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# Dual Enrollment and Open Educational Resources: Intersections and Opportunities in State Policy

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# Introduction

## What Are OER and What Are the Benefits?

The cost of postsecondary textbooks poses a barrier to college participation, for traditional college students and dual enrollment students alike. Open educational resources (OER) present a solution to this obstacle.

While many OER are textbooks, OER encompass a far broader spectrum of instructional resources. The public OER digital library [OER Commons](#) (n.d.) offers access to nearly two dozen types of OER, including textbooks, full courses, and interactive materials, among many others.

OER provide numerous benefits to students. Whereas [textbook costs](#) (SPARC, 2023) can lead many students either to not buy the textbook required for a given course, take fewer courses, earn a poor grade in a course as a result of not buying the related textbook, or drop out of a course altogether, OER are available online at no cost. If students choose to print OER textbooks, the printing expense is a fraction of the cost of traditional textbooks. This is especially important given findings documented in a 2022 [article](#), entitled "The Impact of Day-One Access on College Students" (BibliU, 2023), based on a 2018 research [study](#) (Colvard et al., 2018) that "While the high cost of textbooks affects all students, it impacts students from historically underserved populations the most."

Further, OER are accessible from day one of a course, or even before or after. Students need not wait for shipping or for financial aid to come through before purchasing their textbook. Should they need the resource after the course, they will not need to pay a fee to access it.

OER likewise can improve the quality of the educational experience for faculty and students alike. OER can be quickly and easily updated, revised, or enhanced, including in a collaborative process with students and faculty. Unlike traditional textbooks, OER content can be customized to the student population, and/or the specific learning outcomes of the course. As a result, the instructor (and students, if they are engaged in the OER revision process) are more connected to the content they've curated.

**This paper uses the Hewlett Foundation's definition of open educational resources (OER):**

"OER are teaching, learning, and research resources that reside in the public domain or have been released under an intellectual property license that permits their free use and re-purposing by others. Open educational resources include full courses, course materials, modules, textbooks, streaming videos, tests, software, and any other tools, materials, or techniques used to support access to knowledge.

**For purposes of this report, "dual enrollment" is an**

**umbrella term** used to refer to college courses offered to high school students, regardless of instructor type (faculty or approved high school teacher), course location (high school or postsecondary campus) or modality (face-to-face, hybrid, or fully online).

## What Is Dual Enrollment, and What Are the Benefits?

For purposes of this report, "dual enrollment" is an umbrella term used to refer to college courses offered to high school students, regardless of instructor type (faculty or approved high school teacher), course location (high school or postsecondary campus) or modality (face-to-face, hybrid, or fully online). "Dual credit" is used to refer to postsecondary credits earned upon successful completion of dual enrollment coursework.

Dual enrollment provides numerous benefits to students. Programs give high school learners early exposure to college rigor and expectations, which can spark (or raise) students' postsecondary aspirations. Students can explore potential careers and programs of study before they commit to an institution or major, potentially saving thousands of dollars in tuition in coursework leading to a degree they choose not to pursue. Numerous academic and state research studies confirm that students who have completed college coursework through dual enrollment are more likely than their non-dual-enrollment-participating peers who are academically and demographically similar to them to matriculate in college after high school graduation, place into credit-bearing courses, achieve various measures of postsecondary success, and complete a degree on-time or ahead of time. Dual enrollment can offer a pathway directly into the workforce for career and technical education (CTE) students who earn an industry-recognized credential before high school graduation.

Families experience the benefits of dual enrollment as well. Dual enrollment can result in reduced costs in earning a certificate, licensure, or degree, based on the costs that states, districts, or institutions cover for college credits earned in high school. Meanwhile, high schools and school districts benefit when dual enrollment partnerships allow them to offer more advanced course options than they are able to offer on their own. Dual enrollment partnerships also provide school instructors a window to current college culture and rigor, helping them prepare more students—dual enrollment participants and otherwise—for postsecondary success. Dual enrollment helps postsecondary institutions build two-way collegial understanding with their secondary partners and allows high school instructors to share best instructional practices with their postsecondary counterparts, who typically have less pedagogical training than high school teachers. Dual enrollment also lends institutions an opportunity for early marketing and recruitment to participating high school students and their families.

