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WE COULD BE HEROES: THE MORAL OF THE POLICY STORY OF FLORIDA SB 1720

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ABSTRACT

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With the developmental education (DE) reform movement at postsecondary still apace, this qualitative study seeks to understand the policy impacts of Florida Senate Bill 1720, major legislation mandating developmental education reform in the state of Florida. The body of literature thus far has focused on quantitative analyses of secondary data compiled and mandatorily reported to the state by Florida's 28 state and community colleges. Developmental reading and writing instructors engaged in teaching during the DE reform era at a state college in northwest Florida were interviewed to explore a deeper understanding of corequisite/co-enrollment developmental instruction alongside the gateway English composition course, and to expand and fill a gap in the current literature via qualitative analysis. Narrative inquiry of educator experiences and stories prior to implementation, during implementation of the provision mandates, and post Florida Senate Bill 1720 implementation to the present were captured and analyzed towards a re-telling of the SB 1720 change process. A narrative policy framework (NPF), a rare approach to education policy research, was used to analyze the experiences and stories shared during semi-structured interviews. The findings of this study yielded rich insights that can be used to support Florida's state and community colleges as they

continue to adapt to meet the expectations of the Florida SB 1720 mandates, while prioritizing the needs of developmental reading and writing students.

DEDICATION

This dissertation is dedicated in loving memory to Jeanette Pugh, my beautiful angel mommy. I love you and miss you every day, Mom. I also dedicate this project to my father, John Pugh, the greatest teacher I have ever known, who continues to inspire me to live our ancestors' wildest dreams. Thank you for teaching me, Dad. I love you.

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CHAPTER 1

Introduction

Once Upon a Time

I have always had the words. I knew them, understood them, found them, and used them to escape my world through reading books, to write stories when I was little that mirrored those worlds, and spoke the words into my world almost effortlessly. No one in my family quite recalls how I learned to read. I was three years old and ran to my dad and told him that I could read, so he handed me a book and I read those words. He handed me another book and I read those words, too.

At three years old, I was so eager to go to school because I was the youngest in my house filled with too many brothers and sisters, and every day, they would leave me with a mean old babysitter and go off into the world. I wanted to go to school too, and my dad believes my eagerness to learn in a classroom inspired me to figure out how words worked. So, when I went to my dad, regaling him with my newfound ability to read, he reached out his hand and laid it on the page to pause me in my reading, and in that moment, he asked, “Do you know what the words mean?” I confessed that I did not. Dad went on to explain that there were meanings in those words and once I understood those meanings, then I would know how to read.

My search for meaning began in those words, and in all the words in my books and in the conversations those words prompted, causing me to ask so many questions, and my parents, siblings, and eventually my teachers tried to answer these questions. When I was finally allowed to attend school, Dad recalls that he walked me in, mentally

prepared for a traumatic first day of school experience, but as soon as he walked me through that door, I skipped off, ready to learn and fall in love with learning. My love affair with words and learning and this easy relationship with language would persist throughout my school years. I loved to read, loved to write, and really loved to talk.

I was lucky to have parents that fostered my love of reading, who accepted my favorite place was anywhere I could sit with my nose in a book. I recall one summer being determined to learn as much as I could by reading as many books as possible from our library. I do not recall how many books I read that summer, but I can remember carrying out stacks of 10 books at a time to read throughout the week. A library record was broken, and the librarians decided to give me an award for my efforts. It is a bit odd that I cannot recall how many books or even all the stories I read or information I consumed – I vaguely remember a book on auto mechanics and possibly reading *Jane Eyre*; I just wanted to read and to relish the words. My voracious appetite for words was never sated and I was never full.

My relationship with the written word is more complex. I still have a few of my early composition books from the primary school I attended in England. I look at them and marvel at the fine penmanship my six-year-old hands were able to produce, the stories I would write about my weekend adventures with my family, or the summaries from stories I read, with a few stories of my own creation. As I reflect upon my early days as a writer and my lifelong journey as a writer, I find that the labor of writing has always been most burdensome. The expectation of perfection on the page coaxes an obsessiveness that I think most writers find difficult to shed as the expectations become higher and higher with each ascension in academia. Writing was a thing I could do, but

not my favorite thing to do. My teachers were pleased and that was affirming, until I made my way into my upper-level college coursework, finally learning that I was the queen of the fragments. This was mortifying and I was even a bit angry at all those teachers that let me get away with my choppy and incomplete sentences, perhaps handing me that *A* that I likely did not earn based on the feedback from my college professor, Dr. H. It was here that I learned that literacy is truly a lifelong learned skill, and I still had room and space to learn and grow as a writer. So, I stretched and worked and improved. However, the tedium of writing still wears at me, although I have made my peace with the reality that in many instances, written composition is the most practical means for communicating thoughts and ideas because of its economy and persistence; words enjoy a long shelf life in written form.

However, I love the impermanence and the lyricism, and the magical moments that utterances capture. The spoken word can strike like lightning and leave a permanent mark in not only the mind but also in the heart. The warmth, mood, tone, emotions – when we recall memories of spoken words, we may vaguely recall what specific words were uttered but more profoundly, how they made us feel. When spoken words are shared, the can create an almost tangible connection, as if you feel like you and all in the room that are listening are truly breathing the same air and feeling those words stretch and create connection between you. To stand before one or many and speak, for me, this is one of the most powerful and empowering relationships I have cultivated with words. I was so shy when I was small, but when given the opportunity to stand before others and speak, in all my smallness and shyness, I felt so large and all those words that filled me would just flow out. On stage, at the head of the class, and in everyday conversations, I

think all the words that I read, that I wrote, and that I spoke, and that I tried to fill my mind and my heart up with, just find their way out and into the world in the easiest way. I pause, I think, and the words come floating back to me from my past and into that present moment. Even when my spoken communication is scripted and I must use written composition to formulate my thoughts for a speaking opportunity, the writing becomes easier and the words flow as I know that when I share them, I can pour my mind and my heart into their expression. The creation of meaning with others in speaking interactions can be enhance when accompanied with gestures and movement, and I love this. In my work life, I get to teach others how to love this, too.

As a teacher of communication at a small state college on the west coast of Florida, and as I reflect on my complex and loving relationship with language, I realize that I often take this partnership I have cultivated over my lifetime for granted. I am still learning how to nurture this relationship and acknowledge my own growth and literacy development. This perspective has been fruitful in helping me understand the unique experiences my students bring into the communication classroom. I think it forges an identification and common ground that I try to employ as I teach. I strive to create a space for my students to know their words, to understand them, find them, to learn how to use them to escape, to write reflections that mirror their worlds and experiences, and to speak freely and safely, and eventually, effortlessly.

I have the privilege of teaching English composition, public speaking, and group discussion, and many of my students are just beginning their journey as writers and must learn to see themselves as such. Many are just learning to find and use their voice when standing alone and when working with others in teams and groups. As a teacher of

communication, I enjoy the relationship cultivated between me and my students, and the connections fostered in our dynamic as teacher and student. Sometimes that line is not so clear and blurred as I learn from those that I teach, and hope in the time that we have together, which is quite brief, they learn to use and love words, too.

However, I know that for many students, the use and love of language has not been fostered or nurtured in the same manner as it was for me. The reasons for this are as varied as their unique experiences with language. Oftentimes, students enter my classroom at the start of the semester afraid to write, to speak, and sometimes even think. As an educator, as their teacher with an outsider perspective, it is evident that the limitations placed on some students can be attributed to education policies that, often unintentionally, inhibit their learning opportunities and experiences.

In my early days teaching English composition 1101, No Child Left Behind still left its mark and students would enter my class having successfully passed state tests and graduated with honorifics and distinctions, having never written an essay. Presently, my students, who the system presumes received additional support or remediation in reading and writing at high school based on now rescinded policy mandates, are now permitted to enter the gateway English composition course without placement testing or awareness of their readiness for college-level writing based on more recent policy mandates. Their strengths and challenges are revealed in those first weeks of the semester once they start to read and write, and we must move forward from there with the potential for inadequate academic support in the gateway classroom due to lack of prior awareness. Co-requisite/co-enrollment development reading and writing support is an option and part of the most recent wave of the development reform at postsecondary that has swept across

higher education in the US, and is now also mandated by current Florida education policy. However, placement testing can identify need, and if students are bypassing placement testing – which arguably may not be the most accurate means for assessing readiness – gaps are left to be laid bare within the gateway English composition course. The challenges of delivering developmental support for students can be attributed to State mandates and reforms, with these reforms persisting as part of a larger debate within the developmental education reform movement.

I am drawn to this debate and larger conversation because of the impact on my students and the dynamic in our classroom. The policy legislation process is so far removed from the teaching and learning that is taking place, yet these policies have a resounding impact on what teaching and learning looks like. What developmental education should look like is codified into policy that does not resemble what is taking place in the classroom. Codification permits teaching and learning to be identified as data points, such as passing and success rates, and later monetized and allocated into a budget. A dollar amount can be disbursed or conversely, withheld, based on the data collected that purports to highlight effective teaching and learning, reduced to numbers as barometers of success. However, there is more to the story, and that story needs to be told.

To seek to predict and explain literacy learning primarily based on data and dollar signs instead of using words and language, the tools of literacy to articulate these experiences, seems odd. Without the narratives and experiential perspectives, an opportunity may be lost alongside the potential to understand the dynamics within the reading and writing classroom with a nuance, which in turn can inform best practices for

effective teaching and learning within these spaces. Capturing these perspectives can help sustain a more complete picture of effectiveness. Within the realm of literacy research, the words are needed, and the words can help show us the way.

Developmental Education at Postsecondary: A Brief History

A brief reflection on the history of developmental education may best inform current efforts and continued implementation of future best practices, with the consideration of past practices and policies. Arendale (2002) describes six phases of developmental education in higher education throughout the history of American institutions of higher learning, with each phase tied to the social history surrounding them. Arendale's method of historical analysis is most useful for this retrospective as it recognizes the societal impacts upon any education reform, and this is also true of developmental education reform.

Beginning in the mid-1600s and through to the mid-20th century, Arendale (2002) cites early developmental activities as being associated with tutoring and pre-collegiate preparatory academies, and later shifting into college preparatory programs in academic institutions by the mid-20th century. Of historical note, researchers cite University of Wisconsin as the creator of the first "modern" developmental education program in 1849, which provided remedial courses in reading, writing, and math. Also, of the 331 students enrolled at the university at that time, 290 were enrolled in one or more of the remedial courses (Arendale, 2002). This program would ultimately serve as a model that was adopted by other institutions moving forward from this period. Arendale asserts that during this early period, higher education generally served "privileged White males" (p.

3). Therefore, developmental education efforts within this expansive period, were designed to primarily support this population of learners.

The creation of developmental education programs continued to accelerate and expand, largely in response to poor secondary academic preparation for postsecondary, and by the end of the 19th century, preparatory departments and programs were established in 80 percent of the 400 postsecondary institutions in the U.S. (Arendale, 2002). It is during this period the Federal government served as a catalyst for remediation programs via policy interventions, such as the First Morrill Act of 1862 and the Second Morrill Act of 1890. These historical Land-Grant Acts would spur the creation of land grant colleges and universities, and funding to support and maintain institution missions focused on agriculture and mechanic arts. Developmental education reform would now be pushed forward by education policy. Additionally, Federal financial support via the second Morrill Act of 1890 also led to the development of Historic Black Colleges (HBCUs) and junior/community colleges. The creation of these institutions led to a growth in the number of students entering postsecondary, and remedial education as an overall mission was at the core of these institutions. Yet, according to Arendale, even with this growth in number of students entering postsecondary during this period, the rate of attendance continued to remain low and the need for remediation was magnified to meet the needs of underprepared students.

Although these early Federal policy efforts were designed to increase access to postsecondary, obtaining a college education continued to primarily privilege White males, and students of color and women continued to struggle for access (Arendale, 2002). The role of HBCUs in this effort did indeed lead to greater access for minority

students, however, the existence of "separate but equal" doctrine during the rise of HBCUs still impacted access to a college education and the opportunity to attend predominately White institutions was limited. These discriminatory practices continued to sustain limited access to higher education for minorities and women until the establishment of Civil Rights legislation which created federally funded programs that explicitly provided access, financial aid, and academic development for these historically marginalized populations (Arendale, 2002).

