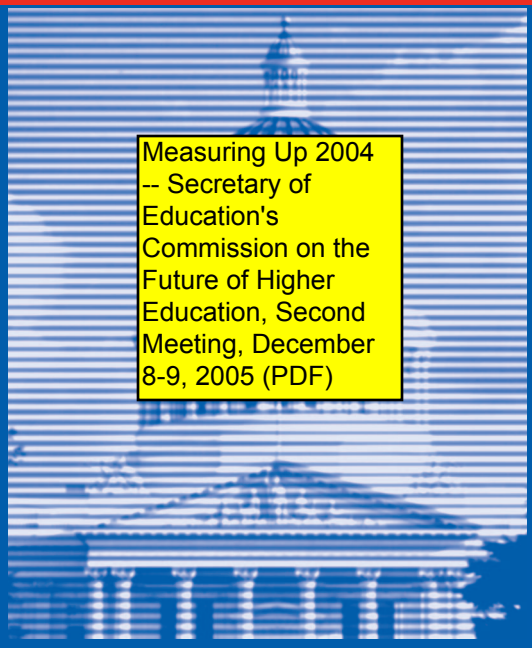
MEASURING UP 2004

THE NATIONAL REPORT CARD ON HIGHER EDUCATION



Measuring Up 2004 -- Secretary of Education's Commission on the Future of Higher Education, Second Meeting, December 8-9, 2005 (PDF)

THE NATIONAL CENTER FOR
PUBLIC POLICY AND
HIGHER EDUCATION

In Memoriam

Measuring Up 2004
is dedicated to

Clark Kerr
1911–2003

Howard "Pete" Rawlings
1937–2003

Founding Directors
The National Center for Public Policy and Higher Education

THE NATIONAL CENTER FOR
PUBLIC POLICY AND
HIGHER EDUCATION

The National Center for Public Policy and Higher Education is an independent, nonprofit, nonpartisan 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 of pressing public policy issues affecting education and training beyond high school. The purpose of the National Center's studies and reports, including *Measuring Up 2004*, 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 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 2000, 2002,* and *2004* have been made possible by a major grant from the John S. and James L. Knight Foundation that was 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. A grant from The Andrew W. Mellon Foundation supported an external, independent review of the report card data and methodology.

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Visit www.highereducation.org to:

- Download national and state reports
- Create your own comparisons for any states on any data included in *Measuring Up 2000, 2002* and *2004*
- Get reference information about indicators, calculations, and grading

For more information about this Web site, see back cover.

ACKNOWLEDGEMENTS

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 2004*. The responsibility for creating, developing, and producing the report card, however, rests entirely with the National Center.

The National Center was advised on the third report card on state performance in higher education by an independent review committee called "*Measuring Up 2004* and Beyond" Working Group (see sidebar).

The first report card, *Measuring Up 2000,* benefited from the advice of a National Advisory Panel. Members of the original panel as well as other advisors were convened in fall 2003 to review the suggestions received by the National Center during its process of soliciting advice about improving *Measuring Up*. Participants included: Robert Atwell, Florida; David W. Breneman, University of Virginia; Anthony Carnevale, National Center on Education and the Economy; Ronald R. Cowell, Education Policy and Leadership Center; Gordon K. Davies, National Collaborative for Postsecondary Education Policy; Alfredo G. de los Santos Jr., Arizona State University; Virginia Edwards, *Education Week*; Emerson J. Elliott, Virginia; Peter T. Ewell, National Center for Higher Education Management Systems (NCHEMS); Milton Goldberg, Education Commission of the States; Elaine H. Hairston, Ohio; Janet Hansen, RAND; Sue Hodges-Moore, Kentucky Council on Postsecondary Education; Dennis P. Jones, NCHEMS; Mario Martinez, University of Nevada; Margaret A. Miller, University of Virginia; Michael T. Nettles, Educational Testing Service; Alan Wagner, State University of New York at Albany; and Richard D. Wagner, Illinois.

In addition, the National Center convened special panels this spring to solicit advice on particular issues related to *Measuring Up*, specifically: adult literacy, teacher quality, and challenges to national data collection related to improving state performance. Participants included all members of the "*Measuring Up* and Beyond" Working Group, as well as: Larry Isaak, Midwestern Higher Education Compact; Paul E. Lingenfelter, State Higher Education Executive Officers (SHEEO); David A. Longanecker, Western Interstate Commission for Higher Education; Mario Martinez, University of Nevada; Christopher Mazzeo, National Governors Association; Thomas G. Mortenson, Postsecondary Education Opportunity; Stephen Reder, Portland State University; Alene B. Russell, Virginia; Ron Skinner, *Education Week*; Joan L. Wills, Center for Workforce Development; and William Zumeta, University of Washington.

A number of organizations hosted meetings for the National Center with their members in order to solicit suggestions and feedback for improving *Measuring Up*. We are indebted to the State Higher Education Executive Officers, the National Conference of State Legislators, the National Association of State Budget Officers, and the Education Commission of the States for their willingness to host meetings and convene their members to provide suggestions to improve *Measuring Up*.

The National Center would like to thank a special panel convened to conduct final reviews of state reports for *Measuring Up 2004*, including Dennis P. Jones, NCHEMS; Richard D. Wagner, Illinois; and Jane Wellman, Institute for Higher Education Policy.

In addition, the National Center thanks the state higher education executive officers and commissions in each state who reviewed the data used for grading in *Measuring Up 2004*.

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"*Measuring Up 2004* and Beyond" Working Group

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The National Center is grateful to Margaret A. Miller for her leadership as director of the National Forum on College-Level Learning. We offer special thanks to Peter T. Ewell, senior consultant to the National Forum on College-Level Learning, for data collection and analysis of learning in five states.

During the past year, several individuals have provided advice and feedback to the National Center and we are grateful for their contributions, including Julie Davis Bell, National Conference of State Legislatures; Gordon K. Davies and Terese Rainwater, Education Commission of the States; Paul E. Lingenfelter, SHEEO; Scott Pattison, National Association of State Budget Officers; and Frank Bowen, senior consultant to the National Center.

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William Tyson of Morrison & Tyson Communications advised and assisted the National Center on the communications of *Measuring Up 2004*.

At the National Center, Vice President Joni Finney was responsible for leadership and direction of *Measuring Up 2004*. Mikyung Ryu was lead analyst and project manager for the report card. William Doyle, Jennifer A. Delaney, and Stacey Zis also provided analytical leadership.

In addition, Mikyung Ryu wrote state reports and summarized national findings. William Doyle provided analytical leadership for the affordability measures, Jennifer A. Delaney wrote state reports and summarized findings, and Stacey Zis wrote state reports and developed Web text. Javier Serrano assisted in data analysis and review. William Trombley provided advice and feedback to staff on the project.

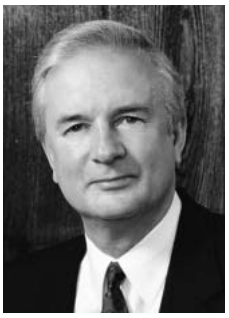
Heather Jack developed the National Center's communications plan, and Daphne Borromeo coordinated and implemented the plan.

Jill De Maria led the production, Web development, quality-checking, and editorial processes. Shawn Whiteman assisted in production and coordinated the dissemination of the report. Noreen Savelle and Sue Murphy assisted in proofreading, dissemination, and the release event. Gail Moore, Holly Earlywine, Meghan Swyt, and Thomas Gudeli contributed their expertise in proofreading and quality-checking of data.

FOREWORD

By James B. Hunt Jr. and Garrey Carruthers

Measuring Up 2004 is the third biennial report card on the performance of higher education in the nation and the states. As in its predecessors, each of the 50 states is graded and compared to other states along critical dimensions of college opportunity and effectiveness, from high school preparation through the bachelor's degree. In addition, this 2004 edition adds a new dimension, a ten-year retrospective, that assesses changes in performance since the early 1990s.