## **Why OER in Dual Enrollment Settings?**

Dual enrollment courses are postsecondary courses, and as such, must use the same or similar textbooks as the equivalent on-campus course offerings. This is required by regional postsecondary accreditors, state policies in many states, and by National Alliance of Concurrent Enrollment Partnerships (NACEP) national [standards](#) (National Alliance of Concurrent Enrollment Partnerships, 2017) for quality, which numerous [institutions](#) (NACEP, n.d.) nationally adhere to or are pursuing in order to become NACEP-accredited.

To use OER in dual enrollment courses, the partnering institution must use the same OER content in the on-campus offering. OER are key alternatives when traditional postsecondary textbooks create a significant barrier to the offering of—and high school students' participation in—dual enrollment coursework. In many states, the agreement between the local secondary and postsecondary partners indicates the party responsible for covering textbook costs. The following table indicates little change from [2021](#) (Zinth, 2021) research completed for this report in the entity who by law must cover the cost of dual enrollment textbooks.

Entity identified in state policy as responsible for covering dual enrollment textbook costs					
Reflects policies in effect as of February 14, 2025					
State	District of secondary school	Post-secondary institution	Student	Local decision	Policy silent
<b>Alabama</b> community colleges: Combination of state and local decision <b>District of Columbia</b> <sup>3</sup> <b>Florida</b> <sup>5</sup> <b>Georgia</b> <sup>7</sup> <b>Minnesota</b> (for PSEO by formula) <b>Oregon</b> (for dual credit) <b>Pennsylvania</b> : Combination of state and policy silent <sup>10</sup>	<b>Florida</b> <sup>1</sup> <b>Hawaii</b> (for <a href="#">Early College</a> students) <b>Maryland</b> <b>Michigan</b> <b>New Mexico</b> <b>Ohio</b> <b>Oregon</b> (for Expanded Opportunities) <b>Rhode Island</b> <b>Wisconsin</b> (for Early College Credit Program, if course is taken for high school credit at the high school) <b>Wisconsin</b> (for Start College Now)	<b>Georgia</b> <sup>2</sup>	<b>Hawaii</b> (for Running Start students who do not receive a GEAR UP scholarship) <b>Indiana</b> (for dual enrollment) <b>Kansas</b> (for Excel in CTE) <b>Kentucky</b> <b>Maine</b> <b>Montana</b> <b>North Carolina</b> <b>North Dakota</b> <b>South Dakota</b> <b>Washington</b> (for Running Start) <b>Vermont</b>	<b>Alabama</b> community colleges: Combination of state and local decision <b>Arkansas</b> <sup>4</sup> <b>Florida</b> <sup>6</sup> <b>Illinois</b> <sup>8</sup> <b>Iowa</b> <b>Kansas</b> (for Concurrent Enrollment) <sup>9</sup> <b>Minnesota</b> (for PSEO by contract and concurrent enrollment) <b>Mississippi</b> <b>Missouri</b> <b>New Hampshire</b> <b>Texas</b> <b>Wisconsin</b> (for Early College Credit Program if course is taken at postsecondary campus) <sup>11</sup> <b>Wyoming</b> <sup>12</sup>	<b>Alaska</b> <b>Arizona</b> <b>California</b> <b>Connecticut</b> <b>Delaware</b> <b>Idaho</b> <b>Indiana</b> (for dual credit) <b>Louisiana</b> <b>Massachusetts</b> <b>Nebraska</b> <b>Nevada</b> <b>New Jersey</b> <b>New York</b> <b>Oklahoma</b> <b>Pennsylvania</b> : Combination of state and policy silent <sup>13</sup> <b>South Carolina</b> <b>Utah</b> <b>Virginia</b> <b>Washington</b> <sup>14</sup> <b>West Virginia</b>

<sup>1</sup> For public school students earning high school graduation credit for a dual enrollment course taken during the regular school year

<sup>2</sup> The postsecondary institution must accept the state dual enrollment allocation as full payment for tuition, fees, and books for an eligible student taking dual credit courses who has not reached the state funding cap. Since the state allocation does not fully cover the cost of tuition, fees, and books, some portion of textbook cost responsibility falls to the postsecondary institution.

<sup>3</sup> For courses covered by the DC [Dual Enrollment Consortium Program](#)

<sup>4</sup> [Act 340](#) passed in March 2025 provides that students cannot be charged for tuition or books.

