PROMOTING COLLEGE ACCESS AND SUCCESS: A REVIEW OF CREDIT-BASED TRANSITION PROGRAMS
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>> MCCASLIN: Welcome to the National Dissemination Center's Webcast, Promoting College Access and Success: A review of credit-based transition programs.
Our presenter today is Thomas R. Bailey, director of the Community College Research Center at Columbia, where he also is on the faculty in the Department of International and Transcultural Studies. He serves as a George and Abby O'Neill professor of economics and education.
Tom, welcome to our Webcast series.
>> BAILEY: Thank you, Dr. McCaslin.
I'm very pleased to be here.
I've actually had a chance to look at some of the Webcasts, and I find them very useful, so I'm happy to be contributing to this -- to this form of communication.
I just want to say that what I'm talking about today will primarily be taken from a report that I wrote with Melinda Mesher-Carp for the Office of Vocational and Adult Education.
This is the report, and it's available from our Web site, as well as from the OVAE Web site.
Okay.
Just to give you a bit of background on the Community College Research Center, I'm the director of the center, and we were created in 1996 by the Sloan Foundation.
We have a fairly simple mission, which is to conduct research on community colleges.
The foundation, when they set it up, felt that the institution was -- that community colleges were such a large institution, and there was very little research on it, and so our job was to promote research, to do research, to get other people interested in doing it.
So that's what our basic function is.
The -- you can see here our Web site, as I said, you can get this report, and we have many other reports on that.
Are we having -- there we go.
Okay.
This is what I'm going to say today.
Basically we're talking about what many people refer to as dual enrollment programs.
But I want to say that I think we're really into a new era of high school/community college partnerships based on what we refer to as credit-based transition programs.
So I'm going to talk some about that, give you some indications of the growth, both in the numbers of students involved, the numbers of
institutions, as well as growing interest.
And then I'll talk about why the strategy has grown, what lies behind this, I think, rather dramatic increase in interest in the strategy. Of course, one of the reasons that it has grown is I think it has the potential to increase educational achievement of low-income and lower-performing students.
I think that that's a particularly interesting aspect of this.
We've had a lot of programs that put high school students into college courses, but generally those have been traditional college-bound students.
I think what's interesting about this program is it now tries to reach a much broader group of students.
So while I think it has a lot of potential, there's also significant problems to both implementation and effectiveness in the programs.
So then we'll end up with talking about some policy and program implications.
And I'll talk a bit about a project, a new project, or a project we're in the middle of right now, accelerating student success, another project by the Office of Vocational and Adult Education.
So I'll say a little bit about that, although most of the products for that are still not published.
Okay, what about credit-based transition programs?
Well, first, fundamentally they allow high school students to earn college credit while they're in high school.
There are different ways in which this is done, but fundamentally that is kind of the basic idea.
And as I said before, this is a growing strategy for middle- and lower-performing youth.
Not the traditional kind of college-bound student that would be taking, for instance, an advanced placement course.
Now, there are many different kinds of ways in which this is organized, dual enrollment is perhaps the largest, that's tech prep.
Tech prep isn't necessarily a credit-based transition program.
Tech prep often involves articulation between high school, maybe colleges, or postsecondary institutions, but especially recently there's been an increase in the use of dual credit modalities for tech prep, as well.
Middle college high school, early college high school, and other forms of dual enrollment and then as well as advanced placement and international baccalaureate.
So all of these are basically strategies in which high school students are given a chance to, one way or another, earn college credit while they're in high school.
Now, if you're looking -- talking about the career and technical education students, they also frequently participate in credit-based transition programs through tech prep or through technically-oriented dual enrollment programs.
I see, okay.
There's a technical problem here.
All right, program variation.
When you talk about in program, it's important to remember that there's a tremendous variety in the types of programs that we're talking about.
Course sequence.
I'll talk a bit more about the course sequence later.
But they can be individual courses or they can be a complex series of courses put together.
Student mix.
Sometimes students are in high schools alone, high school students can go to community colleges and sit in regular community college courses with other college students, or there can be other combinations of programs.
Many of them are basically -- take place in high schools, in high school classrooms, with high school teachers, although it's a different kind of program.
So that's the same question with instructors.
You can have more and you can have different types of instructors, often they're adjuncts with -- from the community college, they can be regular community college professors.
In many cases they are high school teachers who are -- who meet the accreditation requirements for teaching college courses.
There's many different types of support services.
Sometimes there are no support services.
Other times there's extensive amounts of counseling and other kinds of services to help -- to help high school students manage both the academic as well as other social aspects of essentially being a college student.
How college credit is earned is another important distinction.
Sometimes simply the students take the course, it's a college course, that goes onto their transcript.
Other times they need to enroll in a college, and eventually they'll get credit for that -- for the course that they're taking.
So that's another complication, and I think an important policy issue.
Student characteristics.
That's another question: Do students have to meet certain qualifications to take the course?
I think that's the central question.
And once again, the issue about the prerequisites is another crucial policy question.
And you can understand that when you realize that if this is a program designed to be able to work with lower- or middle-achieving students, if you have high prerequisites, that's not going to happen.
Okay.
As I said, there are different ways in which -- there are different types of credit-based transition programs: Advanced placement, dual enrollment, and other kinds of things.
We've developed a categorization which emphasizes the intensity and the purpose of the programs. And we've relevelled the categorization. The simplest one we call Singleton courses, or the Singleton program. Essentially those are individual, standalone elective courses, the types of things that students have been doing for many years. If you had a student that was advanced in math, they've gone out of their high school math course, then they could go down to community college to take a -- to take a calculus course that wasn't offered in high school. Those were only a small part of the students' high school experience. The goal was to enrich the high school curriculum and to expose students to college-level academics, and the typical student was highly motivated and academically proficient. Advanced placement is certainly the most -- the most obvious example of that. But remember that you need to look specifically at programs. What a program is called doesn't necessarily tell you where it would fall into this categorization. For instance, a tech prep program could be of the Singleton variety. Comprehensive programs are a coherent set of courses during the junior and senior year. So this is an attempt not to just provide a single course, but to try to provide a sequence of courses. Once again, those of you familiar with tech prep could see how this would work with that. It accounts for a much larger part of the high school experience, and the goal is to increase academic rigor and enrichment of the high school curriculum. And a typical student is often ready for college-level work, so there are prerequisites for that. There's a -- there's a well-known program in Washington called Running Start, the dual enrollment program that we would categorize in that. Some tech prep programs, as I said, would also be there. Now, the most extensive one we call enhanced comprehensive programs. And this encompasses, once again, the majority of the students' high school experiences. It often involves intensive mentoring and strong student/teacher relationships as well as college preparatory academics. And the goal is to provide support for students in all aspects of high school/college transition. And typically here those -- the target students are more at risk or students who would not normally be college bound, but are motivated or -- and academically competent.

