

# House Bill 5 Evaluation: Final Report

# **Highlights and Executive Summary**

Submitted to:

Texas Education Agency 1701 N. Congress Avenue Austin, TX 78701

Submitted by:

American Institutes for Research 4700 Mueller Boulevard Austin, TX 78723

DECEMBER 2017

# House Bill 5 Evaluation: Final Report Highlights and Executive Summary

December 2017

Lynn Mellor, PhD Ginger Stoker, PhD Helen Muhisani, MS



1000 Thomas Jefferson Street NW Washington, DC 20007-3835 202.403.5000

www.air.org

Copyright © 2017 American Institutes for Research. All rights reserved.

**Copyright** © **Notice.** The materials are copyrighted © and trademarked <sup>™</sup> as the property of the Texas Education Agency (TEA) and may not be reproduced without the express written permission of TEA, except under the following conditions:

(1) Texas public school districts, charter schools, and Education Service Centers may reproduce and use copies of the Materials and Related Materials for the districts' and schools' educational use without obtaining permission from TEA.

(2) Residents of the state of Texas may reproduce and use copies of the Materials and Related Materials for individual personal use only without obtaining written permission of TEA.

(3) Any portion reproduced must be reproduced in its entirety and remain unedited, unaltered, and unchanged in any way.

(4) No monetary charge can be made for the reproduced materials or any document containing them; however, a reasonable charge to cover only the cost of reproduction and distribution may be charged.

Private entities or persons located in Texas that are **not** Texas public school districts, Texas Education Service Centers, or Texas charter schools or any entity, whether public or private, educational or noneducational, located **outside the state of Texas** *MUST* obtain written approval from TEA and will be required to enter into a license agreement that may involve the payment of a licensing fee or a royalty.

For information contact: Copyrights Office, Texas Education Agency, 1701 N. Congress Ave., Austin, TX 78701-1494; phone 512-463-9041; email: <u>copyrights@tea.texas.gov</u>.

Texas Assessment of Academic Skills<sup>®</sup> (TAAS<sup>®</sup>), Texas Assessment of Knowledge and Skills<sup>®</sup> (TAKS<sup>®</sup>), and State of Texas Assessments of Academic Readiness<sup>®</sup> (STAAR<sup>®</sup>) are registered trademarks of the Texas Education Agency. Other product and company names mentioned in this report may be the trademarks of their respective owners.

# Contents

| List of Acronyms  | 1  |
|---|----|
| Highlights of the 2017 Evaluation   | 2  |
| Executive Summary   | 4  |
| Updates to Graduation Requirements in Texas   | 5  |
| Progress of Students Graduating Under the Minimum, Recommended, and Distinguished Achievement Graduation Programs               | 6  |
| District Implementation of the Curriculum and Graduation Requirements Under the Foundation<br>High School Program Since 2014–15 | 8  |
| Student Outcomes for Foundation High School Program Cohorts   | 9  |
| Limitations of the Findings and Next Steps  | 11 |

#### Page

## List of Acronyms

| AP®    | Advanced Placement <sup>®</sup>                   |
|--------|---|
|        | Career and Technical Education                    |
| CTE    |   |
| DAP    | Distinguished Achievement Program                 |
| DLA    | Distinguished Level of Achievement                |
| ELA    | English Language Arts                             |
| ELL    | English Language Learner                          |
| EOC    | End-of-Course                                     |
| FHSP   | Foundation High School Program                    |
| HERC   | Higher Education Readiness Component              |
| HB     | House Bill  |
| IB®    | International Baccalaureate®                      |
| IEP    | Individualized Education Program                  |
| IGC    | Individual Graduation Committee                   |
| JROTC  | Junior Reserve Officer Training Corps             |
| MHSP   | Minimum High School Program                       |
| PEIMS  | Public Education Information Management System    |
| RHSP   | Recommended High School Program                   |
| SB     | Senate Bill                                       |
| SBOE   | State Board of Education                          |
| STAAR® | State of Texas Assessments of Academic Readiness® |
| STEM   | Science, Technology, Engineering, and Mathematics |
| TAC    | Texas Administrative Code                         |
| TAKS®  | Texas Assessment of Knowledge and Skills®         |
| TAPR   | Texas Academic Performance Reports                |
| TASP   | Texas Academic Skills Program                     |
| TEA    | Texas Education Agency                            |
| TEC    | Texas Education Code                              |
| THEA®  | Texas Higher Education Assessment®                |
| THECB  | Texas Higher Education Coordinating Board         |
| TSI    | Texas Success Initiative                          |
| TSIA   | Texas Success Initiative Assessment               |
|        |   |
| TWC    | Texas Workforce Commission                        |