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

This series of *Measuring Up* report cards does not, we emphasize, assess the quality or prestige of particular colleges or universities. Rather, it gauges the educational health of the population of each state in terms of five categories of college opportunity and achievement:

- *Preparation:* How well are young people in high school being prepared to enroll and succeed in college-level work?
- *Participation:* Do young people and working-age adults have access to education and training beyond high school?
- *Completion:* Do students persist in and complete certificate and degree programs?
- *Affordability:* How difficult is it to pay for college in each state when family income, the cost of attending college, and student financial assistance are taken into account?
- *Benefits:* How do workforce-trained and college-educated residents contribute to the economic and civic well-being of each state?

Due to a lack of comparable information across states, we are still unable to grade a sixth category, *learning,* which is the most important outcome of higher education. However, we do report on the pioneering work of five states in addressing the need for state-level information about learning.

The most positive and encouraging finding of this report is in the new ten-year retrospective: Over the past decade, there has been a substantial increase in the proportion of high school students taking courses that prepare them for college. Although the country has far to go in public school improvement, many high schools have strengthened the preparation of their graduates for college. This important accomplishment is the direct result of reform efforts of state and public school leaders.

Garrey Carruthers
Vice Chairman, The National Center for Public Policy and Higher Education
Former Governor of New Mexico

The rest of the story told by *Measuring Up 2004* is less encouraging and will, we suspect, come as a shock to many Americans. The improved preparation of high school graduates for college has not brought about commensurate gains in college participation or in completion rates of associate or baccalaureate degrees. Also, paying for college has become increasingly difficult for most American students and families; the cost of college, even with financial aid, represents a larger share of the income of most American families than it did ten years ago. In short, the nation's progress toward college opportunity and effectiveness has stalled.

We find it ironic and discouraging that this national plateau occurs at a time when the knowledge-based global economy is stimulating other nations to challenge the United States' previously unqualified world leadership in higher education. According to the most recent international studies, several nations have overtaken the United States in important measures of college participation and attainment. The momentum for their improvement derives from the understanding that nations with the best-educated populations will have major advantages in the intensified global economic competition. Conversely, the twenty-first century economy relentlessly punishes undereducated nations, states, communities, and individuals.

Measuring Up 2004 is a "wake-up call" for our country. We are all justifiably proud of our colleges and universities, but the inescapable fact is that America is underperforming in higher education. Following the path of the past decade will take us to the wrong destinations: diminished opportunities for many Americans and greater economic vulnerability for the country and the states.

The state report cards that accompany *Measuring Up 2004* offer many examples of positive change. But the fundamental finding is that the nation has stalled in the development of human talent through college opportunity. The substantial gains in the preparation of young Americans for college demonstrate that sustained leadership and commitment can raise the educational performance of schools. The message of this report card is that the country and the states must commit to parallel efforts and to a comparable sense of priority and urgency in higher education.

A MESSAGE

From Governor Mark R. Warner

I am pleased to join Governors Jim Hunt and Garrey Carruthers and the National Center for Public Policy and Higher Education in the release of *Measuring Up 2004*.

Like most Americans, I take enormous satisfaction in the accomplishments of our colleges and universities. I am particularly proud of higher education in the Commonwealth of Virginia. Yet, as *Measuring Up 2004* makes clear, the achievements of the past do not justify complacency. The states and the nation face a challenging agenda if we are to meet the needs of our democracy for an educated citizenry, of individuals for educational and economic opportunity, and of both for competitiveness in the global economy. There is much to be done.

Mark R. Warner
Governor, Commonwealth of Virginia
Chairman, National Governors Association

In Virginia, we are moving to address these challenges. Specifically, the Commonwealth and its higher education institutions are focusing on:

- Increasing college access and completion to meet the needs of our growing population and to develop the talents of all Virginians who can benefit from education and training beyond high school. This investment in enhanced performance will more than pay for itself in an improved state economy and revenue growth.
- Connecting schools and colleges in ways that move beyond rhetoric to the reality of a K–16 approach. Over the next year, one of the most promising initiatives in Virginia will be the redesign of high school programs with particular emphasis on eliminating the wasted time that characterizes the senior year. Any senior who is ready for college should be able to earn a semester of fully transferable college credit through Advanced Placement, dual enrollment, or virtual enrollment. This initiative will raise the quality and rigor of high school; will help with affordability by saving students and their families a half-year of tuition; and will enable us to serve more students through efficient use of our higher education capacity.
- Encouraging the many students seeking technical training through industry-recognized certification programs at community colleges. As an incentive, the Commonwealth will pay for certification programs that are completed within six months after high school graduation.
- Placing special emphasis on our "first-generation" families, particularly on those adults who have not completed high school. We will encourage more parents to return as adult learners to complete high school. This expanded and aggressive effort, which will leverage the popularity of auto racing by partnering with Virginia's motor sports industry, will include a program to streamline and encourage high school completion through the GED.
- Finally, linking public financial support of higher education to performance in meeting critical public needs. The Commonwealth and its citizens share the pressing need for inclusive, effective education beyond high school.

I cite these Virginia initiatives as examples of approaches that address the agenda of *Measuring Up 2004*. Every state should, of course, design policies and initiatives that fit its particular issues and circumstances. However, I am convinced that no state can afford to ignore the imperative for increasing the accessibility, effectiveness, and affordability of higher education. I welcome the 2004 edition of this national report card on higher education, particularly its ten-year look at state and national performance and its graded comparisons of state performance. *Measuring Up 2004* is a powerful tool for governors, legislators, business leaders, and colleges and universities committed to improvement.

A TEN-YEAR PERSPECTIVE:
HIGHER EDUCATION STALLED DESPITE HIGH SCHOOL IMPROVEMENTS

By Patrick M. Callan

In *Measuring Up 2004,* we evaluate and grade the 50 states based on their higher education performance.* The grades derive from comparing all states to the best-performing ones—that is, to high yet quantifiable, demonstrable, and achievable standards. We have designed all categories, indicators, and grades in *Measuring Up 2004* to stimulate state, national, and educational policy leaders to meet a fundamental goal: assurance that coming generations of Americans will have—at the very least—the benefits that we and earlier generations have enjoyed.

As did the two prior report cards, *Measuring Up 2004* tracks changes and identifies educational strengths and weaknesses. It also introduces two new features. The first, a retrospective, takes stock of changes in the performance of higher education over the past decade. The second, a set of 50 individual state report cards, offers a detailed picture of higher education in each state. These state report cards include key findings and grades, and assess strengths, weaknesses, and key policy issues based on each state's performance on *Measuring Up* indicators. All national and state information is available on-line at www.highereducation.org.

Measuring Up 2004 offers many examples of states that have improved performance over the past decade. But there are also some disturbing declines. For the nation as a whole, our findings are not encouraging. They constitute, as Governors Hunt and Carruthers state, a "wake-up call" for the country:

- Compared with a decade ago, more high school students are enrolling in courses that prepare them for college, including 8th grade algebra and upper-level math and science. More students are taking and performing well on Advanced Placement exams. And more are taught by qualified teachers. Although a larger number of high school students are better prepared for education or training beyond high school, these gains have not translated into higher rates of enrollment in higher education. There have been real but modest gains in rates of associate and baccalaureate degree completion, but participation in college and completion of degrees remain among the weakest aspects of performance. In addition, far too many students still do not graduate from high school on time or at all. Without a high school diploma, most of these young people will face sadly diminished prospects of getting additional training or of ever finding employment that will support a middle-class standard of living. Communities and the nation lose as well, for having a pool of educated workers is the greatest asset in today's knowledge-based global economy.
- Pervasively dismal grades in affordability show that for most American families college is less affordable now than it was a decade ago. The rising cost of attending college has outpaced the growth in family income. Although financial aid has increased, it has not kept pace with the cost of attendance. Every state should reexamine college tuition and financial aid policies, and each should formally link future tuition increases to gains in family income. In the meantime, the conclusion from *Measuring Up 2004* is clear: The vast majority of states have failed to keep college affordable for most families.

