



## LEGISLATIVE BUDGET BOARD

# Evaluation of House Bill 1842, Eighty-fourth Legislature, 2015, and Campus Turnaround Plans

LEGISLATIVE BUDGET BOARD STAFF

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# EVALUATION OF HOUSE BILL 1842, EIGHTY-FOURTH LEGISLATURE, 2015, AND CAMPUS TURNAROUND PLANS

House Bill 1842, Eighty-fourth Legislature, 2015, amended the Texas Education Code, Chapter 39, as it relates to public school system accountability. The legislation established a process by which a public school campus that consistently has failed to meet state accountability standards is required to develop and implement a campus turnaround plan. Among its provisions, House Bill 1842 requires the Legislative Budget Board to evaluate the Texas Education Code, Section 39.107, as amended by the bill, which governs the campus turnaround plan policy. The evaluation must include an analysis of whether the implementation of the legislation's provisions related to campus turnaround plans has resulted in improvements to school performance and student performance. The findings from the evaluation appear in this report.

Beginning with school year 2015–16, House Bill 1842 specifies that if a traditional public school or charter school campus fails to meet accountability standards for two consecutive school years, the Commissioner of Education is required to order the campus to develop a campus turnaround plan. The purpose of a turnaround plan is to communicate the actions that the campus will take to produce sustainable improvements in student achievement so that the campus achieves a Met Standard rating within two years. If a campus receives an Improvement Required rating for a third consecutive year, that campus is required to implement its turnaround plan.

After the implementation of House Bill 1842 during school year 2015–16, campuses with multiple years of Improvement Required ratings met state standards at a higher rate than before the legislation's implementation. This finding holds true overall when comparing campuses with similar sociodemographic characteristics. This finding suggests that House Bill 1842 and the campus turnaround plan policy has had a positive effect on student achievement and campus accountability. However, the effect could be attributed in part to an overall improvement in accountability ratings among campuses during the period of study.

## DISCUSSION

In calendar year 1993, the Legislature established a system of public school accountability to evaluate public school districts and campuses. The Legislature has made changes to the system since it initially was established. House Bill 3,

Eighty-first Legislature, Regular Session, 2009, restructured the system to align to postsecondary readiness goals. In calendar year 2012, during the transition to a new student assessment system called the State of Texas Assessments of Academic Readiness (STAAR), the Texas Education Agency (TEA) did not issue state accountability ratings.

The current accountability system uses a performance index system that combines multiple indicators to provide a single measure of district and campus performance. Beginning in calendar year 2013, a campus could achieve one of three accountability ratings, based on its level of achievement across its performance indices:

- Met Standard;
- Met Alternative Standard; or
- Improvement Required.

TEA annually releases district and campus accountability scores in the late summer. Ratings are based on index scores that are derived from assessments and other data from the preceding school year. From school years 2013–14 to 2017–18, which is the period covered by this analysis, accountability measures were based on four index categories:

- student achievement;
- student progress;
- closing performance gaps; and
- postsecondary readiness.

The passage of House Bill 5, Eighty-third Legislature, Regular Session, 2013, added indicators of postsecondary readiness. New postsecondary readiness measures were incorporated into the accountability system in calendar years 2014 and 2015.

Before the enactment of House Bill 1842, Eighty-fourth Legislature, 2015, campuses that were rated Improvement Required for two consecutive years were required to evaluate staff effectiveness by developing and submitting reconstitution plans. A campus could not retain its principal unless a campus intervention team made up of local stakeholders determined that retention of the principal would be more beneficial than removal. Teachers could be retained if the campus intervention team determined that their students showed a pattern of

academic achievement. TEA also implemented a rule including campus redesign in reconstitution plans. Campus redesign had to be approved by the Commissioner of Education and include the following components:

- a rigorous and relevant academic program
- personal attention and guidance
- high expectations for all students, and
- comprehensive school-wide improvements that cover all aspects of a school's operations, including, but not limited to:
  - curriculum and instruction changes,
  - structural and managerial innovations,
  - sustained professional development,
  - financial commitment, and
  - enhanced involvement of parents and the community.