With the continued evolution of the higher education landscape throughout the 20th century, junior colleges, which later became community colleges, would serve the "broad mission" of increased college enrollments as college academic preparatory programs (Arendale, 2002, p. 13). Within these institutions, the introduction of remedial classes to the college curriculum eventually carried the developmental education movement through to the end of the 20th century (Arendale, 2002). Schools developed separate academic units within the institution to provide remedial classes in reading, English, mathematics, and study skills (Arendale, 2002), and these remedial course offerings are still mirrored in more contemporary academic institutions.

Moving from Arendale's (2002) phases of historical developmental education in higher education, Boylan and Bonham (2007) provide a 30-year prospectus of developmental education that echoes the time period coinciding with Arendale's history, and the changes in developmental education that took place during the latter part of the 20th century. Rather than a recounting of the evolution of developmental education in postsecondary, Boylan and Bonham (2007) offer a first glimpse of the developmental

education (DE) reform movements that mirror what is presently taking place in the current DE reform era.

Overlapping Arendale's phases (2002), Boylan and Bonham cite a developmental education reform movement that took place in 1970s, which attempted to ignore or eliminate developmental education. During this time, there was a growing lack of support for the field, which can be evidenced by the fact that the only journal for developmental education at this time was the *Journal of College Reading and Learning*. However, this effort was fruitless as champions of developmental education persisted, resulting in the establishment of the Kellogg Institute in 1980. The Kellogg Institute provided the first professional development and certification programs for developmental educators and is the longest running training program in the field of developmental education to date. This investment in the field of developmental education continued and the first doctoral program in developmental education was established at Grambling State University in Louisiana in 1986, a public HBCU.

Following these seminal developments in the field, Boylan and Bonham (2007) cite actions and trends in the early 21st century that would eventually place a highly focused lens on developmental education in higher education. Primarily led by state legislators and policy makers, developmental education reform efforts were no longer ignored or solely focused on eliminating developmental education, and instead, emphasized high expectations for colleges and effective developmental education implementation.

Boylan and Trawick (2015) chronicle the progression of this most recent developmental education reform era that has been spurred along via the intervention of

philanthropic organizations such as the Lumina Foundation and its Achieving the Dream initiative, and the Bill and Melinda Gates Foundation. These philanthropic organizations funded the development of initiatives with intentional focus on increased retention and graduation of underserved students, and proposed innovations in education designed to improve performance of underprepared students. The influx of dollars from these organizations has led to more research on remedial courses at the college-level, and a series of studies from 2005 through 2011 reported "modestly positive to highly negative results," with some studies finding improvement in persistence, and others finding that participation in remedial courses did not increase retention or graduation rates (Boylan & Trawick, 2015, p. 26). Boylan and Trawick also emphasize these studies did not impact the field because they were not published in journals or read by community college faculty, administrators, or developmental educators. Yet, it is this research that advanced the development reform movement and the creation of policy that would impact this constituency.

Spring of 2012, according to Boylan and Trawick (2015), marks the year that remediation and developmental education officially "came under attack." A Complete College America (CCA) report, "Remediation: Higher Education's Bridge to Nowhere", railed against remedial courses and called for their elimination and replacement with support services due to the low graduation rates of students participating in remediation. This organization, comprised of legislators and political analysts, with a mission of "changing the system" by "helping states and institutions align policy, perspective, and practice … working to replace the current system with an alternative that leads to more college diplomas and, therefore, greater opportunity for minoritized students" (*Increasing*

College Completion - Our Work, 2016), did not take into consideration the demographics of students participating in remediation in recommending a "one-size-fits-all" approach, and the specific call for a co-requisite course model within the report (Boylan and Trawick, 2015). For this reason, Complete College America's findings have been called into question, with those who work in the field acknowledging that some concerns regarding developmental education are valid, while insisting Complete College America chose to share findings and "package them in slick visual documents with targeted messaging devoid of nuanced, scholarly discourse; advocate forcefully a narrow set of solutions; and effectively create a network of policymakers and educators who they commended in their reports for 'getting it'" (Boylan & Trawick, 2015, p. 28). Complete College America's compelling campaign, although argued as contorted, led to 30 states joining the Complete College America Alliance of States, and the movement to legislate the proposed co-requisite developmental education model.

Complementing this spate of legislation supporting implementation of the co-requisite developmental education model, additional legislation and remediation reform eliminating placement test requirements before entering in credit bearing courses were also passed. For example, in 2013, Florida passed Senate Bill 1720 (SB 1720), the policy of specific interest and relevance as it relates to the present study, mandated the elimination of placement testing and required the creation of co-requisite developmental instruction. Boylan and Trawick (2015) cite this policy and the overall policy development activity during this period as "unprecedented," and level this assertion based on what they describe as "bad press" focused on the perception of failing developmental education programs. Multiple news outlets, including *Inside Higher Education*, *The*

Washington Post, and *The Bloomberg View,* reported on this suggested phenomenon and all used language which essentially declared college remediation to be "broken." However, Boylan and Trawick found that in most instances, these accounts were contrary to the research conducted outside of the philanthropic missions to reform developmental education, and this alternate body of research reported the success of remediation – contrary to what the news media was reporting.

Boylan and Trawick (2015) shared this body of alternate studies as the "good news" in the wake of the "war on remediation." Citing leading scholars and developmental educators, such as Tom Bailey and his colleagues, Shanna Smith Jaggars and Judith Scott-Clayton, a countermovement has emerged to defend against full replacement of developmental education programs towards the co-requisite model, and applaud the efforts of developmental educators. Boylan and Trawick insist on delineating the attacks on developmental education as unaligned with attacks on traditional developmental education programs as a whole, and find that current reform efforts focus primarily on *ineffective* remedial programs. This focus has encouraged continued research on remediation and successful models are emerging driven by this need for advocacy for developmental student and educators, and a call for more research from those working in the field.

Although states across the country, including Florida, have implemented mandates embracing policy initiatives that have been well-funded and advocated for by Complete College America and the Bill and Melinda Gates Foundation, research to determine the effectiveness of these policies is presently being conducted, with opportunities for further and deeper inquiry. The Community College Research Center is

presently working with the Virginia Community College System, and in Florida, The Gates Foundation funds Florida State University's Center for Postsecondary Success's research on the impact of developmental education reform. With a focus on Florida, insight into the effectiveness of developmental education reform policies can be gleaned, and with a deeper exploration of the experiences of teaching and learning, the conversation relevant to these experiences must continue.

Purpose of the Study

Developmental Education Reform Comes to Florida

In the spring of 2013, Senate Bill 1720 (SB 1720) was passed by the Florida legislature with the intent to reform developmental education (DE) within the Florida College System (Nix et al., 2019). With less than half of college students completing developmental education courses within three years of enrollment, and the high costs of DE enrollment (Nix et al., 2019), this legislation was a part of a larger movement of developmental education reform initiated across the United States. Florida SB 1720 includes provisions for: 1) exemption from placement testing for DE course placement; 2) comprehensive advising with a meta-major focus; 3) accelerated DE courses; 4) four options for course delivery with the requirement of at least two be implemented: compressed, modularized, corequisite, or contextualized instruction; and 5) submission of the college's plan for implementation and continued annual submission of an accountability report to the Florida Department of Education (Waschull, 2018).

However, without specific guidance in how the provisions of the mandate should be implemented, the 28 state colleges in the Florida College System were left to determine each institution's own redesign of developmental education programs and

course delivery formats. The institutional response to this mandate varied from college to college, with developmental education programs revising courses into various formats. Common iterations included standalone, corequisite lab courses, designed for co-enrollment alongside the gateway English Composition course. In keeping with the provision that mandated incorporating two of the four delivery formats, courses were either compressed, paired or unpaired with the gateway course, or technology-mediated to manage corequisite DE instruction.

The Florida Department of Education (DOE), in its 2018 Developmental Education Report, labeled these delivery strategies as corequisite, compressed, contextualized, or modularized, with no clear details within this report regarding the specifics of these delivery methods. However, within this same report, the Florida DOE noted the decline in student enrollment in developmental education courses at Florida colleges, as well as the attempt to "streamline" these strategies based upon success rates (Florida Department of Education, 2018, pp. 10,18). In a 2019 report from Florida State University's Center for Postsecondary Success, or CPS, the passing rates indicate that developmental education reform in Florida has been a "success." The researchers concede that with the various iterations of these DE course redesigns and the primary measure of effectiveness being identified as passing rates, the data shows some DE course redesign formats have generated higher passing rates than others. These redesigned courses may be deemed as more effective formats; however, the reasons behind this distinction require further research (Smith, 2019).

Regarding the current body of research regarding developmental education reform in Florida, the Florida State University's Center for Postsecondary Success receives

funding from the Bill and Melinda Gates Foundation initiatives, and therefore, has conducted much of the research regarding implementation and impacts of SB 1720, and their work has shown "promising results" for Florida's DE reforms (Park et al., 2016; Hu et al., 2019; Nix et al., 2019; Park-Gaghan et al., 2020). After one-year post SB 1720 implementation, Park et al. (2016) found the predicted probability for passing gateway courses increased 5.3 percentage points in English composition and 3.7 percentage in mathematics, and passing rates increased for Black and Hispanic students. However, the authors conceded that trends for multiple years after the implementation of SB 1720 must still be explored.

In a more recent study, Park-Gaghan et al. (2020) sought to add to these findings and explored three years of data to learn whether there were changes in enrollment rates, course-based passing rates, and cohort-passing rates in gateway courses post SB 1720, and focused this research on a cohort of first time in college students (FTIC). The study found a statistically significant increase in gateway course enrollments, and Black and Hispanic students enrolled at faster rates than White students. Due to the elimination of placement testing, the data suggests exemption provision of SB 1720 lifted a barrier and this led to increased enrollment rates for Black and Hispanic students. However, for FTIC students, course-based passing rates remained relatively the same for English composition following reform and implementation of SB 1720 provisions, with White and Hispanic students experiencing a "slight increase" in passing rates (1.25 and 0.54 percentage points), and according to the study, Black students experienced a slight decline (0.67 percentage points). Of note, cohort-based passing rates for English composition increased for students of all racial/ethnic backgrounds. This increase was

greatest for Black student cohort-based passing rates in English composition – rates increased by 14.18 percentage points compared to 7.89 percentage points for White students. Park-Gaghan et al. (2020) concluded that relevant to Florida's DE reform, more FTIC students are enrolling in and passing college-level courses, and "pre-existing achievement gaps in these courses for Black and Hispanic students has narrowed" (p. 664). The researchers argue that the three components of Florida DE reform (optional enrollment, new instructional strategies, and enhanced advising) are "essential" to sustain the momentum of the interventions.

However, Park-Gaghan et al. (2020) concede additional research is needed towards an in-depth understanding of how the three primary components of Florida's SB 1720 mandate impact these varied populations of students. For example, Park-Gaghan et al. cite gains in passing rates were highest among nonexempt students participating in DE courses who were also provided enhanced support services; yet current research has not sought to identify which instructional strategies and services are most effective as it appears the role of support services have an impact on passing rates, and this phenomenon should be explored. Additionally, Park-Gaghan et al. call for further inquiry into a closing of the racial/ethnic achievement gap in gateway college course completion, which appears to be evident within their research. This call aligns with similar challenges from other developmental education researchers like Neuburger et al. (2013). With the implementation of DE reform policies in institutions of higher learning, Neuburger et al. cite the increase in challenges to instructor autonomy in the face of developmental education reforms, and advocate for more practitioner research from the field to ensure

the policy conversation and momentum surrounding the present reform movement, are research-based and student-centered.

The overall breadth of current research regarding developmental course reform at postsecondary in Florida appears to be steadily widening, and inquiry thus far has uncovered the potential to resolve some of the contemporary issues relevant to developmental English writing and reading instruction at the community and state college level. According to the literature, state mandated reform models have met with some statistically significant success, but there are genuine concerns regarding the motivations to redesign these courses and programs, and the impact these changes have on the stakeholders within the community and college environment. Developmental educators and students bear the weight of these changes, although oftentimes due to the manner in which policy provisions are developed and written, the solutions to complex and multivariate challenges are vague. Moreover, there are still questions regarding solutions and best practices for developmental education and what they look like within the classroom, and how they are reflected in the findings of current research. With these concerns and questions in mind, identifying these issues with clarity and focus can help continue the conversation, fill gaps in the research, and promote further study as the developmental education reform movement presses on. The present study seeks to do this.

