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Texas Higher Education Law Aims to Improve Outcomes for Students in Developmental Education

by Bricio Vasquez, Ph.D.

College-level placement in Texas community colleges relies heavily on a single college readiness placement test, the Texas Success Initiative Assessment (TSIA), unless exempt. The state requires most incoming college students to take the TSIA to be assessed in the areas of reading, writing and math. But this practice can lead to higher numbers of students being misplaced into remedial courses.

For example, one support program coordinator told IDRA: “About 98% [of students] need some form of remediation, usually math... So, here, we call it Grade 13” (Cortez & Cortez, 2012).

In 2017, the Texas Legislature passed House Bill 2223 requiring Texas institutions of higher education to change developmental education to improve student success (THECB, 2018). According to the Texas Higher Education Coordinating Board, 58% of first-year community college students were placed in remedial education in English, reading or mathematics. This number could be minimized if the state did not rely on a single measure for coursework placement. (Weisburst, et al., 2017)

In contrast, alternative holistic assessments of college readiness immediately place students in credit-bearing courses, which leads to higher rates of students transferring to four-year colleges and to higher graduation rates.

Additionally, Texas’ college readiness and remediation model unintentionally “weeds out” students by locking them into non-credit bearing remedial coursework. The graph on the next page shows the percentage of community college students who completed a credential or continued as full-time students after three years. In the 2015 cohort, for example, only 45.3% of students requiring remedial coursework succeed compared to 63.4% who did not require remediation (Texas Higher Education Coordinating Board, 2019).

Students placed in remediation courses cannot progress into college-bearing courses until after completing their remediation sequence, even if they only need remediation in a single subject and could be successful in other college-level courses. Remediation courses are not transferable from two-year colleges to four-year universities. This adds time and costs to students’ educational investment.

Despite their intended purpose, remediation courses often hinder students’ progress in college and contribute to student attrition. This system burdens community colleges and the Texas economy. Nationally, remediation courses cost students \$7 billion per year, not counting the opportunity cost of time and earning power for students enrolled in these courses or the cost to

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Texas needs to change its approach if it wants to produce a skilled workforce that attracts new and diverse employers and continue being competitive in a 21st century, global economy.

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communities when fewer students make it to graduation (Scott-Clayton, 2012).

Texas higher education needs a more effective approach to college readiness assessment and remediation to ensure more students complete a postsecondary degree.

One example of an alternative college readiness assessment and remediation model is California's Assembly Bill (AB) 705. This measure reduces, and in many cases, eliminates the number of remedial courses for students needing additional academic support (Rodríguez, et al., 2018).

AB 705 took effect in the fall of 2019 and uses multiple measures for college placement, including high school grade point average (GPA), high school English and math course completion, and high school standardized assessment results. If remediation is required, students enter co-requisite enrollment. The co-requisite model enrolls students simultaneously in credit-bearing, transferable math and/or English courses and a reading and/or math support course. The co-requisite course must be aligned with the learning outcomes of the college-level course. This approach proves more efficient than a sequential course enrollment approach.

Prior to California's AB 705, community colleges had discretion about how they would approach college placement and remediation. Community colleges that adopted multiple measures similar to those in AB 705 saw dramatic results. For example, San Diego Mesa College saw only 34% of students successfully completing college composition under traditional remediation, whereas 85% accomplished the same via the co-requisite model (Rodríguez, et al., 2018).

California is not the only state using innovative approaches to college placement. The North

Carolina Community College System changed its policy on placement after marginal success with its previous model (Clotfelter, et al., 2015; Mazzariello & Ganga, 2019). Other states using multiple measures include Florida, Tennessee and Virginia (Xiaotao Ran, et al., 2019).

Texas college readiness assessments and remediation models that rely on a single test score do more harm than good. They have the unintended effect of denying college access, particularly to first-generation college students and students of color (Bojorquez, 2019).

The Texas approach undermines the efforts of K-12 schools preparing graduates for college-level work (Avilés, 2019). Latinx youth have the highest enrollment rates in Texas community colleges. The current remediation structure hurts Texas' Latinx student population most.

