Implementing Other Program Quality Indicators under *Perkins V*: Lessons from College- and Career-Ready Indicators in ESSA Consolidated State Plans

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Implementing Other Program Quality Indicators under *Perkins V*: Lessons from College- and Career-Ready Indicators in ESSA Consolidated State Plans *

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I. Overview of Every Student Succeeds Act (ESSA) accountability requirements compared to Perkins V performance indicators

II. Analysis and key takeaways from how states are measuring college and career readiness (CCR) in ESSA accountability systems

III. Potential alignment between ESSA accountability indicators and Perkins V performance indicators

IV. Lessons learned and recommendations for Perkins V state plans and implementation
I. **ESSA Accountability Requirements**

By 2025, **68 percent** of jobs will require postsecondary education and training beyond high school.

Source: [https://cew.georgetown.edu/states-initiative/](https://cew.georgetown.edu/states-initiative/) (accessed September 23, 2016)
ESSA Accountability: Key Requirements

• **State-selected goals** (and timelines) for raising academic achievement and graduation rates

• **Multiple-measure systems**, including required and state-selected indicators of school quality and their relative weights

• **Inclusion of subgroups** in the accountability system

• **System for identifying low-performing schools** for support and improvement %

• **School improvement strategies** for identified schools
High School Accountability Indicators in ESSA

1. Proficiency in English/language arts and math
2. Four-year high school graduation rate (may include extended-year graduation rate)
3. Progress toward English language proficiency for English learners
4. State-selected indicator(s) of school quality or student success
   - Must be valid, reliable, comparable, statewide, disaggregated
True or False:
Both ESSA and Perkins V require postsecondary indicators in the accountability system.
ESSA vs. Perkins V +

FALSE!!!
**ESSA vs. Perkins V**

**Perkins V:** Perkins V requires enrollment in postsecondary education or advanced training, military service or a service program, or employment to be an accountability indicator.

[citation paraphrased from Sec. 113(b)(2)(A)(iii) of Perkins V]

**ESSA:** ESSA does not require postsecondary indicators for accountability, though some states include them.
ESSA vs. Perkins V

True or False: %

ESSA and Perkins V allow the percentage of students earning postsecondary credit (e.g., dual enrollment) while in high school to be an accountability indicator.
TRUE!!!
**ESSA vs. Perkins V +**

**Perkins V:** Perkins V allows states to select the percentage of CTE concentrators attaining postsecondary credit in high school as an indicator of program quality.

**ESSA:** Similarly, several states include the percentage of students earning postsecondary credit through dual enrollment as part of their indicator of school quality of student success.
True or False: %

*ESSA* and *Perkins V* both require the $ performance of student subgroups to be $ included within the accountability system. $
ESSA vs. Perkins V+

TRUE!!!
**ESSA vs. Perkins V**

**Perkins V:** State determined levels of performance must “make meaningful progress toward improving the performance of all career and technical education students, including the subgroups of students described in section 1111(h)(1)(C)(ii) of ESEA, and special populations...”  

**ESSA:** The state accountability system must “be based on all indicators in the State’s accountability system under subparagraph (B), for all students and for each subgroup of students...”
II. How States Measure College and Career Readiness in ESSA State Plans

• **37 states, DC, and Puerto Rico** include at least one college- and career-ready (CCR) indicator in their approved ESSA accountability system.

States with no CCR indicator:
- Alaska
- Colorado
- Hawaii
- Iowa
- Kansas
- Maine
- Minnesota
- Missouri
- Nebraska
- New Jersey
- Oregon
- Virginia
- Wisconsin
How are CCR indicators structured?

Multiple Indicators

- **29 states and Puerto Rico** use a single indicator of CCR—though the indicator may have several sub-components that are aggregated
  - **New York**: College, Career, and Civic Readiness Index is a single indicator that examines multiple measures
  - **Vermont**: College and Career Readiness Indicator has two components, one that measures CCR “assessments” and the other that measures CCR “outcomes”

- **Eight states and DC** use multiple indicators of CCR—either two or three—in their ESSA accountability systems
  - **Louisiana**: Includes an ACT/WorkKeys Index and a Strength of Diploma Index, with different CCR measures in each
How are CCR indicators structured? Multiple Measures

• **30 states** use a “menu” approach, where a student meeting any of the CCR measures is counted as “ready” on the CCR indicator
  - Treats all CCR measures equally and interchangeably
  - Can require students to meet multiple CCR measures to be counted as ready for certain/all options on the menu
  - Can give a “bonus” for meeting certain measures
How are CCR indicators structured?

