House Bill 5 Evaluation

Executive Summary

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Executive Summary

In June 2013, former Texas Governor Rick Perry signed into law House Bill (HB) 5, 83rd Texas Legislature, Regular Session, which established a new high school graduation program—the Foundation High School Program—for students entering Grade 9 in 2014–15 and reduced the number of state assessments required for graduation. The legislation gave the Texas State Board of Education (SBOE) decision-making authority in a number of areas related to the new high school program. The SBOE adopted rules for the Foundation High School Program on January 31, 2014.

Prior to the passage of HB 5, Texas students could choose among three graduation programs: the Minimum High School Program (MHSP), the Recommended High School Program (RHSP), and the Distinguished Achievement Program (DAP), with special provisions required for students to complete the MHSP.1 On both the RHSP and DAP, students are required to complete four credits each in English, mathematics (including Algebra II), science, and social studies—satisfying the admission requirements for most Texas public universities and colleges.

With the enactment of HB 5, the commissioner of education was required to adopt a transition plan to replace the MHSP, RHSP, and DAP with the Foundation High School Program beginning with the 2014–15 school year. Under the commissioner’s transition plan, students in Grades 9, 10, and 11 in the 2013–14 school year were allowed the choice to graduate on the MHSP, RHSP, DAP, or new Foundation High School Program (Texas Education Agency [TEA], 2014c). The Foundation High School Program was designed to give students the flexibility to take more classes focused on their interests and career goals. Under the Foundation High School Program, students are required to complete 22 credits to include four credits in English language arts and three credits each in science, social studies, and mathematics. However, students must also select one of five endorsements to pursue (i.e., arts and humanities; business and industry; public services; science, technology, engineering, and mathematics (STEM); and multidisciplinary studies).2 Completing an endorsement requires students to earn 26 credits to graduate. The additional credits must include a fourth credit in mathematics and science and two electives. However, unlike the RHSP and DAP, students are not required to complete Algebra II to fulfill the mathematics requirement. Only students opting to earn a distinguished level of achievement or pursue the STEM endorsement continue to be required to complete Algebra II.3

Beginning with the 2014–15 school year, the new high school graduation requirements have been implemented in Texas public school districts for all students entering Grade 9. As part of the legislation, HB 5 Section 83(a), the TEA, in collaboration with the Texas Higher Education Coordinating Board (THECB) and the Texas Workforce Commission (TWC), is required to conduct an evaluation that estimates the effects of graduation requirement changes on several key outcomes, with reports due December 1, 2015, and December 1, 2017.

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1 A student taking courses under the MHSP must meet one of three criteria, and the student, the student’s parent or guardian, and a school counselor or school administrator must agree that the student should be permitted to take courses under the MHSP.
2 Each student, upon entering Grade 9, must indicate in writing which endorsement he or she intends to pursue. However, a student may change the endorsement at any time. In addition, a student may graduate without an endorsement if, after the student’s sophomore year, the student and the his or her parent or guardian are advised by a school counselor of the specific benefits of graduating from high school with one or more endorsements and the student’s parent or guardian files with a school counselor written permission on a form adopted by TEA.
3 To earn a distinguished level of achievement, a student must complete a total of four credits in mathematics, including Algebra II, and four credits in science, and an endorsement successfully.
The evaluation of HB 5 focuses on meeting the following two objectives:

1. Evaluate the implementation of HB 5 on curriculum and testing requirements for high school graduation.
2. Estimate the effect of the changes HB 5 made to curriculum and testing requirements on high school graduation rates, college readiness, college admissions, college completion, obtainment of workforce certificates, employment rates, and earnings.

Because the first cohort of Grade 9 students required to complete the requirements under the Foundation High School Program will not graduate until spring 2018, this first evaluation report does not include an estimate of HB 5’s effect on high school graduation rates, college readiness, college admissions, obtainment of workforce certificates, employment rates, and earnings but rather will report on (1) baseline outcome measures for students graduating under the MHSP, RHSP, and DAP; (2) how districts are implementing the changes to curriculum and graduation requirements during the first year of the Foundation High School Program; and (3) a preliminary assessment of the college readiness of students who will be the first cohort required to graduate under the Foundation High School Program.

