MEASURING UP
The State of Texas Education

National Average Annual Earnings
by Level of Educational Attainment

No High School Diploma	$16,124
High School Diploma	$22,895
Bachelor's Degree	$40,478
Advanced Degree	$63,229

Source: U.S. Census

THE DEBATE OVER DROPOUTS: HOW MANY ARE THERE?

Released: February 22, 1999

The problem of school-age children dropping out of school is a serious one in Texas. School dropouts generate enormous social costs. Individuals who lack a high school diploma are more likely to experience poverty, unemployment, teenage parenthood, and become involved with criminal activity. [1] The poverty rate among high school dropouts is estimated at 31 percent - 10 times that of college graduates.[2] On average, dropouts earn less than those with more education.[3] Furthermore, a recent report by Communities in Schools indicates that 89 percent of Texas prison inmates did not complete high school.[4] Overall, dropping out of school is one of the best predictors of a low level of accomplishment as adults. In our rapidly changing economy, dropouts are not adequately prepared to enter a more technologically oriented workforce. The extent of the dropout problem has been difficult to measure in the past. In the last few years, however, there have been increasing efforts to address this informational gap.

Texas has one of the highest dropout rates in the nation - only two states have a higher percentage of students who drop out of high school (Arizona and Nevada).[5] The national Kids Count Project estimates that 13 percent of all Texas' 16-19 year olds are not enrolled in school and not high school graduates.[6] Dropping out is not only bad for the teen, the family, and the community as a whole, but is also an indication of need for improvement in our schools.
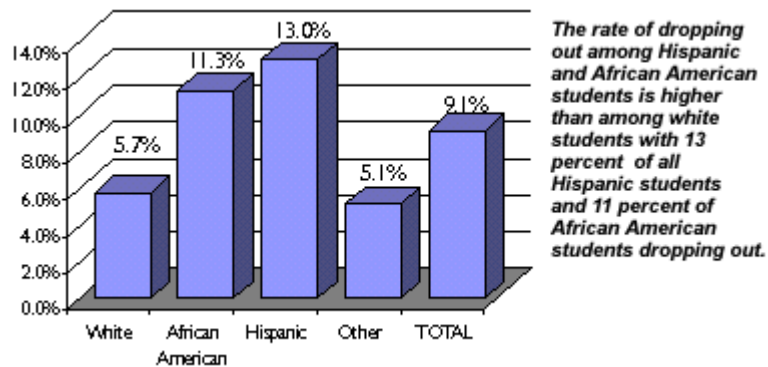
In fact, in Texas the dropout rate is one performance indicator, which, when grouped with other indicators of academic excellence, contribute to the overall rating of a school and school district. While schools with high ratings are given positive recognition by the Texas Successful Schools Award System, schools with low ratings can be sanctioned. The Commissioner of Education can sanction low-performing schools in many different ways including notification of parents through public hearings, financial disincentives, appointment of a board of managers to oversee the district, and more.[7]

Because the dropout rate is such a meaningful measure of child well-being and school performance, the methods used to measure it are both important and controversial. Although there are a variety of organizations measuring the dropout rate using different methodologies, there is little consensus about the actual numbers of students dropping out. Some of the different methodologies for counting dropouts will be discussed in this report followed by a brief discussion of some of the reasons kids drop out and some ideas for dropout prevention. This report also includes a description of a model dropout prevention program and county-by-county dropout statistics.

Texas Has a Large Number of Dropouts

On average, 148 adolescents drop out every school day in Texas. According to the Texas Education Agency (the agency officially responsible for compiling dropout statistics), 26,901students from the 7th through the 12th grades dropped out of school during the 1996-97 school year.[8] Of those who drop out, 29.4 percent were White, 17.6 percent were African American, 51.5 percent were Hispanic, and 1.5 percent were of another ethnic origin. Larger portions of Hispanics and African Americans student populations drop out than their White counterparts.

Estimated Longitudinal Dropout Rate for each Ethnic Group in Texas, 1996-97

The rate of dropping out among Hispanic and African American students is higher than among white students with 13 percent of all Hispanic students and 11 percent of African American students dropping out.

More than four out of ten students in public schools are identified as economically disadvantaged. However, out of the total group of identified dropouts, 32.9 percent were economically disadvantaged in 1995-96.[9] Thus, there is a smaller portion of economically disadvantaged students among dropouts than among the student population as a whole. Students below the 7th grade who drop out are not included in the official dropout statistics.