<sup>5</sup> For summer courses

<sup>6</sup> Either school district or Florida College System institution if a student is \*not\* earning high school graduation credit for a dual enrollment course

<sup>7</sup> The postsecondary institution must accept the amount paid by the Georgia Student Finance Commission as full payment for tuition, books, and fees for eligible students taking eligible courses. In practice, this means that institutions likely pay some portion of students' textbook costs.

<sup>8</sup> For high schools and community colleges not using the [Dual Credit Model Partnership Agreement](#). For programs using the Dual Credit Model Partnership Agreement: the entity responsible for dual enrollment textbook costs varies by course type.

<sup>9</sup> Each dual/concurrent enrollment student is responsible for the payment of related participation costs, including books. A school district may choose to pay all or a portion of these costs but is not obligated to do so.

<sup>10</sup> State policy does not indicate the entity responsible for covering dual enrollment textbook costs. However, public institutions receiving a Dual Credit Innovation Grant may use grant funds for any of several purposes, including "To increase the use of no-cost or low-cost textbooks or course materials used in dual credit courses."

<sup>11</sup> However, a student cannot be charged for textbooks

<sup>12</sup> However, a student cannot be charged for textbooks

<sup>13</sup> State policy does not indicate the entity responsible for covering dual enrollment textbook costs. However, public institutions receiving a Dual Credit Innovation Grant may use grant funds for any of several purposes, including "To increase the use of no-cost or low-cost textbooks or course materials used in dual credit courses."

<sup>14</sup> In practice, College in the High School students' textbooks are typically covered by the high school or district.

The table makes clear that, in the majority of states, local secondary and postsecondary partners determine (or policy is silent on) who pays for dual enrollment textbooks. Why does this matter? In programs in 10 states, the student or family must pay for dual enrollment textbooks. In 22 states, the entity that must provide textbooks for dual enrollment students is either locally determined or policy is silent. [State programs](#) (Zinth, 2025) that pay students' dual enrollment tuition costs do not necessarily pay for textbooks, and state funds to school districts or institutions to defray dual enrollment program costs passed on to students may not cover textbook costs.

If the textbook cost is borne by high school students, they—unlike traditional postsecondary students—do not have access to state or federal (e.g., Pell) grants or scholarships that can cover college textbook expenses.

School districts that must furnish textbooks for dual enrollment students must account for the fact that postsecondary textbooks are typically far costlier than high school textbooks, and editions change more frequently (sometimes once an academic year) than secondary textbooks. Postsecondary institutions that must supply college textbooks may see this as a greater financial disadvantage than simply offering the discounted tuition that most dual enrollment programs charge. As such, high schools and postsecondary institutions might seek ways to allow dual enrollment textbooks to be used over multiple sections or semesters of a course, e.g., by instructing students not to write in dual enrollment textbooks, or forbidding them to take dual enrollment textbooks home, both of which have significant negative implications for students' course success. Students responsible for paying for their own dual enrollment textbooks might elect not to buy textbooks, again compromising their success in the course.

Inconsistent policies on who pays for dual-enrollment textbooks undermine state efforts to ensure equitable access and may worsen participation disparities, depending on the following factors:

- Local dual enrollment agreement
- District finances (if district must pay for textbooks)
- Postsecondary partner finances and other variables (if the institution must pay for textbooks)
- Student/family socioeconomic status (if the student pays for textbooks)

Furthermore, the cost of dual enrollment textbooks may lead to disparities across programs in the:

- Number of courses and course sections offered
- Number of seats available in each course section
- Types of courses that may be offered, especially given that STEM course textbooks are typically far more [expensive](#) than non-STEM textbooks (Gans, 2019).

Postsecondary textbook costs can potentially create a significant access and participation barrier for dual enrollment, especially for low-income students and under-resourced school districts and institutions.