## Highlights of the 2017 Evaluation

The final report on the evaluation of House Bill (HB) 5 provides (1) an update on changes made to the current policy for graduation, including coursework, testing, and accountability during the 84th and 85th Texas Legislative Sessions; (2) an update on the implementation of HB 5 by school districts since 2014–15; and (3) a preliminary look at the Foundation High School Program that students are pursuing, including the endorsements and distinguished level of achievement. This report also examines student outcomes for the Foundation High School Program cohorts.

## **Updates to Graduation Requirements in Texas**

The Texas Legislature continues to provide support and flexibility in how students meet state graduation requirements by passing:

- House Bill 18 (84th Texas Legislature), to strengthen the college and career advising available to students in public middle and high schools in Texas;
- Senate Bill 463 (85th Texas Legislature), to extend the expiration date to September 1, 2019, which allows students who have taken and failed up to two end-of-course (EOC) assessments to meet the graduation requirements through an individual graduation committee decision;
- Senate Bill 826 (85th Texas Legislature), which removes the course sequencing requirements that students needed to adhere to when meeting English and mathematics course requirements, giving students more flexibility to graduate; and
- Senate Bill 1005 (85th Texas Legislature), which allows students graduating under Texas Assessment of Knowledge and Skills<sup>®</sup> exit-level assessment requirements to meet state graduation requirements through the SAT, ACT, or the Texas Success Initiative Assessment, in addition to State of Texas Assessments of Academic Readiness<sup>®</sup> EOC exams.

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

- The Texas Success Initiative (TSI) readiness performance in reading, mathematics, and writing increased for all subject areas for students in the 2002–03 through 2010–11 cohorts.
- The 2011–12 incoming Grade 9 cohort was the first cohort that did not have the option to meet TSI readiness standards by achieving at or above the readiness cut score on the exit-level Grade 11 assessment. The measured TSI readiness rates for 2011–12 cohort cannot be directly compared to rates of earlier cohorts for the purpose of describing trends in true college readiness because of these significant changes in testing requirements.
- Gaps in on-time high school graduation rates between students from different racial/ethnic groups narrowed considerably over time for the cohorts required to meet the 4X4 (four credits each in English language arts, math, science and social studies) graduation requirements.
- The percentages of students who enrolled in a Texas two-year college or four-year public or independent college or university continued to remain relatively stable across the last seven years.

- Of students who enrolled in a Texas four-year college within one year of high school graduation, the percentage of students graduating from or persisting a fifth year in a four-year college increased by 4 percentage points from the 2001–02 cohort to the 2007–08 cohort.
- Across all entering Grade 9 cohorts, those students who graduated under the Distinguished Achievement Program consistently earned a higher income than those graduating under the Recommended High School Program and Minimum High School Program, respectively.

### District Implementation of the Curriculum and Graduation Requirements Under the Foundation High School Program Since 2014–15

- More than half of responding districts (56%) offer all five endorsements, which is an increase of 3
  percentage points from 2015.
- Staffing concerns around teacher qualifications and staff capacity and a lack of resources (funding, curriculum, facilities, equipment, etc.) were the top existing barriers to offering certain endorsements reported by districts.
- Expressed student interest and career interest inventories were the top considerations reported by districts when recommending particular endorsements to students.
- Less than a quarter of districts reported they had transfer students who were unable to complete the endorsement they previously were pursuing in another district.
- Speech/professional communications, health, four social studies credits, and Algebra II were the most often cited additional local criteria required by districts in addition to the state graduation requirements.