The Texas Education Agency reports that 1.6 percent of students in 7th-12th grades dropped out during the 1996-97 school year. TEA estimates that the longitudinal dropout rate for 7th through 12th graders projected over five years is 9.1 percent.[10] Because these rates include 7th and 8th graders, the overall dropout rate is held artificially low because a smaller portion of kids in these lower grades are dropping out. Furthermore, the estimated longitudinal dropout rate does not track a cohort or group of children as they progress from 7th grade through 12th grade. It does not count how many 7th graders in a certain class drop out before the 12th grade. Rather, it merely provides an estimate of the dropouts based on one year of data.[11] These are merely *estimates* of the dropout rate, not an actual rate of dropouts.

**The 1998-99 Definition of a Dropout**
   The Texas Education Agency identifies a student as a dropout if the individual is "absent without an approved excuse or documented transfer and does not return to school by the fall of the following year, or if he or she completes the school year but fails to re-enroll the following school year."[12]
   The Estimated Longitudinal Dropout Rate is calculated by the Texas Education Agency by "subtracting the annual rate as a percentage of 1.0 and raising the resulting retention rate to the sixth power. The retention rate is then subtracted from 1.0 for the final estimated longitudinal dropout rate."

Students in the following categories are identified as dropouts:

- students who drop out as defined above;
- students who enter the military before graduation;
- students from special education, ungraded, or alternative education programs who leave school;
- students who leave school and enter a program not qualifying as an elementary/secondary school (e.g., cosmetology school); and
- students enrolled as migrants and whose whereabouts are unknown.

Estimated Longitudinal Dropout Rate

15.8 14.4 10.3 10.1 9.1

1993 1994 1995 1996 1997
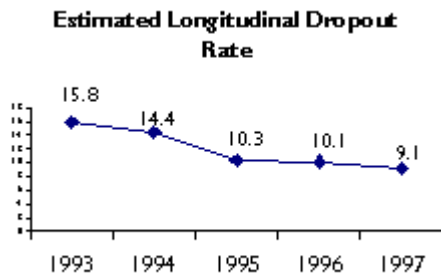
Four elements seem to increase the likelihood that a student will drop out before high school graduation. Students from urban areas tend to leave school before graduation more often than those from rural areas.[14] Also, students from poor families, single-parent households (particularly female headed), and households with parents who do not participate in decision making for adolescent problems are at higher risk of dropping out.[15]

Reasons for dropping out were reported by 15,870 students in a 1995-96 survey.[16] Students indicated the following reasons for dropping out (in order of frequency): poor attendance; to enter an alternative program (students entering alternative learning programs are no longer considered dropouts unless they leave that program); to pursue a job; low or failing grades; over age for grade; to get married; pregnancy; failed exit TAAS test/not meeting graduation requirements; expelled; non-criminal behavior; homelessness; and non-permanent residency.

Is the Dropout Rate Declining?

The estimated longitudinal dropout rate reported by the Texas Education Agency has consistently declined over the last several years. However, this decline is due in part to changes in the way dropouts have been counted, making comparisons over time inaccurate.

Texas has made significant changes in the methods for collecting and verifying these data as well as changes in the dropout definition itself. These changes are partially responsible for the reported decline in the number of dropouts. In the past, dropout rates have been significantly affected by migration of children in and out of a county and the fact that some children skip grades or are held back. TEA has improved its ability to track down students who have left a school but not requested a transcript. Endeavors to find these students have significantly reduced the number of students reported as dropouts.[17] In 1990, TEA began to do an automated statewide search to find students who may have left one school and enrolled in another within the state. Initial searches "recovered" over 4,000 dropouts per year. Each year the recovery process has been expanded. By the 1995-96 school year, the dropout data recovery process identified 15,845 students who were not included in the final dropout count.[18]

Changes in the definition of a dropout have reduced comparability of dropout statistics over time. Starting in the 1993-94 school year, seniors who fail exit-level TAAS tests, but pass all other graduation requirements, are excluded from the dropout count.[19] If the student does not pass the test in the future, the individual will not receive a high school diploma, yet he or she will not be counted as a dropout.