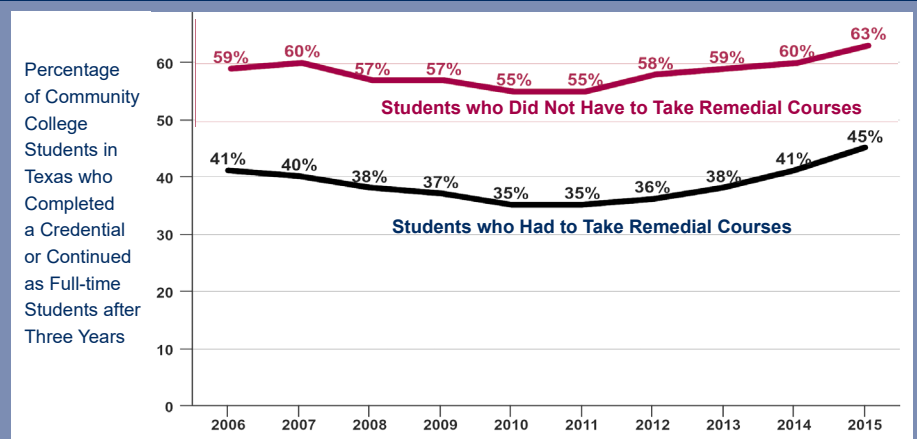
Alternative approaches, like multiple measures assessment and co-requisite remediation, have higher success rates. In addition, colleges can provide test preparation for high school students taking the TSIA to refresh students' skills, particularly for those who took Algebra 2 as sophomores or juniors.

Students who do not take Algebra 2 at all will be at a significant disadvantage. In 2013, Texas policymakers removed Algebra 2 as a default high school graduation requirement. This change led to a decline in high school students enrolled in Algebra 2, especially in rural schools (Bojorquez, 2018).

Texas needs to monitor its recent changes and take additional steps to produce a skilled workforce that attracts employers and is competitive in this global economy.

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Students Are More Likely to Leave Texas Community Colleges When Required to Take Remedial Courses



Data Source: Texas Higher Education Coordinating Board, Developmental Education Accountability Measures Data: Community Colleges Statewide Totals, January 14, 2019

The Intercultural Development Research Association (IDRA) is a non-profit organization with a 501(c)(3) tax exempt status. Our mission is to achieve equal educational opportunity for every child through strong public schools that prepare all students to access and succeed in college.

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Three Guiding Principles for Removing College Readiness Barriers in School Policies and Practices

by Nilka Avilés, Ed.D., and Hector Bojorquez

In most circles, the importance of college preparation in K-12 schools is obvious. In addition to schools' public mandate, data on future earnings and life choices leave little doubt that schools need to provide rigorous courses and other supports to prepare students for college and career. But school leaders may struggle with making this a reality.

IDRA has worked with a number of schools in the U.S. South as educators change policies and practices that hinder college preparation, particularly when they reflect issues of inequity.

After looking at a school's data and meeting with educators and families, we can identify areas for improvement that typically impact college readiness, among other issues. Educators can begin an exploration of their school's college-going culture for themselves by asking three guiding questions:

- Do our school's policies and practices around college readiness reflect an asset-based approach to student learning?
- Do our school's policies and practices indicate high expectations for all students?
- Do our policies and practices ensure students receive multiple supports to meet those high expectations?

Answering questions such as these led districts like Roscoe Independent School District (ISD) and Pharr-San Juan-Alamo (PSJA) ISD to receive national attention for their outstanding work in supporting all students to graduate prepared for college.

The principles underlying these questions are not meant to be exhaustive but force us to recognize students for who they are as future graduates and leaders rather than as "victims" of poverty, race or circumstance. And they direct us to think about fundamental issues in education.

