

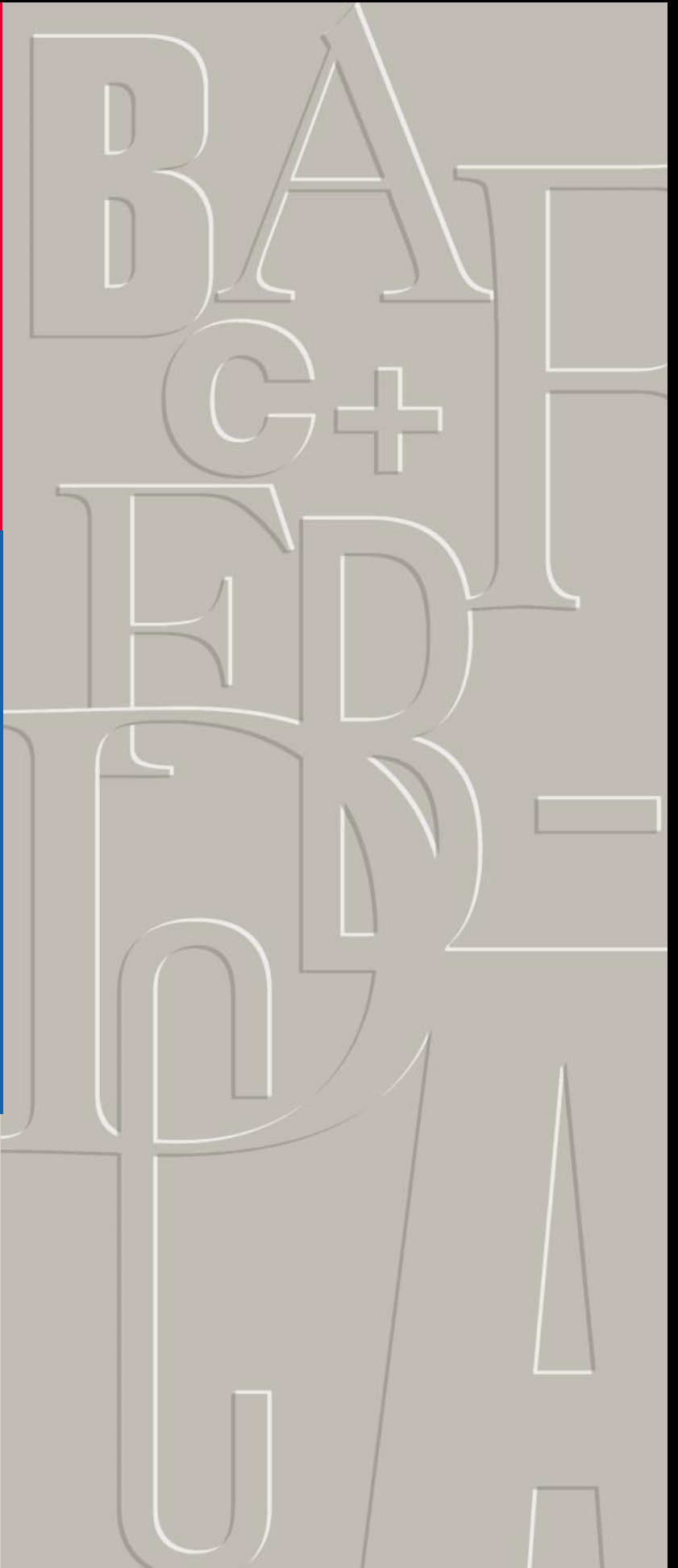
MEASURING UP

2002

**THE STATE-BY-STATE REPORT CARD
FOR HIGHER EDUCATION**



**THE NATIONAL CENTER FOR
PUBLIC POLICY AND
HIGHER EDUCATION**



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PUBLIC POLICY AND
HIGHER EDUCATION**



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Visit www.highereducation.org to:

- Download the entire report
- Create your own comparisons for any states on any data included in *Measuring Up 2000* and *2002*
- Get reference information about indicators, calculations and grading
- For more information about this Web site, see page 190

To order *Measuring Up 2002*, call 1-888-269-3652. Single copies are available for \$25.00.

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The National Center for Public Policy and Higher Education is an independent, nonprofit, non-partisan organization. It is not affiliated with any government agency, political party, or college or university. The National Center conducts policy research and fosters public awareness and discussion of public policy issues affecting education and training beyond high school. The purpose of the National Center's studies and reports, including *Measuring Up 2002*, is to stimulate public policies that will improve the effectiveness and accessibility of higher education.

The National Center was established in 1998 with founding grants from The Atlantic Philanthropies and The Pew Charitable Trusts that supported the initiation of its programs, including the state-by-state report card. These grants enabled the National Center to launch the report card project, to design its methodology, and to test its feasibility through a ten-state prototype. The Ford Foundation has also provided core and specific project support to the National Center. Refinement of the report card methodology, extension of it to all 50 states, and the publication and dissemination of *Measuring Up 2002* has been made possible by a major grant from the John S. and James L. Knight Foundation that has been matched by The Atlantic Philanthropies, the Carnegie Corporation of New York, the John D. and Catherine T. MacArthur Foundation, The Pew Charitable Trusts, and the William R. Kenan, Jr. Charitable Trust, respectively. A grant from The Andrew W. Mellon Foundation supported an external, independent review of the report card data and methodology.

Measuring Up 2002 was made possible by these grants. The statements and views expressed in this report, however, do not necessarily reflect those of the funders, and are the responsibility of the National Center for Public Policy and Higher Education.

ACKNOWLEDGMENTS

The National Center for Public Policy and Higher Education is grateful to many individuals and organizations for their advice and assistance in the development of *Measuring Up 2002*. The responsibility for creating, developing, and producing the report card, however, rests entirely with the National Center.

The National Center was advised on the second report card on state performance in higher education by an independent Review Group (for members, see sidebar) established shortly after the release of *Measuring Up 2000*. Many members of the Review Group served on the original report card feasibility study committee in 1998-99 and on the first National Advisory Panel from 1999 to 2000. The Review Group invited suggestions for improvement from all 50 states and from national and regional organizations. They also made final recommendations to the National Center's Board of Directors in June 2002 for the adoption of improvements, changes, and grades for *Measuring Up 2002*.