Middle college high school, there's a growing movement for middle college high schools, which are basically high schools which are often located on community college campuses, the students take courses at the community college, as well as at the high school.
There's a program in New York called College Now that has over 10,000, 11,000 students, it's growing every year. And it's interesting, because you can actually look at different schools using College Now, and they really fall into all three of these categories.

In some cases they're single courses. Sometimes they're comprehensive, in the sense that it's a sequence of courses that bridges to the college. And then in other cases they also have more extensive support services, and so we would call them enhanced programs.

I think it's pretty obvious, especially if you want a program which is -- which is designed to work with students who aren't typically headed to college, that you would want to have these kinds of support services for them.

Okay, what about participation? The numbers are not precise. If you look at different attempts to try to count dual enrollment, you find variation all over the map. But certainly there's a lot of growth.

If you look at tech prep programs, over 7400 high schools currently offer at least one tech prep program. As I said, tech prep itself is beginning to emphasize more and more the dual enrollment approach. Middle college high schools are currently receiving significant funding to expand.

Dual enrollment legislation exists in 38 states. Now, that doesn't mean those are the only states; we certainly know states that have no state dual enrollment legislation, but, nevertheless, have extensive dual enrollment programs, New York state is one of those.

As I said, nearly 15,000 students in New York City in the 2002-2003 year, 14,000 students in Washington's Running Start program, over 20,000 in Illinois, that's up from 4,000 in just four years. So there's certainly -- to the extent that we can count these, there's a lot of growth.

There's a dramatic increase and interest among community colleges in the last five years. We did a -- when our center started in the mid 1990s, we did one round of field work and went to 10 or 15 community colleges, and the issue of dual enrollment didn't come up. And then in the early -- about three or four years ago, when we went back to another set of colleges, we weren't looking for it, but it came up all the time.

It was just a -- it was -- just in terms of our impressions of seeing these sets of colleges over a five-year period, this is perhaps one of the most dramatic changes that we've seen.