Principle #1: **Ensure school policies and practices reflect an asset-based approach to student learning**

An asset-based approach means recognizing students' strengths and focusing on building relationships with an understanding of students. It means accepting that schools can prepare all students for a college-going future. It also means creating positive relationships and nurturing students' identity toward achieving their goals as young adults.

This is not a question about perceived abilities of individual students. Rather, it applies to what a school community should envision for all of its students and how that vision shows up in its policies and practices.

At the elementary school level, educators can, for example, look closely at key data like their in-grade retention rates. During the 2017-18 school year, the highest rate of in-grade retention in Texas elementary schools occurred in the first grade (TEA, 2019a; Johnson, 2019). Students who have been retained are more likely to drop out in the future. And since schools tend to apply in-grade retention disproportionately by race and ethnicity, the practice is not consistent with effective asset-based practices.

At the secondary level, Texas policymakers in 2013 created a new obstacle to a college-going future by weakening graduation requirements (Bojorquez, 2018). One stated rationale by policymakers was that some students cannot handle rigorous courses, like Algebra 2. Nevertheless, some school districts took steps to affirm their commitment to college preparation by taking a student option allowed by the new law and making it the default path for all students. This option is the Distinguished Level of Achievement, and it closely resembles the courses that most universities seek for admissions. Students must earn the Distinguished Level of Achievement (cont. on Page 4)

Market Watch reports that nine out of 10 new jobs go to those with a college degree.

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ment to be eligible for automatic state college admission through the Texas Top Ten Percent Plan (Texas Education Agency, 2019).

In 2017, through IDRA's Ready Texas study, we identified 45 districts across the state that made the Distinguished Level of Achievement their default graduation plan (Bojorquez, 2019).

Having the Distinguished Level of Achievement option as a district requirement is not an outlandish idea since 80% of students graduated with even more rigorous graduation requirements before the state policy change in 2013. This fact is an important reminder for those who despair about the future for students of color, poor children and students in at-risk situations asking, "Maybe we shouldn't expect *all* students to graduate prepared to go to college?" This question is the ultimate deficit view because it assumes certain student populations cannot rise to the challenge.

In contrast, PSJA and Roscoe ISD are two districts that clearly view all students as potential college students and have results to prove it. After implementing its new vision and programs, PSJA cut its dropout rate from 13.6% in 2007 to 1.2% in 2018 (lower than the statewide rate of 1.9%) (Texas Education Agency, 2007; 2019b). In addition, PSJA graduated close to 400 students with an associate degree (Bojorquez, 2019). A small rural district, Roscoe ISD reports that it is close to graduating three-quarters of its class with an associate degree.

**Principle #2:
Ensure school policies and practices indicate high expectations for all students**

Having high expectations is not merely an attitude or slogan on a hallway poster. Even at a young age, students know when their school expects them to fail, just as they know when their school expects them to succeed.

Middle and high schools demonstrate their high expectations, for example, when they plan for all students to take four courses in science, math, social studies and English (known as "4x4") that colleges look for but is no longer required in Texas.

However, there are ways in which some districts

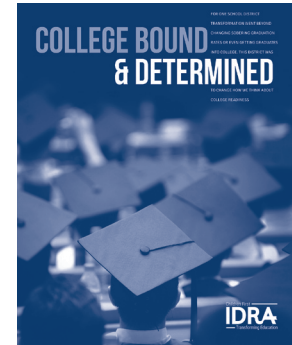
themselves create barriers for these courses. One of the most often used barriers is district-created requirements for certain higher-level classes. IDRA scanned district requirements across the South and Southwest. We found that some districts establish local requirements for entry into higher-level courses like taking Algebra 1 in the eighth grade or taking Algebra 2 at all. These local requirements include taking a prerequisite course, earning a particular score on a standardized test or getting sign-off by a specific teacher which is very subjective. Unfortunately, this hurdle also occurs with Biology 1. Some districts require that students pass a middle school science exam as a campus prerequisite for taking Biology 1 in the ninth grade.