## Benefits of OER in Dual Enrollment

Because OER in dual enrollment provides all the benefits of OER for traditional college students and the institutions that serve them, and all the benefits to high school students of dual enrollment participation, the integration of OER in dual enrollment offerings creates the potential for far greater program access and course success. OER also eliminates the barriers to dual enrollment availability

and participation that may be present when programs use traditional college textbooks. Given that STEM textbooks are typically significantly more expensive than textbooks in non-STEM disciplines, the use of OER may eliminate barriers to the offering of in STEM dual enrollment classes in under-resourced school districts or financially challenged postsecondary institutions, or among low-income students, if dual enrollment textbook costs are borne by districts, institutions, or students. Using OER may also allow under-resourced programs to allow more students into a given course and permit more sections of a course (or all dual enrollment courses) to be offered.

While nearly all states have dual enrollment policies, fewer states have OER policies. In the states with few or no OER policies, OER are implemented largely through institutional grassroots efforts. Further, state OER policies vary widely in their scope, components, and how recently they were updated.

Few states have policies explicitly tying dual enrollment policies or funding to OER policies and initiatives, and conversely, few states' OER policies and initiatives intentionally reference dual enrollment settings in efforts to increase the use of OER. In an effort to increase access to high-quality dual enrollment opportunities, particularly in under-resourced high schools and districts, and among low-income students, state policymakers and agency staff are encouraged to consider (1) integrating use of OER into dual enrollment policies and funding models, and (2) explicitly mentioning dual enrollment in OER policies and initiatives.

By intentionally building OER into state-level dual enrollment policies and funding approaches, and referencing dual enrollment in OER policies and initiatives, states have the greatest likelihood of establishing OER in dual enrollment as the norm—and as such, broadening dual enrollment program access and participation.

## Key OER and Dual Enrollment State Policy Levers

States seeking to increase dual enrollment access and opportunity through the use of OER in dual enrollment programs should consider the adoption of explicit OER and dual enrollment state policy levers. These state policy levers include:

- Policy Explicitly Integrating OER in Dual Enrollment Programming
- Integration of OER and Dual Enrollment in State Postsecondary Strategic Plans
- Goal-Setting, Data Collection, and Reporting on Dual Enrollment and OER Implementation
- Structures for Oversight and Evaluation of OER in Dual Enrollment
- Funding and Support for Local OER Implementation
- OER Repositories

All of the above levers are interrelated. These are best viewed as a complete set, rather than as a menu of options. The options are “how” rather than “what” for each lever. The following table provides just a few examples in how these elements must be adopted as a whole if states are to meaningfully integrate OER in dual enrollment programs as a dual enrollment access and opportunity strategy.

Little value in	Without	
State or institutional <b>goal-setting</b>		<b>Advocacy efforts</b> to communicate the <b>benefits of OER</b> to faculty, postsecondary administration, & others
<b>Advocacy efforts</b> to promote the benefits of OER		<b>Funding for faculty training</b> on the use of OER
<b>Funding</b> for faculty training		Statewide or institutional <b>OER repository</b> , and <b>awareness-building communications</b> about the repository

The section that follows describes components of state OER policies and initiatives that can support dual enrollment efforts and elements of dual enrollment policies and initiatives that can assist OER endeavors.

## Policy Explicitly Integrating OER in Dual Enrollment Programming

### Rationale

Explicit mention of the use of OER in dual enrollment programs and encouraging the use of OER in state-funded models intended to broaden program access and participation can be powerful levers in increasing the use of OER in dual enrollment settings.

### Current Policy Landscape

While the vast majority of states have dual enrollment policies, it is rare for state policy to encourage the use of OER in college courses offered to high school students, even in [states](#) (Zinth, 2025) that make significant investments to minimize or eliminate student-borne dual enrollment tuition costs. In the majority of states, either policy is silent on the entity responsible for covering dual enrollment textbook costs, or the entity responsible for textbook costs is locally determined—meaning students and families could potentially be held responsible for such costs. This poses a barrier to dual enrollment program access, particularly when postsecondary textbook costs fall to under-resourced high schools and districts, or students and families.

### What It Can Look Like

States might consider adopting policy levers explicitly intended to increase the use of OER in dual enrollment programs:

- **Prioritize consideration of OER:** Texas [statute](#) requires school districts and postsecondary institutions to consider the use of OER in dual credit courses (V.T.C.A., Education Code § 28.009).
- **Ties to state dual enrollment funding:** State-funded dual enrollment programs in Hawaii ([Early College](#)) (n.d.), Massachusetts (Commonwealth Dual Enrollment Partnership), and [West Virginia](#) (West Virginia Title 133, Series 19, n.d.) are encouraged to use OER to the extent possible.