Conceptual Frameworks

Goldwasser et al. (2017) present a framework for assessing developmental education focused on aspects of developmental education program planning that can be useful for assessing program level goals and implementing change plans related to

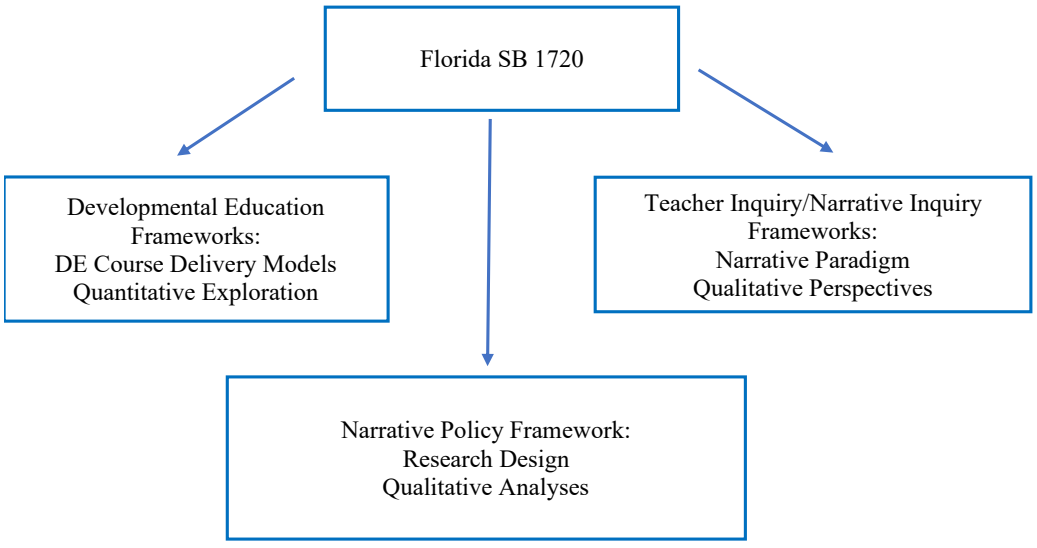
developmental education reform policies. Moving closer to the classroom level and the expectation for developmental course redesigns that meet the provisions of policy mandates such as SB 1720 (compressed, modularized, corequisite, or contextualized instruction), a review of technology mediated curricula often used for co-enrollment delivery models, integrative learning and its capacity to "bridge" the curricular and co-curricular, and exploration of meaning-directed frameworks for learning patterns, linked to student perceptions of the learning environment, can all prove useful as means for understanding student engagement and interactions with course delivery models as mandated by SB 1720 (Leonard, 2012; Panescu, 2013; Goldwasser et al., 2017;Vermunt and Donche, 2017). To explore the dynamic between delivery models and teacher instruction, teacher inquiry and Emig's (1982) inquiry paradigm provides a framework as justification for contextual inquiry at the classroom level through access to teacher experience via narrative and teacher stories (Goswami et al., 2009). Additionally, with a framework highlighting the potentiality of narrative inquiry, storytelling as it relates to SB 1720 can be achieved through analysis of these teacher stories using a narrative policy framework, or NPF (Jones et al., 2014; Shanahan et al., 2018; Ertas & McKnight, 2019).

This present study has several layers requiring analysis and assessment of the developmental education reform policy to understand the impacts of SB 1720 provisions. A framework for exploring developmental education and co-requisite/co-enrollment course delivery design within the study is necessary to observe the way Gulf Coast State College, the postsecondary institution of focus within this present study, has met the provisions of the SB 1720 mandate. A quantitative analysis focused on institutional data will explore the statistical data Gulf Coast reports to the Florida Department of

Education, and the way it is reported via the mandated Developmental Education Accountability Reports. Additionally, to add to the literature and call for qualitative research, exploring narrative inquiry and utilizing a framework for exploring teacher experience, this study provides a qualitative analysis, as much of the research relevant to DE reform in Florida to date has focused on quantitative analysis. To further fill a gap in the literature, NPF provides a means for research design and re-storying teacher experiences associated with SB 1720 policy provisions – prior to implementation, during implementation, and reflections after implementation. These frameworks were used to analyze the integrated and related components within the quantitative and qualitative data, and as can be seen in Figure 1, a visualization of each framework as tools for analyzing the research components.

Figure 1

SB 1720 and Conceptual Frameworks for the Present Study



Although a true mixed-method design was not employed, the collection of data tied to course delivery models, and as reported via the Developmental Education Accountability Reports during the seven-year period following SB 1720 implementation, was analyzed to understand quantitative elements of the DE program during this time. With each academic year, the DE program adjusted corequisite/co-enrollment delivery methods based on institutional data, and with each year, a new or revised iteration of the co-requisite/co-enrollment course was created. Therefore, the delivery method and course design were the focus of quantitative analysis.

Qualitative interviews served to collect rich, descriptive data and insights into teaching experiences, and provide a more nuanced understanding of the distinctions of the delivery models, and complements prior quantitative analyses from other research, as well as contextualizes the quantitative data collected from the College that is submitted to the Florida DOE per the SB 1720 provision for mandatory accountability reporting. Finally, with Gulf Coast State College's developmental program redesign driven by mandated education policy, the stories shared by those charged with teaching developmental students and implementing these provisions in the classroom, are deconstructed into their narrative elements via a Narrative Policy Framework (NPF), which guided the component of qualitative research design, and provided a means for analyzing these stories from a policy perspective.

Significance of the Study

This study fills a gap in the literature through qualitative research via narrative inquiry and move beyond the literature-dominating scope of Florida State University's Center for Postsecondary Success's body of research, and into an institutional level study

of the impacts of developmental education reform in Florida. The current literature has primarily focused on funneling and analyzing the mandatorily reported secondary data from all 28 Florida state and community colleges, and thus, has focused on developmental reform at the macro-level via quantitative analyses. However, additional inquiry that delves deeper to discover what these reforms look like at the micro-level, can provide a closer look at the experiences of teaching utilizing the different modalities mandated by Florida Senate Bill 1720 (SB 1720), while also reflecting on prior developmental education teaching experiences preceding SB 1720.

Qualitative inquiry into the experience of teaching and learning during implementation of SB 1720 developmental education (DE) reforms is warranted to provide a more nuanced understanding than what has previously been explored via primarily quantitative focused research. Although quantitative analyses should be a part of the larger body of developmental education research efforts, Scott-Clayton and Rodriguez (2015) argue that qualitative studies can support quantitative research findings, moving researchers and policymakers beyond the common measure of success of completion and graduation rates. Schnee (2014) also found that qualitative research may provide a possible "counter-narrative," another reference grounded in story, and perhaps present findings that demonstrate college remediation is not "in crisis" after all. With a commitment to exploring the student and teacher level experience, and the data that goes beyond baseline numbers associated with graduation rates, deeper insights can be revealed. Kogl's (2016) concept of mediated-efficacy and the dynamics of the relationship between teacher and student exemplifies the creation of this relationship in the DE classroom. It is in this space that the teacher allows the student to "wield tools"

while still being well-supported, and this has the potential to yield the development of the critical literacy skills necessary for academic success. Exploring this dynamic and the experiences and stories of developmental education faculty in the classroom, could be key to understanding the measured success of Florida's developmental education reforms.

This study specifically explores corequisite DE delivery models at the institutional level at one Florida state college to understand how this mandate has impacted teaching and learning from a faculty perspective. Additional insights can also be gleaned through the exploration and examination of the descriptive statistics relevant to student passing rates and delivery strategies among students enrolled in the redesigned developmental education courses at Gulf Coast State College. Further understanding of the relationship between the delivery method (compressed, modularized, corequisite, or contextualized instruction) for the lab course and passing rates is also contextualized via the body of mandated annual Developmental Education Accountability Report that Gulf Coast submitted to the Florida DOE, and these reports add depth to an understanding of the statistical data.

At the time the present study was initiated, seven years had passed since SB 1720 legislation was mandated, and the study's exploration of the change process and implementation of SB 1720 provisions at Gulf Coast State College, offers insights. Additionally, this research is a response to the call for additional research by Park-Gaghan et al. (2020) and fulfills the spirit of the call for more practitioner research by Neubuger et al. (2013), which is needed to continue shepherding effective implementation of DE reform policy in Florida. Gulf Coast's developmental educators

have been resilient and nimble as they implemented multiple iterations of the mandated delivery methods within its DE program over these past seven years; therefore, exploration of DE reforms at this institution offer a unique opportunity to examine the ways in which these provisions have been implemented and allows their stories and experiences to be told.

Research Question

How does paired, corequisite developmental education instruction and provisions of Florida SB 1720 mandates, facilitate English Composition learning in the gateway English composition course taught within the writing program at a small state college in Northwest Florida?

Definitions of Terms

The most relevant term within this study that must be defined is *developmental education,* as it relates to the policy provisions of Florida Senate Bill 1720 (SB 1720) and is at the heart of the research question. In the 1970s, the term first began to be used in the field and held the underlying assumption that "all college students are developmental" (Arendale, 2005). The definition later evolved, recognizing that developmental education encompasses other services to increase academic performance (AACJC, 1989, as cited in Arendale, 2005). In Rutschow et al.'s (2019) "Changing Landscapes in Developmental Education," developmental education in postsecondary is defined as "an important part" of higher learning with an intent to "help college students build skills before entering gateway college courses" (p. 2). The authors also describe the traditional modalities of these courses as they may vary in delivery as "a series of multi-level, multi-semester,

noncredit preparatory courses in reading, writing, and math" (p.2). Within this definition, the concept of developmental education at the college-level is defined by its purpose and modality. Of note in this contemporary definition of developmental education is the expectation that students receive help in building skills *before* entering the gateway college course. A key provision of Florida SB 1720 mandates co-requisite and/or concurrent instruction, which deviates from the notion of assistance in purpose and modality that, according to Rutschow et al., should precede enrollment and participation in the gateway course.

Therefore, defining *corequisite* modalities as a key provision of Florida SB 1720 is relevant to the present study, with Goudas and Boylan (2012) offering a useful definition: "Co-enrolled, corequisite, linked, paired, supported, or embedded college courses are all terms referring to various formats that have students who test into remediation take a college-level course concurrently with some form of developmental intervention" (p.8). The authors elaborate and further explain that co-enrollment in a developmental course typically provides remediation either before or after the gateway course meeting, and "most likely with the same instructor" (p.8). Thus pedagogically, co-enrollment does not mirror remediation in the traditional sense as assistance is not provided prior to enrollment in the gateway course and may be offered via a format which provides additional assistance on assignments from the instructor of record in the gateway classroom (Goudas & Boylan, 2012). However, in some college programs, including the developmental education program at Gulf Coast State College, paired instruction between the corequisite and gateway course with the same instructor of

record, was not initially standard, and this format is worth further exploration to understand how the relationship between paired instruction impacts remediation.

The term *college-level* also impacts a broader understanding of developmental education in postsecondary because it is often seen as a goal or expected outcome of developmental instruction. Arendale (2007) provided an accessible definition: "the level of skill attainment, knowledge, and reasoning ability associated with/required by courses of study designed to lead to a postsecondary degree." Of note, Arendale's "Glossary" is described as a "heavy revision" of Rubin's (1991) previous glossary, and expanded on prior terms to include reference to language related to race, class, and culture, such as *critical literacy*, *historically-underrepresented students*, and *universal design*; integrated more terms from cognitive psychology such as *cognitive strategies* and *self-efficacy*; and also included recommended language usage with terms such as *developmental student* and *remedial student* – drawing a distinction between the two. This distinction appears as most pressing in terms of corequisite instruction and the developmental course redesign at Gulf Coast, which tends to use the terms *developmental* and *remedial* as interchangeable within their data and reporting. In the data provided by the Office of Institutional Effectiveness, the data is labeled as *remedial* vs. *developmental*, but within the developmental education accountability reporting, the term *developmental* is also used.

Negative connotations surrounding a cohesive definition of developmental education have developed over time, and some argue this can be mediated via growth in theory and scholarship, as well as effective practices. Wambach et al. (2000) contend that a comprehensive theory focused on the developmental education environment may be the

means to grow the body research relevant to inform the developmental education practices that lead to student success. These best practices can potentially be best understood through relaying the experiences of teaching and learning in the developmental classroom via the stories of those that teach.