Another obstacle occurs when counselors and others steer students away from high level classes or from the 4x4 path because they believe such courses are too hard for some students. Instead, they may encourage trades and workforce skills that do not require college education. IDRA has heard from parents who have had this happen to their children, even after they and their children declared their intention for college (Montemayor, 2018). And history shows that such practices are much more likely to happen to students of color and economically disadvantaged students (Cortez, 2013).

The Pew Research Center reports that employment opportunities that do not require college education have an unpredictable and chaotic future (2016). For example, the availability of manufacturing jobs continues to decline. And while there are many opportunities for certain kinds of employment, such as welding and service industry, growth in these fields is closely tied to the economic health of a region or the country. Sometimes they spike during deep economic upticks, while other times they fall hard or disappear altogether. Plus, according to the U.S. Bureau of Labor Statistics, the earning potential in non-college jobs is significantly lower than in college-level careers (Torpey, 2019).

Market Watch reports that nine out of 10 new jobs go to those with a college degree. Researcher Anthony Carnevale explains that three-fifths of job openings are due to retiring Baby Boomers, and employers require their replacements to be better prepared – a trend he calls "upscaling" (Goldstein, 2018).

College Bound and Determined



See IDRA's report profiling what happens when a school district raises expectations for students instead of lowering them.

Pharr-San Juan-Alamo ISD's strategies parallel IDRA's own vision for change: the Quality Schools Action Framework.

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**Principle #3:
Ensure students receive multiple supports to meet those high expectations**

Districts like PSJA and Roscoe ISD provide high levels of support to students who are struggling with particular subjects rather than creating barriers or steering them away from rigor. These high supports include tutoring, differentiated instruction, authentic project-based learning, personalized academic services, use of culturally-sustaining pedagogy and teacher diversity.

In elementary school, additional supports include identifying struggling readers and screening them for particular disabilities, like dyslexia, and providing research-based reading and coping support at an early stage.

The College, Career and Technology Academy (CCTA) in PSJA provides dual credit courses

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Texas Public School Attrition Study Highlights, 2018-19 – Attrition Rate Down to 21%, But Texas High Schools Lost Over 88,000 Students Last Year

by Roy L. Johnson, M.S.

The latest attrition rate data for Texas public schools shows continued gradual improvement but also persistent disparities among racial and ethnic student groups. IDRA's latest attrition study found that 21% of the freshman class of 2015-16 left school prior to graduating in the 2018-19 school year. IDRA's analysis of rates by race and ethnicity shows continuing disparities.

IDRA conducted the first comprehensive study of school dropouts in Texas for the 1985-86 school year. IDRA continues to conduct these attrition analyses to assess schools' abilities to hold on to their students until they graduate. This year's study is the 34th in a series of annual reports on trends in dropout and attrition rates in Texas public schools. Attrition rates are an indicator of a school's holding power, or ability to keep students enrolled in school and learning until they graduate.

Along with other dropout measures, attrition rates are useful in studying the magnitude of the dropout problem and the success of schools in keeping students in school. In simplest terms, attrition is defined as shrinkage in size or number; therefore, an attrition rate is the percent change in grade level between a base year and an end year.

The 2018-19 statewide attrition rate of 21% is 12 percentage points lower than the initial rate of 33% found in IDRA's landmark 1985-86 study and one percentage point lower than last year. The overall high school attrition rate in Texas has ranged from 21% to 25% over the past seven years.

Across racial and ethnic groups, attrition rates are lower than they were over three decades ago when IDRA conducted the first attrition study. In the last year for each group, the attrition rate declined one or two percentage points, except for Black students whose rate stayed at 24%.

From 1986 to 2019, Texas public schools lost 3.9 million students who left without graduating with

a high school diploma. As noted in IDRA's initial attrition study, the economic impact of dropping out of school without a diploma has significant implications for students, their communities and the state. In its inaugural study, IDRA found that the dropout problem cost the State \$17.12 billion per year in (a) lost wages and tax revenues, and (b) increased costs in welfare, crime and incarceration, unemployment insurance and placement, and adult training and education.