The current definition of who is considered a dropout by TEA is given in the shaded box. Under this definition, students who receive a GED, fail the TAAS test, or who may have returned to their home country are not considered dropouts.[20] All of these recovery efforts and definitional changes serve to lower the apparent numbers of dropouts, but don't do anything to decrease the actual numbers of students who leave school.[21] There is currently no monitoring system in place to verify dropout information provided by schools and no one maintaining the integrity of statewide dropout data.[22]

Other Dropout Measures

Other methods of calculating dropout rates may give a more accurate picture than the current TEA calculations. Some of these alternative measures are discussed below.

Attrition Rate. One method for analyzing the dropout rate is to look at the enrollment attrition rate - or how many students leave public schools. The Intercultural Development and Research Association (IDRA) conducts a comparison of the 9th grade enrollment with 12th grade enrollment four years later allows for the determination of the number of students lost during their high school years.[23] "The attrition rate is calculated by: (1) dividing the high school enrollment in the end year by the high school enrollment in the base year; (2) multiplying the result from Calculation 1 by the ninth grade enrollment in the base year; (3) subtracting the result from Calculation 2 from the 12th grade enrollment in the end year; and (4) dividing the result of Calculation 3 by the result of Calculation 2."[24]

Attrition analysis conducted by the Intercultural Development and Research Association (IDRA) gives a very grim picture regarding the dropout problem in Texas.[25] Contrary to TEA figures, attrition analysis shows increasingly high numbers of students dropping out.[26] According to IDRA's attrition calculations, 42 percent of students were lost from public school enrollment between the 1994-95 and 1997-98 school years.[27] Since this analysis only looks at 9th-12th grades, it does not even include the estimated 4,000 students who dropped out in the 7th and 8th grades in 1993-94.[28] According to this analysis, ethnic minorities are more likely than White students to be lost from public school enrollment (Hispanic students - 1.7 times more likely than Whites to leave school; African American students - 1.6 times more likely). More males than females were lost from public schools. For more information about attrition rates by county and ethnic group, visit the IDRA web site at http://www.idra.org/Research/dout1998.htm.
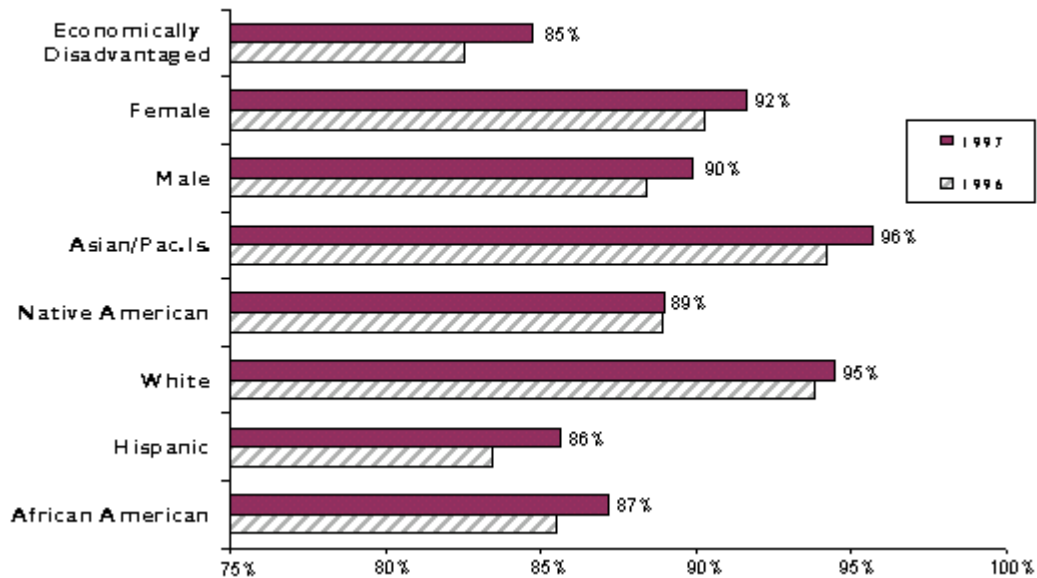
According to IDRA, many children have gone missing from our public school system. There is currently no reliable method to account for the whereabouts of these lost students. Some of these students may have entered private programs or moved to another state, but this methodology has no way of determining how many. Some of these missing students may eventually pass the General Education Development tests (GED); however, there is little evidence that this certificate provides the same opportunities as a high school diploma.[29]

Completion Rates. In 1998, the Texas Education Agency began reporting information about the numbers of students who are completing public high school. The completion rate looks at a cohort of students who were enrolled as 9th graders and follows them through the following four school years to see how many:

- graduated, either on time or early;
- received a GED; or
- were continuing students enrolled in school.