This calls for a definition of *story* – or *narrative* – in the context of the present study. Kim (2016), in *Understanding Narrative Inquiry*, provides the etymology of the word *narrative* from the Latin *narrat* – "told", *narrare* – "to tell", and Latin *narravitus* – "telling a story". Kim finds that a closer look at this etymology emphasizes narrative as defined as "a form of knowledge that catches two sides of narrative, telling as well as knowing" (p. 32). However, some literary theorists argue that *story* is the larger whole comprised of narrative, with narrative being the "recounting of events that are organized in a temporal sequence, and this linear organization of events makes up a story" (p. 34). Shifting this definition and interrelationship of narrative and story into the realm of research leads to the concept of narrative inquiry, and story as a form of knowledge. While Lichtman (2013) describes this method of research as attributed to "a group of approaches that rely on the written or spoken words or visual representation of individuals," and emphasizes, as a word of caution, that narrative inquiry is "more than a story" (pp. 95-97). The narrative researcher is charged with retelling, or as Lichtman describes, re-storying and interpreting the stories that are heard, complemented by other characteristics of narrative design that include individual experiences, chronologies, collecting individual stories, coding, context, and collaboration.

CHAPTER 2

Conceptual Frameworks

The need for a framework for assessment of developmental education (DE) programs is offered by Goldwasser et al. (2017) based on a literature review of best practices across a variety of colleges and universities during the developmental education reform era. Their study revealed six best practices relevant to costs for developmental education, nine best practices for program structure, and five best practices for placement, with a primary focus on costs, which can be argued, aligns with the larger goal of legislative development education reform. However, application of this evaluative framework necessarily starts at the institution level to measure best practices, and without a clear perspective of what may or may not be best, these overarching frameworks may not serve the academic institution.

However, narrative inquiry as a methodology for exploring developmental education programs during the reform era via the experiences of developmental educators, can serve as means of capturing best practices for delivery and instruction. Additionally, applying a narrative policy framework (NPF) presents as an approach to narrative inquiry best suited for exploring the implications of education policy, although this political science concept has not readily been applied within the field of education (Ertas & McKnight, 2019). Yet, there is the potential to expand the literature into the field of education research via further inquiry and application of NPF.

Framing Developmental Education

Therefore, to better understand the implications of DE reform at the classroom level, a review of the various delivery methods is necessary before determining best

practices. The delivery methods Florida's 28 state and community colleges have implemented to meet the provision of Florida Senate Bill 1720 (SB 1720) mandating acceleration of coursework, have often utilized technology-mediated curricula. Although the Panescu's (2013) study focused on a master's level course in political science and the use of a Moodle platform, Panescu's discussion of normative models of e-learning integration holds relevance regarding technology-mediated course design for some DE delivery formats. Panescu specifically cites Conole et al.'s (2004, pp. 22-23) framework model with its six components of an e-learning design, which can be mapped to different pedagogical approaches. Panescu expanded this discussion to focus on how technology can be intrinsically connected to course learning objectives.

Additionally, Leonard's (2012) study focused on how student's define integrative learning and this research is insightful, especially with consideration of the goal of higher education to create connections across curriculum and in connection with students' real-world experiences. Offering the often interchangeability of the terms "integrative" and "interdisciplinary" as a challenge to defining this experience for students, Leonard suggested using the term "integrative learning" as a type of "umbrella term" that encompasses multiple means for making connections when learning, and a review of the literature includes an understanding of this term as including a potential "bridge to the curricular and co-curricular" (p. 49). This is in alignment with the potentialities for a corequisite design model for developmental education that is in concert with the goals of higher education in which the technology-mediated, standalone course should mesh with the activities within the gateway writing course. Leonard's qualitative, grounded theory research of students in an intentional Integrative Studies program, revealed an emerging

theory that highlighted the existing perspective that the integrative learning process has identifiable steps, with an additional revelation that students' growth and learning are impacted by their motivation to learn and overall view of knowledge. The implications for this thinking and theory regarding the self-motivation needed to be successful in a technology-mediated and self-paced DE course, provides points for further consideration relevant to theories of integrative learning and understanding self-paced DE course delivery models. Social learning theories, and specifically Bandura's self-efficacy theory and a student's belief that they can perform the work and possess the motivational processes to complete the work, emphasize the goals of co-requisite and concurrent developmental education and provide a foundation based on existing theory (Martin et al., 2017).

Finally, Vermunt and Donche (2017) explore the theoretical frameworks for learning patterns in higher education, citing qualitative learning patterns indicative of the way college students learn: reproduction-directed learning, meaning-directed learning, application-directed learning, and unidirected learning. These perspectives are "grounded in a variable-oriented research perspective," and some combinations of patterns might be present among different groups, while teaching strategies can influence learning strategies, and students' perceptions of the learning environment are associated with the learning patterns they adopt. Ultimately, meaning-directed learning patterns are linked to generally positive learning outcomes relevant to academic performance via a high-quality learning experience. Vermunt and Donche explain students with a preference for this pattern, "adopt a deep approach to learning: they try to understand the meaning of what they learn, try to discover relations between separate facts or views, structure the learning

material into a larger whole, and try to critically engage to what they learn" (p. 272). Additionally, and possibly ideally for self-paced instruction that is effective and truly self-paced, "they learn in a self-regulated way, not limiting themselves to the prescribed materials," and tend to view themselves as responsible for their own learning (p. 272). However, the authors note that some students may be best served with instruction that meets a variety of learning patterns and thus learning preferences – there is no one-size-fits-all learning pattern.

Arriving at what often feels as allusive best practices for developmental education instruction, and particularly a co-curricular approach, can be evaluated by considering the delivery method of the curriculum, and how this curriculum is integrated into the gateway English composition course to "bridge the curricular and co-curricular." Self-paced components of a developmental education course delivery method, such as modularized courses, bring Bandura's self-efficacy theory into the frame, and is complemented by Vermunt and Donche's (2017) consideration of how students at postsecondary tend to construct knowledge as a personal responsibility, and in their own unique way. However, self-pacing requires motivation from the student, and as Vermunt and Donche, assert, there is no one-size-fits-all, and this must be considered regarding best practices for DE instruction, and DE course delivery design.

Framing Teacher Inquiry via Narrative Inquiry and the Narrative Policy Framework

In *Teacher Inquiry: Approaches to Language and Literacy Research*, Goswami et al. (2009) make the case regarding the deep value of conducting teacher research, and how narrative inquiry is a sound methodology for exploration of teaching and learning.

The authors acknowledge that there is no one best method for conducting teacher inquiry, and thus choosing a methodology that is a best fit for the purpose and context becomes the challenge. Janet Emig's (1982) inquiry paradigm is offered to facilitate this decision-making process as it provides a framework for conceptualizing teacher inquiry.

Citing the need to, first, understand Emig's (1982) thinking towards a deeper understanding of Emig's framework, Goswami et al. (2009) explain Emig's belief that *inquiry* can be seen as a more "useful" term than *research* for its "breadth for addressing context and connecting issues" (p.5). Goswami et al. further explain how Emig borrowed from Kuhn's (1970) definition of paradigm as an "explanatory matrix" which is incorporated into Emig's definition of an inquiry paradigm: "the explanatory matrix for any systematic investigation of phenomena" (p. 6). Emig (1982) outlines the six characteristics of an inquiry paradigm as: 1) a governing gaze – "we see what we elect to see"; 2) an acknowledged, or at least conscious, set of assumptions, preferably connected with 3) a coherent theory or theories; 4) an allegiance to an explicit or at least a tacit intellectual tradition; and 5) an adequate methodology including an indigenous logic consonant with all of the above (p. 65).

Goswami et al. (2009) summarize this collective of characteristics as an effort to ask essential questions relevant to a specific context, which is bound by a set of assumptions that leads to a specific set of theories. This then leads to a foundation for inquiry, methods for data collection, and how to analyze and also learn from observations (p. 10). Goswami et al. use Emig's (1982) paradigm as a tool to help frame their inquiry as related in their text, validating the potential for applying this paradigm and offer Emig's paradigm as a method to inform teacher inquiry at large, regardless of

methodology. However, a powerful rationale for employing this paradigm is the motivation for the researcher or as Emig describes, the *evaluator*, to deeply consider whether an inquiry is worth making, and thus avoiding potentially "impoverished or immature inquiries" (p. 73).

Application of Emig's (1982) paradigm in the context of teacher inquiry is made evident in Ceci Lewis's contribution to the conversation in "Using Narrative as Teacher Research: Learning about Language and Life Through Personal Stories" (Goswami et al., 2009). Within this chapter, Lewis, a language educator in an "English Only" U.S. state, shares the story of the collaborative project and the process of developing group research. Initiated during a research conference and surrounded by a community of fellow educators with the same passions and concerns for language, Lewis learned how their lived experiences could be examined through teacher research to understand "what it means to be a speaker of more than one language" (p.47). This unique collaboration brought together teacher researchers and students as co-researchers, resulting in a methodology that included "student stories" and "teacher tales," shared via an electronic conference as research space where all participants shared their stories, and the shared storytelling continued during a face-to-face conference (pp. 50-51). The teacher researchers learned from the student stories about the real challenges their language learners faced in a classroom setting, as well as the power of narrative and storytelling. This speaks to the revelations, and deeper understanding and benefits of teacher research, and in turn, how this research benefits students in the shared space of the classroom. Emig's (1982) paradigm offers an effective framework that can be applied to inquiry into the teacher-student relationship.

With parallels found in Emig's (1982) paradigm, Jones et al. (2014) describe human beings as *homo narrans* – storytelling animals. Humans know what stories are, understand a story's progression and that stories move forward "from beginnings, through middles, and have endings," and humans recognize stories have plots, characters, settings, and humans tell and listen to stories (p. 1). In recognizing stories as embedded within the acts of communication and therefore valuable, the authors of *The Science of Stories: Applications of the Narrative Policy Framework and Public Policy Analysis* find this value extends from the individual to the group, to "collective actions in which these group engage," and this includes "the processes, outcomes, implementation, and designs of public policy" (p. 1). Thus, the narrative policy framework (NPF) finds its origins.

Formally named narrative policy framework, or NPF, in 2010, Jones et al. (2014), the architects of NPF, cite the utility of this framework in a variety of academic disciplines, and provide examples of narrative in public policy within marketing research, within the fields of communication and psychology, and in political science. The authors also cite the study of narrative in neuroscience and its contribution to mapping the brain for areas of narrative processing. With the growing body of scholarship, Jones et al. find an increase in "methodological sophistication" and a "scientific understanding of narrative and its role in human understanding and behaviors" (p. 3). A narrative policy framework is offered as a methodology evolving from scholarship, with the potential for additional scholarship and study of NPF relevant to educational policies.

However, according to Jones et al. (2014), it is necessary to clarify misrepresentations of NPF and assert that it "applies an objective epistemology (i.e., science) to a subjective ontology (social reality)" (p. 3). To explain further, NPF attempts

to apply scientific-like methods to examine the variations of policy narratives in socially constructed realities – without asserting which narrative is "right," or as the authors describe this standard, "clear enough to be wrong" (p.3). Yet, the authors contend there is a problem of narrative relativity because of the "unique context and individual interpretation, narratives cannot be studied scientifically," therefore, in public policy research, studying narratives is often deemed "incompatible with the scientific method" (p. 5). To remedy this problem, NPF focuses on structure via four narrative elements – setting, characters, plot, and a moral of the story. To account for the problem of contextual narrative content that may be viewed as relative and not random, Jones et al. utilize measures to help identify "aggregate tendencies" towards assigning collective meanings via belief systems and strategies (p.5), as shown in Table 1.

Jones et al. (2014) describe an example of a belief system as provided in George Lakoff's (2002) theory of ideology, and how metaphors are a method for understanding belief systems of politics and policy, and further assert that focusing on deductive belief systems is the conduit for generalizing meaning of narratives. Narrative strategies in the context of NPF are posed as "tactical portrayal and use of narrative elements to manipulate or otherwise control policy-related processes, involvement, and outcomes" (p. 9). Ultimately, the authors expect policy to test the theoretical limitations of the four narrative elements, and also acknowledge other story elements affect the processes and outcomes of policy.