Numerous research studies and reports today document that students without a high school diploma earn significantly less over a lifetime than students with a high school diploma, and that students with a high school diploma earn significantly less than those with a college degree. One such initiative by the Alliance for Excellent Education entitled *The Graduation Effect* documents the connection between high school completion and the economy in the nation and all 50 states. (See <http://impact.all4ed.org> for costs by state or metro area.)

Key findings of the latest study include the following.

- Texas public schools fail to graduate one out of every five students.
- A total of 88,070 students from the 2015-16 freshman class were lost from public high school enrollment in 2018-19.
- Since IDRA's landmark study in 1986, Texas schools lost more than 3.9 million students from public high school enrollment. This is the equivalent of losing the entire populations of Houston and San Antonio over the course of three decades.
- For the class of 2019, Latino students and Black students were two times more likely to leave school without graduating than White students.

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(Texas Public School Attrition Study, 2018-19, continued from Page 5)

- In four decades, the overall attrition rate declined from 33% in 1985-86 to 21% in 2018-19, a 36% improvement.
- Since 1986, the attrition rates of Latino students declined by 44%; the attrition rates of Black students declined by 29%; the attrition rates of White students declined by 56%; the attrition rates of Asian/Pacific Islander students declined by 64%; and the attrition rates of Native American students declined by 56%.
- The attrition gap between White students and Latino students was 18 percentage points in 1985-86 compared to 13 percentage points in 2018-19. The gap between White students and Latino students decreased by 28% from 1985-86 to 2018-19.
- The attrition gap between White students and Black students was 7 percentage points in 1985-86 compared to 12 percentage points in 2018-19. The gap between White students and Black students increased by 71% from 1985-86 to 2018-19.
- The attrition rates for males have been higher than those of females. In the class of 2018-19, males were 1.3 times more likely to leave school before graduation than females.

Further research could provide insight on the reasons for these persistent gaps and why dropout prevention initiatives are not achieving the comparable results for all racial and ethnic student groups. Secondly, impact studies could explore the effects of school policies and practices, such as discipline, zero tolerance, and in-grade retention, on disparities in attrition and dropout rates.

IDRA conducts a forecast analysis of the expected year that the attrition rate will equal zero. The latest analysis predicts that at the current pace

Change in Texas High School Attrition Rates

Group	1985-86 Rate	2016-17 Rate	2017-18 Rate	2018-19 Rate	Change Since 3 Decades Ago	Change Since Last Year
All Students	33	24	22	21	↓	↓
Native American	45	20	21	20	↓	↓
Asian/Pacific Islander	33	13	13	12	↓	↓
Black	34	26	24	24	↓	↔
White	27	14	13	12	↓	↓
Latino	45	29	27	25	↓	↓
Female	32	21	19	18	↓	↓
Male	35	26	25	23	↓	↓

2019, Intercultural Development Research Association

Texas will continue to have attrition rates ranging from 21% to 25% and will not reach an attrition rate of zero until about the year 2036-37.

Clearly, there needs to be a new sense of urgency to prevent students from dropping out of school. A review of the research on effective dropout prevention strategies, including IDRA's own research over the past four decades, shows that certain components are vital to successful dropout prevention:

- All students must be valued.
- There must be at least one educator in a student's life who is totally committed to the success of that student.
- Families must be valued as partners with the school, all committed to ensuring that equity and excellence is present in a student's life.
- Schools must change and innovate to match the characteristics of their students and embrace the strengths and contributions that students and their families bring.

- School staff, especially teachers, must be equipped with the tools needed to ensure their students' success, including the use of technology, different learning styles and mentoring programs. Effective professional development can help provide these tools.

The IDRA Valued Youth Partnership program, for example, incorporates these components. It has demonstrated that successful dropout prevention is possible while at the same time nurturing student leadership (See article on Page 7).

IDRA will publish the full study online at www.idra.org in January. It will include methodology, historical statewide attrition rates and numbers of students lost to attrition categorized by race and ethnicity and by gender, a county-level data map, a county-level attrition rate table, trend data by county, and historical county-level numbers of students lost to attrition.