In addition, the National Center convened a special advisory committee on affordability, a subject to which the Board of Directors and the Review Group asked the National Center to give special attention. Members of the National Advisory Committee on Affordability reviewed the methodology and indicators for affordability and made recommendations for improvement. They include: Sandra Baum, Skidmore College; David W. Breneman, University of Virginia; Lawrence E. Gladieux, Virginia; Donald E. Heller, The Pennsylvania State University; Dennis P. Jones, National Center for Higher Education Management Systems; and Thomas J. Kane, University of California, Los Angeles.

The National Center also thanks Dennis P. Jones and Karen Paulson, National Center for Higher Education Management Systems, for their guidance in helping states follow-up on the report card agenda in *Some Next Steps for States: A Follow-up to Measuring Up 2000*. Thanks also go to Alisa F. Cunningham and Jane V. Wellman of the Institute for Higher Education Policy for their follow-up analysis in *Beneath the Surface: A Statistical Analysis of the Major Variables Associated with State Grades in Measuring Up 2000*, and to Mario Martinez, New Mexico State University, for his analysis of state performance in *Supplementary Analysis for Measuring Up 2000: An Exploratory Report*. These findings were published by the National Center and presented to the *Measuring Up 2002* and Beyond National Review Group.

The National Center is also indebted to Paul Lingenfelter, Chris Rasmussen, and Hans L'Orange at the State Higher Education Executive Officers for their support and survey of state higher education officers related to recent higher education budget and tuition changes.

Special analysis of data was completed by the National Center for Higher Education Management Systems. The National Center is grateful especially to Peter Ewell, vice-president; Dennis Jones, president; Patrick Kelly, senior associate; and John Clark, data analyst.

Measuring Up 2002 and Beyond National Review Group

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The National Center is also grateful to Peg Miller, director of the National Forum on College-Level Learning, for her leadership on the National Forum and the College-Level Learning project.

The National Center thanks Gordon Davies, former president, Sue Hodges Moore, interim president, and Christina E. Whitfield, associate for research and information, all of the Kentucky Council on Postsecondary Education, for their support in providing data on Kentucky related to college-level learning.

The National Center is indebted to the following individuals for assistance with data and methodology: Rolf Blank and Doreen Langesen, Council of Chief State School Officers; Sandra Byberg, Internal Revenue Service; Edward Colby and Julie Noble, ACT, Inc.; Aurora M. D'Amico, Charlene M. Hoffman, Frank B. Morgan, Janice Plotczyk, and Thomas D. Snyder at the National Center for Education Statistics; Arnold Goldstein, National Assessment of Educational Progress; Barry Goldstein, Daniel T. Madzelan, and Maria Rojzman at the U.S. Department of Education; Jennifer Hamilton, Westat; Philip G. Handwerk, Educational Testing Service; Larry Stern, Imin Hung, Mark Kolanowski, and Yupin Bae, Pinkerton Computer Consultants, Inc.; Steve Kotten, the College Board; Sen Qi, GED Testing Service, American Council on Education; and David W. Wright, Wichita State University.

Frank Bowen, senior consultant to the National Center; Thad Nodine, Nodine Consulting; and Mary Kay Martin assisted in editing drafts of the report card. Dennis Caldwell, Creative Only, provided the design for the report.

Patricia A. Hofmeister, Transcriptions Plus; Mae Kaven, the Last Detail; Todd Sallo; and Abigail Stryker provided proofreading and data entry services.

Chris Hoffman, Seminar Graphics, and Linda Vanderhule and Kathleen Coles from Laser Works provided production services. Thanks to Tim Foley for providing graphics support. Printing and letter-shop services were provided by Leslie Kaufman, Quebecor World. Maria Karallas and Manos Spyridakis of Web First and Michael Shannon of NETView Communications provided Web site development and support.

William Tyson of Morrison & Tyson Communications advised and assisted the National Center on the communications of *Measuring Up 2002*.

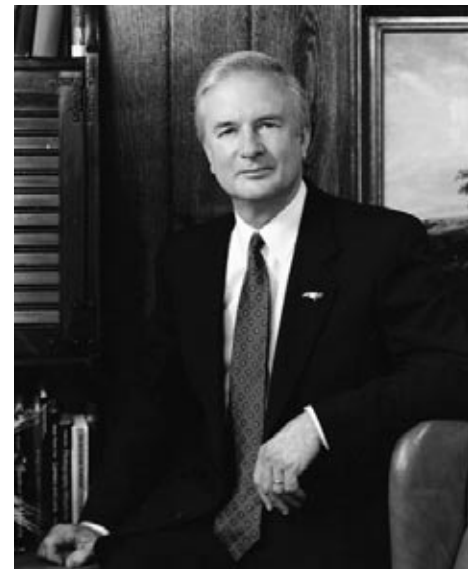
At the National Center, Vice President Joni Finney was responsible for leadership and direction of *Measuring Up 2002*. Mikyung Ryu was the lead analyst and project manager for the report card. William Doyle, also a lead analyst, assisted in data interpretation and the development of the affordability measures. Blake Naughton provided research and technical support throughout the project. Heather Jack led the National Center's communications planning. Jill De Maria led the production, web development, and editorial process and Shawn Whiteman led the dissemination of the report. Daphne Borromeo assisted in communications and proofreading, Stacey Zis provided research support, and Noreen Savelle and Sue Murphy assisted in proofreading, dissemination, and the release event.

FOREWORD

By James B. Hunt Jr.

MEASURING UP 2002 IS THE SECOND in this series of biennial, state-by-state, 50-state report cards from the National Center for Public Policy and Higher Education. Our goal in issuing these report cards is to assist states in improving higher education opportunity and effectiveness.