### **Student Outcomes for Foundation High School Program Cohorts**

- The probability of enrolling in a Texas four-year college was higher for students graduating under the Minimum High School Program, Recommended High School Program, or Distinguished Achievement Program than for students who opted to graduate under the Foundation High School Program. The probability of enrolling in a Texas two-year college was higher for students who opted to graduate under the Foundation High School Program. These results should be interpreted with caution as students from these cohorts opted into the program may not be comparable to later cohorts who must graduate under the Foundation High School Program.
- The percentage of students selecting the Foundation High School Program plus endorsement and distinguished level of achievement increased from the 2014–15 to the 2015–16 cohort.
- Results showed that students were pursuing each endorsement with the highest percentage pursuing the multidisciplinary endorsement.
- Of the students in the 2014–15 cohort who took EOC assessments, around 50% met Level II at the final standard on their first attempt.

## **Executive Summary**

In June 2013, the 83rd Texas Legislature passed House Bill (HB) 5, which established a new high school program—the Foundation High School Program. The new high school graduation program was required for all entering Grade 9 students in all Texas public school districts in 2014–15.<sup>1</sup> The Foundation High School Program was designed to give students the flexibility to take more classes focused on their interests. Under the Foundation High School Program, students are required to complete 22 credits, including four credits in English language arts (ELA) and three credits each in science, social studies, and mathematics. In addition, all students are now required to earn two credits in a language other than English. Students also must select one of five endorsements to pursue (i.e., arts and humanities; business and industry; public services; science, technology, engineering, and mathematics (STEM); or multidisciplinary studies).<sup>2</sup> Completing an endorsement requires students to earn 26 credits to graduate. The additional credits must include a fourth credit in mathematics and a fourth credit in science and two electives. However, unlike the previous graduation programs, 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.<sup>3</sup>

As part of the legislation, HB 5 Section 83(a), the Texas Education Agency (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 these changes on several key outcomes.

In response to these requirements, TEA, in collaboration with THECB and TWC, contracted with American Institutes for Research (AIR) in spring 2015 to conduct an initial report on the evaluation of HB 5, which focused on meeting the following two objectives:

- 1. Evaluate the implementation of HB 5 on curriculum and testing requirements for high school graduation.
- Estimate the effect of the changes that 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.<sup>4</sup>

Once again, TEA, in collaboration with THECB and TWC, contracted with AIR to conduct the final report on the evaluation of HB 5 in response to HB 5 requirements. This report provides (1) an update on changes made to the current policy for graduation, including curriculum, testing, and accountability during the 84th and 85th Texas Legislative Sessions, (2) an update on the implementation of HB 5 by school districts since 2014–15, and (3) a preliminary look at the Foundation High School Program that students are pursuing, including the endorsements and distinguished level of achievement. This report also examines student outcomes for the Foundation High School Program cohorts.

<sup>&</sup>lt;sup>1</sup> The 2014–15 entering Grade 9 cohort is the first cohort required to select an endorsement under the Foundation High School Program. Entering Grade 9 cohorts from 2010–11 to 2013–14 were allowed to opt into the Foundation High School Program. <sup>2</sup> Each student, upon entering Grade 9, must indicate in writing which endorsement he or she intends to pursue. However, the student may change the endorsement at any time. In addition, a student may graduate without an endorsement if, after the student's sophomore year, he or she and the student's 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 the Texas Education Agency (TEA).

<sup>&</sup>lt;sup>3</sup> 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 must successfully complete requirements for an endorsement.
<sup>4</sup> This first evaluation report can be found on TEA's website at

http://tea.texas.gov/Reports\_and\_Data/Program\_Evaluations/Research\_Reports/Program\_Evaluation\_\_\_\_Research\_Reports/

### **Updates to Graduation Requirements in Texas**

#### The Texas Legislature continues to provide support and flexibility in how students meet state graduation requirements.

With the passage of HB 5 in 2013, the Foundation High School Program became the graduation program for all Texas public high school students beginning with the entering Grade 9 students in 2014–15. The new graduation requirements introduced greater flexibility for students in earning a high school diploma. Updates to curriculum and graduation requirements from the last two legislative sessions continue to add support and flexibility in how students meet state graduation requirements.

