE: CCP partnerships can consider offering corequisite support to near-college-ready CCP students at no cost when offered to matriculated students. Corequisite support could be delivered to high school students as part of an Innovative Program Plan under R.S. 3365.10 and OAC 3333-1-65.10. If the corequisite support is offered in a separate section, it is ineligible for CCP funding per OAC 3333-1-65.12; however, some colleges have created opportunities for students to access corequisite support at no expense.

A woman with dark hair, wearing a dark lab coat, is holding a human skeleton. She is looking off to the side with a thoughtful expression. The background is a classroom with a chalkboard and some papers on a desk.

INSTRUCTOR CAPACITY

States develop strategies to recruit, support and diversify the pool of instructors with the qualifications to teach college in high school while encouraging collaboration between K–12 and postsecondary partners as college in high school programs are scaled.



Identifying Qualified Instructors

ADVANCED POLICY

How Do Ohio Policies Measure Up?

▶ Make Requirements Clear

Each secondary teacher teaching a college course through CCP must meet board of regents qualifications ([R.C. 3365.11](#); [OAC 3333-1-65.4](#); [Dual Credit College Course Instruction Standards](#)) and college accreditation standards.

▶ Enable Teacher Licensure for College Faculty

The Ohio Department of Education grants an [early college high school educator license](#) to faculty with a graduate or terminal degree, who pass the content area exam required of all teacher candidates in the state, and who have at least one full school year of teaching experience, including at the postsecondary level. ([R.C. § 3319.262](#); [OAC 3301-24-27](#))

Recommendations

1 Collect data on the number of credentialed teachers and where shortages are most acute: To fully understand the scale of the shortages associated with credentialed instructors in Ohio, the state should collect data from school districts on the number of CCP credentialed instructors per district, how many CCP credentialed teachers that districts are lacking, and in which subjects. A more concerted statewide effort to quantify the scale of the teacher credentialing challenge, as has been done in Indiana, will make it easier for the state to determine the right mix of policies and funding incentives to address existing shortages.



Expanding the Pool of Qualified Instructors

FOUNDATIONAL POLICY

How Do Ohio Policies Measure Up?

► Provide Tuition Assistance

Grants were established through [2019 H.B. 166](#) to increase the number of teachers credentialed to teach CCP courses. These funds have been expended.

Recommendations

► State and Local Communications

1 **Communicate about CCP credentialing opportunities to people already considering—or in—master's level coursework:**

The state should:

- Coordinate messaging with institutional administrators and teacher professional organizations.
- Communicate with undergraduate and graduate program participants about CCP credentialing needs.
- Communicate with teachers considering masters or graduate credits for continuing education units and step and lane increases, to intentionally build becoming CCP credentialed into these teachers' plans.

2 **Foster local or state partnerships with Ohio minority-serving institutions (MSIs):**

The state should:

- Communicate with teacher candidates about graduate courses needed for them to be eligible to teach CCP classes.
- Create and offer seamless transitions from undergraduate to discipline-specific graduate content offered at other institutions for them to be eligible to teach CCP classes.

► State Funding

1 **Continue working with the legislature to create opportunities for additional grants to increase the number of credentialed CCP teachers, particularly in high-demand subject areas:** [2019 H.B. 166](#)

allocated up to \$3 million in grants to cover costs related to completing a program of study credentialing high school teachers to teach CCP courses. These grant funds have since been expended. A new grant program supporting teacher credentialing costs, especially in high-demand disciplines such as English, math, and science, could greatly expand CCP access, particularly in rural high schools in which travel distances preclude face-to-face instruction at the college campus, and in urban and rural high schools that struggle to recruit and retain CCP-credentialed teachers.

Indiana and Minnesota have launched broad statewide efforts to increase teacher access to graduate coursework credentialing them to teach college courses. Indiana's [STEM Teach](#) and [Teach Dual Credit Indiana](#) make online master's level, discipline-specific courses available at no cost to teachers in STEM and six liberal arts subject areas, respectively. Minnesota's [Pathway to 18](#) provides some tuition support for high school teachers to complete online, hybrid, and face-to-face graduate level coursework in 21 subject areas.



Expanding the Pool of Qualified Instructors

FOUNDATIONAL POLICY

Recommendations

▶ State Credentialing

1 Develop a state structure to facilitate recognition of CCP-credentialing graduate credits: Teachers credentialed to teach CCP through Institution A for District A may not be recognized as CCP-credentialed by Institution B, creating barriers to student access and frustration for educators and districts. As a result, the state should:

- **Create a means to notify teachers and administrators when teachers meet the requirements to teach CCP courses:** The Ohio Department of Education's licensure system could be updated to automatically flag—when teachers renew their licenses—that they have met the requirements to teach CCP courses. The same system could notify building administrators that teachers have met these requirements.
- **Create a portable CCP endorsement on the teacher license:** Illinois has addressed this challenge by creating a [portable dual credit endorsement](#) on the teacher license. The Illinois Community College Board, Illinois Board of Higher Education, and Illinois State Board of Education have agreed on master's level credits that will credential applicant high school teachers of grades 11–12 statewide to teach college courses in nine disciplines. All Illinois school districts and public institutions must

recognize the endorsement as credentialing the teacher to teach college courses at the employing high school.