Measuring Up 2002 updates *Measuring Up 2000*. As in the earlier report, state higher education systems are evaluated, compared, and graded in five categories of performance: preparation, participation, affordability, completion, and benefits. All states are given an Incomplete in the sixth category, learning, due to the lack of relevant information on which to base the grades. In assessing performance, these report cards include the contributions of public and private, two- and four-year, nonprofit and for-profit institutions that offer education and training beyond high school in each state.



As with the earlier report, the grades in *Measuring Up 2002* are important because they tell each state how it compares with others, and they challenge each state to raise its performance. This new report, however, adds a new and critical dimension: each state can now compare its own results with those in the earlier edition, *Measuring Up 2000*. Every state should seek to raise its performance vis-a-vis the rest of the nation and to improve its earlier performance—much as a marathon runner strives to win each race while

constantly improving his or her personal best time. The public, as well as state and education leaders, can now use these report cards for both purposes.

We know that dramatic changes in the most complex state policy and educational areas seldom occur in two years. But two years is often sufficient to reveal whether or not we are moving in the right direction.

“The largest gains since the 2000 report are in the first graded category, preparing young Americans to be able to enroll and succeed in college.”

Measuring Up 2002 gives elected officials, educational and civic leaders, and the general public in each state much of the information they need to determine the direction of performance.

Supplemented by state-specific data, this report can, we believe, tell them whether they are making headway, are stalled, or are regressing in meeting the educational needs of their residents.

Three Overall Messages in *Measuring Up 2002*

Looking at all 50 states, I draw three conclusions from *Measuring Up 2002* about the status of American higher education.

First, and most encouraging, is that the largest gains since the 2000 report are in the first graded category, preparing young Americans to be able to enroll and succeed in college, core elements of college opportunity and quality. More young Americans—although still not nearly enough—are now taking high school courses that prepare them for college.

- Massachusetts had the best overall performance in college preparation.
- In 30 states, student preparation for college improved.

- Seven states—Kentucky, Maine, Minnesota, North Carolina, Oregon, Tennessee, and Virginia—

improved on five preparation indicators: young adults earning a high school diploma or a GED diploma by age 24, 8th graders' proficiency on math, low-income 8th graders' proficiency on math, high school students taking and scoring well on college entrance exams as well as the Advanced Placement tests.

- West Virginia led the nation in increasing the numbers of high school students taking upper-level math and science courses, as well as the number of 8th graders taking algebra.

Because many states made progress in preparation, their gains did not always result in higher grades.

These improvements, however, clearly signal that these states are on the right path. Nonetheless, progress across the United States has been slow and there are many state examples of backsliding as well as improvement. Also, opportunities to take a challenging high school curriculum that prepares young students for college-level work are unevenly distributed among states and within them, even within states that perform best.

Second, for the nation as a whole, comparisons with the prior report card, *Measuring Up 2000*, were mixed. Although preparation for college has improved, the proportion of Americans participating in college-level education and training has not. Some states experienced leveling off or even slippage in college participation. Improvements in the completion category were slight, and the addition of a measure of six-year baccalaureate degree completion rates did not markedly improve grades. State performance on affordability measures improved, but most of the progress made in the period covered by this report card (2000 and prior)

“Although preparation for college has improved, the proportion of Americans participating in college-level education and training has not.”

may well have been lost in the months immediately preceding the release of *Measuring Up 2002*, as many states have responded to revenue shortfalls with steep tuition increases and insufficient investments in student financial aid (see William Trombley's essay on page 60).

“Higher education opportunity and its benefits remain unevenly distributed among states.”

Third, our major finding confirms that of the earlier report card: Higher education opportunity and its benefits remain unevenly distributed among states. The chances of any American to be adequately prepared for college, to find affordable college opportunity, and to enroll in and complete a program of education or training beyond high school vary enormously from state to state and within states. Far too often, the accidents of geography, income and race still trump talent and motivation.

It is noteworthy that two states—Kentucky and Utah—have improved their performance in all five categories since *Measuring Up 2000*, setting a standard of improvement for the other 48 states.

Some Progress in Measuring Student Learning

Measuring Up 2002, as did its 2000 counterpart, gives each state an “Incomplete” in student learning. Few would dispute that learning is the most important outcome of higher education, but states lack sufficient information about it to make national comparisons similar to those in the other five graded categories. This was the case in 2000 and it remains so in 2002.

We have now, however, started to address this issue. In late 2001, and with the support of The Pew Charitable Trusts, an invitational National Forum on College-Level Learning was convened to discuss the problems of the

“Incomplete.” The attendees—business leaders, governors and former governors, and higher education leaders—agreed on the importance, even urgency, of gathering better information about the knowledge and skills of college graduates. They considered both short- and long-term ramifications and strategies, which Margaret Miller and Peter Ewell describe in their essays in this report (see page 69). The short-term question is what can be known by using information that is available or can be produced at the state level. As the National Forum recommended, we have begun in *Measuring Up 2002* with a single-state prototype.

As we were seeking to develop a prototype, we needed a state that would volunteer to focus on college-level learning. We sought a pioneer that would move beyond the known, conventional proxies—certificates, degrees, and credit hours—to the less explored territory of knowledge and skills. As has so often been the case in recent years, the State of Kentucky and Governor Paul Patton were willing and able to offer national leadership in a key area of higher education reform. Governor Patton had participated actively in the National Forum and supported its recommendations. The Kentucky example that is featured in *Measuring Up 2002* (see page 79) is a first step in the long journey toward a direct focus on the “education capital” that results from education and training beyond high school. The focus is necessary, for knowledge and skills are integral to our civic life as well as our economic well-being in the competitive, knowledge-based, global marketplace of the 21st century. We will add additional states and information about student learning in future report cards. On behalf of the National Center, I extend my appreciation to Governor Patton and the State of Kentucky for their leadership.