* In the *Measuring Up* series, "higher education," "education and training beyond high school," and "postsecondary education" are used interchangeably to encompass academic and occupational education and training after high school offered by two- and four-year, public and private, nonprofit and for-profit institutions.

- The nation's gaps in college participation between affluent and poor students have widened. The college-going gaps between whites, African Americans, and Latinos persist.

As a report card, *Measuring Up 2004's* assessments of the present and recent past are interesting. Its lessons for the future, however, are critical. The educational gains—principally in the preparation of high school graduates for college—reflect the energy and leadership that have been devoted to public school reform. The areas of gain are those that have been the highest policy priorities of governors and legislators, business leaders, and educators. Comparable gains in college participation, completion rates, and affordability will require comparable leadership. The areas where we have stalled, made only slight gains, or lost ground will not be self-correcting. For example, rigorous high school preparation can narrow, but will not necessarily close, gaps in college participation and completion; nor will a surge in the economy automatically improve college affordability. Policy drift and not-so-benign neglect have all too often characterized crucial higher education issues over the past ten years.

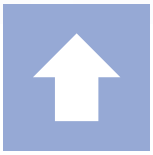
The time has come for addressing accumulated deficiencies. A highly educated population is essential if Americans are to be secure, healthy, and gainfully employed. The lesson of *Measuring Up 2004* is that higher education urgently requires a deliberate and renewed infusion of energy, commitment, and creativity. Policy leadership by governors and legislators is essential. The educational and economic aspirations of individuals, the states, and the nation can be realized in the twenty-first century only through concerted and informed action.

Although a larger number of high school students are better prepared for education or training beyond high school, these gains have not translated into higher rates of enrollment in higher education.

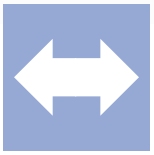
A NATIONAL OVERVIEW: IMPROVEMENT OVER THE PAST DECADE

PREPARATION

The academic preparation of high school students has improved considerably over the past decade.



44 states have improved on more than half of the indicators



6 states have improved on some of the indicators

No state has declined on every indicator

Improvements

9th to 12th graders taking at least one upper-level math course

Nebraska:	39% to 61%
New York:	34% to 55%
Texas:	38% to 59%
West Virginia:	34% to 59%

9th to 12th graders taking at least one upper-level science course

Nebraska:	23% to 38%
West Virginia:	24% to 44%

8th grade students taking algebra

California:	14% to 39%
Idaho:	14% to 27%
West Virginia:	12% to 25%

8th graders scoring at or above "proficient" on national math exams

Illinois:	15% to 29%
Massachusetts:	23% to 38%
New York:	20% to 32%
North Carolina:	12% to 32%

Low-income 8th graders scoring at or above "proficient" on national math exams

Indiana:	8% to 16%
North Carolina:	6% to 14%

Number of scores in top 20% nationally on college entrance exams per 1,000 high school graduates

Massachusetts:	138 to 231
Tennessee:	127 to 193

Number of scores that are 3 or higher on Advanced Placement tests per 1,000 11th and 12th graders

Maryland:	110 to 247
North Carolina:	68 to 187

7th to 12th graders taught by teachers with a major in their subject

Iowa:	58% to 80%
Kansas:	44% to 70%

Declines

9th graders graduating from high school within four years

Florida:	65% to 55%
New York:	67% to 54%

18- to 24-year-olds with a high school credential

Ohio:	90% to 87%
Oregon:	90% to 86%

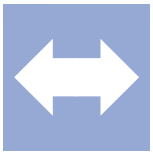
9th to 12th graders taking at least one upper-level science course

Florida:	32% to 26%

PARTICIPATION

Compared with a decade ago, smaller proportions of young and working-age adults are enrolling in education and training beyond high school.

8 states have improved on more than half of the indicators



23 states have improved on some of the indicators

19 states have declined on every indicator

Improvements

18- to 24-year-olds enrolled in college

Kentucky:	24% to 32%
Tennessee:	27% to 37%

Declines

The likelihood of 9th graders enrolling in college anywhere within four years

Illinois:	49% to 42%
New York:	45% to 34%
Oregon:	40% to 34%
Vermont:	46% to 34%

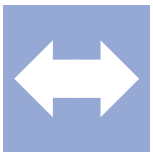
18- to 24-year-olds enrolled in college

Minnesota:	43% to 36%
Wisconsin:	39% to 31%
Wyoming:	42% to 31%

AFFORDABILITY

The nation's colleges and universities have become less affordable for students and families compared with a decade ago.

2 states have improved on more than half of the indicators



31 states have improved on some of the indicators

17 states have declined on every indicator

Improvements

Percent of family income needed to pay net college costs at community colleges*

Louisiana:	22% to 18%
Missouri:	21% to 19%

State investment in need-based financial aid as compared to the federal investment

Indiana:	43% to 85%
Massachusetts:	38% to 62%

Declines

Percent of family income needed to pay net college costs at public four-year colleges and universities*

New Hampshire:	23% to 32%
New Jersey:	24% to 34%
Oregon:	25% to 34%

State investment in need-based financial aid as compared to the federal investment

Illinois:	89% to 78%
New Jersey:	104% to 87%

* Net college costs equal tuition, room, and board minus financial aid. The lower the figures the better the performance on this indicator.

A NATIONAL OVERVIEW: IMPROVEMENT OVER THE PAST DECADE

Continued

COMPLETION

Modest gains have been made in the percentage of students completing certificates and degrees over the past decade. Most of the improvement in this area has been due to an increase in the number of certificates awarded.

37 states have improved on more than half of the indicators

9 states have improved on some of the indicators

4 states have declined on every indicator

Improvements

Certificates, degrees, and diplomas awarded per 100 undergraduate students enrolled

Arizona:	10 to 16
Georgia:	16 to 20
Louisiana:	12 to 17
South Dakota:	15 to 19

Declines

First-year community college students returning their second year

Kansas:	64% to 51%
Nebraska:	68% to 52%
New Mexico:	64% to 52%
South Carolina:	61% to 49%

BENEFITS

Over the past decade, most states have increased their "educational capital" as measured by the percentage of adult residents with a bachelor's degree. As a result, many states have seen an increase in the economic benefits that accrue from having a highly educated population.

41 states have improved on more than half of the indicators

8 states have improved on some of the indicators

1 state has declined on every indicator

Improvements

Adults with a bachelor's degree or higher

Alabama:	15% to 23%
Arizona:	23% to 30%
Kentucky:	17% to 24%
Maryland:	27% to 35%

Increase in total personal income as a result of the percentage of the population holding a bachelor's degree

Arizona:	8% to 12%
Maryland:	8% to 13%

LEARNING

This year 45 states continue to receive an "Incomplete" in learning. However, five states (Illinois, Kentucky, Nevada, Oklahoma, and South Carolina) receive a "Plus" for developing learning measures through their participation in a pilot study to compare learning results across states. For more information, see "Grading Learning: Extending the Concept," page 13.

GRADING LEARNING: EXTENDING THE CONCEPT

In the 2000 and 2002 editions of *Measuring Up*, all 50 states received an "Incomplete" in learning because there are no comparable data that would allow for meaningful state-by-state comparisons in this category. *Measuring Up 2004,* for the first time, gives a "Plus" in learning to five states—Illinois, Kentucky, Nevada, Oklahoma, and South Carolina. These states have developed comparable learning measures through their participation in a national demonstration project conducted by the National Forum on College-Level Learning and funded by The Pew Charitable Trusts.[1]

The five-state demonstration project represents a new stage in steady progress toward creating a national learning benchmark. Essays in *Measuring Up 2000* described the kinds of data that might be assembled or collected to create such a benchmark. *Measuring Up 2002* proposed a framework for grading learning and illustrated the approach by applying a limited set of data to the state of Kentucky. *Measuring Up 2004* takes this illustration to the next step by including a full set of measures for the five participating states.