#### **HOUSE BILL 1842 IMPLEMENTATION**

The turnaround plan requirements of House Bill 1842, Eighty-fourth Legislature, 2015, took effect beginning with school year 2015–16. During this first year of applicability, campuses with two or more consecutive years of an Improvement Required rating were required to develop a turnaround plan. In practice, the first cohort of campuses that were required to develop campus turnaround plans during school year 2015–16 included those in their second, third, fourth, or greater years of Improvement Required status. That is, all campuses that were rated Improvement Required for the second year or greater were required to develop turnaround plans during the first year. After school year 2015–16, each cohort of campuses that was required to develop turnaround plans included those that were in their second year of Improvement Required status.

A campus that fails to meet standard the year after it was required to develop a campus turnaround plan is required to implement the plan. The campus then has two years to meet the standard before sanctions would apply.

#### **DEVELOPING AND IMPLEMENTING A CAMPUS TURNAROUND PLAN**

A turnaround plan is developed in conjunction with various stakeholders, including teachers, parents, community representatives, and the campus intervention team. A campus

intervention team is a group of staff and stakeholders assigned by the Commissioner of Education to a campus that has performance below standard.

TEA's Division of School Improvement offers technical assistance to stakeholders as they develop turnaround plans. As part of this effort, TEA supports campus and district stakeholders in completing needs assessments. The needs assessment starts with a visioning exercise to establish goals for the turnaround plan development process. Next, TEA works with the campus intervention team to conduct a systemic data analysis and a systemic root cause analysis. These steps are intended to identify issues that need to be corrected for a campus to achieve a Met Standard rating within two years of plan implementation.

After the campus intervention team has developed the campus turnaround plan, the team must post the plan and accept public comment. The next step is approval of the plan by the district's board of trustees and, ultimately, the Commissioner of Education.

The commissioner may approve the plan after determining that the campus is likely to satisfy performance standards within two years of its implementation. In evaluating a plan, the commissioner considers factors such as campus leadership, turnaround plan quality, and longitudinal student achievement data, which includes an evaluation of whether the campus has had poor accountability ratings in the past. TEA's evaluation of longitudinal data is intended to identify campuses that have been in and out of Improvement Required status multiple times in recent years. If a plan is determined by agency staff to be problematic, the plan is rejected and the campus is given the opportunity to rewrite it with assistance from agency staff, at which point TEA staff provide training or technical assistance to improve the plan. Ultimately, if a plan remains problematic the commissioner can deny approval of the plan. In the event of denial, the commissioner must order one of three actions:

- appointment of a board of managers to govern the district;
- alternative management of the campus; or
- closure of the campus.

A campus that achieves a Met Standard rating for the school year after its turnaround plan has been approved is no longer required to implement the turnaround plan. If that campus receives an Improvement Required rating for two consecutive years during subsequent years, campus and district staff

would develop a new turnaround plan from the beginning of the process.

### **SANCTIONS FOR CONTINUED POOR PERFORMANCE**

After a campus has been required to develop a turnaround plan, that campus must meet state standards within three years. If a campus receives an Improvement Required rating for a third consecutive year, the year during which its turnaround plan is developed, that campus is required to implement its approved turnaround plan. For a campus that is rated as Improvement Required for a fifth consecutive year, the Commissioner of Education is required either to close the campus or install a board of managers in the school district. The first year in which these sanctions could apply to a campus pursuant to House Bill 1842 is school year 2018–19.

### **FINDINGS**

To assess the campus turnaround plan policy, Legislative Budget Board (LBB) staff evaluated the extent to which campuses with consecutive years of unacceptable accountability ratings met state standards during a subsequent school year. The analysis compares campuses with second-year Improvement Required ratings before the implementation of House Bill 1842 to campuses that received second-year Improvement Required ratings after the legislation's implementation. This comparison is intended to show whether the development or implementation of campus turnaround plans has improved campuses' abilities to meet the state standard during subsequent years.

Campus turnaround plans might lead to improved academic performance for multiple reasons. The consequence of sanctions for campuses that receive five consecutive years of Improvement Required ratings for school districts could motivate staff and administrators to improve student achievement and staff performance, although campuses also faced the potential of sanctions before House Bill 1842 was in effect. With respect to turnaround plan development, the process of identifying academic shortcomings and areas in need of improvement could facilitate improved administrative and instructional practices. Additionally, the actual implementation of effective practices during turnaround plan implementation could lead to academic improvement.