- To assist with implementation of HB 5, the 84th Texas Legislature passed HB 18 in May 2015 to strengthen the college and career advising available to students in public middle and high schools in Texas.
- In 2015, the 84th Texas Legislature also passed Senate Bill (SB) 149, which allowed students in Grades 11 and 12 who have taken and failed up to two end-of-course (EOC) assessments to meet the testing requirements for graduation through an individual graduation committee (IGC) review. This provision was set to expire on September 1, 2017; however, SB 463, which passed during the 85th Texas Legislative Session, extends the expiration date two more years to September 1, 2019.
- In 2017, the 85th Texas Legislature passed SB 826, which removed the course sequencing requirements that students needed to adhere to when meeting English and mathematics course requirements. This change to the Texas Education Code (TEC) allows students to take English or mathematics courses simultaneously (subject to prerequisite requirements), giving students more flexibility to graduate in three years or make up a previously failed course and still graduate in four years.
- In 2017, the 85th Texas Legislature also passed SB 1005, which allows students graduating under the Texas Assessment of Knowledge and Skills<sup>®</sup> (TAKS<sup>®</sup>) exit-level assessment requirements to meet state graduation requirements through the SAT, ACT, or the Texas Success Initiative Assessment, in addition to State of Texas Assessments of Academic Readiness<sup>®</sup> (STAAR<sup>®</sup>) EOC exams.

The last two Texas legislative sessions also have brought significant changes to the state accountability system. In 2015, the 84th Texas Legislature passed HB 2804, which changed the state accountability system to an A–F rating in each of five domains and overall. Provisions of the bill required the commissioner of education to release a provisional A–F ratings report showing the ratings that each district and campus would have received for Domains I–IV for the 2015–16 school year if the A–F rating system had been in place. However, in 2017, the 85th Texas Legislature passed HB 22, which changes the state A–F accountability system in several ways, including reducing the number of domains, introducing locally developed accountability domains, changing the calculation of the summative accountability grade, realigning the unacceptable cut-point at the F rating, and changing the timeline for implementation to August 2018 for districts and August 2019 for campuses.

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

Baseline outcome measures for students who graduated under the Minimum High School Program (MHSP), Recommended High School Program (RHSP), and Distinguished Achievement Program (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, obtainment of workforce certificates, employment, and earnings. Student-level data were aggregated to the cohort level, and findings are presented according to entering cohorts of Grade 9 students from 1997–98 through 2013–14 (see Chapter 3 for details regarding the creation of the cohorts used in the analyses).<sup>5</sup>

#### High School Graduation

# Gaps in on-time high school graduation rates between students from different racial/ethnic groups narrowed considerably for the cohorts required to take the 4X4 curriculum (2007–08 through 2012–13).

Student-level data from Public Education Information Management System graduation data files were used to examine trends in the percentage of students in each cohort who graduated from a Texas public high school within four years. The percentage of students in each entering Grade 9 cohort that graduated from a Texas public high school increased from approximately 62% for the 1997–98 cohort to 78% for the 2012–13 cohort. The largest gain in the percentage of students graduating from a Texas public high school occurred between the 2005–06 cohort and the 2006–07 cohort—an increase of approximately 5 percentage points (68% to 73%). In terms of graduation rates between racial/ethnic groups, although gaps were quite large for the 1997–98 through 2006–07 cohorts, the gaps narrowed considerably for the 2007-08 through 2012-13 cohorts. For example, though only 57% of African-American students, 49% of American Indian students, and 54% of Hispanic students in the 1997–98 cohort graduated from high school within four years, 73% of Asian/Pacific Islander students and 70% of White students did so. However, by 2012–13, the differences in high school graduation rates between students of different racial/ethnic backgrounds decreased for most groups. Seventy-five percent of African-American students, 73% of American Indian students, 76% of Hispanic students, and 68% of Pacific Islander students graduated from high school within four years, compared to 88% of Asian students, 78% of multiracial students, and 81% of White students.