The National Forum on College-Level Learning, established in 2002, is the first attempt to measure what college-educated people know and can do in a comparable way across states. Between 2002 and 2004, the forum worked with the states of Illinois, Kentucky, Oklahoma, Nevada, and South Carolina on a project sponsored by The Pew Charitable Trusts to assess student learning. The project used national assessments of adult literacy, tests that many students already take when they leave college, and specially administered tests of general intellectual skills. The results make it possible to begin to assess both the educational capital available to these states and the contributions that their colleges and universities (two- and four-year, public and private) collectively make to it.

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Creating a Category for Learning

Based on the results of the demonstration project, the learning category is being constructed as the other five performance categories in *Measuring Up* have been, with indicators that are grouped in several overall themes, each of which is weighted (see parentheses) and reflects a particular dimension of state performance:

1. **Abilities of the College-Educated Population** (25%). This cluster of indicators examines the proportion of college-educated residents who achieve high levels of literacy. It directly addresses the question, "What are the abilities of the college-educated population?" originally posed in *Measuring Up 2000*.

   For the 2004 demonstration, the data used are the same as those included in the benefits category and are based on the 1992 National Adult Literacy Survey (NALS) for residents aged 25 to 64, updated through the 2000 census. The NALS assessment poses real-world tasks or problems that require respondents to read and interpret texts (prose), to obtain or act on information contained in tabular or graphic displays (document), and to understand numbers or graphs and perform calculations (quantitative).

2. **Institutional Contributions to Educational Capital** (25%). The indicators in this area reflect the contributions to a state's stock of "educational capital" by examining the proportion of the state's college graduates (from two- and four-year institutions) ready for advanced practice in the form of professional licensure or graduate study. It addresses *Measuring Up 2000's* policy question, "To what extent do colleges and universities educate students to be capable of contributing to the workforce?"

1 A report on the results and lessons of the five-state demonstration project will be released in November.

GRADING LEARNING: EXTENDING THE CONCEPT

Continued

For the 2004 demonstration, the measures are based on the number of college graduates within each state who have demonstrated their readiness for advanced practice by (a) taking and passing a national examination required to enter a licensed profession such as nursing and physical therapy, (b) taking a nationally recognized graduate admissions exam such as the Graduate Record Examination (GRE) or the Medical College Admissions Test (MCAT) and earning a nationally competitive score, or (c) taking and passing a teacher licensure exam in the state in which they graduated. Each of these measures is presented as a proportion of total bachelor's and associate's degrees granted in the state during the time period.

3. **Performance of College Graduates** (50%).
   This cluster of indicators focuses on the quality of the state's higher education "product" by addressing the all-important question, "How effectively can graduates of two- and four-year colleges and universities communicate and solve problems?"

   For the 2004 demonstration, the measures consist of two sets of assessments, the Collegiate Learning Assessment (CLA) for four-year institutions and the ACT Work Keys assessment for two-year colleges. The CLA is an innovative exam that goes beyond multiple-choice testing by posing real-world tasks that a student is asked to understand and solve. For example, students could be asked to draw scientific conclusions from a body of evidence in biology or examine historical conclusions based on original documents. They might be asked to prepare a persuasive essay, and analyze and then refute a written argument with logic and evidence. The ACT Work Keys examines what students can do with what they know. Items on reading comprehension and locating information, for instance, might require students to extract information from documents and instructions; questions in applied mathematics might test their abilities in using mathematical concepts such as probability or estimation in real-world settings. The Work Keys writing assessment requires students to prepare an original essay in a business setting.[2]

In order to evaluate state performance, the values for each indicator within these three themes are compared to a common standard. For the other five performance categories in *Measuring Up*, this standard is set by the best-performing states. Because the demonstration project involved only five states, the standard chosen for this illustration is the national average on each measure.[3]

Reading a State Profile

The resulting group of measures creates a "learning profile" for each state. The learning profile for Kentucky, the same state used to display preliminary learning results in *Measuring Up 2002*, provides an appropriate example (see chart). The horizontal bars to the left of the vertical line indicate how many percentage points below the national average Kentucky falls; bars to the right indicate how many percentage points above this benchmark the state performs. Deviations of a few percentage points from the average on a given indicator suggest that the state's performance is not markedly different from that of other states, while larger deviations (about ten points or more) indicate that the state is above or below most others on this measure.

2 Measures included under the first two clusters are available nationally and can potentially be calculated for all 50 states. Measures included in the third will require special data-collection efforts similar to those undertaken by the five demonstration project states in 2004.

3 The testing measures included in Performance of College Graduates are new and lack appropriate national benchmarks; the average of the five participating states was used instead.

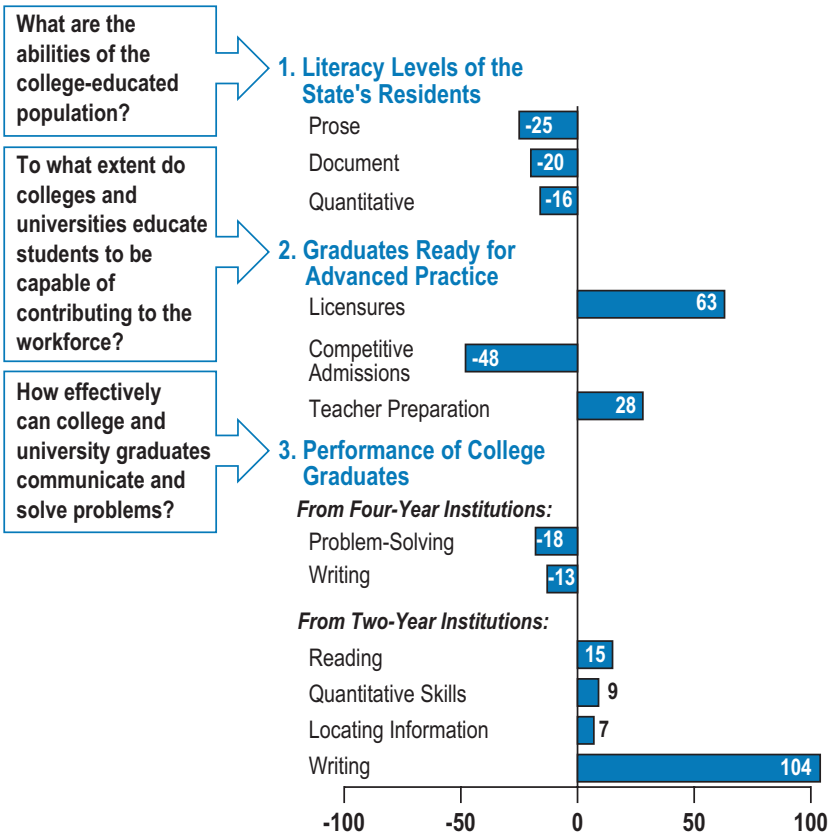
Several conclusions can be drawn from Kentucky's learning profile:

- On literacy measures, Kentucky residents perform well below the national average, reflecting low levels of educational attainment. Improving its stock of "educational capital" remains a major challenge for the state.
- Kentucky's substantial recent investment in its community college system appears to be paying off in higher than average performances on direct assessments, particularly in writing.
- The state's higher education system also appears to prepare higher than average proportions of graduates ready to enter licensed professions (like nursing and physical therapy) and teaching.
- However, the competitiveness and performance of Kentucky's four-year colleges and universities remain challenges for the state. This is reflected in graduates' performance on tests of general problem-solving and writing skills, as well as the proportions of four-year college graduates taking examinations required for graduate study and earning competitive scores ("Competitive Admissions").