Since these rates include continuing students (those in their 5th year of high school), the term 'completion' is a bit misleading. These completion rates are now included in the Academic Excellence Indicator System State Performance Report; however, legislative change would be required to use this measure as a Base Indicator in the accountability system.[30] According to these new statistics, 90.7 percent of the Class of 1997 are classified as 'completers' (up from 89.3% for the Class of 1996).

Texas Public High School Completion Rates, 1996-97

Group	1997
Economically Disadvantaged	85%
Female	92%
Male	90%
Asian/Pac.Is.	96%
Native American	89%
White	95%
Hispanic	86%
African American	87%

Legend: ■ 1997 ▨ 1996

(Horizontal axis: 75% — 80% — 85% — 90% — 95% — 100%)

Need for Accurate Dropout Statistics

It is becoming increasingly important to have a clearer understanding of what is happening to the large number of students who are leaving the public school system. The number of adolescents dropping out of school will increase significantly in the coming decades because the population of teens, particularly those belonging to current ethnic minorities, is growing. An estimate from Texas A&M University indicates that the enrollment in dropout prevention programs will double between 1990 and 2030, mainly because these programs have historically involved high proportions of minority group members and those groups are growing rapidly.[31]

A system should be developed that accounts for each student who leaves school (including those in the lower grades) so that policymakers know how many are going into private programs or getting their GED, how many are migrating out of the state, and how many are dropping out and why. School officials should be held accountable for accurate reporting of the students who leave their schools. Only when we understand the true scope of the problem can appropriate solutions become apparent.

Dropout Prevention

Risk factors that can be warning signals for a student dropping out include poor academic performance, alienation, low self-esteem, and a feeling of helplessness.[32] Students who drop out often feel alienated at school, and sometimes fulfill their need to belong through detrimental activities.[33] Many students at risk of dropping out feel that they have no control over their lives.[34] They often lack assertiveness skills, a sense of responsibility for their own actions, and a feeling that they are empowered to change their own situation.

In many instances students who are not good at learning using traditional methods are at greater risk of dropping out. The theory of Multiple Intelligences was developed by Dr. Howard Gardner, a researcher at Harvard University's Project Zero, and asserts that human cognitive competence can be described as a set of abilities or skills that he calls 'intelligences'.[35] The eight intelligences identified by Dr. Gardner include: verbal/linguistic, logical/mathematical, musical, visual/spatial, bodily/kinesthetic, inter-personal, intra-personal, and naturalist.[36] Traditionally, schools have emphasized and rewarded strengths in verbal/linguistic and logical/mathematical intelligence.[37] The theory contends that many students fail or dropout because their strengths lie in one or more of the other six intelligence areas. The implication is that teachers should use multiple teaching approaches including activities that allow students to retain information in non-traditional ways.

Students tend to retain more when learning by doing.[38] Activity-based learning, both in the classroom and outside (such as apprenticeships or community service), can counter poor academic performance by offering another way of learning.[39] Through these alternative ways of learning, students can be shown new and creative ways to solve problems and become successful. The Coca Cola Valued Youth Program (highlighted in this report) is an example of a program that utilizes activity-based learning.

Some recommendations for dropout prevention include:

- Boost student interest in the learning process rather than placing students in separate programs.
- Include students in the educational decision making process.
- Foster a sense of "membership" in the school.
- Provide school-wide alternatives to tracking, grade retention, suspension, and expulsion.
- Provide meaningful opportunities to serve and improve their communities.
- Apply academic principles in their service, thereby countering the negative emotional effects of poor academic performance.
- Have teachers use multiple teaching approaches including activities that allow students to retain information in non-traditional ways.
- Provide opportunities for students to perform community service in which concepts learned in the classroom are put into practice.[40]
- Provide more learning opportunities such as apprenticeship programs and community service opportunities.