Over the last 20 years, the Texas Legislature made changes to public education policy to ensure that all students are prepared for college and the workforce.

Historical Overview of Graduation Requirements in Texas

Over the last 20 years, the Texas Legislature has made changes to the state graduation requirements and accountability system to ensure school districts prepared all students to enter college or the workforce. Beginning with the 1997–98 entering cohort of Grade 9 students, Texas introduced the MHSP, RHSP, and DAP. The RHSP and DAP were designed to improve students’ college readiness by ensuring that students completed the coursework required for admission to Texas four-year colleges and universities. For students entering Grade 9 in 2004–05, Texas strengthened its approach to college and career readiness by establishing the RHSP as the default graduation program for all public high school students. In a further commitment to college and career readiness, Texas increased the number of course credits required for graduation by introducing the 4x4 curriculum program that required all students to complete four credits in each of the four foundation subject areas of English, mathematics, science, and social studies. The 4x4 curriculum was incorporated into the RHSP and DAP requirements for students entering Grade 9 in 2007–08 and increased the number of credits required for graduation from 24 to 26. At the same time, the SBOE was tasked with incorporating college readiness performance standards in the Texas Essential Knowledge and Skills (TEKS).

Until 2000–01, students were required to pass the exit-level test of the Texas Assessment of Academic Skills (TAAS) in reading, writing, and mathematics to graduate from high school. In the period of 1997–98 through 2001–02, Texas introduced Algebra I, Biology, English II, and United States History end-of-course (EOC) assessments as an option for meeting testing requirements for graduation in place of TAAS. In 1999, during the 76th Texas Legislature, Senate Bill 103 was passed, replacing the TAAS with the Texas Assessment of Knowledge and Skills (TAKS), which included the exit-level assessment for English language arts, mathematics, science, and social studies beginning with the 2003–04 school year. TAKS was legislatively mandated to align with the new required curriculum standards, the TEKS. In 2007, the 80th Texas Legislature
passed SB 1031, which replaced the TAKS exit-level assessments with 15 State of Texas Assessments of Academic Readiness (STAAR®) EOC assessments as a graduation requirement for students entering Grade 9 in 2011–12. During the 81st Legislative Session, with the enactment of HB 3, Texas introduced vertically aligned STAAR assessments in the elementary and middle grades that would be linked to college readiness performance standards on the Algebra II and English III high school STAAR EOC assessments (Texas Education Agency, 2014f).

In 2013, Texas replaced the MHSP, RHSP, and DAP with the Foundation High School Program.

The MHSP, RHSP, and DAP were replaced during the 83rd Legislative Session with the enactment of HB 5. During this session, Texas introduced a new graduation program, the Foundation High School Program and changed the assessment requirements for graduation.

In addition to changing state graduation requirements to improve college readiness for students, the Texas Legislature made changes to the state accountability system over the years to align with the goal of improving postsecondary readiness for all students. With the 2013 redesign of the state accountability system, postsecondary readiness became a rating criterion for school districts and campuses. Prior to 2013, postsecondary readiness was an acknowledgement distinction.

Progress of Students Under the Minimum, Recommended, and Distinguished Graduation Programs

Student outcomes under the MHSP, RHSP, and DAP showed improvement in college readiness and high school graduation across cohorts.

In preparation for analyses scheduled to occur in future years of this evaluation, baseline outcome measures for students who graduated under the MHSP, RHSP, and DAP were compiled to explore historical trends on key student outcomes, including college readiness, high school graduation, two-year and four-year college enrollment, two-year and four-year college completion, obtaining of workforce certificates, employment, and earnings. Student-level data were aggregated to the cohort level, and all findings are presented according to entering cohorts of Grade 9 students (see Chapter 3 for details regarding the creation of the cohorts used in the analyses).4 Data from the entering Grade 9 cohorts of 1997–98 through 2013–14 were included in the analyses.