Similar learning profiles have been constructed for the other four states in the demonstration project (see table next page). The table displays how many percentage points above or below the national average each state falls on each measure.[4] While these results can only begin to tell the "learning story" for these states, they—like the grades in *Measuring Up*—are sufficient to *start* a policy conversation. For example, behind Illinois' strong performance in learning outcomes, there are notable shortfalls for minority students that the state should address. And Oklahoma appears to face a particular challenge in written communication skills at all levels. For additional information about learning results for each state, please visit www.highereducation.org.

Kentucky Learning Measures

Percent Above or Below National Benchmark



4 The learning results shown in this table are provided to make broad comparisons across states. But because relatively small numbers of students were tested on the exams under Performance of College Graduates, and because the extent to which this test-taker population is representative of all two- and four-year graduates in the state is unknown, results should be treated with caution. Readers should look primarily at the overall *pattern* of results in a given state profile without making too much of the individual values for each measure.

GRADING LEARNING: EXTENDING THE CONCEPT

Continued

Learning Measures: Percent Above or Below National Average

	IL	KY	NV	OK	SC
Literacy Levels of the State's Residents					
Prose	8	–25	–8	–8	–25
Document	15	–20	–10	–5	–25
Quantitative	8	–16	–8	–4	–24
Graduates Ready for Advanced Practice					
Licensures	–13	63	–17	61	28
Competitive Admissions	[46]*	–48	–52	–58	–50
Teacher Preparation	39	28	89	7	6
Performance of College Graduates					
From Four-Year Institutions					
Problem Solving	[16]†	–18	[Missing]‡	3	5
Writing	[2]†	–13	[Missing]‡	–15	–1
From Two-Year Colleges					
Reading	6	15	–13	–7	13
Quantitative Skills	–3	9	–22	–1	4
Locating Information	5	7	–26	4	10
Writing	43	104	–37	–17	–52

* The GRE scores used as part of the calculation of Competitive Admissions for Illinois were based on the national average because of missing data for key institutions. All other test score data are specific to Illinois.

† These scores must be qualified because of the limited number of institutions participating.

‡ These data were unavailable due to insufficient numbers of test takers and logistical problems with test administration.

What Have We Learned About Measuring Learning?

Results from the five-state demonstration project suggest that it is feasible to extend this approach to other states and eventually to create a nationwide benchmark for learning. While the project has encountered difficulties in the logistics of administering tests, institutional commitment and preparation, and student motivation to participate, these are typical of a first effort of this kind. With increased preparation and resources, these challenges can be overcome. The National Forum on College-Level Learning has prepared detailed estimates of costs and logistics, so that other states can undertake similar efforts to benchmark collegiate learning in the future. *Measuring Up 2006* will report results for additional states in this category.

QUESTIONS AND ANSWERS ABOUT MEASURING UP 2004

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

Measuring Up 2004 grades states, not students or particular colleges or 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—$69 billion currently—for colleges and universities. Through their oversight of public colleges and universities, state leaders can affect the kinds and numbers of education programs available 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-based financial aid to make available to students and their families, which affects students attending private as well as public colleges and universities. In addition, 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 the general public and policymakers with objective information they need to assess and improve higher education. After the publication of *Measuring Up 2000* four years ago, states for the first time could assess and compare performance in higher education within a national context. The report cards have been developed as a tool for improvement in policy and performance.

Why is the format of this report card different from previous ones?

Measuring Up 2004 makes greater use of the Internet (www.highereducation.org) to improve access to materials and information:

- This national report highlights nationwide trends as well as state-by-state grades.
- Fifty state report cards feature individual and comprehensive information about each state.

WHAT'S NEW IN *MEASURING UP 2004?*

Performance information in *Measuring Up 2004* is available, for the first time, in individual and comprehensive state report cards, available at www.highereducation.org. As with previous editions of *Measuring Up*, these state report cards provide state policymakers with crucial information about their state's current performance in comparison with top states nationwide. This year, the state report cards also present historical information about each state's performance over the past decade. This provides state leaders with information about their state's progress and setbacks in relation to its own previous performance.

Changes in Indicators

Measuring Up 2004 introduces two new indicators. Teacher Quality, in the preparation category, measures the proportion of 7th to 12th graders taught by teachers with a major in their subject. Volunteering, in the benefits category, measures the increase in volunteering rates as a result of college education. As with all graded measures in *Measuring Up,* these indicators are drawn from national data sources that are comparable across the states.

One indicator has been eliminated in *Measuring Up 2004* in the completion category. The percentage of students completing a bachelor's degree within five years is no longer used due to the discontinuation of a national survey collecting this data. Six-year completion rates for the bachelor's degree are still reported.

In addition, the series of indicators measuring adult literacy skills (in the benefits category) is not being used to calculate grades in *Measuring Up 2004* because the data have not been updated in 12 years. A new survey is currently being administered, but the new results will not be available until 2005, according to the U.S. Department of Education. As a temporary place-holder for these indicators, the National Center commissioned a study to estimate adult skill levels based on the 2000 Census. These estimates are provided in the charts found in the state report cards, but they are not used to calculate grades. The National Center plans to use the actual survey results in determining grades once they become available.

QUESTIONS AND ANSWERS ABOUT MEASURING UP 2004

Continued

WHAT'S NEW IN *MEASURING UP 2004?* *(Continued)*

Changes in Calculations

Measuring Up 2004 introduces two improvements to the affordability category, both of which make the grades more responsive to actual state performance. To measure current state performance in affordability, this edition of *Measuring Up* draws from data for the most recent two years available (2002 and 2003), rather than the most recent year for which all data would be available (2002). As a result of this change, *Measuring Up 2004* reflects some of the major changes in tuition and financial aid that occurred in 2003.

Secondly, each state's performance in making colleges affordable is now calculated in relation to the performance of top states a decade ago—rather than in relation to top states' current performance. This change creates a more stable basis for states to assess their performance in affordability, which is the most volatile of the graded categories.

Learning Update

In the learning category, *Measuring Up 2004* reports information about five states that participated in a pilot project on measuring learning (see "Grading Learning: Extending the Concept," page 13). This report card gives these states—Illinois, Kentucky, Nevada, Oklahoma, and South Carolina—a "Plus" for their efforts in assessing and measuring learning. As in previous editions, all other states receive an "Incomplete" in this category.

Note: Additional information about each of these changes can be found in the *Technical Guide* at www.highereducation.org.

What is graded in the report card?

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

Preparation: How adequately are students in each state being prepared for education and training beyond high school?

Participation: Do state residents have sufficient opportunities to enroll in education and training beyond high school?

Affordability: How affordable is higher education for students and their families?

Completion: Do students make progress toward and complete their certificates and degrees in a timely manner?

Benefits: What benefits does the state receive as a result of having a highly educated population?

Learning: What is known about student learning as a result of education and training beyond high school?

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 35 in the first five categories. Grades are calculated based on each state's performance on these indicators, relative to other states (see "How We Grade States," page 20).

For the sixth category, learning, most states receive an "Incomplete" because there are no common benchmarks for student learning that would allow for state-by-state comparisons. This year, *Measuring Up 2004* gives a "Plus" to five states that are actively seeking to measure and assess learning through their participation in a pilot project. For more information about measuring learning, see "Grading Learning: Extending the Concept," page 13.

What information is provided but not graded?

Each of the 50 state report cards presents important information that is not graded, either because the information, though important, is not based on performance outcomes, or because the data are not available for all the states. For example, the state report cards highlight important gaps in college opportunities for various income and ethnic

groups. They identify substantial improvements and setbacks in each state's performance over the past decade. They describe the strengths and weaknesses of higher education in each state. And they identify policy questions that state leaders should address.

What sources of information are used to determine the grades?