Table 1

Core NPF Narrative Components

Policy narrative	
Policy narrative form:	Policy narrative content
Narrative elements	
Setting: space and time	Belief system: set of values or beliefs
Characters: heroes, villains, victims	Strategies: manipulate/control policy processes
Plot: organizes action	
Moral of the story: policy solution	

Note. Adapted from "How to Conduct a Narrative Policy Framework Study" by Shanahan et al., 2018, *The Social Science Journal*, *55*, p. 4. Copyright 2017 by Taylor & Francis.

To delve further into understanding NPF as a useful framework for research, several assumptions must also be contended with to clarify its concepts (Shanahan et al., 2018, p. 2):

1) *Social construction.* Meaningful parts of policy reality are socially constructed.
2) *Bounded relativity.* The meaning of those social constructions varies to create different policy realities, but this variation is bounded (e.g., by belief systems, ideologies etc.) and thus is not random but, rather, has some stability over time.
3) *Generalizable structural elements.* Narratives have specific and identifiable structures.

4) *Three interacting levels of analysis.* Narratives operate at three interacting levels, micro (individual), meso (group), and macro (cultural and institutional).
5) *Homo narrans model of the individual.* Narrative is understood to play a central role in human cognition and communication, i.e., people prefer to think and speak in story form.

While four of the five elements have already been expounded on, the assumption of operational levels can be understood to include *micro* and individual level, *meso* and group or coalition-level, and *macro* and cultural and institutional level – with an understanding that the levels are not "mutually exclusive and "interact in critical ways" (Jones et al., 2014, p. 10). NPF drills down further into each level towards potential units for analysis and postulates for each level, and therein lies the potential for exploring policy narratives at the classroom and teacher level as it relates to education policies, as shown in Table 2.

Table 2

The NPF's Three Levels of Analysis

	Micro	*Meso*	*Macro*
Unit of Analysis	Individual	Group/Coalition	Institution/Culture
Core NPF variables	Policy narrative Setting Characters Plot Moral	Policy narrative Setting Characters Plot Moral	Policy narrative Setting Characters Plot Moral
Imported theories	Belief systems Canonicity and breach	Belief systems Devil/Angel shift Heresthetics	Unspecified

	Micro	*Meso*	*Macro*
	(In)congruence Narrative transportation Narrator trust	Policy learning Public opinion Scope of conflict	
Known applicable methods	Experiment, interviews, focus groups, cluster analysis	Content analysis, Network analysis, Rational Choice	Historical analysis, American political development
Potential data	Survey, transcripts	Written texts, speeches, videos	Archives, secondary sources, original artifacts

Note. Adapted from *The Science of Stories: Applications of the Narrative Policy Framework in Public Policy Analysis* by Jones, M., Shanahan, E., & McBeth, M., 2014, p. 10. Palgrave MacMillan. Copyright 2014 by Michael D. Jones, Elizabeth A. Shanahan, and Mark K. McBeth.

However, as Ertas and McKnight (2019) contend, application of NPF to education policy is "rare," yet find that it can provide a "fitting lens through which to apply a narrative perspective to the study of education policy" because of the "polarizing emotional narratives," and the all-too-common disagreements between stakeholders – educators, policy makers, and "advocates and skeptics" (p. 3). The rarity of the application of NPF to education policy research is further explained as challenging because "education reform policies are too conceptually diverse and culturally complicated … [and] contextual differences in the policy environment" may impact application of "similar polices across geographies" (p. 9). Also, education policy

researchers and scholars hail from a variety of backgrounds not exclusive to the field of education, and can include economists, political scientists, or sociologists. To compound these observations, Ertas and McKnight also note that within this cohort, a small subset is conducting education research, and may also be unfamiliar with policy process theories (pp. 9-10).

Ertas and McKnight (2019) offer avenues for exploration and application of NPF to education policy research, and although the authors call for macro-level exploration as it is the "most ignored level of analysis in the literature" and feel that these "grand narratives" offer a clarity that can further "clarify narrative expectations at the group and individual level", the authors provide examples of the potential application of NPF at all levels (pp. 13-14). Ultimately, Ertas and McKnight assert the NPF approach can be applied to education policy research as it provides a methodology for understanding how "policy stories shape how we think about problems of and solutions to our education systems" (p. 27). The authors close with a call for more scholars to apply NPF to education policy research.

Presently, there is a gap in the literature relevant to research exploring the impact of postsecondary education policy, Florida SB 1720, at the institutional and classroom level, as well as a call for practitioner-researchers to explore and examine how developmental education (DE) course delivery strategies impact student success at the micro-level. While the data suggests that Florida SB 1720 has led to some success, insight into what that data looks like within the interactions between delivery, modality, instructor, and student, is needed to better understand the human experience intertwined with this data, and develop best practices that meet the provisions of this mandate. The

present study seeks to fill this gap and explore DE delivery models at the institutional level to examine the relationship between student success and DE course delivery for students enrolled in both a gateway English composition course and a corequisite DE lab course. This study will also explore the relationship between DE lab course delivery methods and student passing rates when examining the DE program across a seven-year period since the implementation of Florida SB 1720. Quantitative insights and qualitative narrative inquiry regarding the implications of this mandate for faculty and their experiences teaching and utilizing the DE course delivery redesign models, may be key to understanding the micro-level impact of this policy mandate when the developmental educator's stories are told.

Present Study

To gain a deeper perspective at the institution level and expand the current literature relevant to developmental education (DE) reform in Florida as mandated by SB 1720. With the implementation of redesigned DE delivery models on an almost annual basis within the developmental education program at Gulf Coast State College, the relationship between the DE lab course design and teacher experiences teaching during SB 1720 reforms will be examined. Primarily, this study proposes an exploration of the impact and implications of Florida SB 1720 upon faculty, which offers a nuanced understanding of the dynamic between the DE corequisite course and the gateway English composition course via narrative inquiry.

Therefore, narrative inquiry, and more precisely, narrative policy analysis utilizing a narrative policy framework (NPF), has been employed. Although this methodology has rarely been applied to the context of education policy research, the

opportunity to explore the experiences of faculty who navigated the implementation of Florida SB 1720 drives the qualitative phase of the study. Consideration of descriptive statistics via quantitative exploration of institutional data complements the responses and data yielded from the qualitative interviews of instructors of record for the developmental courses prior to SB 1720, and during the seven-year implementation period of the provisions of the mandate. The reason for consideration of quantitative data, with a primary focus on qualitative data yielded from narrative inquiry, is the generation of a deeper and richer explanation of the relationship between the delivery strategies for the developmental education courses and the gateway English composition course, and the realities of teaching and learning in these spaces. This explanation can lead to continued exploration at the institutional level and beyond, as Florida's state and community colleges strive to support effective developmental education programs that meet the expectations of state provisions, and also meet the needs of DE students.

Review of Related Literature

Florida State University's Center for Postsecondary Success (CPS) has conducted the greatest number of studies relevant to developmental education (DE) reform in Florida, primarily utilizing available data reported to the Florida DOE by the 28 Florida state and community colleges (FSC). Indeed, a significant number of citations within this study cites CPS research. Additionally, CPS has conducted qualitative research to learn more about the institutional impact of Florida SB 1720 and perceptions of administrators and faculty. Although, collectively, the current literature offers robust insights regarding the implementation and progress of DE reform in Florida, the larger focus of CPS research has been conducted on the macro-level and meso-level issues surrounding DE

reform relevant to implementation of the various course delivery options as mandated by the State, and the perceptions of the mandate, with some qualitative focus on perception at the micro-level.

Additionally, several studies concerning issues relevant to DE reform at Florida colleges have been conducted (Beugnet, 2018; Stoutmorrill, 2019; Waschull, 2018). This includes dissertation research in a similar vein as the present study (Strickland, 2019). These studies conducted at the institutional level also explored implementation and perception within the institution, with one white paper seeking to compare internal DE program changes via an informal review of other Florida colleges, and an action research study of unique interest focused on a specific modality for DE course instruction. Strickland's (2019) qualitative dissertation research into the "lived experiences of college faculty" in the wake of SB 1720 DE reforms, also seeks to fill the present gap in the literature, again, complementing the efforts of the present study.

All studies within this literature review relevant to developmental education reform call for more research, and in particular, research within the institution, or micro-level, to learn more about which practices reflect what the current literature at the macro-level has contended to be a successful implementation of DE reform based on Florida SB 1720 mandates. The groundwork and case for more micro-level research at postsecondary can be gleaned from previous studies that utilize a narrative policy framework (NPF) approach. However, little research using NPF has been conducted in the field of education, and this appears to be fruitful ground for additional inquiry. An initial focus via a mega-level lens upon developmental education reform at the national level can offer insights into the movement prior to its entrance into Florida postsecondary education

policy mandates, and serves as a useful starting point. This leads to an opportunity for micro-level narrative policy analysis applied to the post-secondary education context, and opportunity to fill a gap in the current literature.

Outside the State of Florida: A Brief Mega-Level Perspective

The reform movement is also apace outside the state of Florida, and a compelling example of course redesign that parallels the timing of the implementation of Florida SB 1720 is explored in Adams and McKusick's (2014) study of a developmental course redesign into an accelerated pace model at the Community College of Baltimore County in Maryland. The results of this study are impressive with a 74 percent passing rate for English 101 for ALP (Accelerated Learning Program) students, compared to the 33 percent passing rate for students enrolled in the traditional format for the course. Moreover, some instructors contend that the accelerated paced model should replace the traditional mode of the course due to said impressive success rates.

However, Adams and McKusick (2014) concede honest "missteps" during the process of developing a manageable format for the accelerated paced model, particularly regarding their envisioning of the necessary changes to their program as opposed to ultimately what implementation actively looked like during instruction. To facilitate a more effective outcome, Adams and McKusick specifically cite the need for researchers and practitioners to implement a model that ensures that all stakeholders, particularly course managers, are greatly invested to support a fluid transition of the accelerated course model into existing writing programs to achieve an increased buy in. This includes moving beyond the writing classroom and building a safety net comprised of support services to further ensure student success. As discovered during Bremer et al.'s (2013)

study of three different community colleges in three different states, the researchers recognized the imperative role that support services, such as financial aid and tutorial services, contribute to retention, and often more so than the student's enrollment and participation in the developmental course.

Florida SB 1720: Macro-Level Perspectives

Florida State University's CPS has been committed to steadily conducting research since the implementation of Florida SB 1720 to the present, with some research funded by the Bill and Melinda Gates Foundation. In one of the Center's recent reports, secondary data was compiled from Florida's Educational Data Warehouse for six cohorts that attended Florida state colleges from fall 2011 to fall 2016. This report revealed an increase in student success based on passing rates, and a narrowing gap relevant to racial/ethnic differences, leading the researchers to cite that "overall," the redesign has led to "increased success and improved equity in the Florida College System" (Hu et al., 2019, p. 2). This report focused on FTIC students and utilized state data but did not explore the increase in passing rates or equity at the institutional level for a more in-depth measure of success and progress.

However, a qualitative study conducted by the CPS researchers, Nix et al. (2019), sought to offer deeper insights relevant to the FCS mission via a case study that revealed that at the micro-level, some stakeholders identified challenges regarding the accelerated delivery model and the use of technology for DE instruction. Technology was identified as impeding the college mission of "democratic equality" by increasing the digital divide, while potentially isolating groups of underserved students such as ESL students, students with disabilities, student parents, and rural-serving institutions. Although overall success

rates have improved since the implementation of Florida SB 1720, and the data suggests equity issues may be lessened via the provisions of this mandate, a closer look at the institutional level regarding modalities and delivery methods is warranted, with the researchers of this study calling for further quantitative analyses focused on these sub-populations.

An earlier CPS study that also offers deeper insights, focused on Florida SB 1720's provision for exemption from placement testing, and the researchers sought to learn more about this specific provision's impact on success rates at the advent of the mandate. This survey research had a low response rate of 7.6%, calling the researchers to concede that more study of the provision for exemption from placement testing was needed; however, insights were gleaned as Park et al. (2016) learned that many students, even when advised, chose not to take DE coursework, but some may take the course even if it is optional. The reasons why some choose exemption while others choose to take DE courses although exempt, is still not clear. Park et al.'s pilot study will hopefully serve as a catalyst for a larger study that explores this decision-making process, which in turn, likely has an impact on student passing rates for the gateway writing course.