### Guiding Questions

- Who pays for dual enrollment textbooks in my state?
  - Is there any data (or could be data collected) to indicate that dual enrollment textbook costs limit the number or types of dual enrollment courses that students can enroll in, or that K-12 or postsecondary partners can afford to offer?



- Does my state or institution:
  - Encourage dual enrollment partnerships to use OER?
  - Provide funding incentives for dual enrollment partnerships to use OER?
- How might my state or institution support efforts or policies to encourage faculty to use OER, including in college courses offered at high schools?

## Integration of OER and Dual Enrollment in State Postsecondary Strategic Plans

### Rationale

Integrating OER and dual enrollment in state postsecondary strategic plans can help postsecondary stakeholders at all levels (including those teaching in high schools) understand how OER supports broader state-set postsecondary goals. Integration of OER in state postsecondary strategic plans also communicates state and system-level commitment to OER, making clear that OER is not a fad or flavor-of-the-month policy innovation.

### Current Policy Landscape

As of December 2024, a small number of states or statewide postsecondary systems include OER in their postsecondary strategic plans, particularly as a postsecondary affordability strategy. For example, the University System of Georgia's [Strategic Plan 2029](#) (2023a) includes a [Responsible Stewardship Goal](#) (2023b) providing that "The University System of Georgia will ensure affordability for students through the wise stewardship of resources and optimizing efficiency across the system." One of the initiatives under the Responsible Stewardship Goal is inclusive access textbooks, including but not limited to "including e-textbook costs on their student bill by course." The Indiana Commission for Higher Education's 2024 [Partnership Pentagon](#) (2024) strategic recommendations encourages the use of stipends to encourage instructors "to move their course materials to OER, thus lowering the overall cost to students."

Likewise, some states' postsecondary strategic plans reference dual enrollment as a postsecondary access and affordability strategy. Colorado's current postsecondary [strategic plan](#), released in January 2023, encourages the state to "Continue to grow Concurrent Enrollment and dual enrollment" towards the goal of helping learners earn credentials in a shorter period of time (Colorado Commission on Higher Education, 2023).

However, as of December 2024, no state postsecondary strategic plans were identified that issue recommendations explicitly combining OER and dual enrollment as a postsecondary access or affordability strategy.

### What It Can Look Like

States might consider adopting postsecondary strategic plans that (1) encourage broader access and participation in dual enrollment, (2) promote greater use of OER among faculty, potentially by providing financial or other incentives for faculty to adopt OER in their on-campus course sections, and (3) explicitly encourage institutions who encourage the use of OER in on-campus courses to integrate OER into those courses when offered at high schools.



Ideally such strategic plans:

- Communicate strategies, goals, funding streams that will support local OER implementation in dual enrollment programming
- Are paired with institutional grassroots support efforts
- Stay the course over time (are not framed as one-and-done efforts).

## Guiding Questions

State leaders might ask themselves the questions below to assess whether their state's postsecondary strategic plan adequately conveys the importance of intentionally pairing OER and dual enrollment in efforts to increase postsecondary participation and completion. Institution-embedded OER and dual enrollment stakeholders might pose these questions to their state-level dual enrollment and OER decisionmakers—be they state agency staff, state agency leadership, or lawmakers.

- Does my state have a current postsecondary strategic plan? If so:
  - Does it include OER as a postsecondary affordability or completion strategy?
  - Does it include dual enrollment as a postsecondary access, affordability or completion strategy?
  - Does it communicate how OER and dual enrollment mutually support the achievement of broader postsecondary goals? Does it explicitly link OER and dual enrollment as postsecondary affordability strategies, or simply mention them as unrelated strategies?
- If my state includes OER or dual enrollment in its postsecondary strategic plan
  - How might I advocate for the next iteration of the strategic plan to clearly encourage use of OER in dual enrollment programs as a postsecondary affordability or completion strategy?
- If my state doesn't include OER or dual enrollment in its postsecondary strategic plan
  - How might I advocate for the next iteration of the strategic plan to integrate OER and dual enrollment *and* recommend the use of OER in dual enrollment programs as a postsecondary affordability or completion strategy? How might my institution or office build state and/or grassroots support for including—and linking—OER and dual enrollment as postsecondary affordability strategies in a future strategic plan?