Many of you probably are familiar with the Gates Foundation's Early College Initiative.
They invested $50 million in New York City alone. So there's certainly interest among foundations and among community colleges. The federal government has also shown increasing interest. I mean, one of the reasons that we're doing this program, we're doing the research that I'm talking about today, is basically because the Office of Vocational and Adult Education sees this as an important program. If you look at the discussions of the Perkins reauthorization which are taking place, the career pathway partnerships have played an important part in those discussions. The OVAE has a college and career transitions program in there. If you look at the definition of it, I think it's a nice definition, a coherent, articulated sequence of rigorous academic and career courses, commencing in the ninth grade and leading to an AS and/or industry recognized certificate or licensure and/or BA degree and beyond. It meets the postsecondary entry placement requirements, provides opportunities to earn college credit through the credit-based transition program. So there's interest in the college, there's growth that we've seen, interest among the philanthropic community, as well as among both state and federal governments. And as I said, I think it's important that we're talking -- broadening the appeal of this program to a much larger group of students, and it's not basically a program to sort of enhance the experience of advanced students. The federal government's interest in the 1950s in promoting advanced placement and other kinds of courses was focused on developing the higher level students' scientific development and other kinds of things, which is an important aspect. And there's certainly some part of that which is still going on. The interest, I think, that the federal government and many foundations and many colleges have in this is its potential to reach a broader group of students. What accounts for the growth in this interest and activity? Well, these are things that you probably know well. There's a growing importance of postsecondary education. There are problems with access to college and retention and completion in college, especially for low-income students. There are fiscal pressures in the states and on the colleges and in the high schools as well. And credit-based transition programs, many people believe, offer possible solutions to these problems. I'll go through some of these things now in more detail. I'm sure I'm not saying anything controversial. There's a growing importance of postsecondary education, jobs requiring at least a bachelor's degree are growing twice the rate of
lower level jobs.
The nature of technology and work systems require a more flexible workforce with better technical, academic than soft skills.
I can go through this quickly, I think.
This is a -- I'm sure you've seen these types of data before which shows the wage benefits of higher levels of education.
As this says here, this is about -- these are -- this comes from the National Educational Longitudinal Survey, so these are earnings for students who are really only about 25 or 26 years old.
So that you can see already -- and that means that if you've got a bachelor's degree or associate's degree, you've only been out of college for two or three or four years at most.
So already, in such a short period of time, the earnings benefits of getting higher degrees have become obvious.
And if you look at the bottom, the percent employed, you will see also that there's a big difference in that.
Another thing to remember is that this was in 1999-2000, so this is the top of the boom.
So in a way these are the economic conditions which are most favorable relatively for lower-income individuals -- for lower-educated students.
So this is -- I think this is kind of an underestimate of the importance both in terms of earnings as well as in terms of employment of getting higher levels of education.
Many students are not prepared for college.
Many do not have college-level skills.
42% of college students enrolled in at least some developmental education.
Now, if you know about developmental education, many students, especially students with weaker academic skills, or students in many occupational programs that come into community colleges, don't need to enroll in developmental education.
So that 42% is probably an underestimate of the need for developmental education among college students.
Many students are surprised that they're not prepared for college-level work.
After all, most developmental education students are high school graduates.
And many high school students have very little understanding of college and how to prepare for it.
All of these are issues that make it difficult for students to get into college and to succeed when they're in college.
This just looks at -- gives you a sense of if you take high school graduates, still 23%, this is basically eight years after they've graduated from high school, 23% still have had no postsecondary education.
Of course, if you included here those who did not get a high school degree, that number would be much higher.
This is, I think, a dramatic piece of information. If you look at the blue line, say the one on the left, those are the students who have no college. That was that 23% in the pie chart that we had before. What this says is that 50% of those students who had no college came from the lowest quartile in terms of socioeconomic status. And if you look at the white bar, which is farthest to the right, that means that approximately 50% of the students who went to a four-year college came from the highest quartile, in terms of socioeconomic status.

So this is a very dramatic, I think, depiction of the inequality in terms of who it is who ends up in these different institutions. I think from the point of view of people interested in community colleges, looking at those center two quartiles I think is interesting, because basically what it's saying is that even though community colleges are -- emphasize their role as providing access, they're really providing access -- their main clientele are students from the two middle quartiles. So there are a lot of students from the lowest socioeconomic part of the distribution who simply don't have access to postsecondary education.

Now, what happens to students once they get into community college? This is even more dramatic. 21%, this slice of pie at the upper right-hand corner, those are students who -- now, remember, these students have entered community college, 21% eight years later have not -- or earn 10 or fewer credits. And another 42%, while they've earned more than 10 credits, have not completed a certificate or a degree. So that adds up to 64%, eight years later -- approximately eight years later leave community college with no degree or certificate. Why might these programs be appropriate for lower-achieving students? This is a crucial question.