Conclusion

In *Measuring Up 2002*, we find significant improvements in preparation for college and very modest improvements and declines in the other performance areas. The substantial gains in preparation suggest that

“America’s promise is to offer high-quality education and training beyond high school for all who can benefit.”

the school reform movement is beginning to pay off, and they confirm our conviction that educational progress is possible when the states and the nation focus attention, investment, and leadership on it. But much remains to be done. The schools have been and remain the nation’s highest priority, and their improvement is a necessary, although not sufficient, condition for greater college opportunity and

effectiveness. America’s promise is to offer high-quality education and training beyond high school for all who can benefit. *Measuring Up 2002* shows that this remains a promise unfulfilled—one that requires the sustained attention of state policy leaders.



James B. Hunt Jr.
Chair, The National Center for Public Policy and Higher Education
Former Governor of North Carolina

INTRODUCTION

By Patrick M. Callan

TWO PERSPECTIVES have informed our work at the National Center for Public Policy and Higher Education since its inception in 1998:

- The prospects—economic, civic, and social—of individuals, communities, states, and nations depend as never before on the availability and effectiveness of education and training beyond high school; and
- The primary public policy responsibility for American education resides with the states.

These perspectives converge in the *Measuring Up* series of state-by-state, 50-state report cards published by the National Center every two years. We have created this series to encourage and support state leaders in their efforts to expand and improve college-level opportunity and effectiveness—a challenge in every state. In *Measuring Up 2002*, as in *Measuring Up 2000*, indicators and grades are used to evaluate and compare the educational condition of each state's population—how well the people of the state are being served by education and training after high school. We seek the attention of the public and state leaders on issues of *performance* by focusing on *statewide educational results* rather than on particular colleges and universities. And we encourage a focus on results, not on effort, reputation, or input proxies.

Americans enroll in—and support—an impressive array of some 4,000 public and private colleges and universities for many reasons. Not the least of these is the strong relationship between higher education opportunity and employment that supports a middle-class life. For individuals, education and training beyond high school have become a virtual prerequisite for full participation in the economic, civic, and social benefits of our nation. Moreover, nations, states, and communities now require a college-educated populace in order to compete in the global economy. These are the realities of the knowledge-based global marketplace—realities grounded not in the pronouncements of educators or government policymakers or researchers, but in labor markets.

Recent reports based on the 2000 census offer powerful confirmation of the relationship of college education to the economic prospects of individuals:¹

- Two groups of Americans have not participated in the economic gains of the past 25 years: those with only a high school education, whose real incomes have remained flat; and those who have not completed high school, whose real incomes have actually decreased.
- The incomes of individuals with some college education, associate degrees, bachelor's degrees, and advanced degrees have increased both in real terms and in comparison with those with less education. For example, in 1975 the annual income of a worker with a bachelor's degree averaged 1.5 times that of a high school graduate. By 1999, the advantage had increased to 1.8 times.
- Compounded over a lifetime, these differences in educational level represent average lifetime earnings of \$1.2 million for a high school graduate, \$1.5 million for those with some college education but no degree, and \$2.1 million for bachelor's degree holders.
- These “premiums” for college education grew during the 1990s, while the numbers of Americans who attended and completed college were also increasing.

The demand for higher levels of knowledge and skills threatens to outpace supply. Demographic and economic data project slow growth of the labor force, as the baby-boomers retire and as the demands for college-educated workers grow. Labor shortages could be felt as the economy emerges from the current recession, and may well persist for two decades. Even the most conservative workforce projections predict a significant shortage of qualified workers between now and 2020 in jobs that will require at least some college.²

“Willing or not, our nation and its states are in an international economic race to develop human talent—to raise the knowledge and skill levels of societies and communities.”

What, one may ask, does all this talk of labor markets, demand and supply, and the world economy have to do with the indicators and grades in *Measuring Up 2002*? The answer is everything. Willing or not, our nation and its states are in an international economic race to develop human talent—to raise the knowledge and skill levels of societies and communities. In this country at least, winning that race will require economic growth and employment that will maintain and enhance middle-class lifestyles. In contrast to earlier

Profile: American Higher Education

Colleges and Universities

- Four thousand colleges and universities offer degree-granting programs.
- 15% are public 4-year institutions.
- 26% are public 2-year institutions.
- 43% are private 4-year institutions.
- 16% are private 2-year institutions.

Students

- Thirteen million students are enrolled at the undergraduate level.
- 42% attend public 2-year colleges and universities.
- 38% attend public 4-year colleges and universities.
- 20% attend private 2- and 4-year colleges and universities.
- Forty percent of undergraduates are enrolled part-time.
- One third of all undergraduates are older than 24 years of age; 70% of this group are enrolled part-time.
- One third of all undergraduates are non-white; non-white students are more likely than white students to be enrolled part-time.

Appropriations for Higher Education

- State and local governments provide about \$66 billion annually for higher education, an increase of 26% (in constant dollars) since 1992.

Sources: For institutions and students: U. S. Department of Education, *Digest of Education Statistics 2001* (Washington, D.C.: 2002). For appropriations: Center for Higher Education and Finance, *Grapevine: A National Database of Tax Support for Higher Education*, State Higher Education Appropriations, 1992–93 and 2000–01 (Normal, IL: Illinois State University).

times, the broad dispersion of higher levels of knowledge and skills—not just the education of a small number or an elite—is required by this new knowledge-based, global economy. The *Measuring Up* series tracks the performance of states in meeting this challenge.

■ *Measuring Up 2000* and *2002* examine higher education as it affects the lives of most Americans—including, but not limited to, the handful of students who attend an elite college or university. Most Americans, however, rely on public colleges near their homes, and many attend part-time. The national picture of higher education as it serves *all* Americans is reflected in the *Measuring Up* grades; it is one of unevenness and even mediocrity.

■ The reputation of American higher education as “the best in the world” is derived from that of a few elite institutions and from the research contributions of a small number of universities. This reputation has little to do with higher education as most Americans experience it.

■ International comparisons confirm that other nations have emulated, pursued, and, in some instances, surpassed the United States. Despite some improvements in the past decade, our country is not the world leader in providing college access or in college degree attainment.³ Other nations are responding more rapidly and more effectively to the need to raise the education and skill levels of their populations through college-level education and training.