All data used to grade states in *Measuring Up 2004* were 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 2002 or 2003), are in the public domain, and were collected in ways that allow for effective comparisons among the states. The *Technical Guide* (available at www.highereducation.org) has information about sources used in *Measuring Up 2004*.

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," 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.

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

Measuring Up 2004 only uses data that are comparable across 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 data that were available in time for the 2002 but not for the 2004 edition of *Measuring Up,* the data from *Measuring Up 2002* are used again in this edition, since they are the most recent data available for state-by-state comparisons.

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* 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 indicator in the benefits category does not, due to limitations in the national collection of the data. To provide a context for the grades in participation, please see the net migration of students reported in the "Additional Information" section of the state report cards. 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.

How frequently are the report cards published?

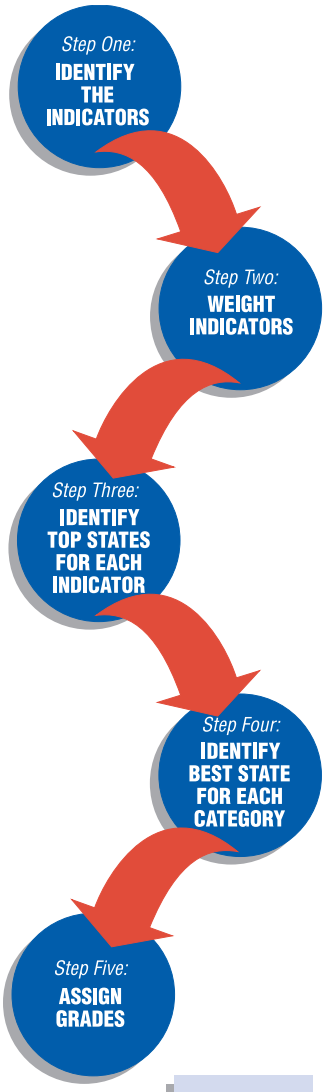
Every two years. Previous report cards were published in 2000 and 2002. The next report card will be released in 2006.

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:

- Download state report cards and the national report card.
- 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 other key factors (such as demographic indicators and higher education appropriations).
- Identify gaps in state performance for ethnic and income groups.
- Link directly to the sources that gathered the data.
- Obtain technical information and sources for indicators, weights, and calculations.
- Find out more about the National Center for Public Policy and Higher Education.

HOW WE GRADE STATES



A	= 93 and above
A–	= 90–92
B+	= 87–89
B	= 83–86
B–	= 80–82
C+	= 77–79
C	= 73–76
C–	= 70–72
D+	= 67–69
D	= 63–66
D–	= 60–62
F	= Below 60

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

Step 1. Identify the 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. For each category, the sum of all weights is 100%.

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 performance of the top five states as the benchmark. This establishes a high, but achievable standard of performance. Beginning with *Measuring Up 2004*, the performance of the top five states a decade ago sets the benchmark for the current performance in the affordability category. All other categories continue to use the top five states in the current year.

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. In each category, the sum of all the index scores on the indicators is converted to a 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 OVER THE PAST DECADE

"A National Overview: Improvements over the Past Decade" (see page 10) presents each state's progress in relation to its own performance a decade ago.

1. Compare each state's results* on the indicators in *Measuring Up 2004* with its results from a decade ago.

Each state's results in this report card are compared with its own results from a decade ago on all indicators for which there are data.

2. Determine whether the state's current performance on each comparable indicator has improved or declined compared with a decade ago.

3. In each performance category, identify whether the state has made improvements or not.

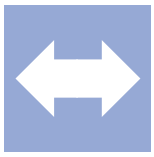
With the weights of indicators taken into account,† the state receives one of the following arrows in each performance category:

- *Up arrow*: The state has improved on more than half of the indicators in the category.
- *Side arrow*: The state has improved on some, but no more than half, of the indicators in the category.
- *Down arrow*: The state has declined on every indicator in the category.

For more information about indicators and calculations, see the *Technical Guide* at www.highereducation.org.

What do the arrows mean?

The state has improved on more than half of the indicators in the category.



The state has improved on some, but no more than half, of the indicators in the category.

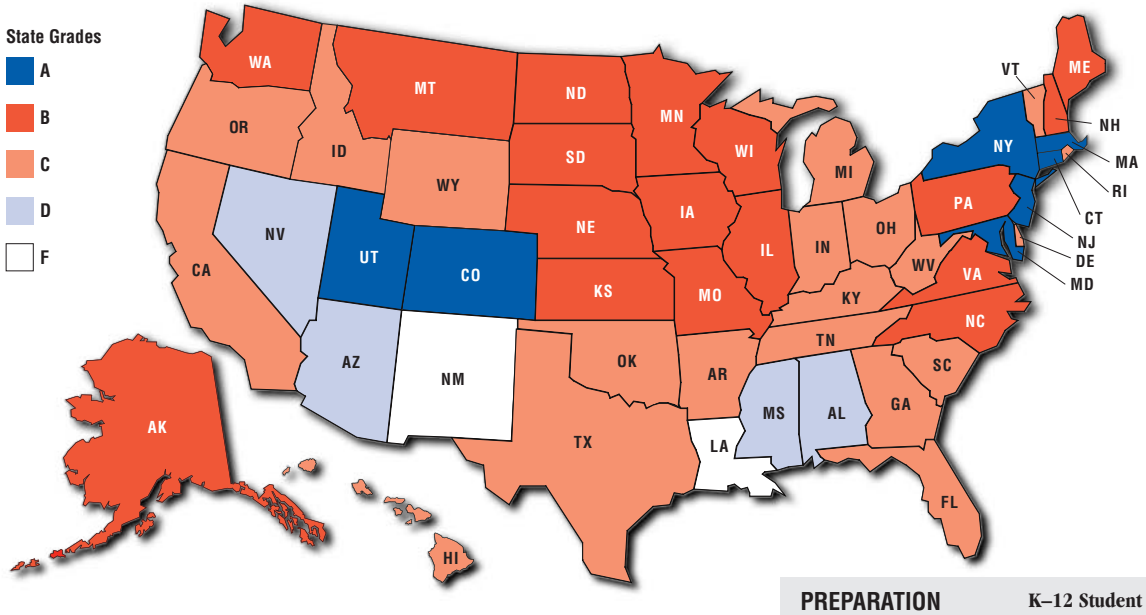
The state has declined on every indicator in the category.

* 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 "How We Grade States.")

† Each indicator is assigned the same weight as in grading (see "How We Grade States"). The only exceptions are in those performance categories in which indicators have been added or refined, or in which updated state information is not available; in those cases, the weights are adjusted proportionately.

THE NATIONAL PICTURE: 2004 SNAPSHOT

PREPARATION



A Colorado, Connecticut, Maryland, Massachusetts, New Jersey, New York, Utah **B** Alaska, Illinois, Iowa, Kansas, Maine, Minnesota, Missouri, Montana, Nebraska, New Hampshire, North Carolina, North Dakota, Pennsylvania, South Dakota, Virginia, Washington, Wisconsin **C** Arkansas, California, Delaware, Florida, Georgia, Hawaii, Idaho, Indiana, Kentucky, Michigan, Ohio, Oklahoma, Oregon, Rhode Island, South Carolina, Tennessee, Texas, Vermont, West Virginia, Wyoming **D** Alabama, Arizona, Mississippi, Nevada **F** Louisiana, New Mexico. **Massachusetts is the top-performing state in preparation.**