First of all, I think the fundamental argument is that it improves motivation through higher expectations. I think this is an idea in education which is that students will rise to the expectations that you -- that you have for them. They provide information about skills for college success. Many dual enrollment programs require students to take -- sometime, perhaps beginning of their junior year -- to take the assessment tests that they'll need to take once they go into college. And often students at this point become aware how far behind they are, even though they may have had a -- certainly an adequate record in high school.

So it prepares students academically for college, it exposes students to the college environment. Many times we -- students arrive and they simply -- it's a foreign environment, and they have a difficult time adjusting to it.
It provides curricula options for students, so that they might be more interesting -- it might be more interesting.
In many cases community colleges can provide occupational, especially technical programs that require investments in equipment, and often it's possible for the community colleges to have that which might be too expensive for the high school -- for the high schools.
It lowers the cost of postsecondary education for some students.
If you get out of high school with a year's credit, you don't have to pay for that when you're in -- when you're in college.
And it promotes institutional relationships between colleges and high schools.
This is, of course, something that we've encouraged with tech prep. But this -- if you're actually going to be exchanging credit in a sense, it really forces the two institutions to have much more of a relationship and to work out -- to work out what it means to get credit, what the curriculum is going to be, so that in a way it's in addition to exposing the students to the -- to a college experience, it also gets the two institutions to try to work out their -- to try to work out the best arrangements among them.
I think that, in a way, there's a lot of enthusiasm and interest in dual enrollment.
But if you think about it, it's a very profound change in the way we're thinking about students who maybe aren't typically headed for college.
What do we do now?
Well, students get to college, they take an assessment test, they find that they're not prepared, so even though they've graduated from high school, they go to developmental education, which is basically more high school -- or even less than high school in some cases.
So they've gone to high school, they go to college, and they go back to high school.
What does this say?
This says we're going to take those same students when they're in high school, and we're going to put them into college while they're still in high school.
So it's a kind of reverse of the viewing -- in a sense it's -- it's counter-intuitive, but one of the encouraging things about it is it's very audacious, it's very optimistic about the underlying capabilities of students.
So I think that that's important to remember.
We're talking about something which has a lot of potential, but it's a very different way of thinking about dealing with these students than we have in the past.
Finally, when you think about that, the point I just made, which is that the traditional way is to put them through high school twice, whereas what we're talking about now is putting them into college when they're still in high school, you can see that there's some potential financial benefits of this to somebody.
If college -- if credit-based transition programs are more effective in preparing high school students, then we don't have to pay twice. It's often -- I'm sure you've all heard complaints about why do we have to pay twice for these students. Many students can complete most of their high school when there's still time left in high school. So this leads to this senioritis syndrome. And a student simultaneously earns high school and college credit, then someone saves money if they're doing it together. Now, who that is is an important question, but either the parents or the taxpayers or the schools have -- potentially have a financial benefit to get from those types of programs. So basically, you know, what I've -- what I've argued is that we have problems with access and success in college, and there's some financial issues as well. All the states are in -- even though we're getting out of the -- in some states are getting out of the recession that we've been in almost -- most states are still under lots of financial pressure, community college budgets have been cut in many states, high schools are under pressure, so this is another -- another incentive to try to look at these programs. Okay. Do they work? Evidence for program impact. Well, everybody doing education research -- I sort of feel like you can give the same -- the same response to this kind of question. We definitely need more research on the effectiveness of these programs. The report that -- that Melinda and I did, reviewed many studies. We did find a lot of studies, but only about half of them actually tried to look at outcomes, and many of those had various methodological problems. It's very difficult to analyze the effect of the programs. And one of the reasons it's difficult is because students voluntarily often go into the programs. Or, in some cases, there are prerequisites for those programs, so if you have to have a B to get into the program, it may not be surprising that those students stay in high school or graduate from high school or attend college at higher rates than an average student. So -- now, there are some studies -- and I would have to say that tentatively, certainly, the enhanced comprehensive programs appear to be more likely successful, that's also logical, in a sense, especially if you're talking about low-income or lower-achieving students. Most of the positive research, to the extent there is, has been on tech prep programs, that's because tech prep has been around for a long time, it's been federally funded, there's been interest in both the federal level and the state to try to understand whether it works. And so there have been some studies of those programs.
But nevertheless, I think we still need to know more about that.
And I would have to say that these conclusions could really only be
tentative.
Okay.
So I've tried to talk about the difficulty -- the substantive
difficulty that stands in the way of having a program that puts
students who may be having difficulty into college.
That's a substantive issue.
That's a program design issue.
What about implementation?
Well, certainly there are reasons to implement, all of the positive
reasons that I've talked about before, but also we find that there's
also quite a bit of resistance.
Now, there's resistance from the college.
Often there's faculty resistance.
The present -- the presence of high school students in college
courses, we hear complaints about that, in those programs in which