A SUCCESS STORY: COCA-COLA VALUED YOUTH PROGRAM

Students are more likely to remain in school when efforts are made to improve their self-esteem and overall interest in the learning process. According to research on high-risk youth, placing students in separate programs, suspending, or expelling them can increase the chance they will drop out. Efforts to include students in the educational decision making process tend to foster a sense of 'membership' in the school and result in lower rates of dropping out. There are many effective dropout prevention programs in Texas. One that has received international recognition for its success in keeping at-risk students in school until graduation is the Coca Cola Valued Youth Program.

The Coca-Cola Valued Youth Program was created by the Intercultural Development Research Association (IDRA) in 1984. It is based on a simple creed that all students are valuable, none is expendable. This philosophy, however simple, is helping more than 145 schools (54 are in Texas) in 17 cities keep 98 percent of Valued Youths in school, keeping these young people in the classroom and learning. The Coca-Cola Valued Youth Program works by placing junior high and high school students in positions of academic responsibility as tutors to elementary school students. Tutors are paid a minimum wage stipend for their work, which reinforces the worth of students' time and efforts. Participants report feeling better about themselves and their future prospects. Furthermore, tutors improve their grades and stay in school.

Philosophy. According to IDRA, there are seven tenets that express the philosophy of the Coca-Cola Valued Youth Program:

1. All students can learn.
2. The school values all students.
3. All students can actively contribute to their own education and to the education of others.
4. All students, parents, and teachers have the right to participate fully in creating and maintaining excellent schools.
5. Excellence in schools contributes to individual and collective economic growth, stability and advancement.
6. Commitment to educational excellence is created by including students, parents, and teachers in setting goals, making decisions, monitoring progress, and evaluation outcomes.
7. Student, parents, and teachers must be provided extensive, consistent support in ways that allow students to learn, teachers to teach, and parents to be involved.

Outcomes. The following are program outcomes that underscore the effectiveness of the Coca-Cola Valued Youth Program.

- The program has maintained a less than 2 percent dropout rate for its participants for the last decade. The dropout rate for valued youth program participants fell from 1.2 percent in 1995-6 to .8 percent in 1996-7. This is half the state annual dropout rate of 1.6 percent for 1996-7.
- Tutors' grades, achievement test scores, attendance and disciplinary action, self-concept, and attitudes toward school all have improved, many times dramatically.
- In a four-year tracking study of one school district in Texas, where the program is in place, 100 percent of the Valued Youth tutors graduated from high school, 58 percent went on to college or technical school.

For more information on the Coca-Cola Valued Youth Program call (210) 444-1710.

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Estimated Logitudinal Dropout Rate, 1996-97

County	Percent	County	Percent	County	Percent	County	Percent	County	Percent
Anderson	5.9	Crane	5.8	Hartley	0.0	Madison	0.0	San Patrico	7.0
Andrews	7.5	Crockett	6.9	Haskell	1.0	Marion	14.4	San Saba	5.4
Angelina	11.0	Crosby	7.3	Hays	5.0	Martin	4.6	Schleicher	6.2
Aransas	10.1	Culberson	0.0	Hemphill	5.7	Mason	3.5	Scurry	5.7
Archer	1.2	Dallam	7.0	Henderson	11.7	Matagorda	6.8	Shackelford	3.5
Armstrong	15.4	Dallas	10.4	Hidalgo	11.2	Maverick	18.5	Shelby	10.4
Atascosa	10.0	Dawson	13.0	Hill	4.6	McCulloch	10.3	Sherman	2.9