Additionally, Waschull's (2018) overview of the research conducted by the Center for Postsecondary Success (CPS) elaborates on the exemption provision of Florida SB 1720 and emphasized the positives and negatives surrounding reforms relevant to other provisions within the mandate. A particular focus on the compressed curriculum model finds that this model has met with the least success compared to other modalities based on success rates. Waschull explained at the time of the 2018 study, no other studies had been conducted to explore how these courses are delivered at the institutional level or

explain why some delivery models are more effective than others. Waschull closes and specifically calls for more research to explore the different methods of acceleration because although compressed is most widely used, it is the least successful based on reported success rates.

Florida SB 1720: Micro-Level Perspectives

Stoutmorrill's (2019) white paper for Florida State College at Jacksonville (FSCJ) and Beugnet's (2018) action research, are two of the few institution-level studies that offer additional perspective on developmental education (DE) reform in Florida. Although few in number, these two examples of institutional-level research at other state colleges in Florida, and even in collaboration with other Florida colleges, yielded rich and detailed information. These studies demonstrate how the data reported to the state is manifest within the institution and the classroom, and offers a closer look at how DE reform is affecting students.

With the intention to learn from other Florida colleges and how they managed DE reform post Florida SB 1720, Stoutmorrill (2019) reached out to other open-access institutions to inquire how they implemented corequisite DE courses and how each college attempted to answer questions regarding DE corequisite models. The goal of this inquiry was to explore how other colleges put their DE corequisite models into practice, and how success rates were measured or assessed. Citing the fact that Florida offers more delivery options than any other states navigating DE reform, Stoutmorrill noted how FSCJ's developmental education program compared to other state colleges' DE course delivery options. This included a discussion of the role of support labs and integration of on campus resources to support DE models at respective colleges. Stoutmorrill offered

eight recommendations for her college, and ultimately called for more oversight and evaluation of FSCJ's developmental education program, and incorporation of some of the DE program practices of other Florida colleges.

As an example of what specifically is being implemented at another Florida college, Beugnet (2018), an associate professor of English with Tallahassee Community College (TCC), utilized a flipped classroom for a face-to-face and self-paced, developmental writing course. Admittedly calling into question the validity of action research, his chosen research method, Beugnet reported markedly improved results when comparing the control and experimental groups' passing rates – the average pass rate in the control group was 67%, and 92% for the experimental group. Additionally, student surveys were administered to document student perceptions of the experience, with 90.47% of students citing that they learned just as much in this course design as in traditional courses. Beugnet also profiled three of the four students that failed the courses to better understand what factors may have impacted their success.

Discovering Strickland's (2019) dissertation while the present study was being conducted, proved to be a very exciting revelation. For Strickland's qualitative interpretative phenomenological study, one-on-one interviews were conducted with faculty at St. Petersburg College (SPC), Seminole Campus, and is a designated state college and one of Florida's 28 state and community colleges. Three faculty from the discipline of mathematics and three faculty for English composition were selected and interviewed. The findings from the study reveal that regarding SB 1720, this cohort of SPC faculty would reinstate the placement testing policy but permit students to choose to opt in or opt out of remediation after appropriate advisement from faculty and

consideration by the student. Additionally, Strickland noted faculty observations regarding the long-term impacts of SB 1720 and the disappearing developmental education program at SPC, as fewer remedial courses are being offered in the wake of this mandate, lamenting that it is possible that, eventually, there may be no available remedial courses to opt into. Strickland hopes that "at the very least," his research provided a space for faculty to offer their experiences and "testimony", and in the future, Florida legislators will consider soliciting feedback from colleges and faculty prior to the development of future legislation. Again, it was exciting and validating to see dissertation research in the same vein as this study, and interesting to learn that Strickland's findings regarding the matter of exemption and the phenomenon of the vanishing developmental education program were so similar to the findings within this present study.

It is this micro-level focused research that emulates the direction of DE research at the classroom level towards defined best practices, such as Mellow et al.'s (2011) use of an online community to gather knowledge in the hopes of achieving what they describe as a consistent goal of 80 percent pass rates in developmental classrooms. This first phase of their study was designed to identify "pedagogical patterns" that would be incorporated into classrooms as a pattern or template for instructional improvement based on what good instructors do. Thus far, the larger body of research has not sought to bridge the connections between the modality, delivery method, student, and instructor, as Mellow et al.'s study proposes, however, the present study may offer insights regarding these connections.

What makes these institutional level and practitioner-led studies so pertinent, is asserted in Neuburger et al.'s (2013) call to arms regarding faculty voice in legislation

reforms, particularly within the realm of developmental education. Arguing that although a student-centered focus is at the heart of developmental education instruction and practices, broadening this perspective to include an understanding of the implications of policy and how it impacts students is essential; therefore, the developmental education professional's voice must be heard (p. 74). Citing the increasing "challenges to their autonomy" for instructors, while meeting the expectation to serve students, the authors offered strategies for building effective DE programs derived from the research-based practices recommended by the National Center for Developmental Education (NCDE) and the National Association for Developmental Education (NADE). The best practices practitioners, institutions, and legislators should "embrace and promote" as "core elements" of a DE program include: hiring credentialed and trained staff who are supported with continuous professional development; coordination across all institutional stakeholders; a mechanism and system for orientation, assessment, advising, placement, and student exit; a program that includes "multiple pathways" for completion; and the program must submit to "rigorous and ongoing" evaluation to ensure the program meets standards (pp. 76-78).

The research-based best practices Neuburger et al. (2013) propose are ideal as they are based on the recommendations from organizations that guide the development of these best practices for developmental education programs; however, there is an absence of research regarding DE implementation that utilizes these program initiatives as a guideline or framework. More practitioner research is called for as the authors contend that the seats are limited at the "policy table", and it is vital that instructors seek to

"occupy those chairs" as experts in the field to ensure that the policy conversation is research-based and student-centered (p. 79).

Narrative Policy Framework: Towards a Micro-Level Perspective in the Field of Education Policy Research

There is a dearth of research exploring the use of narrative policy framework (NPF) and education policy. While Jones et al. (2014) explain a NPF assumes policy narratives exist and operate contiguously and at three distinct levels – macro, meso, and micro, a case can be made for additional micro-level application of NPF. Ertas and McKnight (2019) call for more macro-level research applying NPF for research at large, nonetheless, and due to what the authors cite as the rare application of NPF in the field, research at any level has the potential to add to NPF and education policy scholarship as so little exists. However, application of narrative inquiry relevant to policy that does not specifically adhere to the NPF model has been conducted

Current research on policy via narrative inquiry is limited but exemplified in Mills (2007) study of the "stories in policy-making" relevant to changes in higher education governance in the state of Florida. Mills asserts "definitions of policy problems have a narrative structure", or a beginning, middle, and "a possible end to the sequence of events", and this mirrors the tenets of NPF, though not explicitly (p. 164). In this study, Mills used case study as a qualitative approach to examine changes to governance of universities over a two-year period from 2000 to 2002, resulting in all levels of education, from kindergarten through graduate school, moved under the auspices of the Florida Board of Education, and the Board of Regents. Additionally, the governing board of state universities were replaced with a board of trustees for each institution.

Mills (2007) found three narratives threaded throughout this process via content analyses of policy change documents, such as reports, briefing papers, meeting minutes, and newspaper articles, and semi-structured interviews with state legislators, task force members, staff of legislative and executive branches, and other significant actors. Discussion of findings within each of the three narratives of the structural changes reveals rich and detailed perspectives of the challenges, frustrations, and perceived successes encountered throughout this policy change process. Mills also cites implications for theory related to biological evolution theory which was developed for fossil recording, as described by Baumgartner and Jones (1993; 2002) and used to create their punctuated equilibrium model. A brief description of this model contends that policy making is "dominated" by a policy sub-system, and because of "the balance of positions, interests, and power in the subsystem, proposals for change face counterproposals", can potentially yield negative feedback which blunts the flow of change – or *punctuates* this process (Mills, 2007, p. 167). While Mills argues theories of change processes are helpful, it is within the contexts that change takes place and the stories surrounding these moments that deeper insights into policy-making events can be found. Again, Mills arrives at these conclusions by employing practices connected to narrative that do not explicitly incorporate NPF, but his methodology resonates with a narrative policy framework.

Levinson et al. (2009) recount several studies related to their assertion of, "education policy as practice of power", and each study explores this relationship via ethnographic methods (p. 767). Levinson et al. also argue policy can be viewed as a social practice and adds a critical sociocultural understanding to the power dynamic, and

Levinson et al. believe that this is a basis for a "better understanding of how policy works."

Street's (2001) study of union politics in Mexico highlights the policy process within this qualitative study, as Street documents the "policy appropriation" and reclaiming of autonomy as the teachers "redemocratize" this process (p.784). Levinson et al. discuss Christina's (2006) case study of early childhood education in Palestine, and the influence of international donor expectations based on "high-status cognitive science research," in contrast with the expectations of local participants and their "model of the educated person" (p.784). The NGO mediated the different perspectives of quality childhood education, highlighting the role of power in this policy practice.

Levinson et al. (2009) also discuss research in the U.S. and Stein's model for studying "how a culture of education policy works," and the cultural assumptions that spurred the development of Title 1 of the Elementary and Secondary Education Act of 1965 p. 785). Stein's policy research focused on policy culture explores: 1) the practice of policy making and analysis, and 2) the classroom level experience that is impacted by these policies, ultimately finding that in light of the varied "deleterious consequences for children's learning …the only recourses in the school environment is to resist the culture of policy" (p. 785). Levinson et al. (2009) commend the study's findings but advocate for the potential of "local policy appropriation" as a means to expand Stein's analysis. In closing, Levinson et al. argue that qualitative research on policy appropriation can potentially resolve policy challenges at the local level, provide knowledge about classroom level impacts, and present this knowledge to "policy elites", or the architects of policy, who often do not participate at the local level.

Although, the literature presented focused on qualitative research such as narrative inquiry, case study, and ethnographic research, and does not clearly tie to NPF, the body of research discussed emphasizes the potential for qualitative research to inform regarding the detailed nuances of education policy at the local level. Levinson et al. (2009) present a commendable goal beyond understanding policy processes – they believe that there is the potential for the "democratic production of policy" through "democratic dialogue" when participatory agency is fostered and policy actors are empowered. Considering this optimistic perspective, this proposed study holds the potential to create similar dialogue, and that dialogue may be advanced through the conversations and stories educators share regarding the impact of policy in the classroom. In this, the present study complements the current body of literature relevant to previous narrative inquiry and education policy research.

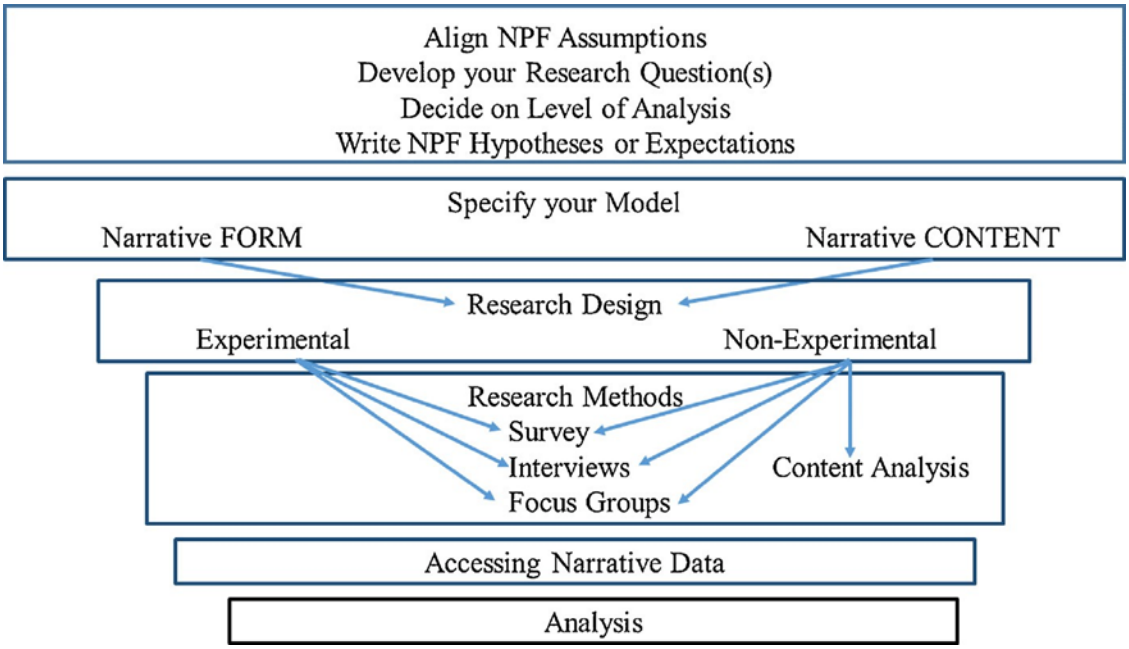
CHAPTER 3

Methods and Procedures

To facilitate application of the narrative policy framework, Shanahan et al. (2018) provide a clear outline in "How to Conduct a Narrative Policy Framework Study", as shown in Figure 2. The authors lay out a "series of decision points" to guide the research process: 1) alignment of NPF assumptions and research approach, 2) developing NPF research question(s), 3) deciding on the level of analysis, and 4) articulating the hypotheses. An adaptation of this approach for the present study is shown in Figure 3.