Our policymakers and our colleges and universities are confronted with a major shift—and one that will bear greatly on our economic and civic vitality in the early decades of the 21st century. We must reappraise the prevalent *de facto* approach of educational and public policy that guided the nation for 50 years after World War II. Roberts T. Jones, president of the National Alliance of Business, puts the challenge well:

“The academy’s long-standing emphasis on identifying and promoting the very best students directly conflicts with the growing moral and economic imperative to maximize the academic achievement of all students. Even the most rigorous programs and courses will be judged less by the numbers of students they ‘weed out’ and more by their ability to educate the greatest number to the highest standards.”⁴

As a nation we recently determined that we could leave no child behind educationally. The lesson of the knowledge-based, global economy is that establishing—and even achieving—this goal is only a first step. A second step is needed: Many more adults must be much *better* educated *beyond high school*. Without this next step, harsh economic consequences will befall undereducated individuals, states, and communities. The mediocre national results and modest improvements reported in *Measuring Up 2002* strongly suggest that states and the higher education system are underperforming in meeting today’s educational, economic, and civic needs.

Three further observations:

■ State financial support for both public schools and colleges grew during the 1990s. Increased appropriations for schools were usually closely connected to explicit public policy goals, such as raising student achievement and teacher quality. In contrast, increases for colleges usually lacked such an

explicit policy base. This difference might partially explain why the greatest improvements shown in *Measuring Up 2002* are found in the area of preparation.

- A not-uncommon belief is that the underperformance of higher education will automatically self-correct if preparation improves. This myth is not supported by *Measuring Up 2002*. Improved preparation is clearly one of the conditions for higher education improvement, but major gains are unlikely without sustained, strategic attention to ensuring college access, to keeping cost and price affordable, and to improving student persistence and completion.
- Although this report does not deal with the current recession or its impact, the state budgetary travails of recent months point to an ongoing dilemma for policy makers and higher education leaders: Appropriations are “discretionary” in state budgets, and during recessions this status often permits disproportionate reductions in higher education budgets and steep tuition increases. However, college is no longer discretionary for Americans who aspire to employment that will lead to a middle-class life for themselves or for their children.

Measuring Up 2002, then, presents a portrait of states and their colleges and universities in transition between great successes in the second half of the 20th century and the emerging unfamiliar demands of the 21st. I believe that two aspects of this transition are critical. *First*, in the recent past,

education and training beyond high school was just one of many routes to the American middle class. Now, for most Americans, the alternative routes available to earlier generations no longer exist. *Second*, earlier policies promoted broad access and college opportunity, albeit somewhat poorly defined, for many, and excellence for a selected few. Now, I believe, policies must recognize that there are many dimensions of excellence, and that college opportunity must be a vehicle for raising the knowledge and skill levels of most adults.

“We must reappraise the prevalent *de facto* approach of educational and public policy that guided the nation for 50 years after World War II.”

Notes:

¹ Jennifer Cheeseman Day and Eric C. Newburger, Current Population Reports, *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings* (Washington, D.C.: U. S. Census Bureau, July 2002).

² Anthony P. Carnevale, “The Economic and Demographic Roots of Education Reform,” in *National School Board Journal* (NSBA), October 2001, p. 4. “Tomorrow’s Jobs,” reprinted from the *Occupational Outlook Handbook*, 2002–2003 Edition (Washington, D.C.: U. S. Department of Labor, Bureau of Labor Statistics, February 2002, Bulletin 2540-1).

³ Organisation for Economic Co-Operation and Development, *Education at a Glance: OECD Indicators* (Paris, France: 2001 Edition).

⁴ Roberts T. Jones, “Facing New Challenges: The Higher Education Community Must Take the Lead in Addressing the Dramatic Pace of External Change,” in *National CrossTalk*, Vol. 10, No. 3, Summer 2002 (San Jose, CA: National Center for Public Policy and Higher Education), p. 10.



For the past six years, Governor Paul Patton of Kentucky has initiated and implemented a far-reaching state program of reform and strategic investment in higher education—the most ambitious in the nation. He is currently the chair of the National Governors Association.

A Message from Governor Paul Patton:

I AM PLEASED TO JOIN Governor Jim Hunt and the National Center for Public Policy and Higher Education in the release of *Measuring Up 2002*.

This report card challenges states and their leaders, as it challenges America, to respond to the demands of a knowledge-driven, global economy. It challenges higher education leaders to articulate a vision of higher education that is more responsive, more efficient, and more relevant to today's realities and tomorrow's needs. Our workers must now compete with workers the world over. To compete successfully, we must advance our mental power. Only higher education can equip our people with the knowledge and skills that will make us productive in the new economy.

In Kentucky, we have accepted these challenges. We recognize the pivotal role that education and training beyond high school must play in laying the foundation for economic opportunity, prosperity, and a high quality of life in the 21st century. The core of our agenda parallels that of *Measuring Up*: enhancing college preparation for more of our people; enrolling more of our residents in education and training beyond high school; encouraging those enrolled to complete their programs; keeping our colleges affordable; and gaining the economic and civic benefits that characterize a well-educated state. Our goal is to enhance the knowledge and skills of our population, not just increase the number of educational certificates and degrees. It was because of this goal that we volunteered enthusiastically to work with the National Center on student learning. The initial results are described in this report card. We have far to go and much still to learn, but *Measuring Up 2002* affirms that Kentucky has set the right course for more inclusive and effective postsecondary education.

Each state is unique, of course, but the agenda of the *Measuring Up* series is so broadly relevant a template that all can work within it. Kentucky is doing so, and so can every state and the nation. *Measuring Up 2000* stimulated and reinforced our drive for improvement in Kentucky, and it is being used for that purpose by many governors and legislators throughout America. I welcome the 2002 edition and particularly its emphasis on improvements by each state, as well as comparisons among states. I encourage my fellow governors, as well as legislators, business leaders, and colleges and universities to use *Measuring Up 2002* as a powerful tool for improvement.

Paul Patton
Governor, State of Kentucky

QUESTIONS AND ANSWERS ABOUT MEASURING UP 2002

Who is being graded in this report card, and why?