<sup>&</sup>lt;sup>5</sup> 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 § 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 seq.). 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 high school years. TEA defines a cohort as the group of students who begin Grade 9 in Texas public schools for the first time at any time in the same school year, plus students who, in the next three school years, enter the Texas public school system in the grade level expected for the cohort. Students in the cohort are tracked to their expected graduation date, and all students remain in their original cohort. For the purposes of calculating the longitudinal graduation rate, students who left the cohort for reasons other than graduating, acquiring a general education diploma, earning certificates, or dropping out were excluded based on statutory requirements and were not included in the calculation. Please see <u>http://tea.texas.gov/acctres/DropComp\_2015-16.pdf</u> for more information. TEA's methodology was not employed in this analysis to keep the number of students in a cohort consistent across time; this allows for more consistent comparisons across time and analyses. As with all research, there may be limitations to this approach.

#### Two-Year and Four-Year College Enrollment

The percentages of students who enrolled in a Texas two-year college or four-year public or independent college or university continued to remain relatively stable across the additional two cohorts—hovering between 22% and 24% for two-year college enrollment and 17% to 20% for four-year college enrollment over the last seven years.

#### **Texas Success Initiative**

For entering Grade 9 cohorts from 2002–03 to 2010–11, the percentage of students meeting the TSI readiness standards increased for all subject areas.

The percentage of students in each entering Grade 9 cohort who enrolled in a two-year or four-year college or university who met the Texas Success Initiative (TSI) readiness standards in reading, mathematics, and writing increased for all subject areas for students in the 2002–03 through 2010–11 cohorts—from 52% to 65% in reading, from 41% to 62% in mathematics, and from 56% to 65% in writing.

Because of the significant changes in testing requirements for the 2011–12 cohort, their measured TSI readiness rates cannot be directly compared to rates of earlier cohorts for the purpose of describing trends in true college readiness. The 2011–12 incoming Grade 9 cohort was the first cohort where the option to meet TSI readiness standards by achieving at or above the HERC score on an exit-level TAKS was eliminated when the STAAR replaced TAKS as the state's standardized student assessment. Approximately 60% of students in the 2011–12 cohort met TSI readiness standards in both reading and writing. A smaller percentage (50%) met readiness standards in mathematics.

#### Two-Year and Four-Year College Completion and Persistence

The percentage of students graduating from or persisting for a fifth year at a four-year college increased by 4 percentage points between the 2001–02 and 2007–08 cohorts.

Trends in completion of two-year college degrees and certificates, as well as completion of four-year college degrees, were relatively consistent across entering Grade 9 cohorts. However, the percentage of students who earned a bachelor's degree within four years or were still enrolled in a four-year college or university within five years of enrolling in a Texas public four-year college or university increased from 71% for the 2001–02 cohort to 75% for the 2007–08 cohort.

#### **Employment and Earnings**

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 remained relatively stable across cohorts, and the median quarterly wages of students entering Grade 9 in each cohort who were employed during Quarter 4 in Texas changed relatively little across cohorts. However, the median quarterly wages of students in each cohort who were employed during Quarter 4 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 Since 2014–15

A 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 with at least one high school. The survey focused on the following areas:

- The endorsements that districts are offering in their high schools, and any changes made since 2014–15;
- The options that districts are offering students to complete an endorsement and any new courses that districts created to meet advanced ELA, mathematics, or science credits;
- Any barriers that districts faced in offering certain endorsements; and
- How districts have been communicating with students about high school graduation requirements, including how they deal with students who transfer into their district unable to complete the endorsement they previously were pursuing.

About 72% of districts responded to the survey. These districts were largely representative of all districts in the state relative to district size, type of community in which the district resides, accountability ratings received, and demographics of their student population (see Table F1 in Appendix F for more information).

#### **Endorsement Offerings**

Districts were asked to respond to several items about the factors that were considered when making decisions about HB 5 implementation and the endorsements that would be offered to students in their high schools. Nearly all districts (97%) reported considering current course offerings provided in their districts, as well as current staff capacity to instruct the courses necessary to offer endorsements, prior to the implementation of HB 5.