The analysis shown in **Figure 1** focuses on campuses rated Improvement Required for a second consecutive year that were required to develop campus turnaround plans in school year 2015–16, the first school year after the implementation of House Bill 1842. Identifying the share of these campuses

that met state standards within two years enabled LBB staff to evaluate campuses rated Improvement Required for a second year that developed turnaround plans and campuses rated Improvement Required for a third year that implemented turnaround plans. LBB staff compared this group with campuses that were rated Improvement Required for a second year two years before the law went into effect. This approach enabled LBB staff to gauge the effects of House Bill 1842 by comparing a group of campuses affected by the legislation's provisions with a group that was not.

**Figure 2** shows the results of this analysis. Of the school year 2015–16 cohort, 55.2 percent met state standards during the subsequent year. For school year 2016–17, any campuses in this cohort that received another Improvement Required rating would have been required to implement their campus turnaround plans. By school year 2017–18, 72.4 percent of this cohort had met the standards at least once.

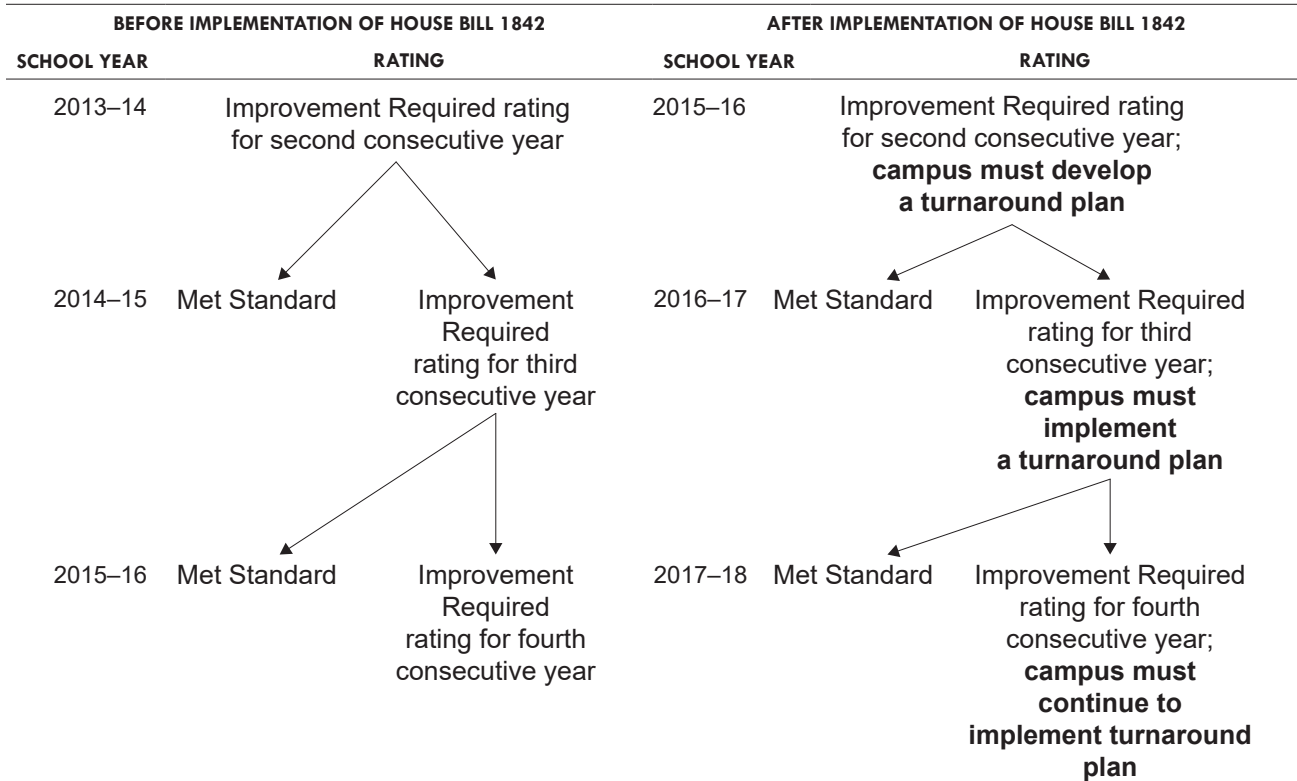
This result compares favorably to the group of campuses that were rated Improvement Required for a second year during 2013–14, before the implementation of House Bill 1842. Of this cohort, 34.4 percent met state standards for school year 2014–15, and 58.9 percent had met the standards at least once by school year 2015–16. This group of campuses was not subject to the provisions of House Bill 1842 for any of these years.