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(Texas Higher Education Law Aims to Improve Outcomes for Students in Developmental Education, continued from Page 2)

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Valued Youth Partnership Tutor on the Importance of Being Able to Ask Questions in School

by Emaje' Williams, Odessa High School, Ector County ISD, Texas



One mistake I made in life was giving up on finding help when I needed it the most in school. Although the help might have been there, I felt I couldn't ask. Some of my teachers would act as if they didn't want to help me, or other students would make fun of my questions – to the point where I just stop asking anything.

Feeling you are not smart enough can change and ruin the way a child learns. It can also play a part in how you decide to act in class. I speak from experience. I stopped trying in my classes. I started acting out in them and tried to be the class clown. I became disruptive to other students' learning, and I started getting sent to the office. I was there so often that the principal became my "best friend."

One day, while I was in his office, he looked me in my eyes and asked me why. Why was I acting this way with my teachers? What was the reason I acted out in class but was wonderful while I was in the office? At first, I couldn't answer him, but then I told him. I started crying because I really felt I wasn't smart enough, and I was embarrassed.

In that moment, he told me I was capable of anything and to never let someone else be the reason I'm not succeeding. He became my mentor and would help me with anything I needed help with. All I had to do was ask.

My principal never really knew how much he impacted my life because from that day forward I decided to change. I started to pay attention in class, I stopped acting out, and I stopped being the class clown. I decided I wanted to be a teacher and to help students going through the same situation.

That is exactly the opportunity the Valued Youth Partnership* program gave me. It gave me the opportunity to make the kids feel comfortable enough to ask me the questions that needed to be asked. This year, I had a tutee who didn't like to speak up and pay attention. He was afraid to be wrong and didn't want to be embarrassed. So, I started going a little slower with him and tried my hardest to figure out ways to help him understand.

My tutee has improved so much since then! He is able to keep up with the other students and has no problem asking questions. His parents even sent a letter thanking me because he's changed so much, and he is always talking about the lessons I do with him. This is exactly why I wanted to work with kids. I wanted to help, and now I know that I can.

If it wasn't for the IDRA Valued Youth Partnership, I wouldn't have had the opportunity to fulfill

my goals. It has shown me that I can make the difference. I want to keep going and help those kids who others don't seem to. I am going to become a teacher and help all kids feel that they are good enough and change how they view teachers. I want to be a part of that change.

Emaje' Williams received the third place award among high school Valued Youth tutors in IDRA's nationwide essay contest. She was then a junior at Odessa High School in Ector County ISD.

** The program name was changed to IDRA Valued Youth Partnership in July 2019.*

Learn More About the IDRA Valued Youth Partnership Program

The IDRA Valued Youth Partnership is a research-based, dropout prevention program that has kept 98% of its tutors in school. The program identifies middle and high school students who are in at-risk situations and enlists them as tutors for elementary school youngsters who are also struggling in school. Valued Youth tutors learn self-discipline and develop self-esteem. And schools shift to the philosophy and practices of valuing students considered at-risk.

- **Website:** Learn about the program and how to bring it to your school
- **Brochure:** Dropout Prevention that Works
- **Winning Essays:** Full text of the six winning student essays

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(Three Guiding Principles for Removing College Readiness Barriers in School Policies and Practices, continued from Page 4)

for students who previously dropped out. CCTA and another school in the district, Sonia Sotomayor Early College High School (ECHS), are early college high schools for teen mothers and pregnant students.

Some districts in San Antonio, including East Central ISD and Edgewood ISD, now place all eighth graders into Algebra I and provide additional assistance in class for those who need it. This puts all students on a path to take higher-level math in high school, including Algebra 2 before their junior year to prepare for the SAT.

The three principles concerning (1) asset views in action, (2) high expectations, and (3) high supports can assist any education leaders in planning and assessing their efforts to ensure equity and deliver on the promise of graduating students prepared for college. These principles can help to

reimagine what is possible and create new structures and an equitable future for all.

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