Slightly more than half of the responding districts (51%) reported increasing their endorsement offerings since 2015.

Districts were most likely to report offering the multidisciplinary studies endorsement (96%), followed by business and industry (89%), STEM (87%), arts and humanities (83%), and public services (65%). More than half of all responding districts (56%) reported offering all five endorsements, and 51% of districts reported increasing their endorsement offerings since 2015.

More than half of responding districts (60%) reported staffing concerns around teacher qualifications and staff capacity as a continued barrier to offering certain endorsements, whereas slightly less than half of respondents (49%) reported a lack of resources (funding, curriculum, facilities, equipment, etc.) as a continued barrier.

Respondents also were asked whether they had students transfer into their district who were unable to complete the endorsements they previously were pursuing. Less than a quarter (23%) of responding

districts indicated they had students transfer into their districts who were unable to complete the endorsement they were pursuing; 41% of responding districts reported that transfer students did not complete their endorsement in their district because the district's current course offerings did not include the courses they needed, or because the district did not offer a particular endorsement.

#### Local Criteria in Addition to State Graduation Requirements

Speech/professional communications, health, four social studies credits, and Algebra II were the top local criteria required by districts in addition to the state graduation requirements.

District respondents were asked to indicate any local criteria that students in their district must complete in addition to the state graduation requirements. About 75% of districts indicated that students in their district must complete local criteria in addition to the state graduation requirements. Speech/professional communications, health, four social studies credits, and Algebra II were the top local criteria required by districts in addition to the state graduation requirements.

## **Student Outcomes for Foundation High School Program Cohorts**

The goal of these analyses is to examine the preliminary impact of HB 5 on student outcomes. Since the first cohort of students required to graduate under the Foundation High School Program (the entering Grade 9 cohort of 2014–15) will not graduate until 2017–18, the preliminary impact is presented for students in the 2011–12 and 2012–13 cohorts who opted to graduate under the program. Baseline outcomes for students in the 2014–15 and 2015–16 cohorts also are summarized.

### Preliminary Impact of House Bill 5

To investigate the preliminary impact of HB 5 on student outcomes, propensity score matching and multilevel modeling were used to estimate the effect of HB 5 on students' two-year and four-year college enrollment.<sup>6</sup> Because data on most of the key outcomes of interest are not yet available for students entering Grade 9 in 2014–15, the first cohort of students required to graduate under the Foundation High School Program, the impact analyses were conducted using students from an earlier cohort. Propensity score matching was used to match Grade 9 students from the 2011–12 cohort who opted to graduate under the Foundation High School Program with similar students from the entering cohort of 2009–10, who did not have the opportunity to graduate under the Foundation High School Program and therefore graduated under the MHSP, RHSP, and DAP graduation plans. It is important to note that students in the 2011–12 and 2012–13 cohorts who opted to graduate under the Foundation High School Program chose to do so in the last two years of high school. These students may not be comparable to later cohorts who began the Foundation High School Program in Grade 9 or those students in the 2011–12 and 2012–13 cohorts who graduate Achievement Program, or the Recommended or Minimum High

<sup>&</sup>lt;sup>6</sup> High school graduation is not included as an outcome because students were identified as having opted to graduate under the Foundation High School Program through the Public Education Information Management System graduation files. Data for other student outcomes, including Quarter 4 employment and wage data for 2015–16, were not available at the time of this report. Student outcomes with regard to two-year and four-year college completion or certificate completion were not available for students in the 2011–12 cohort, because not enough time has passed for students to reach these milestones. College readiness, as defined by meeting TSI readiness standards, was also not included as an outcome due to the transition in testing requirements that was implemented for the 2011–12 cohort. Please see Sections 3.1 and 3.5 of this report for further details regarding why TSI readiness rates are not comparable across these cohorts.

School Programs. Results of these analyses should be treated as preliminary and interpreted with caution.

