Driving K-12 Reform through a College-Access and Success Agenda
Welcome to AASA’s Driving K-12 Reform through a College Access and Success Agenda Toolkit. We have worked hard to make this a hands-on, practical package that will help you do your job.

The college-going rate of our high school seniors needs to increase. Most economists agree that the 21st century global marketplace will demand more college-educated citizens with skill sets that can only be developed through post-secondary education.

In 2009, Congress passed the American Recovery and Reinvestment Act (ARRA) that contained new college enrollment reporting requirements for school districts in an attempt to focus attention on this crucial area and encourage best education practices in school divisions across the country. These new reporting requirements have presented difficulties to many school systems that were reporting college enrollment in different ways.

State education departments are charged by statute to report to the United States Department of Education, and make public, college-going data, disaggregated by district in specific categories. This more detailed analysis of your student data will be made available to your community without additional explanation.

To help you with these new demands, this AASA Driving K-12 Reform through a College Access and Success Agenda Toolkit is designed to

- Provide strategies for communicating to school boards, teachers, families and your community the information derived from reporting on college access and success, and

- Offer ideas that may help increase the college-going and persistence rates of your future graduating classes.

AASA is proud to be a grantee of the Bill & Melinda Gates Foundation for this work. AASA thanks College Summit, a national non-profit organization that helps high schools raise their college enrollment rates, for contributions to this effort and this toolkit. The result of this collaboration is a document rich in resources for local school districts and local school leaders concerned with the future of their graduates.

With all best wishes,

Daniel A. Domenech

Executive Director
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Introduction

AASA advocates for the highest quality public education for all students and develops and supports school system leaders. This toolkit builds on that mission and supports AASA’s ongoing Educating the Total Child campaign and our college and career ready efforts, such as Ready by 21.

• Provide you an approach for communicating to school boards, teachers, families and your community the information derived from reporting on college access and success, and

• Offer strategies to increase the college-going and persistence rates of future graduating classes.

This toolkit is designed to augment the nearly dozen day-long meetings held with superintendents and principals throughout the nation. The design of the toolkit follows the mantra of - Own It; Understand It; and Act On It.

Throughout the toolkit, you will also see Action Steps. These are designed as initial steps for activating the elements of this toolkit in your organization. The entire toolkit will be updated from time to time as new developments become available and experience allows us to expand the resources available in the toolkit.
College-going access and success has received a great deal of attention as the perceived threat to the welfare of the American economy has been intensified by the recent world-wide economic downturn. Some would suggest that a fundamental cultural change is occurring where post-secondary education is an essential element to retaining American economic health and competitiveness. This may be best exemplified in Secretary Duncan’s recent pronouncement.

“High schools must shift from being last-stop destinations for students on their education journey to being launching pads for further growth and lifelong learning. The mission of high schools can no longer be to simply get students to graduate. Their expanded mission, as President Obama has said, must also be to ready students for careers and college—and without the need for remediation.”

U.S. SECRETARY OF EDUCATION ARNE DUNCAN, (JULY 15, 2010 SPEECH TO THE COLLEGE BOARD AP CONFERENCE - “THREE MYTHS OF HIGH SCHOOL REFORM”)

The initial concept of this toolkit is entitled “Own It.” To Own It means to own the data on your students, schools, and district rather than allowing someone outside the district to characterize your performance based on the data. This is accomplished through internal data collection and external transparency.
Why Improving Postsecondary Outcomes Is So Important for the American High School

KEITH W. FROME, ED.D., CO-FOUNDER, COLLEGE SUMMIT, INC.

If you run a public school, a new set of post-secondary accountability factors will soon be a part of your core work. Your new metric of school success will not be solely about getting more of your kids to graduate nor will it only measure the number or percentage of students who apply to post-secondary. Your new measure of success will not even be how many of your graduating seniors were accepted to college or how much scholarship money your seniors who were accepted received. All of these measures are good leading indicators to measure and celebrate. Ultimately, though, you, as the principal of a public high school will be asked: What percentage of your graduating students enrolled in a post-secondary institution and persisted without needing academic remediation?