Measuring Up 2002 grades states—not individual colleges and universities—on their performance in higher education. The states are responsible for preparing students for higher education through sound K–12 systems, and they provide most of the public financial support—\$64 billion in 2001—for colleges and universities. Through their oversight of public colleges and universities, state leaders affect the number and kinds of education programs in the state. They determine the limits of financial support and often influence tuition and fees for public colleges and universities. They determine how much state financial aid to make available to students and their families, which affects students attending public and private colleges and universities. And state economic development policies influence the income advantage that residents receive from having some college experience or a college degree.

Why is a state-by-state report card needed for higher education?

Measuring Up provides state leaders with objective information they need to assess and improve higher education. After the publication of *Measuring Up 2000* two years ago, state leaders for the first time could objectively assess comparative information on state performance in higher education—information that helps identify the strengths and weaknesses of higher education in their state. Many state leaders have used this information as a starting point to gather additional performance information about higher education in their state, and to build support for improvements in higher education.

This newest report card on higher education (1) provides state leaders with a picture of the strengths and weaknesses of higher education in their state in relation to other states, and (2) identifies areas of improvement or decline since the last report card.

Who is this report card for?

Measuring Up was developed for governors, legislators, and other state officials charged with responsibility for higher education. It is also made available to higher education leaders, business leaders, the media, and members of the general public who care about the performance of higher education.

What is graded in the report card?

The report card grades states in six performance categories: academic preparation, participation, affordability, completion, benefits, and student learning.

Preparation measures how well a state's K–12 schools prepare students for college-level education and training. The opportunities that residents have to enroll in and benefit from higher education depend heavily on the performance of their state's high schools.

Participation addresses the opportunities for state residents to enroll in higher education. A strong grade in participation generally indicates that the state residents have high individual expectations for education and that the state provides enough spaces and types of educational programs for its residents.

Affordability measures whether students and families can afford to pay for higher education, given economic circumstances, financial aid, and the types of colleges and universities in the state.

Completion addresses whether students continue through their educational programs and earn certificates or degrees in a timely manner. Certificates and degrees from one- and two-year programs as well as the bachelor's degree are included.

Benefits includes the economic and societal benefits that the state receives as the result of having well-educated residents.

Learning is intended to address the level of educational capital that states possess as a result of their policies for education and training beyond high school. High performance in this category would indicate that states are developing talent to its fullest.

Why do all the states receive an Incomplete for their performance in student learning?

Measuring Up 2000 gave all states an Incomplete in student learning because there are no common benchmarks for student learning that would allow meaningful state-by-state comparisons. This year, *Measuring Up 2002* likewise gives all states an Incomplete in this area, for the same reason. However, recent efforts to develop better measures of college-level learning are promising (for more information, please see "A Message from Governor Paul Patton," page 18, "*Measuring Up* and Student Learning," page 69, and "Grading Student

WHAT'S NEW IN MEASURING UP 2002

There are two elements of state progress provided in *Measuring Up 2002*: grades and "Improvement since *Measuring Up 2000*" (for results, see the National Picture section, pages 24–34).

Grades measure a state's performance in relation to other states. An improvement in a state's grade shows that the state performed better compared to other states.

"Improvement since *Measuring Up 2000*" measures a state's progress in relation to its own previous results. This measure compares each state's results on the indicators in *Measuring Up 2000* to its results in *Measuring Up 2002*. If a state is described as making "improvement" in a performance category, then it made progress on the majority of indicators in that category.

NEW INDICATORS*

Preparation

K–12 Course Taking

12th graders taking at least one upper-level math course

K–12 Student Achievement

8th graders scoring at or above "proficient" on the national assessment exam in science

Completion

Completion

First-time, full-time students completing a bachelor's degree within 6 years of college entrance

Benefits

Economic Benefits

Increase in total personal income as a result of the percentage of the population with some college (including an associate's degree), but not a bachelor's degree

REVISED INDICATORS†

Participation

Working-Age Adults

25- to 49-year-olds enrolled part-time in some type of postsecondary education (previous definition included 25- to 44-year-olds)

Affordability

Reliance On Loans

Average loan amount that undergraduate students borrow each year (previous definition included all students rather than undergraduate students only)

* The weights of indicators within performance categories have been adjusted slightly to accommodate these new indicators.

† For detailed information on changes to these indicators, changes in calculating indicators, and other definitional issues, see Technical Guide: Documenting Methodology, Indicators, and Data Sources for *Measuring Up 2002* at www.highereducation.org.

Learning," page 73). The degree to which students' skills and abilities are improved as a result of states' policies for education and training beyond high school is perhaps the most important criterion for measuring state performance in higher education. The Incomplete in learning highlights a gap in our ability to make systematic state-by-state comparisons in this area.

How are states graded?

States receive grades in each performance category. Each performance category is made up of several indicators or quantitative measures—a total of 34 in the five categories. Grades are calculated based on each state's performance on these indicators, relative to other states (see page 23).

What information is provided but not graded?

The State Profiles provide important information that is not

graded—either because the data are not available for all the states or because the information, though useful, is not based on performance outcomes. For instance, the State Profiles highlight gaps in state performance in providing opportunities for various income and ethnic groups, and they identify substantial changes in state performance over the last ten years.

In addition, the "Improvement since *Measuring Up 2000*" information summarized in the National Picture section (pages 30–34), shows which states have improved their results in each performance category in the data years 1998 to 2000, and which states have not improved their results. This progress, while useful in tracking change within each state, is not included in grading.

Additional information—for instance, the state's population, the size of its economy and its system of higher education—that is helpful in providing a context for understanding performance is provided on the National Center's Web site at www.highereducation.org.

What sources of information are used to determine the grades?

All the information in *Measuring Up 2002* was collected from national, reliable sources, including the U.S. Census and the U.S. Department of Education. All data are the most current available for state-by-state comparisons (in most cases from 2000), are in the public domain, and were collected in ways that allow effective comparisons among the states. The technical guide (available at www.highereducation.org) has information about sources for each indicator.

What do you mean by "higher education"?