high school students actually go and sit physically in college
courses, there's -- it's different, a 15- or a 16-year-old in a
college, especially in a community college where many of the students
are not just 18 or 19, but may be in their late-mid teens or 30s.
So that's one issue.
And, of course, there's turf and territorial issues.
I'll talk about that a little bit more in a second when I talk about
financing.
But especially if you're going to have a lot of students, let's say,
in high school taking college courses, well, then they're not going to
come to the college to take those courses.
Especially if those courses are taught by high school teachers.
So there's issues about -- that faculty may have about whether or not
this is threatening to the -- to the sort of base of students that
they depend on.
What about maintaining the integrity of college courses and student
quality?
Especially if you have a program which is focused on -- on -- on
students who aren't typically bound for college, then we have the
fundamental issue of how you obtain a college course for those
students.
And there are different instructors in high schools and colleges.
So there is certainly some resistance from colleges about that, and,
of course, there's a question of funding.
This may be fundamental, but, who gets paid for those students?
If your students are taking courses in high school, but they're
college courses, does the college actually get any tuition, or does
the college get any state reimbursement for those courses -- for those
courses.
Okay.
What about from the high schools?
Well, once again, depending on state financing, schools may lose funding.
Will they get their average daily attendance reimbursements from the state for those students who go off to the community college to take courses?
That's a question.
They may have competition with other curricular offerings.
In some cases, high school rankings are based on the number of advanced placement students that they have.
Well, what's going to happen to that if they send their students to a community college to take dual enrollment courses?
What about a threat to the high school experience?
Some -- some high school faculty may -- or administrators may feel that students aren't really ready for a college experience.
And, finally, there's kind of the brain drain notion.
Is this really -- kind of an even more rigid form of tracking.
You take the students who are -- who are the most successful, and not only do you put them in a special class, but you actually take them off campus and send them to another institution.
Now, of course, that's not going to be so much of an issue, if you're working hard to make these courses and these opportunities available to a broader set of students.
Okay, how have the colleges responded to this?
Well, colleges can expand access, first, by expanding course offerings and acting flexibly and responsibly so as to minimize high school resistance.
So, once again, the program requires community colleges or colleges and schools to work together.
How effectively do they do that?
And at the same time they can inhibit access by creating admissions requirements that prevent wider participation.
How about the high schools?
Well, they can offer and expand access by offering credit-based transition programs to a range of students, balancing institutional needs, for instance, for financing, what students need for flexible and responsive course-taking.
But they can limit access -- they can inhibit access by carefully controlling student participation in program growth, many programs are still selected, even those that -- it is also possible to prevent some form of selectivity.
How strong is that, protecting AP and honors courses?
I think that we often find that initially a program is introduced with relatively few prerequisites, and students get into it, and they find that they have trouble, so that then the next year there's a tendency to increase those prerequisites.
This is obviously a way of moving away from that strategy of reaching out to broader groups of students.
This is just an example of a program that's received quite a bit of
publicity that might be an interesting one to take a look at. They're an outcome -- there's not outcome evidence for this, so it's -- but nevertheless the characteristics of this program are ones that seem attractive.
They have strong college leadership and employer partners. It's linked to national certifications and college curricula. Credit is earned via transcript. Once again, this -- basically if you take the course, it's on the college transcript. It's not something that you have to go negotiate about after you get to college. And there's a wide range of students participating in -- in this program. So it's -- there's an effort to keep the prerequisites down to make sure that students aren't barred from taking that. There's classroom and work-based learning. And state funding formulas support secondary and postsecondary career and technical education partnerships. So I think this is an interesting program not only because it's quite comprehensive, it involves extensive partnerships. It does -- as I said before, it does credit via transcript, which is very important, and it -- and it makes a strong effort to try to appeal to a broader group of students. So that's just something that you might take a look at as an example of a program that's working very hard to -- to implement this kind of a broader strategy.
As I said, we are now working on a new project or are in the middle of a project called Accelerating Student Success. Once again it's funded by the U.S. Department of Education, OVAE, and it's exploring features that contribute to successful secondary to postsecondary transition for lower- to middle-achieving students. Now, there are three parts of this, there will be three reports eventually. One is a state policy report. We looked at the legislation and regulation in all 50 states to identify what legislation there is that's relevant to dual enrollment or to credit-based transition programs. As I said before, we found that there was legislation in 38 states. Now, in those 12 states that did not have legislation, basically what that meant was that each institution -- it was up to each institution to negotiate among themselves what -- what kinds of programs there were. And as I said, definitely not having state legislation did not necessarily mean that you would not have dual enrollment programs. So that's an interesting -- that -- I believe that report is in final -- its final clearance stage and should be out relatively soon. We've conducted focus groups. We're basically trying to understand the current state of college --
of credit-based transition programs. We basically -- and this was talking to practitioners, and we were trying to identify the characteristics, at least from the perspective of practitioners, what characteristics are required for these programs to be successful.