There are several reasons the country is making the shift to setting the goal of high school to be post-secondary and college success. First, let’s define “college.” When educators hear the word “college,” their minds usually conjure an image of a leafy 4-year college campus adorned with brick buildings, tweed-clad professors, and strolling students with time to read, reflect, and yes, play. While this image is a reality for a growing number of diverse communities, the term “college” encompasses so many more post-high school learning opportunities. “College” these days refers to “any post-secondary educational experience with value in the marketplace.” As the National College Access Network (NCAN) puts it, college is “education” beyond high school. So “college” is a four-year college, a two-year community college, as well as vocational education and certification programs. College does not even necessarily refer to a campus or a physical site anymore. In 2007, 66% of all two and four-year degree Title IV granting institutions offered distance education courses in virtual learning environments. If the term “college” simply refers to a degree or certificate-granting institution or organization a student attends after high school, then high schools that have a “college-going culture” are structured and managed on the expectation that all students will go to “college,” so defined, and that college-going results will be measured for the purposes of constant improvement.
The case for increasing the college success rate for all of America's students is grounded in research in academic achievement, individual health and well-being and the economic needs of the country.

1. **ACADEMIC PERFORMANCE INCREASES WHEN HIGH SCHOOLS SET THE GOAL OF COLLEGE SUCCESS FOR ALL STUDENTS.**

Research demonstrates that when school leaders emphasize post-secondary preparation and matriculation over secondary graduation, drop-out rates reduce and academic performance increases. Why? In a school with a college-going culture, students understand the relevancy of high school to their future. They are able to “connect the dots” between their high school studies and their hopes, dreams and aspirations. Several studies have shown that students who did not complete high school or are considering dropping out report that they just did not understand the point of going to school. In addition, these students reported that they did not connect with a caring adult or a peer who was college positive and college savvy. High Schools dedicated to launching all of their students to career and college success — what some call “Launchpad High Schools” - measure their success on post-secondary attainment, enjoy structures that provide the kind of meaningful connection all adolescents need to set goals and persevere through obstacles. Indeed, the research literature implies and many practitioners report that even if the school is being held accountable solely for reducing drop-out rates and increasing graduation rates, it is prudent for the leadership to re-orient the work of the faculty towards college-going for all students because of the residual social and academic benefits which accrue to high schools with college-going cultures.

2. **COLLEGE GRADUATES LEAD LONGER, HEALTHIER, MORE FULFILLING LIVES.**

Every educator and school leader wants the best for his or her students and they will do whatever it takes to maximize their students’ potential. Focusing on post-secondary success is one of the most important ways to act on and manage the idealism that drives every educator’s sense of vocation. College graduates consistently earn more and live longer, healthier and more fulfilling lives than students who do not go to college or pursue post-secondary training. Even completing just one year of college tends to benefit the student than never having gone at all. In July 2010, the Bureau of Labor Statistics reported that the average worker aged 25 older with no high school diploma earned $440.00 per week; high school graduates earned an average of $629.00 per week; workers with just some college or an associate’s degree earned 17% more than if they had only a high school diploma, earning an average of $737.00 per week. Completing college, though, paid off the best with average earnings of $1,138.00 per week, 80% higher than those with just a high school diploma. In 2009, those with some college earned an average yearly salary of $36,158.00 as compared to those who only complete high school, who averaged $31,925.00. Those who completed an associate’s degree earned somewhat more per year at $37,531. College completers earned substantially more money with an average salary of $48,710 per year.