Multiple Measures

• 7 states + DC and Puerto Rico use a “single measure” approach, where the rate of students meeting each of the CCR measures individually is calculated – even if there are multiple measures within the indicator

• For example, DC measures achievement on the SAT in 2 ways: (1) the percentage of all students meeting College Board’s CCR benchmark score and (2) the percentage of all students meeting a DC-set benchmark
How are CCR indicators structured?

Multiple Measures

• **5 states** use an “index” approach, where a student receives points based on the number or kind(s) of CCR measures he or she meets within the indicator
  • Enables states to give extra value or weight to students who have demonstrated CCR in multiple ways or who have met CCR measures of higher rigor
What’s measured in CCR Indicators? Outcomes Beyond High School

• 16 states include a CCR student *postsecondary outcomes* beyond a high school diploma.

**States measuring CCR outcomes:**

- Alabama
- Arizona
- Connecticut
- Delaware
- Georgia
- Kentucky
- Louisiana
- Illinois
- Indiana
- Michigan
- Rhode Island
- South Carolina
- Texas
- Vermont
- West Virginia
- Wyoming
What’s measured in CCR Indicators? Outcomes Beyond High School

• **5 states** include postsecondary enrollment or remediation following high school graduation

  College enrollment
  • Arizona
  • Connecticut
  • Michigan
  • Vermont

Enrollment without & need for remediation &
• Georgia
What’s measured in CCR Indicators? Outcomes Beyond High School

• **3 states** include workforce participation or military enlistment following high school graduation

  Workforce participation (or trade school enrollment)
  • Vermont

  Military enlistment
  • Alabama
  • Texas
  • Vermont
What’s measured in CCR Indicators? Outcomes Beyond High School

• **13 states** include students earning college credits or an Associate degree during high school

  **Earning college credit (CTE or Core Academic Courses)**
  • Alabama
  • Delaware
  • Georgia
  • Illinois
  • Indiana
  • Kentucky
  • Rhode Island
  • South Carolina
  • Vermont
  • West Virginia
  • Wyoming

  **Earning an Associate degree**
  • Louisiana
  • Texas
What’s measured in CCR Indicators? Outcomes Beyond High School

- **24 states** include students passing or completing dual or concurrent enrollment, without specifying whether college credits are earned.

Some states:
- Specify the course grade a student must receive to count.
- Require students to take multiple dual enrollment courses to count.
- Specify whether the indicator counts CTE and/or core academic dual credit courses.
- Specify the specific dual/concurrent (enrollment programs that count (}
What’s measured in CCR Indicators? Outcomes Beyond High School

• **21 states** include students earning *industry-recognized credentials* during high school

Some states:
• Specify that the credentials must be state-approved or nationally recognized
• Require the credentials to include success on a technical assessment and/or define assessment benchmarks
• Specify that the credentials must be earned at the conclusion of an approved program of study or CTE pathway
• Only count credentials earned by CTE concentrators
What’s measured in CCR Indicators? Success on CCR Assessments

• 32 states + DC and Puerto Rico measure student success on standardized college readiness assessments
  
  • SAT or ACT (25)  
  • AP or IB (25)  
  • State-developed tests in ELA and math (4) $  
  • CLEP (3)  
  • AICE (2)  
  • Cambridge A/AS (2)  
  • Accuplacer, ALEKS, COMPASS, etc. (2)  
  • PSAT or ACT Aspire (1)  
  • Cambridge IGSCE (1)

*1 state also measures CCR assessment participation #
What’s measured in CCR Indicators? Success on CCR Assessments

• **14 states** measure student **success** on standardized career readiness assessments

  • Armed Services Vocational Aptitude & Battery (ASVAB) / Armed Forces Qualification Test (AFQT) (9) &
  • ACT WorkKeys / ACT National Career Readiness Certificate (7)
  • Worldwide Interactive Network National Career Readiness Certificate (1)
  • “Nationally certified” or “state-approved” CTE assessment (2) &
  • Technical skills assessment (1)
What’s measured in CCR Indicators? Completion of CCR Experiences

• 25 states + DC measure student participation in and/or completion of college prep courses

  • AP or IB course completion (18) or # enrollment (1) #
  • Receipt of CCR diploma, endorsement, or other graduation pathway (7)
  • University entrance CCR course sequence (3)
  • Grade Point Average (3)
  • Algebra II (2)
  • College preparatory, honors, or other state-specific CCR courses (3)
  • Transitional or remedial coursework (2)
  • Computer science (1)
What’s measured in CCR Indicators?
Completion of CCR Experiences

- **25 states** measure student participation in or completion of CTE courses

- Completion of a CTE pathway or program of study (10)
- Completion of CTE coursework [within a * program of study] (8) *
- Completion of CTE dual/concurrent * enrollment courses (6) *
- Attainment of CTE diploma endorsements (2) *
- Participation in career prep activities or * practices course (2) *
- Attainment of CTE concentrator status (1) *
What’s measured in CCR Indicators?
Completion of CCR Experiences