- **Develop a statewide course portal and interrelated structures for the offering of graduate courses statewide:** Minnesota's Pathway to 18 efforts include a process for the Minnesota State system to approve graduate coursework for inclusion in Pathway to 18 offerings, to ensure that the majority of the course outcomes are content-specific for the subject area towards which the course will count. The course approval process ensures the courses offered through Pathway to 18 will count towards the 18 graduate credits required in-field across the system's 33 concurrent enrollment programs.

▶ State and Local Credentialing

1 Strengthen and diversify the teacher pipeline, including through grow your own and CCP education coursework: Grow your own programs can be one approach to increasing not only the number and diversity of high school teachers, but the number and diversity of CCP-credentialed teachers. Existing initiatives such as Educators Rising Ohio could develop partnerships with master's degree-awarding institutions to facilitate such efforts. Ohio and/or local CCP partnerships could also consider leveraging CCP as a teacher recruitment and preparation strategy. Such efforts could expand CCP programs offering high school students access to broadly transferable entry-level courses applicable towards education degrees, reducing time and cost toward student progression to master's level, discipline-specific coursework. Some states have developed policy parameters and funding sources to further support the availability and quality of such dual enrollment initiatives.



Expanding the Pool of Qualified Instructors

FOUNDATIONAL POLICY

Recommendations

▶ Local Credentialing

- 1 Leverage integrated pathways of dual enrollment, undergraduate, graduate teacher preparation programs:** Building upon the idea of dual enrollment as a recruitment and preparation strategy, local district and institutional partnerships might accelerate and help fund students' trajectory through undergraduate and graduate educator programs. [A local partnership in Indiana](#) launched in 2021 could be replicable in Ohio. Through this partnership, high school students complete general education and entry-level education pathway courses through one of six campuses of the statewide community college system, Ivy Tech. Upon completing their associate's degree at Ivy Tech, students transfer to Marian University, a private institution in Indianapolis, to earn their bachelor's degree in education and discipline-specific master's degree, which includes a one-year paid clinical residency. Under the program, students may complete their associate's, bachelor's and master's degree for \$45,000 before financial aid, which could significantly reduce the cost.
- 2 Identify and scale innovative master's degree programs:** To facilitate the completion of graduate coursework for busy working adults, programs might consider offering:
 - **Credit for prior learning or tested experience:** Southwest Minnesota State University has launched a [Graduate Credit for Prior Learning \(CPL\)](#) process through which applicant high school instructors demonstrating acquisition of graduate-level learning via out-of-classroom experiences are awarded master's-level credit.
 - **Bundling education and discipline-specific graduate coursework:** Southwest Minnesota State University has also developed a Master's of Science in Education with the option of an emphasis in [math](#) or [English](#). Candidates earn 18 discipline-specific credits from a list of online graduate-level math or English courses, as well as graduate-level credits in research and pedagogy.
 - **Self-paced asynchronous programs in which progression is based on demonstration of mastery of content:** The [University of Cincinnati](#) has launched an innovative self-paced graduate certificate in information technology (IT) program. High school instructors can be credentialed to teach CCP IT courses upon completion.
- 3 Incentivize completion of subject-area master's in hiring and compensation:** In collaboration with local unions, school districts might revise hiring and compensation practices to provide additional weight to a master's degree in the teacher's discipline in hiring and compensation decisions.



Teacher-Faculty Collaboration and Professional Development

FOUNDATIONAL POLICY

How Do Ohio Policies Measure Up?

► Require Professional Development

Postsecondary institutions must offer all secondary teachers teaching a CCP course at least one three-hour professional development session each academic year. (R.C. 3365.05; OAC 3333-1-65.4)

Recommendations

► State and Local Actions

1 **Create more touch points throughout the academic year between faculty, faculty liaisons, and high school teachers:** One classroom observation and one annual training may not provide the support a high school instructor needs to replicate a college course in their classroom. What is more, instructors may need varying levels of support. Closer relationships and more touch points between faculty, faculty liaisons, and high school instructors—directed either by local MOUs or state policy—can fill the gap. One stakeholder suggested that state-provided general professional development opportunities combined with institution-specific, discipline-specific training would be beneficial.