Those who attend college have greater job security too even in the depths of a historic recession. In July, 2010, according to the Bureau of Labor Statistics, 13.8% of workers with less than a high school diploma were unemployed as compared to 10.8% unemployment for high school graduates, 8.3% unemployment for those workers with some college and 4.5% unemployment for those who had earned a B.A. or higher. In addition, according to the Educational Longitudinal Study, college graduates live longer, smoke less, divorce less, report more job satisfaction, read more newspapers and engage in more community service and volunteer activities than high school graduates. Why is this? For one reason, college graduates enjoy better paying jobs with more benefits including more access to higher quality health care. College graduates are also exposed to a variety of learning experiences and influences. Their access to a more diverse peer group introduces them to more abundant and healthier life options. In essence, a college degree, gives you more choices.

From a philosophical point of view, the goal of college attainment for all students is just another way of articulating the historic goals of American public education and the needs of a democracy for a well-educated citizenry. As early as 1837, Horace Mann argued for more inclusive secondary and post-secondary education: “After the state shall have secured to all its children, that basis of knowledge and morality, which is indispensable to its own security; after it shall have supplied them with the instruments of that individual prosperity, whose aggregate will constitute its own social prosperity; then they may be emancipated from its tutelage, each one to go wherever his well-instructed mind shall determine. At this point, seminaries for higher learning, academies and universities, should stand ready, at private cost, all whose path to any ultimate destination may lie through their halls.”
3. MOST ECONOMISTS AGREE THAT THE 21ST CENTURY GLOBAL MARKETPLACE WILL DEMAND MORE COLLEGE-EDUCATED CITIZENS WITH SPECIFIC SKILL SETS THAT CAN ONLY BE OBTAINED THROUGH POST-SECONDARY EDUCATION.

While the various stakeholders in the national movement to make “all kids, college ready” would agree to the above educational and philosophical points, they passionately converge on the economic urgency of ensuring college success for America’s young people. In 2007, the National Center on Education and the Economy published a report entitled *Tough Choices or Tough Times*. Though not without its critics, the report was widely quoted by pundits, policy makers and philanthropists. It argued that the following factors were eroding our nation’s economic competitiveness in the world marketplace: (1) technology was allowing more companies to hire skilled labor at a distance; (2) automation was extending to not only take the place of unskilled labor but more and more skilled, middle class jobs; and (3) critical steps in the production process were more and more being outsourced. This global trend cannot be stopped, the report declared: “... it is easier and easier for employers everywhere to get workers who are better skilled at lower cost than American workers.”

To remain competitive in the face of such an economic structural revolution, the report’s authors argued that America has to increase its capacity to produce more college graduates who are creative, critical thinkers and intellectual synthesizers than our education system currently facilitates. The 21st century economy will require a creative workforce with the skills to research, design, invent, market and manage. This will mean both less need and also less opportunity for the kind of blue collar work which sustained this country’s middle class for much of the last century. It will also mean less demand for local knowledge workers for they can be replaced by software. Admittedly, the recession did see a diminution in the employment security and earning power of college graduates (particularly minorities), but earning a college degree still gives workers a better chance than if they had not pursued post-secondary training of some sort. As we look ahead to better times, economists forecast an even greater need for a college-trained workforce. Demand for workers with a college education will outpace the current supply by 300,000 openings per year. By the year 2018, there will be 3 million fewer college graduates than the labor market will need. Given the current rates of college enrollment and graduation, colleges and universities will have to confer 10% more 4-year degrees each year to eliminate this shortfall by 2018. When you include the need for 4.7 million additional workers with post-secondary certificates, our K-16 system will have to produce 7.7 million new post-secondary and college graduates by 2018. These statistics – especially when combined with the educator’s vocational calling to tap the potential of every student who enters his or her school – serve as the clarion call to increase post-secondary achievement for all who are invested in American education and the future of the country and its young people.

ACTION STEP 2:

*If the SEA is using National Student Clearinghouse data, the district should get a clear understanding of the accuracy and currency of the data plus understanding which institutions of higher education (IHE) in your area participate.*

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10. Ibid, pg. 18.

11. Ibid.
After you own it, you must develop a deep understanding of the data. This begins with understanding the regulations and indicators that underpin the data. Understanding your district’s data is more than just the regulations, however, it is drilling down into the numbers to find the students themselves and the obstacles to college access and success that exist in your district.