County	Rate	County	Rate	County	Rate	County	Rate	County	Rate
Austin	6.0	Deaf Smith	18.1	Hockley	6.7	McLennan	6.3	Smith	9.2
Bailey	12.8	Delta	4.1	Hood	8.3	McMullen	5.7	Somervell	12.8
Bandera	4.3	Denton	4.1	Hopkins	5.2	Medina	9.3	Starr	12.6
Bastrop	8.3	Dewitt	5.9	Houston	6.3	Menard	0.0	Stephens	8.5
Baylor	3.1	Dickens	13.2	Howard	7.7	Midland	13.7	Sterling	6.4
Bee	1.5	Dimmit	18.1	Hudspeth	24.2	Milam	3.5	Stonewall	0
Bell	4.4	Donley	11.7	Hunt	9.0	Mills	5.3	Sutton	0
Bexar	10.2	Duval	9.2	Hutchinson	9.1	Mitchell	10.0	Swisher	11
Blanco	6.8	Eastland	8.8	Irion	0.0	Montague	5.5	Tarrant	10
Borden	0.0	Ector	17.1	Jack	5.9	Montgomery	5.5	Taylor	10
Bosque	1.8	Edwards	2.8	Jackson	2.1	Moore	11.6	Terrell	0
Bowie	10.1	Ellis	3.2	Jasper	3.5	Morris	4.4	Terry	15.3
Brazoria	4.3	El Paso	8.5	Jeff Davis	2.0	Motley	15.2	Throckmorton	0
Brazos	3.9	Erath	8.1	Jefferson	7.6	Nacogdoches	4.2	Titus	7.3
Brewster	8.3	Falls	3.3	Jim Hogg	13.2	Navarro	7.5	Tom Green	11.4
Briscoe	0.0	Fannin	4.8	Jim Wells	9.4	Newton	6.3	Travis	9.8
Brooks	15.8	Fayette	6.1	Johnson	6.6	Nolan	12.4	Trinity	12
Brown	7.6	Fisher	1.5	Jones	6.0	Nueces	13.4	Tyler	7.3
Burleson	6.7	Floyd	10.1	Karnes	13.3	Ochiltree	8.6	Upshur	10.5
Burnet	5.3	Foard	0.0	Kaufman	2.7	Oldham	6.8	Upton	5.3
Caldwell	8.2	Fort Bend	5.6	Kendall	3.1	Orange	8.2	Uvalde	15.9
Calhoun	9.4	Franklin	4.0	Kenedy	N/A	Palo Pinto	12.6	Val Verde	7.8
Callahan	5.3	Freestone	3.0	Kent	5.7	Panola	5.3	Van Zandt	2.4
Cameron	8.2	Frio	12.6	Kerr	8.2	Parker	5.7	Victoria	9.1
Camp	6.4	Gaines	5.4	Kimble	15.7	Parmer	6.7	Walker	6.2
Carson	1.7	Galveston	7.1	King	0.0	Pecos	13.6	Waller	7.8
Cass	7.5	Garza	8.9	Kinney	5.7	Polk	8.3	Ward	12.2
Castro	8.0	Gillespie	5.9	Kleberg	4.6	Potter	15.3	Washington	6.6
Chambers	10.9	Glasscock	2.9	Knox	15.6	Presidio	16.9	Webb	12.4
Cherokee	7.2	Goliad	1.6	Lamar	4.6	Rains	17.8	Wharton	6.8
Childress	2.8	Gonzales	9.6	Lamb	11.3	Randall	1.2	Wheeler	7.9
Clay	6.5	Gray	6.6	Lampasas	3.7	Reagan	1.1	Wichita	5.8
Cochran	9.3	Grayson	9.3	La Salle	14.8	Real	3.4	Wilbarger	5.5
Coke	0.0	Gregg	7.0	Lavaca	2.8	Red River	11.9	Willacy	14.2
Colman	12.6	Grimes	8.4	Lee	5.0	Reeves	8.1	Williamson	3.8
Collin	3.1	Guadalupe	8.3	Leon	7.1	Refugio	6.1	Wilson	11
Collingsworth	5.7	Hale	6.4	Liberty	7.8	Roberts	0.0	Winkler	0
Colorado	6.1	Hall	3.8	Limestone	4.5	Robertson	13.9	Wise	5.3
Comal	2.8	Hamilton	6.1	Lipscomb	11.9	Rockwall	5.9	Wood	3.9
Comanche	5.7	Hansford	7.4	Live Oak	7.0	Runnels	9.3	Yoakum	6.6
Concho	1.8	Hardeman	4.5	Llano	13.6	Rusk	7.0	Young	9
Cooke	4.4	Hardin	5.7	Loving	N/A	Sabine	9.6	Zapata	4
Coryell	6.6	Harris	10.6	Lubbock	8.5	San Augustine	6.2	Zavala	14
Cottle	16.8	Harrison	7.5	Lynn	5.0	San Jacinto	8.1	**Texas**	**9.1**

Texas Education Agency estimates the longitudinal dropout rate for 7th through 12th graders projected over five years. The Estimated Longitudinal Dropout Rate is calculated by "subtracting the annual rate as a percentage of 1.0 and raising the resulting retention rate to the sixth power. The retention rate is then subtracted from 1.0 for the final estimated longitudinal dropout rate."