Figure 2

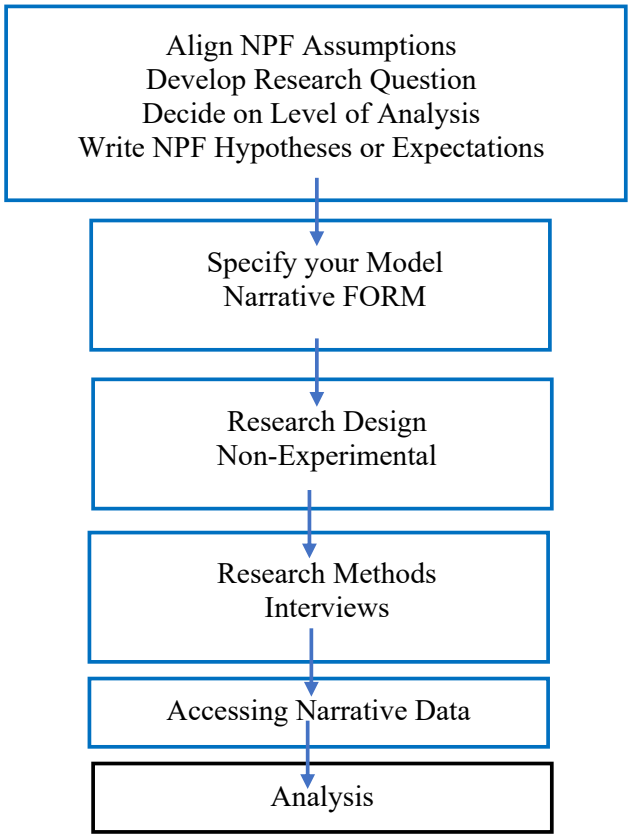
Research Approach in the Narrative Policy Framework



Note. Adapted from "How to Conduct a Narrative Policy Framework Study" by Shanahan et al., 2018, *The Social Science Journal*, *55*, p. 4. Copyright 2017 by Taylor & Francis.

Figure 3

Research Approach for the Present Study



Regarding the proposed study's assumptions, a previous review of the five core assumptions of NPF align with the proposed study (See figure 3.1):

1) The provision mandating co-enrollment or corequisite instruction is a "policy reality" that is socially constructed as each college and writing program developed redesign models suited to the individual institution.

2) These specific provisions are bounded by different belief systems that are distinct based on the intention of the organizations that initiated DE reform (Complete College America and the Bill and Melinda Gates Foundation), the policymakers within the Florida legislature that wrote the policy; and the faculty charged with implementing the provisions although bounded by the parameters of the mandate.
3) The consideration of the implementation of the policy has a definable beginning, middle, and potential end to be explored based on the proposed timeline for evaluation of implementation of SB 1720, although the course delivery model for developmental instruction may continue to evolve beyond this study's timeline. Additionally, narrative structures can be identified within this story. Focusing on form, the four key elements are evident – plot, characters, setting, and moral to the story. Focusing on narrative content, or what the story is about – belief system and strategies to "manipulate/control policy processes" are evident (Shanahan, et al., 2018, p. 4).
4) The interaction of three levels of analysis is evident and can be described in various ways – macro is state level, meso is program/division level, and micro can be viewed at the individual instructor level, with a micro-level exploration the target level for exploration within this inquiry
5) *Homo narrans* exploration will be investigated via interviews and the stories the study participants share regarding their experiences as "storytelling animals" (Jones et al., 2014).

With the assumptions highlighting the potential for application of NPF research, a research question exploring micro-level narrative policy analysis moves the research

project forward. However, it is of note that with the emphasis on qualitative research design, hypotheses will not be tested for this study. Shanahan et al. (2018) explain for application of NPF to qualitative research, an expectation can be advanced; therefore, although the emphasis will be on micro-level narratives, the potential for meso and possibly macro-level understanding of the implications of Florida SB 1720 may be generated from the study.

Research Question

How does paired, corequisite developmental education instruction and provisions of Florida SB 1720 mandates, facilitate English Composition learning in the gateway English composition course taught within the writing program at a small state college in Northwest Florida?

Research Design and Data Analysis

For non-experimental design for NPF research, case studies and comparative case studies have been used, and in essence, this unique approach using a novel application of NPF aligns with Shanahan et al.'s (2018) observations of prior qualitative research. Additionally, interviews have been used as methods to obtain narrative policy data. Shanahan et al. (2018) suggest structuring interview questions in a way that targets specific narrative components, for example (p. 8):

1) "We had another [focusing event] recently, and the debate about [policy issue] has risen once more. Please tell me your perspective on this issue." [problem definition; plot; setting]
2) "Who do you see as the cause of this problem?" [villain]
3) "Who do you see as being hurt?" [victim]

4) “Who can or should fix the problem?” [hero]

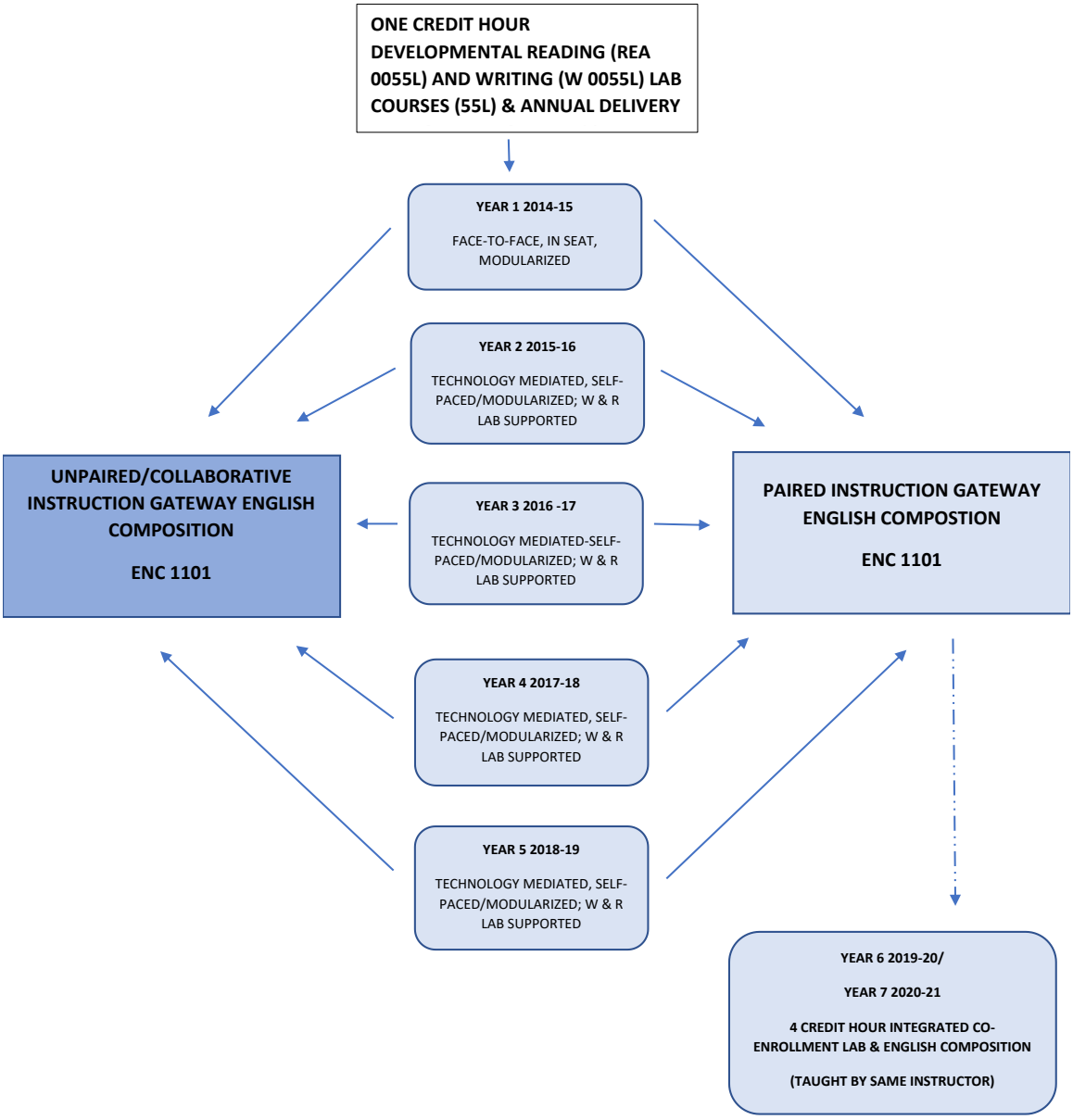
Shanahan et al. (2018) explain the method for posing these types of direct questions has met with criticism, therefore some advocate for less structured and “thick description interviews” that allow for the narrative components to be revealed through the stories of the participants. Interpretation then becomes key to this type of analysis. Some combination of these direct questions and room for guided response may serve as a best approach to data collection.

To explore the secondary data collected relevant to the various delivery methods during the seven-year period in which the SB 1720 provisions have been mandated, and how this has impacted teaching and learning at a state college in Florida, the collection and tabling of this data was initiated. This phase of quantitative data collection seeks to highlight any relationships of interest relevant to the research question. Data collected from the state college’s internal reporting for the developmental education program, and exploration of secondary data reported to the Florida Department of Education, provided avenues for amassing this information.

The qualitative phase of the study involved interviewing the developmental education instructors of record, past and present, who have taught developmental courses prior to the implementation of SB 1720, during the seven-year implementation period, and instructors presently teaching the latest iteration of the course that meets state mandates. This quasi-mixed method design, that essentially leans to a more qualitative approach via narrative inquiry, offers a holistic perspective regarding the implementation of Florida SB 1720. A visualization of Gulf Coast State College’s developmental education program is presented in Figure 4.

Figure 4

Corequisite Developmental Education Program from fall 2014 to spring 2021



Note: This diagram shows the link between the corequisite lab course and the gateway English composition course as unpaired or unpaired instruction as described by interview participants. A description of the delivery method for the lab course for each academic year is presented and includes the addition of academic support services via the Writing and Reading Lab (W&R LAB).

Reliability and Validity/Trustworthiness of the Research Design

Johnson (1997), in "Examining the Validity Structure of Qualitative Research," discusses three types of validity in qualitative research: 1) descriptive validity, 2) interpretive validity, and 3) theoretical validity, and provides 12 strategies for promoting and maximizing research design validity housed within these three primary types. Each of these strategies was broadly considered during the research process and used as a check list to assess understanding of each strategy, and testing as relevant to the study (See Appendix A for Validity and Strategy Description).

However, Lichtman (2013) encourages the qualitative researcher to recognize such lists and criteria are "based implicitly on the philosophy and assumptions" of those that developed these lists (p. 294). Lichtman provides a personal philosophy made explicit and offers the "intertwined concepts" of the self, the other, and the interaction of self and other, and the importance of researcher positioning within the larger study. The communication of findings that is rich in detail, and additional consideration are also offered as means to evaluate qualitative research (pp. 297-298). Lichtman's insights were also referred to and simplify some of the strategies for maximizing research design validity as listed by Johnson (1997).