House Bill 1842 was implemented for school year 2015–16; therefore, its provisions have been in effect for three full school years. This period does not provide enough data to evaluate the full effect of the legislation's changes or to follow campuses up to a fifth consecutive year of receiving an Improvement Required rating. Additional data could provide more definitive conclusions; however, the trends shown in this evaluation indicate that the development and implementation of turnaround plans may be having a positive effect on student achievement and campus accountability.

The second analysis compares the rate at which campuses rated Improvement Required for a second year met state standards for the subsequent year before and after the implementation of House Bill 1842. This analysis is a subset of the primary analysis and enables the evaluation of an additional cohort each before and after the legislation's enactment. **Figure 3** shows the difference in campus achievement among campuses rated Improvement Required for a second year before and after the legislation's implementation.

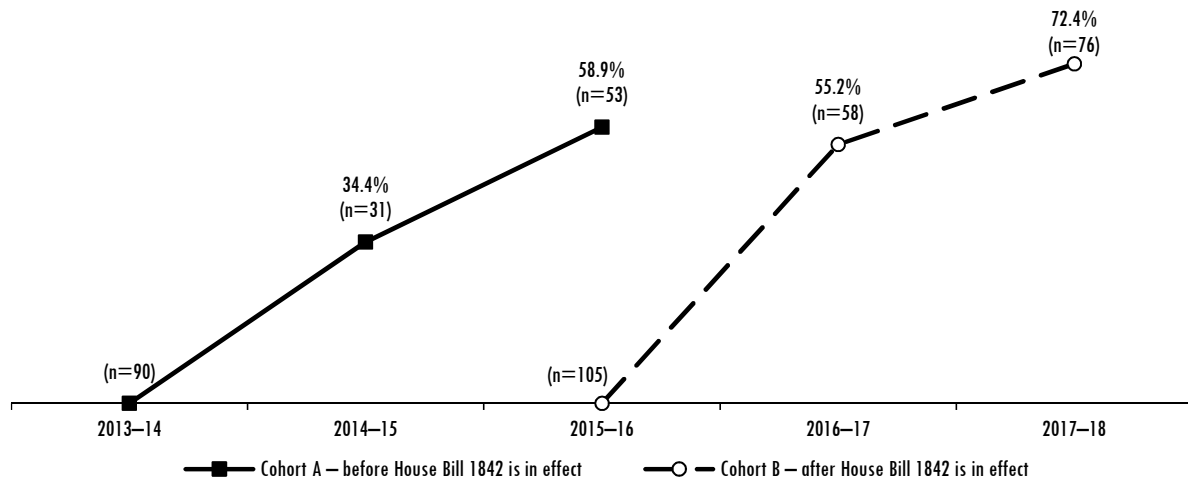
During the two years before implementation of House Bill 1842, campuses that were rated Improvement Required for a

**FIGURE 1**  
**PROCESSES FOR TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR**  
**SCHOOL YEARS 2013–14 TO 2017–18**



NOTE: House Bill 1842, Eighty-fourth Legislature, 2015, was implemented beginning in school year 2015–16.  
 SOURCE: Legislative Budget Board.

**FIGURE 2**  
**SHARE OF CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR THAT MET STATE STANDARDS WITHIN TWO YEARS**  
**SCHOOL YEARS 2013–14 TO 2017–18**



NOTE: House Bill 1842, Eighty-fourth Legislature, 2015, was implemented beginning in school year 2015–16. Excludes charter schools due to insufficient data  
 SOURCE: Legislative Budget Board.