PREPARATION

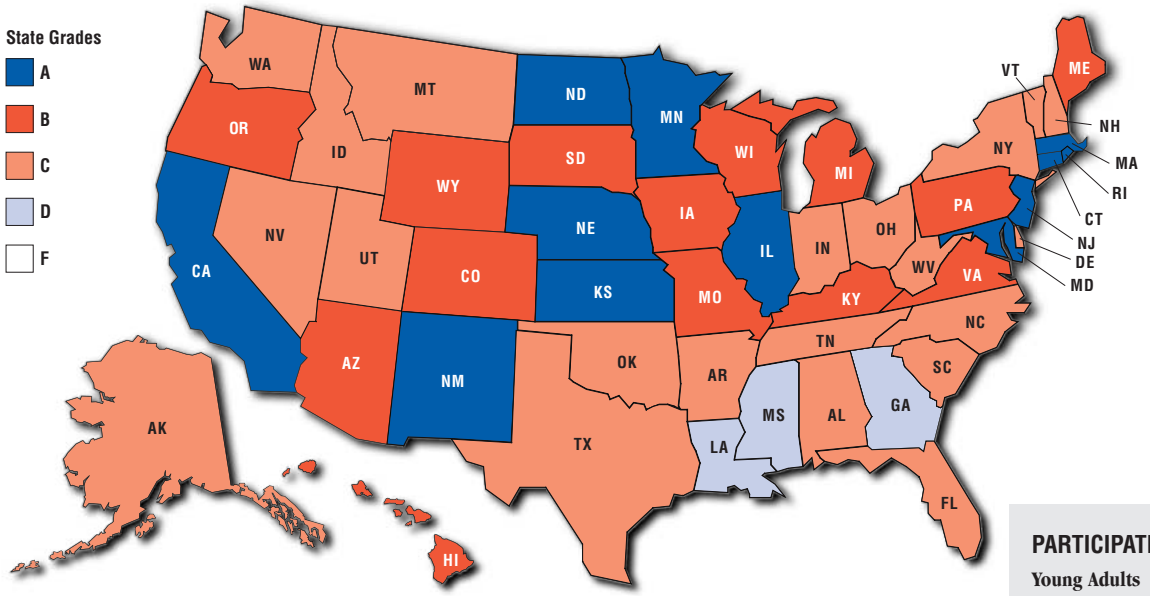
High School Completion
High School Credential

K–12 Course Taking
Math Course Taking
Science Course Taking
Algebra in 8th Grade
Math Course Taking in 12th Grade

K–12 Student Achievement
Math Proficiency
Reading Proficiency
Science Proficiency
Writing Proficiency
Math Proficiency among Low-Income
College Entrance Exams
Advanced Placement Exams

Teacher Quality
Students taught by qualified teachers

PARTICIPATION



A California, Connecticut, Illinois, Kansas, Maryland, Massachusetts, Minnesota, Nebraska, New Jersey, New Mexico, North Dakota, Rhode Island **B** Arizona, Colorado, Hawaii, Iowa, Kentucky, Maine, Michigan, Missouri, Oregon, Pennsylvania, South Dakota, Virginia, Wisconsin, Wyoming **C** Alabama, Alaska, Arkansas, Delaware, Florida, Idaho, Indiana, Montana, Nevada, New Hampshire, New York, North Carolina, Ohio, Oklahoma, South Carolina, Tennessee, Texas, Utah, Vermont, Washington, West Virginia **D** Georgia, Louisiana, Mississippi. **Massachusetts is the top-performing state in participation.**

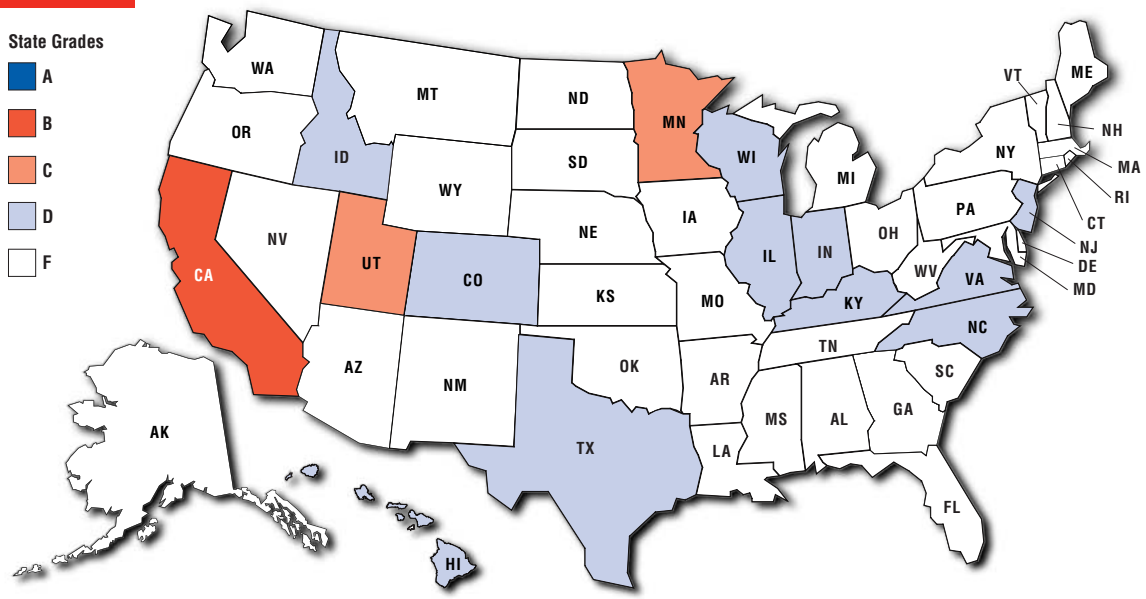
PARTICIPATION

Young Adults
Chance for College
Young Adult Enrollment

Working-Age Adults
Working-Age Adult Enrollment

THE NATIONAL PICTURE: 2004 SNAPSHOT *Continued*

AFFORDABILITY



B California **C** Minnesota, Utah **D** Colorado, Hawaii, Idaho, Illinois, Indiana, Kentucky, New Jersey, North Carolina, Texas, Virginia, Wisconsin **F** Alabama, Alaska, Arizona, Arkansas, Connecticut, Delaware, Florida, Georgia, Iowa, Kansas, Louisiana, Maine, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Montana, Nebraska, Nevada, New Hampshire, New Mexico, New York, North Dakota, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Carolina, South Dakota, Tennessee, Vermont, Washington, West Virginia, Wyoming. **California is the top-performing state in affordability.**

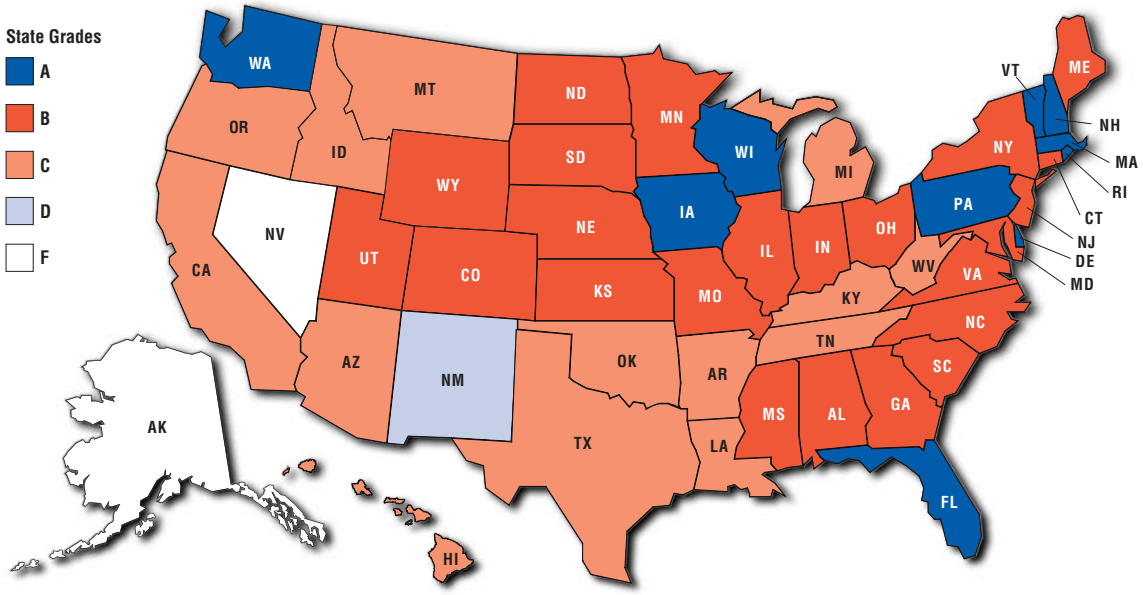
AFFORDABILITY

Family Ability to Pay
At Community Colleges
At Public 4-Year Colleges
At Private 4-Year Colleges