## Goal-Setting, Data Collection, and Reporting on Dual Enrollment and OER Implementation

### Rationale

OER implementation goals set targets for a state and its postsecondary institutions to pursue. Such goals may boost state and local commitment to and momentum toward greater implementation of OER and fuel competition among postsecondary institutions, which may in turn spur buy-in, innovation, and collaboration within and across institutions.

Ideally, goal-setting, data collection, and reporting efforts are paired with funding streams that support local OER implementation, as well as high-quality professional learning to support effective implementation, including for high school instructors teaching dual enrollment courses.

### Current Policy Landscape

As of December 2024, a handful of states had policies or efforts in place related to OER goal-setting, data collection, and/or reporting. For example, Colorado [statute](#) (C.R.S. § 23-19.9-102) requires the

Colorado Department of Higher Education to annually report to the Colorado Commission on Higher Education, the legislature, and the [Colorado Open Educational Resources Council](#) (Colorado Department of Higher Education, n.d.) on the development and implementation of OER statewide. By statute, the [annual report](#) (Colorado Department of Higher Education, 2025) must include the degree to which public institutions of higher education are adopting OER support programs and ensuring universal OER awareness among faculty and students, and the number and percentage of courses offered by postsecondary institutions that use OER as the primary resources for the course.

Meanwhile, most states report dual enrollment data as part of federal high school accountability measures; a growing number of states include dual enrollment data in postsecondary performance dashboards or annual reports. A 2025 [report](#) by the College in High School Alliance identifies K-12 and postsecondary reports and dashboards that reflect dual enrollment data, including the data points reported by each state (College in High School Alliance, 2025).

As for goal-setting, a small number of states are developing dual enrollment completion goals. Kentucky's 2024 revision to its dual credit [policy](#) (Kentucky Council on Postsecondary Education, 2024), updated in [2025](#), establishes the goal that by 2030, 50% of high school graduates will have completed a dual credit course with a grade of C or higher. In May 2024, the Accelerate ED Michigan Blueprint [put forth](#) (slide 21) the goals that by 2028 50% of all students will participate in dual enrollment programs, and 30% of high school students will graduate having earned at least 15 college credits (Education Strategy Group, 2024).

Yet as of May 2025, no states appear to have established goals or mandate data collection or reporting on the use of OER in college courses offered to high school students.

## What It Can Look Like

Some states direct postsecondary institutions to identify in course catalogs courses that use OER, or courses that apply to zero-cost degrees (also known as "Z degrees"). As an extension of these efforts, states might encourage or direct dual enrollment partnerships to flag the related courses when they are offered as dual enrollment courses. State OER and dual enrollment annual reports or dashboards might then report statewide data on dual enrollment courses—including by institution, by school district or high school, and total number of students enrolled in the course—that use OER, compared to dual enrollment courses statewide.

## Guiding Questions

Does my state and/or institution:

- Collect (or have the capacity to collect) data on the extent of OER implementation across public institutions statewide, including in dual enrollment courses offered in high schools?
- Set goals for OER implementation, which might include goals for the use of OER in dual enrollment offerings? Such goals might include:
  - Student cost savings realized by use of OER instead of traditional textbooks, and/or
  - The number of courses in which OER are the primary learning materials.
- Publicly report on a regular (e.g., annual) basis on progress, challenges, and recommendations for OER implementation, including in dual enrollment programs?
- Publicly report on a regular (e.g., annual) basis on dual enrollment participation, disaggregated by various measures (e.g., student background, geography in the state, etc.)

- If so, how could such dual enrollment reports include information on the extent of OER use in courses offered to high school students, including how use of OER has increased course availability and participation?
- If not, could my state or institution begin publishing an annual dual enrollment report or dashboard that identifies the extent to which dual enrollment courses use OER as the primary course resource(s)?

An annual OER report such as [Colorado's](#) (College in High School Alliance, 2025) could be published as a dashboard allowing an institution-by-institution comparison of use of OER in course offerings, including those delivered in high schools. Numerous states [publish](#) annual reports or dashboards on dual enrollment participation; however, these state reports and dashboards are silent on the extent to which OER are used in college courses offered to high school students.