Once again, emphasizing appeal to -- to -- to broad groups of students.

And, finally, we're doing some case studies, diverse sites -- six diverse sites, two of them are career and technical education sites. And we're particularly interested in observing classes. We want to know if what's happening are really what you could call college-level education which is going on.

Okay.

Just a -- as I said before, there were 38 states that have a policy. And there are important implications for career and technical students.

In some states, the way in which career and technical credit in high schools are dealt with is different from academic credit, so that's kind of an issue.

And these are just -- these two states that we have here, Florida is a state, their policy is aimed -- is -- tries to create a program which is -- which has broad access for many students, whereas Oklahoma's emphasis is more on providing the -- on strengthening the high school education for its more advanced students.

So it's a -- its objectives are simply different than perhaps the Florida -- Florida's objectives are.

So but anyway, just -- this is just an example of the ways in which state policy can influence the types of programs.

Okay, what are the issues to sort of sum up that we've -- that we've come up with in this issue?

First of all, clarify systems for earning college credit.

It turns out that this is extremely complex, especially where you are getting individual negotiations between institutions. Even the state policy, in those 38 states that have policies, often they don't address what the nature of that credit is.

Many tech prep programs, for instance, have what's called credit in escrow, in which case you earn the credit for the course you took in high school, but you only do so under certain conditions.

You have to register at the college, you have to register under certain conditions.

And often students and parents and even the high school teachers aren't always aware of what you have to do to get those credits.

So it's often unclear.

Transfer -- transfer of credits to other colleges is often uncertain or difficult.

And maybe sometimes it can't be done.

So one thing, especially if you have the bilateral negotiations, for high schools to negotiate with community colleges.
But what happens when the student is at the community college and wants to transfer, perhaps even to another community college, to say nothing of transferring to a four-year college? As I said before, CTE credit might be particularly limited in this case. So credit is certainly an issue that needs to be sorted out and thought about carefully. We have to recognize and address the competing needs and goals of partnering institutions. So there's tensions between access and quality and between high schools and colleges. So in many cases there are interests involved here, as I said before, there are implementation questions, there's resistance on the parts of the institutions. Several of the states that actually have legislation that talks about the funding, actually fund both high schools and colleges. That is the high school gets the ADA reimbursements from the state for their students, and the community college gets the FTE reimbursements for their students. So in a sense the state is paying twice for those students. Now, some people have objected to this. It seems like a waste. At the same time, what it means is that both institutions have an interest in participating in these programs. If you think it is a more effective way of teaching students, then having it cost some more may be worth it. So, anyway, there are arguments on both sides of that. But certainly states that want to encourage their institutions to participate in this have tried to one way or another soften the blow or not create a situation where one institution is going to lose and the other one won't or so that it creates that kind of tension. So I think that these two, assure college level experience and instruction and avoid prerequisite creep. This is the fundamental question. If you want to think of a kind of a nightmare situation here, which would be that you have a dual enrollment program, and yet you lower the standards, so it's not really a high school -- it's not really a college program, so that now you have the same problems with a high school education that we had before, but now people have college credit, we don't want that to happen. At the same time, while it's not harmful if we have programs that have, as we put it to you, a prerequisite creep, that have more and more prerequisites, and you'll end up with a more or less typical college-bound population, it may be very beneficial to those students, there's nothing wrong with that, but, nevertheless, it's not the kind of program that at least this broad initiative is aimed at. We have to continue the development of partnerships based on both academic and occupational programs and skills.
Those -- there's a lot of potential in those programs. It's important to combine them. Finally, conduct clear and careful research. I think that we're beginning to get a sense of the landscape of these types of programs.

When we started this three or four years ago, we didn't really have a sense of what the legislation was, what kinds of things people were doing.

And I think as there's been a lot of interest in this, we're starting to get kind of a descriptive sense, we need to move on now to be more thoughtful about the evaluation and about trying to measure the actual impact of the program.

So just to sum up, I think growing developments in community college/high school partnerships offer exciting possibilities to expand access to higher education for a broader range of students and to promote their success once there.

In addition to teaching college-level academic skills, these have the potential to teach occupational skills that can be used after high school or can be the basis of further learning in college. Thus, these programs appear to be good for the students, good for the economy, and in the end good for society.