• **13 states** measure student *completion* of work-based learning, apprenticeships, or service learning

**Work-based Learning Experiences**
- Arizona
- Connecticut
- Delaware
- Georgia
- Illinois
- Kentucky
- New York
- North Dakota
- Oklahoma
- South Carolina

*Some states include minimum # of hours, state approval process, or employer exit survey*
What’s measured in CCR Indicators?
Completion of CCR Experiences

• **13 states** measure student *completion* of work-based learning, apprenticeships, or service learning

  **Apprenticeship**
  - Idaho
  - Kentucky
  - Maryland
  - Oklahoma

  **Community Service**
  - Arkansas
  - Illinois

  **Part-Time / Summer Job**
  - Illinois
Some states, especially those seeking to use a *broad definition of college and career readiness*, have identified unique measures to include in their ESSA indicators:

- **Seal of Biliteracy or similar** – California, Delaware, Maryland, New York, Rhode Island
- **Identification of career area of interest or career planning** – Illinois, Pennsylvania %
- **Free Application for Student Aid (FAFSA) completion** – Arizona
- **“Military readiness”** such as JROTC participation, physical fitness, leadership, quality citizenship – California, Montana, North Dakota %
- **Co-curricular activities** – Illinois
CCR Indicators in ESSA: Themes

• Signals of readiness vs. actual readiness
  • More emphasis on participation/access to CCR courses or performance on CCR assessments than on outcomes, especially outcomes that students demonstrate following high school completion

• Multiple Measures and Broad Definitions of CCR
  • States put a lot on the “menu”

• College AND Career Counts
  • Increasing interest in measures of military readiness

• Quality Control Challenges
  • Variation in the level of state oversight, data definitions, and approval processes, particularly for CCR “experiences”
  • Lack of specifics in ESSA plans regarding which experiences will result in students to “count” as ready
CCR Indicators in ESSA: Common Measures

• What did states most often include?
  • Reaching benchmarks on college entrance exams
  • Completion of rigorous courses: AP, IB, dual enrollment
  • Early postsecondary opportunities: passing scores on AP/IB or passing (and earning credit for) dual enrollment
  • Attainment of industry credentials and certificates
  • Completion of a CTE pathways or coursework
  • ASVAB results: most popular career-ready assessment
CCR Indicators in ESSA: Uncommon Measures

• What’s missing from states’ CCR indicators?
CCR Indicators in ESSA: Uncommon Measures

• What’s missing from states’ CCR indicators?
  • Postsecondary outcomes
    • College enrollment and persistence
    • Remediation rates
    • Credit accumulation after graduating from high school
  • Labor market outcomes
    • Employment after high school, wage data, etc.
  • Postsecondary outcomes students can achieve while in high school
    • Attainment of college credit or certificates/degrees and industry credentials less common than completion of early postsecondary course opportunities (like success in rigorous coursework or dual enrollment)
  • Focus on subgroup performance
    • For accountability, most CCR measures only include the all students group
CCR Indicators in ESSA: Key Takeaways

1. All CCR Measures are not Created Equal. States struggle to:

   • Maximize inclusion of numerous pathways to CCR with limitations of current data collections
     • Did states prioritize breadth or quality of CCR measures?
     • Are CCR measures tightly defined, verifiable, and consistently measured?
     • Are certain pathways to readiness excluded due to lack of data?
   
   • Determine the value of different CCR measures
     • If states chose a “menu” approach (each CCR accomplishment or experience receives equal weight), how much variance is there between the items on the “menu”?
   
   • Ensure only high-quality experiences “count”
     • Are dual enrollment experiences similar across districts or courses? %
     • What should the CCR benchmark be on various assessments?
     • What types of industry credentials or CTE pathways are valid?
2. Reluctance to Follow Students Beyond Graduation. States’ priorities:

- Mostly emphasize completion of college or career preparatory experiences during high school...
  - For example: passing AP/IB, dual enrollment, or CTE courses
- ... And sometimes emphasize performance measures that indicate a student is likely prepared for success after high school...
  - For example: meeting ACT CCR benchmarks scores in all subject areas or earning college credits via dual enrollment
- ... But mostly ignore postsecondary outcomes that demonstrate a student was, in fact, prepared for success after high school.
  - For example: postsecondary enrollment, remediation rates, military enlistment, attainment of postsecondary credentials
3. Measuring work-based experiences and outcomes is especially challenging. States grapple with:

- Defining workplace experiences and pathways (i.e., number of hours) and ensuring only quality experiences “count”
- Some leading states require state and/or employer approval:
  - South Carolina: students are career-ready if they complete an approved work-based learning experience with a successful employer exit evaluation
  - Kentucky: only counts state-approved apprenticeships or a state-approved "alternate process to verify exceptional work experience"
- A lack of standards-based, reliable, nationally recognized exams to explicitly measure career readiness against validated benchmarks
  - ACT WorkKeys used less frequently than the ASVAB
III. Opportunities for Alignment between ESSA and Perkins V