## Structures for Oversight and Evaluation of OER in Dual Enrollment

### Rationale

Local institutional OER efforts can benefit from state-level efforts to provide direction, support, and coordination to institutions as they seek to integrate OER into postsecondary coursework, including in postsecondary courses offered in high schools. A state-level agency, library, or council of appointed OER leaders can best oversee OER efforts, assess their efficacy, and recommend direction for future OER policy and initiatives, including those tied to dual enrollment efforts.

### Current Policy Landscape

State-level OER councils have been established in many states, and depending on the state, are assigned any of a number of duties. Depending upon the state, the OER council might:

- Oversee the state OER repository
- Help determine awardees for OER enhancement grants
- Lead delivery of professional development, technical assistance
- Maintain two-way communication with institution-level stakeholders, including dual enrollment stakeholders. Local stakeholders inform the state council on areas of state or local need, as well as innovations and promising practices. The oversight body in turn connects local stakeholders with resources, and, as appropriate, elevates identified needs to state leaders for policy action.
- Convene state and local OER stakeholders regularly for information-sharing, including on challenges and best practices.

That said, research did not identify any state-level OER bodies whose membership or duties explicitly include coordination with dual enrollment stakeholders, or involvement in any aspects of dual enrollment oversight or local program delivery.

### What It Can Look Like

States might revise policies establishing their state-level OER council to explicitly include a member with substantial experience in dual enrollment, either through a state K-12 or postsecondary agency or a state dual enrollment advisory board, and/or as an institution-embedded dual enrollment coordinator or K-12 or postsecondary faculty member.

States might also expand the duties of state-level OER councils to include coordination with state agency staff who oversee dual enrollment programming, and two-way communication with local dual

enrollment stakeholders; assessment of the use of OER in college courses offered in high schools, including challenges to the use of OER in such contexts; and the development of recommendations for state policy, funding and practice to increase the use of high-quality OER in college courses offered in high schools.

## Guiding Questions

Has my state or institution designated a council or office for OER oversight and evaluation?

- If so:
  - Does this body have authority to direct and monitor key components of OER activity, including proposing policy and funding recommendations that state decisionmakers are likely to act upon?
  - Are there OER stakeholder groups who are not but should be engaged with this body (e.g., dual enrollment instructors, program coordinators, and administrators) to support the use of OER in dual enrollment settings?
  - Does this body regularly coordinate with state-level or institutional staff that oversee dual enrollment, and/or other dual enrollment stakeholders?
- If not:
  - How can my state leaders or institution advocate for such a body to be designated and assigned appropriate authority for such activities?

## Funding and Support for Local OER Implementation

### Rationale

Institution-level OER efforts need funding and most likely state support for OER to be sustainably implemented, including in dual enrollment programs.

### Current State Policy Landscape

It is not clear as of December 2024 how many states had dedicated funding streams to support local implementation of OER. However, some states have made clear that OER funds are to be used to develop resources for dual enrollment courses.

Texas 2023 [H.B. 1](#) (H.B. 1, 2023), the biennial budget, appropriated \$10 million for the development of OER materials. This line item expressed legislative intent that priority for expending these funds be placed on procuring “materials in subject areas that constitute the bulk of school district purchases, including ... courses commonly offered for dual credit ... for which the [Texas Education Agency] determines that high-quality open education resource instructional materials are not readily available.” The bill directs the commissioner of education to collaborate with the commissioner of higher education to ensure that the rigor of these state-developed OER reflects collegiate expectations.

Colorado [statute](#) (Colorado Revised Statutes 23.4.5-104, 2021) requires that consideration in awarding state-funded OER grants be given as to whether the application affects courses with high enrollment or high textbook costs and affects “high-impact courses” such as general education courses or courses included in dual enrollment agreements. Meanwhile, Louisiana leveraged federal grants and state dollars to [create](#) OER (both textbooks and fully online courses) for liberal arts and career/technical education dual enrollment offerings (Louisiana Library Network [LOUIS], n.d.-a).