ACTION STEP 3:

Empanel a taskforce to carefully review the indicators and statutory requirements. Use the list of proposed questions (below) to investigate the data set more clearly. With your team, go deep into the numbers to uncover the barriers to and reasons for post-secondary student success.
Critical and Unanswered Questions Regarding Federal Reporting Requirements

- Do states have the option of determining how the calculating of the four-year adjusted cohort graduation rate is determined unique to their own specific needs and conditions?

- Are there exceptions from calculation of the four-year adjusted cohort graduation rates for students who become ill, incarcerated, retained, resided outside of the country where equating grade nine might be difficult, or other related reason for taking more than four years and one summer? Note: Retentions, GED enrollments or departure from school for any other reason cannot be counted in the cohort.

- Is a district required to count in the four-year adjusted cohort graduation rates a student that transfers in credit-deficient?

- As specified in the regulations, the earliest high school grade suggests an alternative form of calculating the four-year adjusted cohort graduation rates but provides no details regarding the meaning.

- The application of students who transfer into the cohort definition is inexact and must be more accurately defined.

- As specified in the regulations, removing a student from the cohort requires that the LEA must confirm in writing suggest an exact definition. Does this allow requests for transcripts to be counted in compliance with the regulation?

- If a high school is on a year round schedule are there any variations in the calculation that must be applied?

- The term regular diploma is used throughout the regulations while the definition enjoys wide variation in state statues.

- How are 2 plus 2 (early college enrollment) enrollment are treated when their diploma and associate degree, by design, might require 5-years of enrollment?

- What negotiated agreements have been made between the SEA and the Secretary regarding one or more extended-year adjusted cohort graduation rates and traditional graduation rates? Do these concessions represent a revised requirement for reporting cohort rates or an additional requirement for reporting an addition rate?

- Under what conditions may a state request an extension?

- As specified in the regulations (200.20), what additional assessments have been agreed to by the SEA?

- Make certain there is a common definition with associated metrics for critical terms (retention, persistence, regular diploma, etc.).

- Who releases the data, when it is to be released, and make certain the district and schools receive reasonable advance notice?

- Who is going to be responsible for explaining the meaning of the data upon its release - LEA or SEA?

- How many of the IHE in the state are participating in NSC? Which IHE are not and why?

- The SEA must be able to certify that the provisions of FERPA are met by the release of student data files to NSC.

- Are all districts in the state releasing the same information to NSC?

- Is the state publicly releasing college enrollment data on the web, and if so, where?
While many districts have worked to understand the underlying data and promote a college-going culture, several have distinguished themselves: Baltimore, Chicago, Denver, Montgomery County (MD), and Austin Independent School District (ISD). As an example, Austin ISD, in concert with their Chamber of Commerce, declared their city the “Human Capital” of the world. In using this organizing framework, the community has become increasingly future-focused and works together on sustaining and developing the human capital needed to make their community competitive in the future. While popularized by many, the work in Austin responds to the work of Nobel economist James J. Heckman who, in *Inequity in America: What Role for Human Capital Policies?*, speaks to the importance of developing human capital particularly in schools. The chamber and school district became partners in establishing a “fundamental goal” of:

- Increasing graduation
- Preparing students in a college-ready curriculum
- Increasing college-going throughout Austin ISD

Through a network of mentors, partnerships with businesses, and setting strong benchmarks for college enrollment and SAT/ACT test performance, the chamber and the school district have experienced success in their initial collaboration. Central in their work was data-driven decision making including using post-secondary outcomes data provided by the National Student Clearinghouse. Understanding the data more deeply was essential to building the culture necessary in each school. The Austin Chamber incorporates several strategies in lending its expertise to the Austin Independent School District, including lending corporate influence and prestige to key organizations and activities, defining the skills and knowledge graduates need to get and keep well-paying, family-supporting jobs, and providing compelling data and evidence; issue reports and policy briefs.