Alignment of ESSA CCR Indicators to Perkins Indicators of Performance

<table>
<thead>
<tr>
<th>Indicator</th>
<th>ESSA State Includes Exact or Very Similar Measure</th>
<th>ESSA State Includes Similar Measure</th>
<th>ESSA State Does Not Include</th>
</tr>
</thead>
<tbody>
<tr>
<td>4-YR ACGR</td>
<td>52</td>
<td>52</td>
<td>0</td>
</tr>
<tr>
<td>Proficiency in Math</td>
<td>52</td>
<td>52</td>
<td>0</td>
</tr>
<tr>
<td>ELA + Math</td>
<td>45</td>
<td>31</td>
<td>22</td>
</tr>
<tr>
<td>Post-secondary outcome: higher education, advanced training, military service or service program, or employment</td>
<td>7</td>
<td>21</td>
<td>11</td>
</tr>
<tr>
<td>Attainment of recognized postsecondary credential in HS</td>
<td>19</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Attainment of postsecondary credits in relevant CTE program or program of study via dual enrollment</td>
<td>42</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Participation in work-based learning</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>CTE concentrators in CTE programs / programs of study leading to non-traditional fields</td>
<td>52</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
Opportunities for Alignment between ESSA and Perkins V

Given the degree of alignment between what states are already using under ESSA and what they can use under Perkins V, what are key considerations when choosing performance indicators as a state?

Key Choice #1: Select between (aa), (bb), and (cc), or select multiple indicators?

Key Choice #2: Add “any other measure”, and if so, which ones?
IV. Recommendations. Opportunities between ESSA and Perkins V

**DO** leverage Perkins V Plans to Improve ESSA Plans:

- Increase use of *postsecondary outcomes* for program accountability: required in Perkins, optional in ESSA
- Encourage adoption of aligned, high-quality, and more rigorous measures of *career readiness* in ESSA accountability (e.g., attainment of postsecondary credentials or credits during high school)

**DO** leverage ESSA Plans to Improve Perkins V Plans:

- Opportunity to emphasize success of CTE concentrators in CTE courses or settings as well as *core academics*
- Prioritize measures that are *high-quality, valid, reliable, and supported by evidence*
- Consider *what* is measured as well as *how* it’s measured and for *which students*
Recommendations: Process

In drafting *Perkins V* plans for performance indicators:

- **DO** consult with diverse local stakeholders to create buy-in for your vision for CCR.

- **DO** consult with state educational agency (SEA) teams that developed long-term goals and indicators for *ESSA* to help develop a shared vision for CCR, align the two systems, and leverage existing data.

- **DO** design indicator “menus” carefully and consider collecting underlying, individual data points for CTE concentrators *before* aggregating them:
  - Know the percentage of CTE concentrators who earn an Associate degree in high school vs. the percentage of CTE concentrators who earn an industry-recognized credential first, then report the percentage who earn any recognized postsecondary credential.

- **DO** prioritize indicator quality, reliability, and validity, develop clear data definitions, and establish state processes for validating data for measures that could vary significantly in rigor between districts (e.g., dual enrollment courses).
Recommendations: Measure What Matters

What values does your state want reflected in your Perkins V performance indicators?

*Use the choices available as a way to emphasize your values*

1. College and Career Readiness
2. Equity for underserved groups of students
Recommendations: Program Quality

When selecting whether to use “any other measure” of program quality, states should consider:

1. %Using existing ESSA data points that emphasize broader aspects of college and career readiness
   • *Example:* Success in AP/IB

2. %Creating measures that examine outcomes for subgroups
   • *Example:* Minorities, Low-Income Students, Women

3. %Emphasizing completion of a rigorous, high-quality CTE pathway or program of study
   • *Example:* Create an indicator of the percentage of CTE concentrators earning a recognized postsecondary credential, earning postsecondary credits via dual enrollment, **AND** participating in work-based learning
   • *Example:* Use an indicator of the percentage of CTE concentrators who complete a CTE pathway or receive a CTE diploma endorsement
Recommendations: Program Quality

When selecting indicators of program quality from the suggested list of three, states should consider:

1. Selecting *all three* indicators: postsecondary credentials, postsecondary credits, and work-based learning

2. Selecting work-based learning *in conjunction with* postsecondary credentials, postsecondary credit, or “any other measure”
   - Consider adopting quality-control mechanisms for approval of work-based learning (e.g., employer surveys state approval)
V. Resources

https://all4ed.org/perkins
Questions?