Strategies for Affordability
Need-Based Financial Aid
Low-Priced Colleges

Reliance on Loans
Low Student Debt

COMPLETION



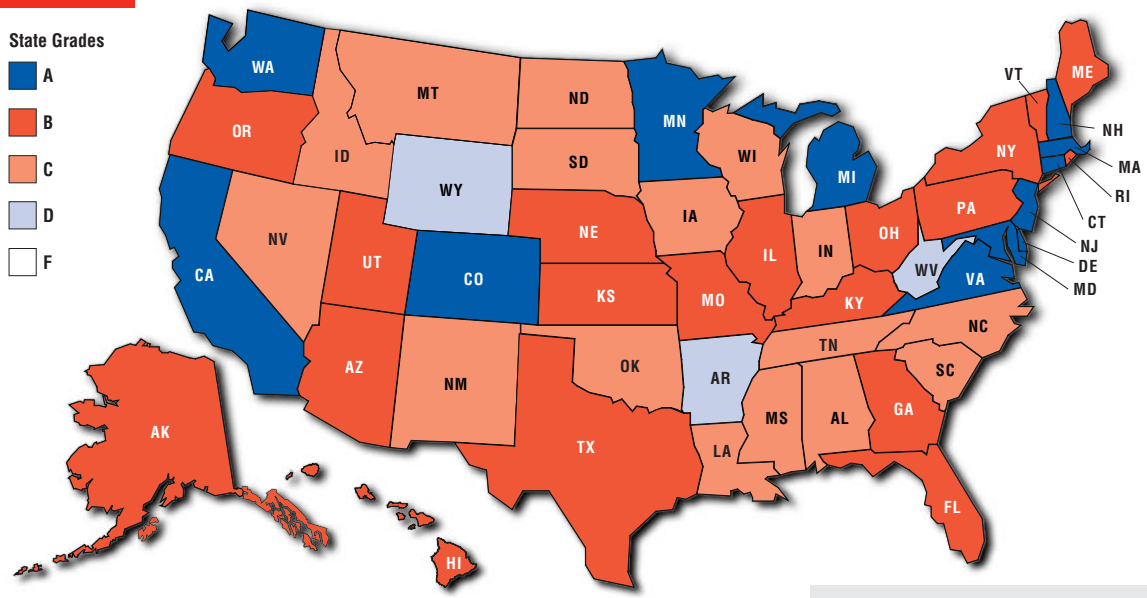
A Delaware, Florida, Iowa, Massachusetts, New Hampshire, Pennsylvania, Rhode Island, Vermont, Washington, Wisconsin **B** Alabama, Colorado, Connecticut, Georgia, Illinois, Indiana, Kansas, Maine, Maryland, Minnesota, Mississippi, Missouri, Nebraska, New Jersey, New York, North Carolina, North Dakota, Ohio, South Carolina, South Dakota, Utah, Virginia, Wyoming **C** Arizona, Arkansas, California, Hawaii, Idaho, Kentucky, Louisiana, Michigan, Montana, Oklahoma, Oregon, Tennessee, Texas, West Virginia **D** New Mexico **F** Alaska, Nevada. **Vermont is the top-performing state in completion.**

COMPLETION

Persistence
Students Returning at 2-Year Colleges
Students Returning at 4-Year Colleges

Completion
Bachelor's Degree Completion in 6 Years
All Degree Completion

BENEFITS



A California, Colorado, Connecticut, Delaware, Maryland, Massachusetts, Michigan, Minnesota, New Hampshire, New Jersey, Virginia, Washington **B** Alaska, Arizona, Florida, Georgia, Hawaii, Illinois, Kansas, Kentucky, Maine, Missouri, Nebraska, New York, Ohio, Oregon, Pennsylvania, Rhode Island, Texas, Utah, Vermont **C** Alabama, Idaho, Indiana, Iowa, Louisiana, Mississippi, Montana, Nevada, New Mexico, North Carolina, North Dakota, Oklahoma, South Carolina, South Dakota, Tennessee, Wisconsin **D** Arkansas, West Virginia, Wyoming. **Maryland is the top-performing state in benefits.**

BENEFITS

Educational Achievement
Adults with Bachelor's Degree or Higher

Economic Benefits
Increased Income from Bachelor's Degree
Increased Income from Some College

Civic Benefits
Population Voting
Charitable Contributions
Volunteering

Adult Skill Levels*
Quantitative Literacy
Prose Literacy
Document Literacy

*Adult Skill Levels for 2004 are estimated and are not used to calculate grades.

LEARNING

What do we know about learning as a result of education and training beyond high school? *Measuring Up 2004* gives a "Plus" in learning to five states (Illinois, Kentucky, Nevada, Oklahoma, and South Carolina) that have developed learning measures through their participation in a national demonstration project conducted by the National Forum on College-Level Learning and funded by The Pew Charitable Trusts. For more detail, see **"Grading Learning: Extending the Concept,"** page 13.

LEARNING

?

STATE GRADES 2004

	PREPARATION	PARTICIPATION	AFFORDABILITY	COMPLETION	BENEFITS
Alabama	D-	C	F	B-	C+
Alaska	B-	C	F	F	B
Arizona	D	B+	F	C+	B
Arkansas	C	C-	F	C	D+
California	C	A	B	C	A
Colorado	A-	B	D-	B-	A
Connecticut	A	A	F	B	A
Delaware	C+	C+	F	A-	A-
Florida	C	C	F	A-	B-
Georgia	C	D	F	B	B
Hawaii	C	B-	D	C	B
Idaho	C	C-	D-	C+	C
Illinois	B+	A	D	B	B-
Indiana	C	C+	D	B	C
Iowa	B+	B+	F	A	C
Kansas	B	A	F	B	B+
Kentucky	C-	B-	D-	C	B
Louisiana	F	D+	F	C	C
Maine	B	B-	F	B	B
Maryland	A-	A	F	B-	A
Massachusetts	A	A	F	A	A
Michigan	C	B+	F	C+	A-
Minnesota	B+	A	C-	B+	A
Mississippi	D+	D	F	B-	C
Missouri	B-	B	F	B	B
Montana	B+	C	F	C	C
Nebraska	B+	A	F	B	B
Nevada	D	C	F	F	C-
New Hampshire	B+	C+	F	A	A-
New Jersey	A	A-	D	B	A
New Mexico	F	A-	F	D	C+
New York	A	C+	F	B+	B
North Carolina	B	C+	D-	B	C
North Dakota	B	A-	F	B	C
Ohio	C+	C+	F	B	B-
Oklahoma	C-	C	F	C-	C+
Oregon	C	B-	F	C	B
Pennsylvania	B-	B	F	A	B
Rhode Island	C+	A	F	A	B+
South Carolina	C	C-	F	B	C
South Dakota	B	B+	F	B	C-
Tennessee	C-	C-	F	C+	C
Texas	C+	C	D	C	B-
Utah	A	C+	C	B	B
Vermont	C+	C	F	A	B-
Virginia	B+	B-	D-	B	A-
Washington	B-	C	F	A-	A-
West Virginia	C+	C-	F	C	D
Wisconsin	B+	B	D	A-	C+
Wyoming	C+	B	F	B+	D

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