**FIGURE 3**  
**TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR AND THE RATE AT WHICH THEY MET STATE STANDARDS FOR THE SUBSEQUENT YEAR**  
**SCHOOL YEARS 2013–14 TO 2016–17 (1)**

CATEGORY	BEFORE IMPLEMENTATION OF HOUSE BILL 1842 (2)		AFTER IMPLEMENTATION OF HOUSE BILL 1842	
	2013–14	2014–15	2015–16	2016–17
Campuses Rated Improvement Required for a Second Year	90	190	105	77
Share of Campuses Rated Met Standard during Subsequent Year	34.4%	44.2%	55.2%	50.6%

NOTES:  
(1) Excludes charter schools due to insufficient data.  
(2) House Bill 1842, Eighty-fourth Legislature, 2015, was implemented for school year 2015–16.  
SOURCES: Legislative Budget Board; Texas Education Agency.

second year met state standards during the subsequent school years at rates of 34.4 percent and 44.2 percent, respectively. After the implementation of House Bill 1842, campuses rated Improvement Required for a second year were required to develop campus turnaround plans. The rates at which these campuses met the standards improved to 55.2 percent and 50.6 percent, respectively.

#### EVALUATION OF STUDENT PERFORMANCE

In evaluating the effect that the campus turnaround plan policy has had on student achievement, LBB staff separated the cohorts before and after enactment of House Bill 1842 into quartiles based on four sociodemographic student population categories:

- percentage African American;
- percentage Hispanic;
- percentage economically disadvantaged; and
- percentage limited English proficient.

This analysis was intended to determine whether the overall improvement in student performance and school accountability associated with the campus turnaround plan policy could be observed at campuses with varying shares of their student populations in these four groups.

The results of this analysis are shown in **Figures 4, 5, 6,** and **7**. The analysis compares 32 pairs of quartiles. For each sociodemographic group, the analysis compares eight quartiles. Four of the quartiles are compared to evaluate the share of campuses rated Improvement Required for a second year that met state standards during the subsequent year before and after the implementation of House Bill 1842. Four of the

quartiles are compared to evaluate the share of campuses that met the standards at least once during the subsequent two years before and after the legislation's implementation. The quartile after implementation was more likely to meet standard in 29 of the 32 comparisons. This result means that campuses that were subject to the legislation's provisions and the campus turnaround plan policy were more likely to meet the standard regardless of their sociodemographic student characteristics in 90.6 percent of cases.

**Figure 4** shows the rate at which campuses rated Improvement Required for a second year met state standards before and after the implementation of House Bill 1842 by the percentage of African American student enrollment. The analysis groups campuses into quartiles based on their percentage of African American student enrollment within the cohort, from lowest (Quartile 1) to highest (Quartile 4). In this comparison, every quartile was more likely to meet the standard after the legislation's implementation.

**Figure 5** shows the rate at which campuses rated Improvement Required for a second year met state standards before and after the implementation of House Bill 1842 by the percentage of Hispanic student enrollment. The analysis groups campuses into quartiles based on their percentage of Hispanic student enrollment within the cohort, from lowest (Quartile 1) to highest (Quartile 4). With one exception, which could be a fluctuation due to the small sample size, every quartile was more likely to meet the standard after the legislation's implementation.

**Figure 6** shows the rate at which campuses rated Improvement Required for a second year met state standards before and after the implementation of House Bill 1842 by the percentage of economically disadvantaged student

**FIGURE 4**  
**SHARE BY PERCENTAGE OF AFRICAN AMERICAN STUDENTS AT TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR THAT WERE RATED MET STANDARD FOR SUBSEQUENT YEAR**  
**SCHOOL YEARS 2013–14 AND 2015–16 (1)**

QUARTILE	MET STANDARD IN SUBSEQUENT YEAR		MET STANDARD AT LEAST ONCE WITHIN TWO YEARS	
	2013–14 (2)	2015–16 (3)	2013–14 (2)	2015–16 (3)
1	31.6%	83.3%	57.9%	91.7%
2	45.0%	51.9%	60.0%	70.4%
3	38.1%	48.0%	66.7%	76.0%
4	30.0%	46.2%	60.0%	61.5%

## NOTES:

(1) Some campuses did not report African American student enrollment and, thus, were excluded from this analysis. Excludes charter schools due to insufficient data.

(2) Before implementation of House Bill 1842, Eighty-fourth Legislature, 2015.

(3) After implementation of House Bill 1842, Eighty-fourth Legislature, 2015.

SOURCES: Legislative Budget Board; Texas Education Agency.