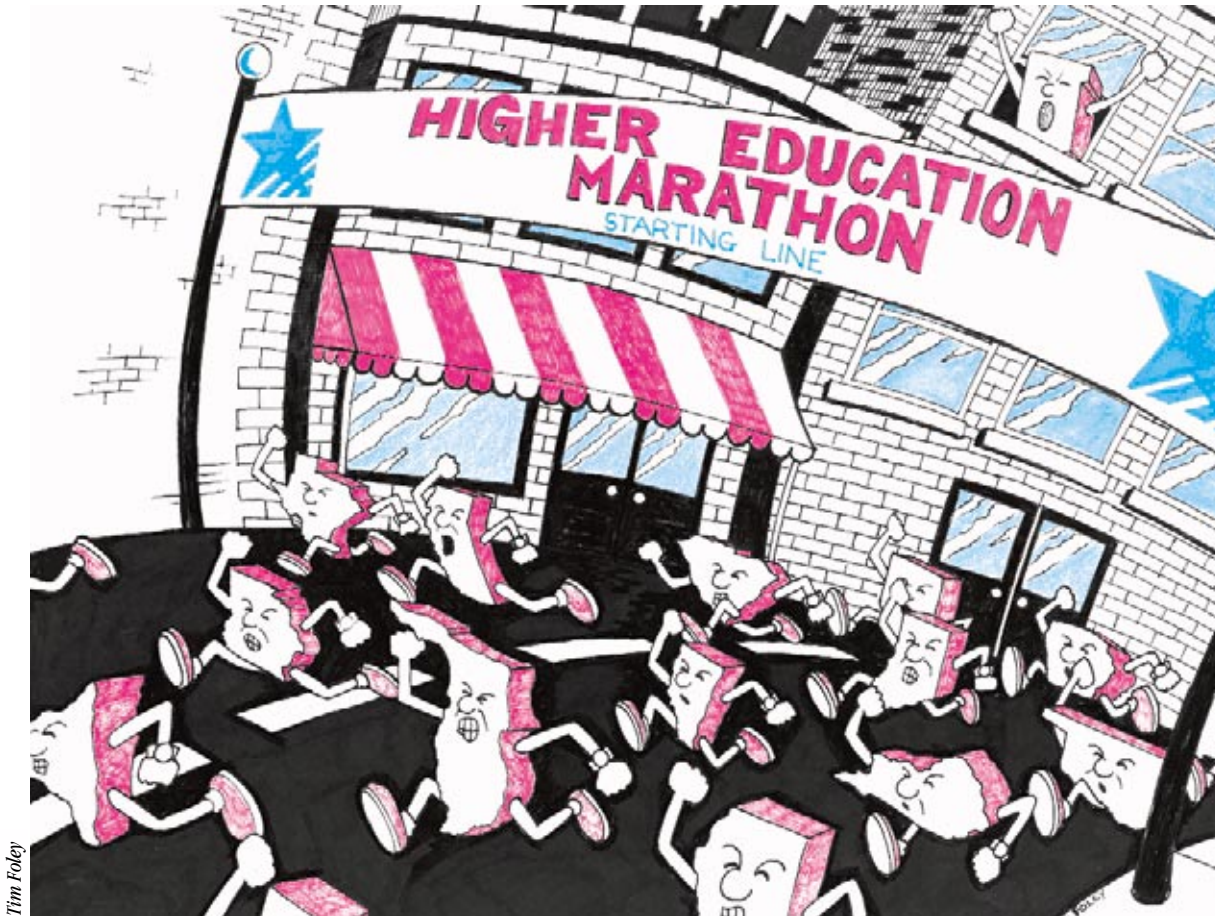
Higher education refers to all education and training beyond high school, including all public and private, two- and four-year, nonprofit and for-profit institutions.

Why are private institutions included in the report card?

Measuring Up provides states with an overall picture of their performance in higher education. Since private colleges and universities play a crucial role in providing opportunity and helping students achieve their educational goals, state higher education policy should be responsive to the opportunities offered by private institutions. Most states provide financial aid for students who enroll in either public or private colleges and universities; some states provide direct support to their private colleges. *Measuring Up* documents the effects these state policies have on opportunity for and achievement in higher education in the state.

Do states receive "credit" for effort or for facing difficult economic or educational circumstances?

No. The grades are based solely on performance. Since we base performance on outcome measures, states do not receive credit for effort or for facing difficult economic or educational



Tim Foley

circumstances, only for results. On the National Center’s Web site, however, “leading indicators” are provided in State Profiles, including economic projections and societal measures, to identify some of the long-term policy challenges facing the state.

Does *Measuring Up* take into account new state policies that have recently been introduced?

Measuring Up reports on performance and changes in performance. New state policies often do not change performance immediately. As these policies influence state results, changes will be reflected in the indicators and grades.

Is it possible for a state to receive a higher grade but to make “No Improvement since *Measuring Up* 2000”?

Yes. Since grades measure how states perform relative to other states, a state’s grade can improve or drop depending upon the performance of other states—even if its own results on the indicators, or performance measures, remain constant or decline.

Does the report card grade on a curve?

No. Grades are calculated by comparing each state to the best-performing states for each indicator.

What grading scale is used?

As shown in “How We Grade States,” the grades are based on the familiar 100-point scale: An “A” represents a score of 90 or above, and an “F” represents a score below 60 (see page 23).

Why do we include both five-year and six-year bachelor’s degree completion?

The five-year degree completion indicator refers to first-time, full-time students completing a bachelor’s degree within five years of finishing high school, whereas the six-year indicator refers to first-time, full-time students completing a bachelor’s degree within six years of enrolling in college. The six-year measure refers to all students, not just recent high school students entering college.

Does the report card use data unique to a particular state?

Measuring Up 2002 uses data that are comparable for all the states. As a result, some states may find that their own internal data present a fuller picture of the state’s strengths and weaknesses in higher education. The National Center encourages states to add their own data to the report card’s categories to create a more detailed picture of state performance.

What happens if data are missing for a state?