► Local Actions

- 1 **Survey high school teachers on professional development needs:** Surveying CCP teachers on what they need to do their job better—and providing targeted professional development modules based on that feedback—can support the offering of meaningful, high-quality professional development. An institution's center for teaching and learning can support the development and delivery of such professional development.
- 2 **Train high school English and math teachers (including those not teaching CCP) on expectations for gateway English and math courses:** Training high school instructors, including those not teaching CCP courses, on the content of entry-level math and English courses can increase the likelihood that teachers will be able to prepare students for success in gateway college coursework, even if students access those courses for the first time as regularly matriculated students.

STATE, REGIONAL, AND LOCAL SUPPORTS FOR REMOTE COURSE DELIVERY: High-quality remote course delivery can foster broader course access and support student success in the absence of credentialed high school instructors. See page 22 for more information on how synchronous, asynchronous, hybrid, and teacher-sharing models can bolster course availability.



NAVIGATIONAL SUPPORTS

States prioritize the student navigational supports and advising needed to ensure student success in college in high school courses, particularly for those students historically underserved by these programs.

Navigational Supports

ADVANCED POLICY

How Do Ohio Policies Measure Up?

▶ Required Counseling

All public and participating nonpublic secondary schools must provide counseling to students in grades 6–11 before program participation. Counseling information must include topics specified in statute. ([R.C. 3365.04](#))

▶ Communicating Responsibilities

Each participating student and the student's parent must sign a form indicating they have received the counseling required by [R.C. 3365.04\(B\)](#) and understand the responsibilities they must assume under the program. ([R.C. 3365.03](#))

▶ Academic Advisors

Each participating postsecondary institution must assign an academic advisor to each CCP student. A participating student must be provided with the advisor's contact information; a meeting covering specific topics must take place before the date when a course withdrawal would negatively affect a participant's GPA. ([R.C. 3365.05](#) and [OAC 3333-1-65.3](#))

▶ Guarding Student Success

A postsecondary institution must provide each participating student's high school counselor or other staff providing counseling services with a roster of participants and the date when a course withdrawal would negatively affect a participant's GPA. ([OAC 3333-1-65.3](#))

▶ Establishing Baseline Student Success

Students must complete 15 credit hours of Level I courses—which include transferable courses and technical certificate courses—before taking a Level II course. ([OAC 3333-1-65.12](#))

▶ Build into Pathways

Each public secondary school must develop a 15-credit pathway and 30-credit pathway in consultation with at least one public partnering college. Such pathways must include courses that apply to at least one degree or professional certification offered at the college. The pathways may be organized by desired major or career path or may include various core courses required for a degree or professional certification by the college. ([R.C. 3365.13](#))

▶ Student and Parent Communications

Statute calls for the creation of a standard packet of CCP program information for students and parents interested in the program. ([R.C. 3365.15](#))



Navigational Supports

ADVANCED POLICY

Recommendations

State Actions

1 Create state one-page templates for local customization: These one-pagers would explain the difference between eligibility and placement, explain what prerequisites are, list locally available CCP courses with and without prerequisites (and as applicable, what those prerequisites are), and as applicable, the availability of courses offered with corequisite support. These templates need to be formatted in language that is easy for parents, students, and school staff to understand, and be made available in languages other than English. These templates would ideally be posted to the ODE and ODHE websites, for easy access by K–12 and postsecondary CCP partners.

2 Require targeted, collaborative professional development to high school counselors and other school staff communicating with students and families on topics related to course access and availability: Targeted, collaborative professional development to counselors and other secondary school staff could ensure all professionals clearly understand the benefits of CCP participation, including for specific populations historically underrepresented in dual enrollment, such as students with disabilities. As one stakeholder observed, this professional development is

particularly important in schools in which CCP participation is not the norm, and students are not receiving information about the advantages of CCP from their parents and peers.

3 Create apps and PSAs to support high school counselors, students, and parents in course selections: Many parents and students view CCP as “free college” and do not understand that not all courses will transfer or apply to all programs of study. Apps helping parents, students, and counselors navigate the nuances of course transfer and applicability, or public service announcements (PSAs) helping students and families understand that more is not necessarily better when it comes to accruing college credit in high school, could increase student program benefits and public return on investment.

4 Enhance communication among CCP stakeholders about the Ohio Mathematics Pathways: Ohio’s Mathematics Pathways recognize that the gateway math requirements of various college majors fall into three categories: STEM pathways that require College Algebra or a more advanced math course; programs of study that require college-level introductory statistics but not College Algebra or Calculus; and a

pathway that requires quantitative reasoning, including in the liberal arts.

Many parents, students, and counselors are unaware of these pathways, resulting in math course selections that transfer only as elective credits upon matriculation. Better communication would result in more meaningful course selections, saving students and families time and money, and increasing Ohio’s return on investment in CCP.

These communications should also clarify to students and families the implications of completing a math course applicable towards one pathway and subsequently changing pathways.