Austin ISD has collected, analyzed, and shared their data, partnered with the chamber of commerce, and branded a community-wide goal. The school system will always be the central hub of human capital development and without the schools as full partners or the data to make the case for culture change, the community-wide efforts would be short circuited.

For more on the efforts of the Austin community, refer to the following:

- AISD’s Three-Pronged College Readiness Program Shows Outstanding Results in First Year
Act On It suggests taking control of improving your district’s college-going profile. Whether it is changing the mindset of teachers, parents, and students, aligning your pupil personnel services to encourage college access and success, or engaging middle and elementary schools in a campaign of promoting college-going, it is essential that broad community support is developed including action planning, diagnostic analysis, and the development of a cohesive communications plan.

**ACTION STEP 4:**

Bring together a leadership team to develop a strategic plan that implements actions, interventions, and systems that support a college-going culture and increase post-secondary access and success.
10 Tips for Building College-Going Culture in Your High School

10 WAYS TO STRENGTHEN YOUR SCHOOL’S COLLEGE-GOING CULTURE:

1. Find out what percentage of the senior class in past years actually enrolled in college and other forms of post-secondary education and establish the goal of your school to increase that amount by 20 percent.

2. Make sure that all students are enrolled in a program which will ensure that they graduate with the credits necessary to successfully apply to post-secondary programs. Establish credit recovery programs or mechanisms for those who are not on track.

3. Structure the school schedule so that all students receive post-secondary management services from trained educators.

4. Work so that all of your students hold post-secondary aspirations by the 10th grade, take the PSAT, ACT or SAT, hold on to their post-secondary aspirations in the 12th grade, apply to 5 post-secondary institutions, and file the FAFSA by March 1st of their senior year.

5. Establish a college application navigation tracking system so that each student’s progress on the indicators above can be measured and remediated as needed.

6. Focus resources on academic priority students in 9th grade by following their progress on three indicators: attendance, F-rates in math and English, and course credit completion.

7. Organize 12th grade peer leaders to help their fellow students navigate the college application path.

8. Flood the hallways, message boards, your website, and communications systems with college-going messages and celebrations.

9. Provide professional development to all faculty members so that they can assist their students in applying to college and so that they support the college-success signals of the school.

10. Provide parents and families with frequent communications and support nights about the elements of the college application process, especially on the issue of financial assistance.

COLLEGE-GOING CULTURE IN A HIGH SCHOOL OCCURS IN 4 CATEGORIES:

1. Academic Rigor: the degree to which a college-readiness curriculum is the default curriculum for all students;

2. Student Support Structures: the degree to which all students are guided, supported, measured and managed to postsecondary success;

3. Expectations: the degree to which all stakeholders in the school expect all students to be college ready and college bound;

4. Signaling: the degree to which the overt and covert signals of the school align with and communicate the college-success expectations for the student body.
Assess Your High School’s College-Going Culture

KEITH W. FROME, ED.D., CO-FOUNDER, COLLEGE SUMMIT, INC.

This simple self-assessment instrument can help assist schools in determining the strength of their college-going culture.

1. What was the college enrollment rate of your school’s most recent senior class? (This question does NOT ask for the number of seniors who applied to college or were accepted to college but asks you to report the percentage who actually enrolled in the fall following their senior year graduation).
   a. 80-100%
   b. 60-80%
   c. 40-60%
   d. Below 40%
   e. Don’t know

2. Among the graduating seniors two years ago:
   a. 80-100% of those who enrolled in college persisted to their sophomore year.
   b. 60-80% of those who enrolled in college persisted to their sophomore year.
   c. 40-60% of those who enrolled in college persisted to their sophomore year.
   d. Less than 50% of those who enrolled in college persisted to their sophomore year.
   e. Don’t know.