Now, I think I want to end by saying, as I said before, I think this is a very ambitious and exciting perspective on how to deal with these students, which is to say it's an acceleration program. We're going to expect more, we're going to expect them to rise to that.

Now, if this can work, it's obviously a really good thing.

At the same time, I think we have to be thoughtful about whether it works, and we have to be careful that we don't either lower standards or we don't go back to a situation where we're actually excluding the students who -- who we hope to serve particularly by this program.

>> McCASLIN: We will have questions by the viewers of our Webcast. We're going to start with a question from someone that is actively involved in developing a career academy with dual enrollments, Tom. However, the funding that they have for this type of program is ending.

Any suggestions for new funding sources?

>> BAILEY: Well, I -- I mean, I think that the -- I'm not sure what their funding was before.

I mean, the -- the funding that has come for these programs now has been either from the federal government and special programs or from the state or from foundations.

I guess those are the basic sources of funds for these. I think that, you know, ultimately you don't want a program that needs special funding.

If that's going to happen, then it's always going to be vulnerable to some change in legislation to some -- to some fiscal -- fiscal problems in the state.
This has to be -- these have to be ultimately programs that become institutionalized, that become the normal way of operating. So I would say that, you know, I guess if I were in that position, I would be scrambling to look -- you know, to look at foundations, to go to my state legislature, to go to the Department of Education. But ultimately, the long-term goal, I think, is to make this just a normal way so we're not hostage to special program funding.

>> McCASLIN: Okay.

Another one of our viewers has said that a common theme of many of these presentations is that more services, support, tutoring and so forth yield better results.

To what degree can credit-based transition programs be significantly expanded to serve large numbers of students?

>> BAILEY: Well, I think once again, that -- I mean, I guess there's two parts to that question. I guess I would agree that certainly more student services are important, and that was, as we said, this categorization that we had of enhanced comprehensive programs implied that especially if you're going to have a broader group of students, you're going to need -- you can't just throw them in, you have to provide them with some kind of support. I think that if we can -- as I said before, if we can get these programs institutionalized, these can become normal -- the normal way of operation, then I think, you know, they can be expanded.

>> McCASLIN: Another one of our viewers asked this question: They said it seems that program quality measures, and he says, for example, prerequisites, are sometimes in conflict with program access and participation.

And then the question is, are CBTPs finding ways to resolve such conflicts?

>> BAILEY: Well, I guess I would -- I don't think that we should think about prerequisites as program quality measures. That's what the -- that's what the -- the colleges with -- and the programs with lots of prerequisites want to say that they're doing a great job, when, in fact, what they're doing is recruiting good students. So I wouldn't say that.

But I completely agree with the underlying idea, which is that if you -- if you want to have this program, you can't have high prerequisites, and certainly if you're going to do that, it comes in conflict with the basic -- with the basic goals of the program. I -- I think that, you know, ultimately what do you do in a situation where you want to attract more students, and I think it gets back to the previous question, which is what are the kinds of supports that you're providing, counseling and other kinds of supports for those students. In many cases they will need that. And I think if you don't provide that, then either you're going to go
back to one that's more selective or the program will kind of fizzle. Those are very hard -- it's very hard to do that. And as we've looked at programs, it's -- it's -- schools that have tried to provide those services often find it difficult to do that. But I think ultimately those are the kinds of things we need to do. >> McCASLIN: Another view asked -- or states that some states are reimbursed by headcount, and schools do not accrue costs by headcounts. This adds difficulty to the funding puzzle. Are there any studies that explore such complex spending models?

>> BAILEY: I don't know. I guess I can answer that, not that I know of. I think that when our -- when our report comes out on state funding, then that will give a good picture of the kinds of funding that is available in different states for these types of programs. I think that the -- the -- for instance, the Gates Foundation Early College program has -- is working with many different high schools, and in many different states, and so there's a variety of different funding mechanisms that they're using. So -- so as that matures and as more information and evaluation of that initiative comes out, then I think there will be lessons from that as well.

>> McCASLIN: Another viewer asks: Does current research show any generalizable impact of credit-based transition programs on students' postsecondary participation and completion?

>> BAILEY: Well, as I said when I was speaking, there's certainly some indications of that. But I would say that at this point we would have to say those were really preliminary, that often it's just as I said, it's difficult to differentiate between the effect of the program and especially any program has some kinds of prerequisites, and so we need to take those into account. So, no, at this point there's tantalizing information and suggested evidence, but certainly I don't think that there's definitive research, which -- which can say if you're in this program, you'll have an X percent higher probability of completing.