The results of the preliminary impact of HB 5 on college enrollment rates reveal the following:

- The probability of enrolling in a two-year college within one year of graduation from high school for students who graduated under the MHSP, RHSP, or DAP is 0.24 compared to 0.27 for students who opted to graduate under the Foundation High School Program.
- The probability of enrolling in a four-year college within one year of graduation from high school for students who graduated under the MHSP, RHSP, or DAP was 0.12 compared to 0.09 for students who opted to graduate under the Foundation High School Program.

#### Baseline Outcomes for the 2014–15 and 2015–16 Cohorts

#### The percentage of students selecting the Foundation High School Program plus endorsement and distinguished level of achievement increased from the 2014–15 cohort to the 2015–16 cohort.

Baseline outcomes for students required to graduate under the Foundation High School Program show an increase in the percentage of students selecting Foundation High School Program plus endorsement and distinguished level of achievement from the 2014–15 to the 2015–16 cohort.<sup>7</sup>

- Almost 43% of the 2014–15 cohort selected the Foundation High School Program plus endorsement and distinguished level of achievement during Grade 9 versus 62% of the 2015–16 cohort in Grade 9.
- Results showed that students were pursuing each endorsement with the highest percentage pursuing the multidisciplinary endorsement.
- Forty-three percent of students in the 2014–15 cohort reached Level II at the final standard in Algebra I, 50% of students reached Level II at the final standard in English I, and 48% of students reached Level II at the final standard in U.S. History.
- A higher percentage of students in the 2015–16 cohort who completed the assessment met Level II at the final standard on the Algebra I (49%) and Biology (62%) EOC assessments than students in the 2014–15 cohorts (43% and 56%, respectively).

<sup>&</sup>lt;sup>7</sup> While districts have had years of experience reporting data on the specific programs under which students graduate, data regarding students' pursuit of specific graduation programs were newly required upon the implementation of the Foundation High School Program. Data collections that are new to PEIMS are generally prone to instances of reporting error, so the reader should note that percentages based on this new pursuit indicator may not reflect the true number of students pursuing the Foundation High School Program in the 2014–15 and 2015–16 cohorts.

### Limitations of the Findings and Next Steps

The most significant limitation of the evaluation of HB 5 is the length of time that students have progressed since the Foundation High School Program was implemented. The first cohort of Grade 9 students required to complete the requirements under the Foundation High School Program will not graduate until spring 2018. Although an estimate of the effect of HB 5 on student outcomes was conducted using a cohort of graduates who had the option of graduating under the Foundation High School Program, these estimates are limited and preliminary given that this option was made retroactively and students were able to plan their coursework under the Foundation High School Program only during their senior year.

Another limitation concerns the comparisons conducted between students who graduated under the Minimum, Recommended, and Distinguished high school diplomas and the students who opted to graduate under the Foundation High School Program. Students in the 2011–12 and 2012–13 cohorts who opted to graduate under the Foundation High School Program chose to do so in the last two years of high school. These students may not be comparable to later cohorts who began the Foundation High School Program in Grade 9 or those students in the 2011–12 and 2012–13 cohorts who graduated under the Distinguished Achievement Program, or the Recommended or Minimum High School Programs.

An additional evaluation report completed in August 2020, 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 measurable. 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.

#### ABOUT AMERICAN INSTITUTES FOR RESEARCH

Established in 1946, with headquarters in Washington, D.C., American Institutes for Research (AIR) is an independent, nonpartisan, not-for-profit organization that conducts behavioral and social science research and delivers technical assistance both domestically and internationally. As one of the largest behavioral and social science research organizations in the world, AIR is committed to empowering communities and institutions with innovative solutions to the most critical challenges in education, health, workforce, and international development.



4700 Mueller Boulevard Austin, TX 78723 512.476.6861

www.air.org

## Making Research Relevant

#### LOCATIONS

#### Domestic

Washington, D.C. Atlanta, GA Austin, TX Baltimore, MD Cayce, SC Chapel Hill, NC Chicago, IL Columbus, OH Frederick, MD Honolulu, HI Indianapolis, IN Metairie, LA Naperville, IL New York, NY Rockville, MD Sacramento, CA San Mateo, CA Waltham, MA

#### International

Egypt Honduras Ivory Coast Kyrgyzstan Liberia Tajikistan Zambia