## What It Can Look Like

States should consider explicitly offering funding to support the adoption and implementation of OER in courses most commonly offered through dual enrollment programs. Ideally, such funding and support might support:

- Training for postsecondary faculty (including high school instructors approved to teach dual enrollment), librarians, instructional designers in creating and adapting OER
- Stipends for faculty release time to create or adapt OER in courses most commonly offered to high school students
- Stipends for high school instructors of dual enrollment courses to cover
  - Substitute teachers' time
  - Mileage to/from campus
  - Time outside the school day researching and helping develop OER for dual enrollment courses they're teaching

## Guiding Questions

Does my state offer funding and support for institutions to develop or use OER?

- If so:
  - Is OER funding prioritized for courses most commonly offered through dual enrollment programs?
  - Are there other OER development/adaptation/training needs not met by the state's current funding approach, that if met, would broaden availability of and access to dual enrollment courses?
- How can my institution or office advocate for funding or enhanced funding to support local OER implementation, including for dual enrollment courses?

## OER Repositories

### Rationale

Liberal arts dual enrollment courses are typically high-demand courses, as such courses often fulfill general education requirements across multiple public postsecondary institutions in a state. Courses in state OER repositories are likewise often these same high-demand courses, including general education courses. Faculty can build on existing OER rather than starting from scratch when developing or adapting course materials. Well organized and maintained repositories make it easier for faculty to locate existing OER for adaptation and remixing.

### Current Policy Landscape

While some states mandate in statute or policy that a state establish an OER repository, other states have developed an OER repository through a grassroots approach, either through a state agency or an institution leading state OER implementation efforts. As a result, it is unclear how many states have statewide OER repositories. State-level OER repositories that have been identified vary substantially in the depth and number of subject areas for which they maintain OER. Some focus on OER for courses applicable to general education requirements and the most popular liberal arts majors, while others have extensive STEM and CTE OER. While some state OER repositories primarily offer digital textbooks, others broaden availability to other types of OER, including complete courses.

[Louisiana](#) (Louisiana Library Network [LOUIS], n.d.-b) is the only known state whose OER repository includes OER explicitly for dual enrollment courses. Meanwhile, [Kansas](#) (Kansas Board of Regents, n.d.) and [Ohio](#) (Ohio Open Ed Collaborative, n.d.) maintain OER repositories containing general education and statewide transfer courses that are widely offered as dual enrollment courses.

However, it remains unclear whether state OER repositories offer courses broadly transferable to general education or lower-division major requirements statewide. These broadly transferable and applicable courses are those that will provide the greatest benefit to dual enrollment students once they matriculate after high school, given the data indicating that dual enrollment students often do not matriculate at the institution (or one of the institutions) from which they earned dual credit.

### **What It Can Look Like**

States might examine their postsecondary transfer policies to identify lower-division courses that are commonly offered for dual credit, namely broadly transferable and applicable to general education requirements or lower-division major requirements statewide. States might then flag in state-level OER repositories the courses that fulfill general education requirements or lower-division major requirements across public two-, or two- and four-year institutions in the state.

Ideally institutional, state, or broader OER repositories are paired with approaches to ensure quality and accessibility for users with disabilities, as well as communications and marketing strategies to make sure faculty are aware of such resources.

### **Guiding Questions**

- Does my state and/or institution maintain an OER repository?
- If so:
  - Are faculty and staff in my institution or state, including those engaged in dual enrollment programs, aware of OER repositories?
  - Is it easy for faculty to upload OER to this repository? Is uploading to the repository included in broader faculty training on use of OER?
  - Is there any quality control mechanism for OER migrated to this repository?
- If not (or even if so): How can my institution or office advocate for changes to improve access and quality in my state or institution's OER repository?



## Conclusion

Traditional hard-copy postsecondary textbooks are typically significantly more expensive than high school textbooks, and in many states, students are responsible for paying for dual enrollment textbooks. Consequently, the use of OER in dual enrollment programs holds the potential to significantly increase dual enrollment participation.

Many states in recent years have adopted policies intended to broaden dual enrollment access and participation, by reducing or eliminating student-borne tuition costs, encouraging or requiring high schools to offer dual enrollment coursework, and broadening program eligibility requirements to allow for multiple measures. Yet few states have adopted policies or goals explicitly encouraging the use of OER in dual enrollment offerings.

To further expand equitable access to and participation in dual enrollment programming, states and institutions should revisit their dual enrollment and OER policies and funding models to incent or recommend the use of OER in college courses delivered to high school students, through various levers identified in this report.

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