4 All analyses conducted to examine baseline student outcomes were based on cohorts made up of the incoming Grade 9 students for the specific academic year. For example, students who entered Grade 9 for the first time in fall 1997 were considered to be part of the 1997–98 cohort. Per Texas Education Code (TEC) § 39.053(c)(2)-(3), TEA calculates dropout and graduation rates in accordance with standards and definitions adopted by the National Center for Education Statistics of the United States Department of Education and in compliance with the No Child Left Behind Act of 2001 (20 U.S.C. Section 6301 et sq.). These requirements specify the calculation of an on-time high school graduation rate based on a cohort that takes into account students’ progression from grade to grade, data on graduation status, and data on students who transfer in and out of a school, district, or state during the
College Readiness

Student-level data from the Grade 11 TAKS were used to explore trends in students’ reading and mathematics readiness while students were still in high school. Student performance on these assessments increased steadily across these cohorts, with a small decrease occurring in the mathematics assessment for the 2010–11 cohort. Although only 43% of students in the 2001–02 cohort entering Grade 9 met the Higher Education Readiness Component (HERC) set by the THECB in mathematics, 67% of students in the 2010–11 cohort entering Grade 9 did so. Likewise, only 29% of students in the 2001–02 cohort entering Grade 9 met the HERC standard in reading; however, this percentage increased to 66% for students in the 2010–11 entering cohort of Grade 9 students.

Data from the Texas Success Initiative (TSI) were used to assess the college readiness of students who enrolled in two-year or four-year public colleges in Texas. TSI is a state-mandated program designed to determine whether a student is ready for college-level coursework in the general areas of reading, writing, and mathematics. Students may meet the TSI readiness standards in mathematics and reading by meeting or exceeding specified score thresholds on approved college readiness exams or by receiving a waiver (see Chapter 3 for additional details). Results of the analyses showed that the percentage of students meeting the TSI readiness standards has increased for both reading and mathematics—from 52% for the 2002–03 cohort to 63% for the 2008–09 cohort in reading and from 47% for the 2002–03 cohort to 59% for the 2008–09 cohort in mathematics.

High School Graduation

High school graduation rates also increased during this period. The percentage of students in each entering Grade 9 cohort who graduated from a Texas public high school within four years increased from approximately 62% for the 1997–98 cohort to 77% for the 2009–10 cohort. The largest gain in the percentage of students graduating from a Texas public high school occurred between the 2006–07 cohort and the 2007–08 cohort—an increase of approximately five percentage points (68% to 73%).

Two-Year and Four-Year College Enrollment

Although the results of the analyses showed improvements in the college readiness and high school graduation rates of students, the percentages of students who enrolled in a Texas two-year college or
four-year public or independent college or university remained relatively stable. The percentage of students in each of these cohorts who enrolled in a two-year college ranged from 19% to 24% across all years. Students who completed the RHSP were more likely than students who completed the other graduation programs to enroll in a two-year college, whereas students who completed the DAP were the most likely to enroll in a Texas public or independent four-year college or university. Similarly, the percentage of students who enrolled in a Texas four-year college or university increased by about five percentage points during this period—from 14% of students in the 1997–98 entering cohort of Grade 9 students to 19% of students in the 2008–09 entering Grade 9 cohort.

Two-year and Four-year College Completion and Persistence

Two-year and four-year college completion and persistence also varied little across cohorts. The percentage of students in each cohort who earned an associate’s degree, completed a workforce certificate, or were still enrolled in a two-year college within three years of their expected graduation from high school increased by one percentage point—from 7% for students entering Grade 9 in the 1997–98 cohort to 8% for students entering Grade 9 in the 2006–07 cohort—during this period. Likewise, there was little change over time in the percentage of students in each entering Grade 9 cohort who earned a bachelor’s degree within four years or were enrolled in a Texas four-year college or university within five years of their actual or expected high school graduation date. For the entering Grade 9 cohorts of 1997–98 through 2000–01, data were available only for Texas public four-year college and universities. For these cohorts, the percentages of students who earned a bachelor’s degree within four years or were enrolled in a four-year college or university within five years ranged from 10% to 11%. Data from both Texas public and private four-year colleges and universities were available for the entering Grade 9 cohorts of 2001–02 through 2005–06. Across these cohorts, the percentage of students who earned a bachelor’s degree within four years or were enrolled in a four-year college or university within five years was 13%.