5 Create—and provide state funding to support—a cadre of staff who facilitate career and college advising: High school counselors are stretched thin. They are also less well-positioned than their postsecondary-embedded peers to advise students on programs of study and the applicability of specific courses to general education or certificate/degree requirements. Some states have developed programs, applying state or federal funds, to support staff housed at colleges, and assigned to a regular schedule of visits to high schools in their area.



Navigational Supports

ADVANCED POLICY

Recommendations

State Actions

- 6 Develop menu of approaches to ensure all elementary, middle school, and high school students access to HQ early career awareness, exploration:** Students will not enroll in CCP courses (or enroll in courses preparing them for CCP participation) if they are unaware of their skills and interests, and how those might best be applied in future careers. Ohio might consider approaches other states have applied to ensure broad access to early career access and exploration, that can inform dual enrollment course selections. Examples of these approaches include:
- **Curriculum:** Iowa [STEM BEST](#) (P-12 career exploration + STEM content)
 - **Curriculum or supplemental instruction:** [Learning Blade](#) (middle grades career exploration + STEM content, problem-solving)
 - **Assessment:** [YouScience](#) (career awareness, addresses potential student misperceptions of aptitude)

State and Local Actions

- 1 Offer greater state and local guidance and clarification on:**
- **The applicability of CCP courses and AP/IB exam scores towards general education requirements:** Stakeholders provided anecdotes of students completing multiple CCP courses and earning AP exam scores in a single discipline, not realizing that only one of those four courses or exam scores would apply towards general education requirements.
 - **Applicability of CTAGs and ITAGs towards credential and career goals:** CTAGs can accelerate student completion of industry-recognized credentials; [ITAGs](#), which assure the award of college credit for recipients of these credentials, are stepping stones to the earning of additional credentials. Greater communication to counselors, teachers, students and families about the availability and benefits of CTAGs and ITAGs would benefit students and parents, potentially reducing time to and cost of credential attainment.
 - **Courses that 15- and 30-credit pathways might or should include:** [R.C. 3365.13](#) requires each public secondary school, in consultation with at least one partnering college, to develop a 15-credit hour and a 30-credit hour pathway; credits in each pathway should apply to at least one degree or professional

certification offered at the institution. Stakeholders might survey institutional and district-embedded stakeholders on the most suitable pathways based on student interest, regional workforce demand and school district and institutional capacity.

- **The applicability of different gateway math courses to different degree programs:** To help students make course selections that will apply towards their intended program of study, counselors, parents, and students need further guidance on the respective degree programs that various gateway math courses will apply towards, as either general education or major requirements. This guidance needs to be simple for parents, students, and school staff to access and understand.

Navigational Supports

ADVANCED POLICY

Recommendations

▶ Local Actions

1 Provide college-culture information to CCP students: To increase the likelihood of college success, particularly for first-generation college-goers, CCP programs might integrate information on various aspects of college culture, such as how to interact with professors, and how to solve their own problems. This content might be embedded in course delivery, including but not limited to first-year experience courses.

2 Ensure access to tutoring for current CCP students: CCP students may not realize (or remember) they're eligible to participate in the same tutoring programs as regularly matriculated students—or they may not know where to locate tutoring programs, either on campus or online. Nudges to college advisors, and reminders to high school counselors and teachers on how CCP students can access these supports, could make the difference between a CCP student's refusal to matriculate and their degree completion.

BEST PRACTICE: At the local level, encourage additional, targeted professional development to high school counselors and other school staff communicating to students and families on topics related to navigational supports. These efforts should ensure that such professional development helps counselors and other school staff understand the value of holistic advising (e.g., helping students choose advanced course options and courses that align with students' postsecondary and career aspirations). The goals of such professional development should include fostering greater intentionality on helping students identify pathways and high school and college course choices that support students in pursuing their identified pathway. They should also support the participation of students underrepresented in CCP, including but not limited to students with disabilities.

Since the implementation of College Credit Plus in the 2015–2016 academic year, Ohio has made considerable strides in dual enrollment course access and participation. Matched to the *Unlocking Potential* state policy framework, Ohio has a number of the significant fundamentals already in place, and in some instances is ahead of many other states in the implementation of intentional policies to support dual enrollment student access to and success.

However, the ODHE's annual CCP report has documented disparities in CCP participation rates by student family income, demographics, and county. To address those disparities, the state's next phase of work should be to address remaining policy deficits and assess and address any shortcomings in the fidelity of the implementation of existing policy.

The present report identifies state policy challenges and related recommendations that, if addressed, could greatly enhance equitable access to and participation in high-quality CCP programming for all Ohio students. It is hoped that state and local policymakers across role groups, representing K–12 and the two-year and four-year higher education sectors, will apply the recommendations presented in this report to further establish Ohio as a national leader in equitable dual credit participation and quality.

ABOUT THE AUTHOR

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