>> McCASLIN: This viewer is running into a problem where a college has agreed to articulation with one technical center program, but refuses to articulate with other technical centers which run the same programs. I guess they're really looking for advice on dealing with that kind of a situation.

>> BAILEY: Well, that's difficult. I guess I would try to negotiate. I don't know -- without knowing the specifics of the situation. I mean, in -- in -- you know, especially in states where there's no legislation, where there's no overall guidance, then what happens is -- is basically, you know, there's a tremendous variety of
outcomes, which essentially is based on some form of negotiation. You know, we see this in the past with, say, transfer from community colleges to four-year colleges. Often there were bilateral negotiations among individual institutions. That's difficult. I guess, you know, ultimately we should probably work towards better state legislation which would provide the ground rules in a framework within which those happen. Ultimately, it's very inefficient and time consuming to have to go through these individual negotiations. And probably then when the particular person leaves who did that, then you have additional problems. So I guess that's what I would -- I think ultimately -- this may not be a short-term answer to this viewer, but ultimately I think we need to, you know, try to strengthen the framework within which these take place.

>> McCASLIN: This question deals with how do you see legislators reacting to community college faculty teaching developmental courses to high school students, in addition to the legislators, also the high school faculty where that's occurring?

>> BAILEY: I'm not sure. Could you repeat that question?

>> McCASLIN: It says, how do high school faculty and legislators react to community college faculty teaching developmental courses to high school students?

>> BAILEY: Well, I hope that this is not -- and I'm not sure, I haven't seen that particular case. I don't -- I hope that the kinds of things we're talking about are not thought of as developmental courses to high school students. As I say, we're talking about the reverse, we're talking about teaching college courses to high school students, not developmental courses. It's a different philosophy. I mean, the developmental education in general is often controversial, and, you know, state legislators are often the ones who complain about paying twice for the same -- for the same education. So I would imagine that there's that -- you know, that there's that -- those concerns as well. Perhaps they might -- you know, I'm not sure of the underlying issue there; perhaps they're worried that you have more expensive college professors teaching high school students developmental education, that doesn't seem efficient. But I think, as I said, the whole goal of this is to get away from that frame of mind.

>> McCASLIN: Okay, this viewer wonders about effective college preparation programs for adults, including out-of-school young adults who want to attend college but who lack a high school diploma or a GED, and the basic skills, academic skills and other skills and
knowledge needed to succeed in college.

>> BAILEY: Well, I think there's a lot of interesting work now that are looking -- especially at the relationship between community colleges and, say, adult basic education, or welfare-related programs. I think traditionally community colleges have carried on those types of activities. But the connection between them and the regular college has often been very weak. Many students go into, say, an ADE program, and few of them actually end up going to college.

We've done a report by Vanessa Morest at our -- at the Community College Research Center that looks at state policy on the relationship between adult basic education and community colleges. And, of course, there are many other individual programs that are run on community colleges, specifically for those types of students. So there are certainly reports that one could look at that -- that talk about those programs and whether they've -- they've been successful. But this is an area that's growing, and I think they'll -- as -- over the next two or three years, there will be lots more information on this, especially as it relates to -- to the relationship between those programs and the mainstream community college credit programs.

>> McCASLIN: Another viewer says that although you have talked about the transition of high school students to community colleges, some individuals indicate that there's an increasing number of college graduates who are enrolling in community college, that is diverse transfer. What are the problems and particularly transition problems that these students face, and are they different from or similar to those from the high school students?

>> BAILEY: Well, I think there's -- I think they're different. I mean, they tend to be older, if they -- I mean, there are some college -- you know, four-year college graduates who enroll in community colleges for -- for more specific technical skills. So I think that that's -- you know, often they're very focused, they have a particular objective, they're more mature. Their problems may be that they have family obligations and other kinds of responsibilities that make their education much more difficult. So I would say that that's a different set of problems from the typical kind of, you know, high school age or early, young adult student that these programs are -- are aimed at. Accreditation transition programs are not for 25-year-old who didn't graduate from high school and needs to go -- and needs to go back, as we talked about in the previous question. And, obviously, they're not for college graduates who want to come back for specific skills. But I think that's a very different set -- set of issues.
>> McCASLIN: Well, that concludes the questions that we've had today that have come in. We want to thank you, Tom, for sharing your insights about credit-based transition programs. We also ask that you join us on August the 18th at 3:00 p.m. Eastern Daylight Time for our next Webcast when Drew Scheberle of the National Center for State Scholars will discuss the state scholars initiatives and the integration with career and technical education. Thank you for joining us today.
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