3. On the whole, the majority of the faculty of your school believes:
   a. All students can and should be bound for post-secondary education
   b. Most students can and should be bound for post-secondary education
   c. Only the students with high academic achievement or who are Division 1 caliber athletes can and should be bound for post-secondary education
   d. Their educational responsibility is solely to help students graduate from high school
   e. None of the above

4. On the whole, your students believe that they go to high school
   a. To prepare for college and career success
   b. To graduate and enter the work force
   c. Because that is what is expected of them
   d. They’ve been told that education is a good thing to do
   e. Don’t know

5. In your high school, a college-ready curriculum
   a. Is required of all students
   b. Is available to all students but not all students are required to take it
   c. Is available to those students who qualify
   d. Is not available in my school
   e. Don’t know
6. Which of the following is true of your student body?
   a. 80-90% of my students miss less than seven days per semester or ½ year
   b. 60-80% of my students miss less than seven days per semester or ½ year
   c. 40-60% of my students miss less than seven days per semester or ½ year
   d. 20-40% of my students miss less than seven days per semester or ½ year
   e. Don’t know

7. Which of the following is true of your 11th and 12th graders
   a. 90-100% take the ACT or the SAT
   b. 70-90% take the ACT or the SAT
   c. 50-70% take the ACT or the SAT
   d. 30-50% or less take the ACT or the SAT
   e. Don’t know

8. The following percentage of your 11th-grade class has completed at least one year of algebra:
   a. 90-100%
   b. 70-90%
   c. 50-70%
   d. Below 50%
   e. Don’t know

9. Your high school’s college advisory program:
   a. Is structured into the regular school schedule and includes all students
   b. Is open to all students who decide to participate
   c. Meets on an ad hoc basis
   d. There is no college advisory program in my high school
   e. Don’t know.

10. How do you use peer mentors and student leaders to build college-going culture in your school?
    a. My high school trains rising 12th graders to work with their peers and younger students in a structured program to increase college awareness and applications.
    b. My high school uses peer mentors mostly for academic and support services but not to aid in the college preparation and application process.
    c. My high school uses peer mentors on an ad hoc basis as needed.
    d. My high school does not utilize peer mentoring in the college application or college awareness process.
    e. Don’t know

**Scoring Guide:** The higher percentage of “a” responses corresponds to a higher degree of college-going culture. In those categories, where you scored your school at a “b” or lower level, you might consider making plans to move the structure of your school into the “a” category.
Webinars

Watch and listen to two excellent archived webinars from this effort.

- **Building a College-Going Culture: Lessons from School Leaders**
  Hear from Supt. of the Year, Dr. Heath Morrison, Washoe County Nevada, Principal Mark Lenoir, Eleanor Roosevelt High School, Corona-Norco Unified, Calif. And Curriculum and Instruction Coordinator April Moore, Corona-Norco Unified, Calif., and AASA’s Bryan Joffe on how schools and districts are working on-the-ground to build a college-going culture.

- **Driving School Improvement through a College Access and Success Agenda**
  AASA’s Bryan Joffe, AASA Research Professor in Residence, Dr. Robert McCord, and College Summit’s Dr. Keith Frome share research on using post-secondary outcomes data to drive school improvement.

Regulations

Federal regulations and data items are available for download at this link:

- State Fiscal Stabilization Fund Assurance Indicators and Descriptors

Case Studies

The National Student Clearinghouse (NSC) has provided four examples of the use of the NSC data by districts around the nation. These case studies exemplify all elements of the Own It/Understand It/Act On It theme of this toolkit.

- Austin Independent School District, Texas
- Baltimore County Public Schools, Maryland
- Montgomery County Public Schools, Maryland
- Denver Public Schools, Colorado

Toolkits

- **New Schools Venture Fund - Paving the Way for College Success**
- **WICHE - Knocking at the Door**
- **Jobs for the Future**
- **USDOE College Completion Toolkit**

Finally, The Chronicle of Higher Education issued a document in late August of 2011 entitled *Almanac of Higher Education 2011-12*. There is a wealth of information about student demographics, access, and equity.