**FIGURE 5**  
**SHARE BY PERCENTAGE OF HISPANIC STUDENTS AT TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR THAT WERE RATED MET STANDARD FOR SUBSEQUENT YEAR**  
**SCHOOL YEARS 2013–14 AND 2015–16 (1)**

QUARTILE	MET STANDARD IN SUBSEQUENT YEAR		MET STANDARD AT LEAST ONCE WITHIN TWO YEARS	
	2013–14 (2)	2015–16 (3)	2013–14 (2)	2015–16 (3)
1	45.0%	52.0%	75.0%	56.0%
2	40.0%	60.0%	65.0%	92.0%
3	35.0%	61.5%	50.0%	76.9%
4	25.0%	53.8%	55.0%	73.1%

## NOTES:

(1) Some campuses did not report Hispanic student enrollment and, thus, were excluded from this analysis. Excludes charter schools due to insufficient data.

(2) Before implementation of House Bill 1842, Eighty-fourth Legislature, 2015.

(3) After implementation of House Bill 1842, Eighty-fourth Legislature, 2015.

SOURCES: Legislative Budget Board; Texas Education Agency.

enrollment. The analysis groups campuses into quartiles based on their percentage of economically disadvantaged student enrollment within the cohort, from lowest (Quartile 1) to highest (Quartile 4). In this comparison, every quartile was more likely to meet the standard after the legislation's implementation.

Figure 7 shows the rate at which campuses rated Improvement Required for a second year met state standards before and after the implementation of House Bill 1842 by the percentage of limited English proficient student enrollment. The analysis groups campuses into

quartiles based on their percentage of limited English proficient student enrollment within the cohort, from lowest (Quartile 1) to highest (Quartile 4). With two exceptions, which could be fluctuations due to the small sample size, every quartile was more likely to meet the standard after the legislation's implementation.

#### **CAMPUS TURNAROUND AND CHARTER SCHOOLS**

LBB staff excluded charter schools from its analysis because, particularly after the enactment of House Bill 1842, many charter schools for which data existed during the first year of analysis were no longer part of the data set during later years.



**FIGURE 6**  
**SHARE BY PERCENTAGE OF ECONOMICALLY DISADVANTAGED STUDENTS AT TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR THAT WERE RATED MET STANDARD FOR SUBSEQUENT YEAR SCHOOL YEARS 2013–14 AND 2015–16 (1)**

QUARTILE	MET STANDARD IN SUBSEQUENT YEAR		MET STANDARD AT LEAST ONCE WITHIN TWO YEARS	
	2013–14 (2)	2015–16 (3)	2013–14 (2)	2015–16 (3)
1	47.6%	64.0%	71.4%	88.0%
2	54.2%	61.5%	75.0%	76.9%
3	13.6%	48.0%	45.5%	64.0%
4	21.7%	53.8%	43.5%	69.2%

## NOTES:

- (1) Excludes charter schools due to insufficient data.  
 (2) Before implementation of House Bill 1842, Eighty-fourth Legislature, 2015.  
 (3) After implementation of House Bill 1842, Eighty-fourth Legislature, 2015.

SOURCES: Legislative Budget Board; Texas Education Agency.

**FIGURE 7**  
**SHARE BY PERCENTAGE OF LIMITED ENGLISH PROFICIENT STUDENTS AT TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR THAT WERE RATED MET STANDARD FOR SUBSEQUENT YEAR SCHOOL YEARS 2013–14 AND 2015–16 (1)**

QUARTILE	MET STANDARD IN SUBSEQUENT YEAR		MET STANDARD AT LEAST ONCE WITHIN TWO YEARS	
	2013–14 (2)	2015–16 (3)	2013–14 (2)	2015–16 (3)
1	50.0%	45.8%	81.8%	62.5%
2	39.1%	55.6%	56.5%	66.7%
3	22.7%	64.0%	54.5%	88.0%
4	26.1%	61.5%	43.5%	80.8%

## NOTES:

- (1) Excludes charter schools due to insufficient data.  
 (2) Before implementation of House Bill 1842, Eighty-fourth Legislature, 2015.  
 (3) After implementation of House Bill 1842, Eighty-fourth Legislature, 2015.

SOURCES: Legislative Budget Board; Texas Education Agency.

The reason charter schools tended to have missing data in later years is not known. These schools may have ceased operation, reconstituted with another name, or begun serving different grade levels. In these cases, the school no longer would have existed or would have been assigned a new campus identification number by TEA. A reconstituted charter school with the same or a similar operator no longer would have a continuous history of accountability data with which to conduct this analysis.