When information is not available on a particular indicator, we assume, for the purposes of grading, that a state is doing no better or worse on that particular indicator than it is on the other indicators in that performance category.

However, the report card uses the most recent data available. In the event that a state has reported data in *Measuring Up 2000*, but not in *Measuring Up 2002*, the data from *Measuring Up 2000* are used since they are the most recent data available for state-by-state comparisons.

Are there some sources that have not updated their data since the last report card?

Yes. For instance, in relation to the preparation category, the National Assessment of Educational Progress (NAEP) conducts surveys regularly but has not conducted surveys in reading and writing proficiency since *Measuring Up 2000*. Therefore, these indicator results remain unchanged. Also, in relation to the benefits category, the National Adult Literacy Survey (NALS) is now being administered as the National Assessment of Adult Literacy (NAAL), but its results are not yet available. For these indicators, results from the previous edition of the report card are reported in this edition as well.

To what extent do the grades reflect the wealth or the race and ethnicity of the state's population?

An independent analysis of *Measuring Up 2000* data showed that factors like wealth and economic vitality had about a 25% influence on grades, and that race and ethnicity had about a 10% influence. (See *A Review of Tests Performed on the Data in Measuring Up 2000*, by Peter Ewell, available at www.highereducation.org.)

How does the report card account for the migration of people across state lines?

Migration affects two of the performance categories: participation and benefits. One of the indicators in the participation category accounts for the migration of young people, but the other indicator, due to limitations in the collection of the data, does not. To provide a context for the grades in participation, please see net migration for each state reported in the State Profiles section of *Measuring Up 2002* on the National Center's Web site (www.highereducation.org). In the benefits category, states receive credit for having an

educated population since states reap the economic and societal rewards whether or not residents received their education in that state. With the exception of the benefits category, all other graded performance categories recognize states for developing rather than importing talent.

Does the report card evaluate graduate education and research?

No. Colleges and universities perform many valuable functions besides those measured in *Measuring Up 2002*, including research, graduate and professional education, public service, and economic development. *Measuring Up* focuses on education and training through the bachelor's degree because this is an area where all states have major policy responsibilities whether or not they have substantial commitment to other higher education functions. Systematic measures for the evaluation of research and graduate education are already available on a national basis.

How frequently are the report cards published?

Every two years. The next report cards will be released in 2004 and 2006.

How can I find out more about the report card or about my state's performance?

Visit the National Center's Web site at www.highereducation.org to:

- Compare any state with the best-performing states in each performance category.
- Compare states on their grades and indicator results in each performance category.
- Compare states on their improvement since *Measuring Up 2000*.
- Compare states on contextual information (such as demographic indicators and higher education appropriations).
- Identify gaps in state performance for ethnic and income groups.
- Download all or parts of *Measuring Up 2002*.
- Link directly to the sources that gathered the data.
- Obtain technical information for indicators, weights, and calculations.
- Find out more about the National Center for Public Policy and Higher Education.

HOW WE GRADE STATES

State grades (A, B, C, D, or F) in the five performance categories are based on that state's performance relative to other states.

Step 1. Identify indicators

Indicators, or measures, are selected for each performance category—preparation, participation, affordability, completion, and benefits. All indicators used in *Measuring Up*:

- are important in assessing performance in the category,
- are collected regularly by reliable, public sources that follow accepted practices for data collection,
- are comparable across the 50 states, and
- measure performance results.

Step 2. Weight indicators

Each indicator is assigned a weight based on its importance to the performance category.

Step 3. Identify top states for each indicator

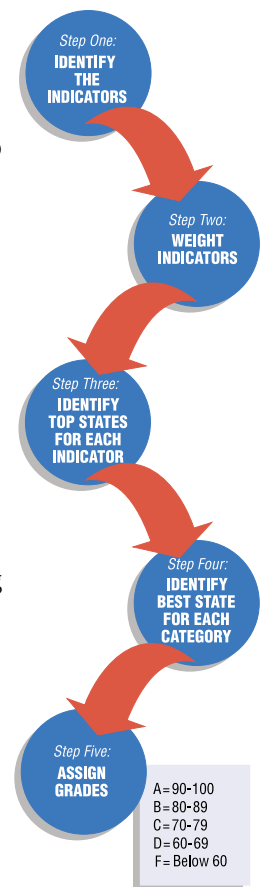
State results, or raw scores, on each indicator are converted to an “index” scale of 0 to 100, using the top five states as the benchmark. This establishes a high, but achievable standard of performance.

Step 4. Identify best state for each category

State scores for each category are calculated from the state's results on the indicators and the indicators' weights. These category scores are converted to a “category index” scale of 0 to 100, based on the performance of the top state in the category.

Step 5. Assign grades

Grades are assigned based on the category index scores, using a grading scale common in many high school and college classes.



HOW WE MEASURE IMPROVEMENT

“Improvement since *Measuring Up 2000*” (described as “Improvement” or “No Improvement”) measures a state's progress in relation to its own previous results.

1. Compare each state's results* on the indicators in *Measuring Up 2000* with its results on the indicators in *Measuring Up 2002*

Measuring Up 2000 provided results on 30 indicators, or measures, of state performance in higher education.

Measuring Up 2002 provides updated results for each state.

2. Determine whether the state's performance on each comparable indicator improved or declined since *Measuring Up 2000*

3. In each performance category, identify whether the majority of each state's results improved

With the weights of indicators taken into account, if the majority of a state's results increased, then the state made “improvement” in that performance category.[†] If the majority of a state's results did not increase or remained the same, then the state made “no improvement” in that performance category.

For more information about indicators and calculations, see *Technical Guide: Documenting Methodology, Indicators, and Data Sources* at www.highereducation.org.

* The results, or raw scores, are the numerical values that each state receives on each indicator. (To see how results are converted to grades, see “Grading,” page 189.)

† The “majority” here is a weighted majority. Each indicator is assigned the same weight as in grading (see “Grading,” page 189). The only exceptions are in those performance categories where indicators have been added or refined, or where updated state information was not available; in those cases, the weights are adjusted proportionately.