Employment and Earnings

Finally, the percentages of students entering Grade 9 in each cohort who were employed one, three, and five years after their actual or expected high school graduation date also remained relatively stable across cohorts, and the median quarterly wages of students entering Grade 9 in each cohort who were employed during quarter four in Texas changed relatively little across cohorts. However, the median quarterly wages of students in each cohort who were employed during quarter four in Texas increased from one to three years after actual or expected high school graduation and three to five years after actual or expected high school graduation.

District Implementation of the Curriculum and Graduation Requirements Under the Foundation High School Program

A primary goal of the HB 5 evaluation is to examine the implementation of HB 5 on curriculum and testing requirements for high school graduation. To do so, an electronic survey was sent to district administrative staff in all public school districts in Texas to collect information on actions taken by districts to implement changes prescribed within HB 5. The survey focused on the following items:

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7 If a student graduated in fewer than 4 years, postsecondary outcomes are calculated from the year a student graduated high school. For students who do not have a graduation record, postsecondary outcomes are calculated from the time they were expected to graduate high school.
The endorsements districts are offering in their high schools, including how these endorsements were selected

The pathway options districts are offering for students to complete an endorsement

The methods districts used to communicate with parents and students about the new high school graduation requirements, including how they introduced the endorsements offered in the district, the course requirements to complete the endorsement, and what steps, if any, were taken to help parents and students select an endorsement

Approximately 81% of all districts in Texas with at least one high school responded to the survey. These districts were largely representative of all districts in the state relative to district size, type of community the district resides in, accountability ratings received, and demographics of their student population (see Table F1 in the report for more information).

Endorsement Offerings

Districts were most likely to report offering the multidisciplinary studies endorsement. Districts were the least likely to report offering the public services endorsement.

Over half of all responding districts (53%) reported offering all five endorsements, whereas 6% reported offering only one endorsement.

Districts were asked a series of questions regarding which of the endorsements they were offering in their high schools as well as how they decided which endorsements to offer. Districts were most likely to report offering the multidisciplinary studies endorsement (96%), followed by business and industry (87%), STEM (86%), arts and humanities (79%), and public services (62%). Over half of all responding districts (53%) reported offering all five endorsements, whereas only 6% reported offering only one endorsement.

Districts reported little variation in endorsement offerings across their high schools. Most districts with more than one high school (84%) reported offering the same endorsements on each high school campus.  

Districts were most likely to consider their current course offerings and staff capacity when considering which endorsements to offer.

Almost all responding districts reported taking into consideration their current course offerings (98%) and staff capacity (97%) when deciding which endorsements to offer. Student interest (72%), availability of facilities (71%), and availability of resources (66%) were also among the top considerations reported by districts.

Districts were also asked whether they encourage students to select specific endorsements or to pursue a distinguished level of achievement. A majority of responding districts (68%) reported not taking any

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28% Twenty-eight percent of the responding districts had more than one high school.
actions to encourage students to pursue particular endorsements. However, most districts (94%) reported encouraging students to complete a distinguished level of achievement.

Communication With Parents and Students

Parent meetings and information distribution via guidance counselors were the most frequently reported means of communicating with both parents and students about endorsements and course offerings.

In addition, districts were asked about the methods used for communicating with parents and students about the endorsement and course options available to students. The most frequently reported methods for communicating with parents were meeting directly with parents (94%) and communicating through guidance counselors (92%). A majority of districts also reported including information intended for parents in the student handbook (74%), on the district webpage (60%), or in a brochure or flyer focused on endorsement or course offerings (58%). Similarly, the most frequently reported methods for communicating with students about available endorsement and course offerings were through counselors (94%) and parent meetings (89%). A majority of districts also reported that students were informed about endorsements and course offerings through the student handbook (73%), teachers (62%), informational brochures or flyers (57%), and the district webpage (53%).