As shown in **Figure 8**, after the enactment of House Bill 1842, charter school campuses that were rated Improvement Required for a second year no longer were shown in the data

set within two years at a rate of 42.9 percent. Before the enactment of House Bill 1842, such charter school campuses for school year 2013–14 no longer appeared in the data set within two years at a rate of 10.0 percent.

For the sake of comparison, seven out of 10, 70.0 percent, of the charter schools that were rated Improvement Required for a second year for school year 2013–14 had met state standards within two years. After the enactment of House Bill 1842, five of the 14 charter schools, or 35.7 percent, that were rated Improvement Required for a second year during school year 2015–16, had met the standards by two years later.



**FIGURE 8**  
**CHARTER SCHOOL CAMPUSES RATED IMPROVEMENT REQUIRED FOR A SECOND YEAR**  
**SCHOOL YEARS 2013–14 AND 2015–16**

CAMPUS	COUNT	MISSING FROM DATA SET WITHIN TWO YEARS	SHARE MISSING WITHIN TWO YEARS
Rated Improvement Required for a second year during school year 2013–14 (1)	10	1	10.0%
Rated Improvement Required for a second year during school year 2015–16 (2)	14	6	42.9%

NOTES:  
 (1) Before implementation of House Bill 1842, Eighty-fourth Legislature, 2015.  
 (2) After implementation of House Bill 1842, Eighty-fourth Legislature, 2015.  
 SOURCES: Legislative Budget Board; Texas Education Agency.

Another factor complicating the analysis of charter schools is a provision in the Texas Education Code, Section 12.115(c), requiring the commissioner of education to revoke the charter of an open-enrollment charter school if the charter holder has been assigned an unacceptable performance rating for the three preceding school years. Under this provision, a charter school would be required to close after a third consecutive Improvement Required rating, which means that the school would be in the process of closing during the same year that turnaround plan implementation is required.

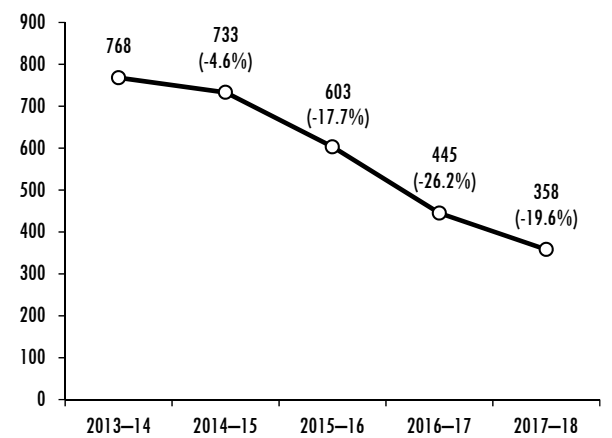
Due to the tendency of charter schools to no longer show in the data set after the enactment of House Bill 1842, the small number of charter schools included in the sample that LBB staff analyzed, and the effect of the Texas Education Code, Section 12.115(c), it is not possible to draw conclusions about the effect of campus turnaround plans on charter schools at this time.

**CONCLUSION**

Due to data limitations and the fact that campus turnaround policy has been in effect for a limited period, this evaluation cannot draw definitive conclusions regarding the effect of the campus turnaround policy. However, results of this evaluation suggest that the campus turnaround plan policy has yielded improvements in student achievement and campus accountability. In most analyses that LBB staff conducted, the rate of improvement in campus accountability ratings among campuses with consecutive Improvement Required ratings increased after the implementation of House Bill 1842.

A stipulation to this finding is that the number of campuses with an Improvement Required rating decreased during each year in the period of study. As shown in **Figure 9**, the number of campuses rated Improvement Required decreased each school year from 2013–14 to 2017–18.

**FIGURE 9**  
**TEXAS PUBLIC SCHOOL CAMPUSES RATED IMPROVEMENT**  
**REQUIRED AND PERCENTAGE CHANGE**  
**SCHOOL YEARS 2013–14 TO 2017–18**



SOURCES: Legislative Budget Board; Texas Education Agency.

The campus turnaround policy has yielded effects that appear to be positive. However, the effect could be attributed in part to an overall improvement in accountability ratings among campuses during the period of study. If TEA continues to monitor and report outcomes related to campus turnaround plans, the agency can use its findings to continue refining the program.