New Mathematics Courses

Forty-five percent of districts reported plans to offer Statistics and 30% reported plans to offer Algebraic Reasoning as options for the third or fourth credit requirement in mathematics.

To align with HB 5 curriculum requirements and provide additional advanced mathematics courses as alternatives to Algebra II, the SBOE developed two new courses in mathematics: Algebraic Reasoning and Statistics. Districts were asked whether they planned to offer either of the new mathematics courses approved by the SBOE. Approximately 45% of districts reported planning to offer Statistics and about 30% reported planning to offer Algebraic Reasoning as additional options for the third or fourth credit requirement in mathematics.

Student Outcomes for Foundation High School Program Cohort

The first cohort to graduate under the Foundation High School Program entered Grade 9 in 2014–15. At the time of this report, no outcome data yet existed on this cohort of students. However, this cohort’s STAAR performance in Grade 8 is available and gives a preliminary assessment of the students’

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9 Per TEC, Section 28.02121(a)1 and (b), districts are required to provide information on their websites outlining the benefits of choosing a high school personal graduation program that includes the distinguished level of achievement and each endorsement under the Foundation High School Program so that is accessible to students Grades 9 and above and to parents and legal guardians (http://www.legis.state.tx.us/tlodocs/83R/billtext/html/HB000005E.htm).
readiness to enter high school. Results of these analyses show that fewer than half of students who took the Grade 8 STAAR assessments during the spring of 2014 reached Level II at the final standard on the Grade 8 STAAR Reading (47%) and Mathematics (33%) assessments. However, results did show that most Grade 9 students who took the STAAR Algebra I in Grade 8 performed very well, with 80% of the students who completed the assessment reaching the Level II at the final standard.

**Limitations of the Findings and Next Steps**

As part of the HB 5 legislation, TEA, in collaboration with THECB and TWC, is required to conduct an evaluation that estimates the effects of the new graduation requirements on several key student outcomes. The major limitation of this report as an evaluation of HB 5 is the length of time students have progressed since the implementation of the Foundation High School Program. The first cohort of Grade 9 students required to complete the requirements under the Foundation High School Program will not graduate until spring 2018. Therefore, the earliest that data would be available to begin assessing impacts to student outcomes would be spring 2017, when these students will take assessments that determine their readiness for postsecondary success. The endorsements students can earn under the Foundation High School Program have the potential to focus students on a course of study or career path of personal interest to the student. This could potentially keep students in high school through graduation and possibly motivate them to enroll in college. An additional evaluation report completed in December 2019, after these students have graduated from high school (spring 2018), would be beneficial to the Texas Legislature because impacts to high school graduation and college enrollment will be evident. In addition, more cohorts will be entering high school under the Foundation High School Program, giving the Texas Legislature more opportunities to see trends in these outcomes.

The next two years of this evaluation will continue to follow the previous cohorts graduating under the MHSP, RHSP, and DAP and will report on the first cohort that will be required to graduate under the Foundation High School Program. To better understand how these students are responding to the endorsement offerings and, eventually, how these offerings interact with student outcomes, a subsequent report in this evaluation (December 1, 2017) will focus on the types of endorsements that students are pursuing and the number of students opting to pursue the distinguished level of achievement. Whether students are making progress toward college readiness will also be reported through the scores on the STAAR EOC assessments in English I, English II, Algebra I, Biology, and U.S. History.

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10 Performance at the Level II standard on STAAR indicates that students are sufficiently prepared for the next grade level or course. A three-step phase-in period has been implemented for STAAR performance standards to provide school districts with time to adjust instruction, provide new professional development, and close knowledge gaps. The final Level II standard will become the performance standard after the phase-in period. This standard represents the postsecondary readiness standard and is being used in this evaluation to determine the degree to which the first cohort of students required to graduate under the Foundation High School Program are on track toward postsecondary readiness.
References


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