Additionally, ethical principles, such as those provided in The Belmont Report (Mack et. al, 2005), ensured the well-being of participants is prioritized and help establish trust. The three core ethical principles are: 1) respect for persons, 2) beneficence and commitment to minimizing risks and maximizing benefits to participants, and 3) justice and commitment to sharing the benefits of knowledge gained from the research. (p. 8-9). Additionally, informed consent is key, and the purpose of the study was explained and

formal permission was gained prior to the interview process towards building trust. Mack et al. (2005) provide a list of information to be shared with participants (p. 10):

1) The purpose of the research.
2) What is expected of a research participant, including the amount of time likely to be required for participation expected risks and benefits, including psychological and social.
3) The fact that participation is voluntary, and that one can withdraw at any time with no negative repercussions.
4) How confidentiality will be protected.
5) The name and contact information of the local lead investigator to be contacted for questions or problems related to the research.
6) The name and contact information of an appropriate person to contact with questions about one's rights as a research participant (usually the chair of the local ethics committee overseeing the research).

These insights, including the required information by both the Gulf Coast State College IRB and St. John's University, were used to develop the consent form that was given to and signed by all study participants prior to the date of interviews. Finally, a commitment to a structured research design and process further served to validate the qualitative research. To this end, the narrative policy framework research design and methods for analysis provided a solid frame to guide the form and rigor of the study.

The Sample and Population

Gulf Coast State College, formerly Gulf Coast Community College, was founded in 1957 and was the first public two-year institution to open its doors in Florida. It is also of historical note that Gulf Coast Community College expanded its mission in 1966 and merged with Rosenwald Junior College, a historically black college which opened its doors in 1958 (*History,* n.d.). Although the college has changed in name and status due to the credentialing and awarding of four-year degrees in some programs, the mission is still essentially that of a community college:

> Gulf Coast State College holds students and community of central importance. The College provides many opportunities for learning and offers a range of programs and services to help students become well-educated, productive citizens. The College is equally dedicated to collaborating with the community to help create or improve economic well-being and to offer the space of the College for social dialog, events of art and culture and other moments that enhance our quality of life. (*Vision and Mission,* n.d.)

According to the 2019-20 GCSC, Gulf Coast State College boasted a modest population of approximately of 1874 students in the summer, 4927 students attended in the fall, and 4488 students attended spring semester of 2020. Of this population, 43.6 students were recorded as enrolled in developmental education courses during this academic year (Office of Institutional Effectiveness, 2021). Additional demographic data relevant to the population of students enrolled in developmental courses and will be discussed later within the study's findings in Table 4 and Table 5.

To serve and instruct this population and help students develop those all-important communication skills, the Division of Language and Literature currently employs 14 faculty charged with instruction of communication courses to include developmental education, English composition, literature courses, public speaking, group discussion, and Spanish language instruction. A fluctuating number of adjuncts supports the division's mission and teach these courses. Of the 14 full-time faculty, presently three instructors teach developmental reading and writing courses. Historically, the number of instructors of record for developmental courses has ebbed and increased based on enrollment in the developmental courses. Most developmental reading and writing instructors also teach courses in English composition and literature, requiring a master's degree with at least 18 credit hours to teach these courses. However, prior to Florida Senate Bill 1720 (SB 1720) and to the present, credentials to teach developmental reading and writing students requires a minimum of a bachelor's degree in the related subject area, with this observation presenting as a topic for additional discussion during the conversation regarding the study's qualitative findings.

For this study, and to capture the narrative relevant of Florida SB 1720, a cohort of six former and current faculty members were interviewed. This sample of faculty was purposefully selected based on their tenure teaching developmental reading and writing prior to SB 1720, during implementation, and post-implementation. Some participants navigated all three eras and offered deep insights into their experiences of this change process. With this collective of experiences, this study captured perspectives of all three eras, including the present experience of teaching the most recent iteration of the college's combined co-enrollment and gateway developmental education course,

Enhanced English composition combined, or ENC1101C. This latest (r)evolution of developmental course delivery models post SB 1720 is currently taught at two other colleges in Florida, Pensacola State College and Florida State College at Jacksonville (*Florida Statewide Course Numbering System, n.d.*), further highlighting the consistent adaptation of course designs within the developmental writing program at Gulf Coast

Quantitative analysis was dependent on institutional data for lab and gateway English course enrollments and course delivery methods implemented each academic year. A key provision of the SB 1720 mandates required annual submission of a Developmental Education Accountability Report to include specific requests for information, with this format and template changing across the span of years, from implementation to the present. The data included within these reports was used to explore quantitative insights regarding course delivery models and annual success rates. Additional demographic data relevant to development course enrollments and populations was also provided by Gulf Coast's Office of Institutional Effectiveness and provides another layer of statistical data to inform quantitative analysis.

For qualitative analysis to address the central phenomenon as posed by the research question, the sample for qualitative interviews consists of a relatively small population in comparison to the number of developmental instructors who taught during the proposed timeline for evaluation. An effort was made to select interview participants who negotiated the implementation of Florida SB 1720, and early assessment resulted in a list of six potential participants. The relevant demographics of this population was collected from participant disclosure and expanded on during the interview through

questioning, and incorporated into the research findings, including credentials to teach the developmental education courses.

Procedure for Collecting Data

Shanahan et al. (2017) provide a useful approach for collecting and analyzing data utilizing a narrative policy framework. Additionally, and with IRB permission from the Gulf Coast State College, institutional data, including annual reports, was used for analysis. To collect the stories and experiences of interview participants, the convenience of recording interviews in Zoom provided access to participants over distances as some participants live in different states from the researcher, and allowed for ease in transcription via Zoom's integrated transcription software.

Data Analysis

For the quantitative analysis for the study, data relative to enrollment in lab courses and ENC 1101 was collected, as well as student passing rates, and for the multi-year analyses of course designs, data regarding the method of delivery for the DE lab courses was also collected. The details regarding the nuances of the various delivery methods and course designs were further described during participant interviews. The annual state mandated reports submitted to the Florida Department of Education were also accessed and analyzed. For the qualitative measures, semi-structured interview questions were used for qualitative data collection.

Quantitative Analysis

The Relationship between Lab Courses When ENC 1101 Instruction is Paired. For students scoring within the range of 86-105 for Reading and 86-102 for Writing on the PERT, or Postsecondary Education Readiness Test (Florida Department of

Education; Gulf Coast State College), Gulf Coast recommends enrollment in ENC0055L or REA0055L, and sometimes students are enrolled in both courses based on their PERT scores. To test into English Composition I (ENC 1101), the gateway college-level composition course, students must score within the range of 103-150 for Writing and 106-150 in Reading. Per Florida Senate Bill 1720, students entering ninth grade after 2003-2004 and active duty military are exempt from placement testing and may opt out of developmental course instruction, and enroll directly into ENC 1101 (*Common placement testing*).

The 0055L courses are operationally defined as labs worth one-credit hour, and are taken as a corequisite with ENC 1101, operationally defined as Gulf Coast State College's gateway English course, which is a three-credit hour course. For this study, paired instruction is operationally defined when a student has the same instructor for their lab course and their ENC 1101 course. For each academic year from Florida SB 1720 implementation in the fall of 2014 through spring 2021, the course delivery method for the lab courses were unique, therefore, for each year, the delivery method for instruction will be noted. It must also be noted that students did not always have the same instructor of record for their lab course and their ENC 1101 course during this period of time. However, there was an attempt at intentional pairing for one section of ENC 1101 during the final academic year of 2018-19 in which the standalone lab course was offered.

The Relationship between DE Delivery Method and Passing Rates. For students scoring within the range of 50-85 for Reading and 50-85 for Writing on the PERT (Florida Department of Education; Gulf Coast State College), Gulf Coast recommends enrollment into Developmental Writing I & II (REA 0019) and

Developmental Writing I & II (ENC 0022). For students scoring within the range of 86-105 for Reading and 86-102 for Writing on the PERT, students are advised to enroll in Enhanced English Composition I (ENC 1101C).

For this multi-year analysis of this relationship for the duration of the redesigned DE program, the delivery strategies for developmental instruction were charted as descriptive data: Enrollment in ENC 0055L, REA 0055L, ENC 0022, REA 0019, and ENC 1101C. For this study, passing will be operationally defined as a passing grade of C or higher for the course, and calculated as the number of students who received a C or better in the course divided by the total number of students enrolled in the course (Statewide Postsecondary Articulation Manual, 2015).

The method of delivery for the course will be operationally defined by the state descriptions for delivery methods (compressed, modularized, corequisite, or contextualized instruction. This information is captured within the annual state mandated report submitted to the Florida DOE and within institutional data, and a deeper understanding of this data can be gleaned from qualitative interviews.

Quantitative Analytic Plan

The Relationship between Lab Courses When ENC 1101 Instruction is Paired. Demographic data for developmental education courses will be collected, and the data set will be created and charted. Passing rates are calculated as the number of students who received a C or better in the course divided by the total number of students enrolled in the course, and this information will also be charted. While a grade of D is passing for the developmental lab course, the Florida College System defines a C or better as a

successful completion for developmental courses (Statewide Postsecondary Articulation Manual, 2015).

Exploring the Relationship between DE Delivery Method and Passing Rates. The changing dynamics of the developmental education program during each academic year (number of enrollments and delivery strategies) is of note, and this data was gathered along with student passing rates, which are calculated as the number of students who received a C or better in the course divided by the total number of students enrolled in the course. Again, while a grade of D is passing, the Florida College System defines a C or better as a successful completion ("Statewide Postsecondary Articulation Manual, 2015). An examination of the relationship between delivery method and student success across the multiple years of Gulf Coast State College's developmental education program, and its annual evolution to meet the state standards and the possible impact on student passing rates, helped identify potential insights for review and consideration.

Qualitative Analysis

Central Phenomenon: Florida SB 1720 and Experiences of Teaching and Student Learning. Semi-structured interview questions for the instructors of record for developmental reading and writing courses were the means to collect data to explore the central phenomenon relevant to teaching and learning before, during, and post implementation of Florida SB 1720 (Appendix B). A few questions from a survey administered by the Center for Postsecondary Success (Nix et al., 2019) were considered for inclusion within the semi-structured interviews alongside the questions generated based upon the quantitative analyses but were discarded. Instead, additional questions

derived from the Narrative Policy Framework's focus on narrative elements directed specific questions relevant to story elements and SB 1720.

Qualitative Analytic Plan

Florida SB 1720 and Experiences of Teaching and Student Learning. Data was collected from study participants in semi-structured, recorded interviews in Zoom. Gray et al. (2020), assert that although there is a lack of research regarding Zoom as a "cost effective and convenient alternative" for generating qualitative data, it still has proven to be a useful tool for data collection (p. 1292). After documenting their experience conducting research using Zoom, the researchers found the screen sharing and password protection for confidentiality were clear benefits, and participants in their study had a positive experience, offering suggestions for improving this experience to the researchers and not related to the Zoom software. Gray et al. (2020) provide 10 recommendations that will serve as a preliminary checklist for effective use of the software (see Appendix C for Zoom checklist). An additional document provided by the University of Texas outlines additional specifics and protocols for using Zoom that will also be used to manage the interview process, including IRB approval (see Appendix D for Zoom protocols).

Interviews were transcribed using Zoom's integrated transcription software, which were then used for further qualitative data analysis. All data was reviewed and coded into categories using Lichtman's (2013) three Cs of analysis and the six-step process for coding to help identify any emerging descriptions and/or themes to convey the findings within the qualitative data. Saldaña (2013) also provides additional guidance on coding, including secondary cycle coding, post-coding, and pre-writing transitions.

The qualitative data was interpreted to identify concepts and themes, and the findings are summarized in narrative form, and analyzed using a deductive approach to identify any connections or distinctions from the quantitative findings. Additionally, a review of the relevant literature will also be discussed in relationship to the findings, any limitations, and suggestions for future research. Acknowledgement regarding my employment at the college as an instructor of English composition has been incorporated as necessary disclosure, and my collegial relationship with the interview participants has been incorporated within my reflections.

CHAPTER 4

Results

Analysis of Quantitative Data

To answer the research question and explore the relationship between the developmental course delivery method and passing rates during the duration of the redesigned developmental Education (DE) program, delivery models were operationally defined by the state descriptions for the provisions of Florida Senate Bill 1720 (SB 1720), and paired and defined by the complementary descriptions for Gulf Coast's DE delivery methods. With the changing dynamics and delivery model each academic year from 2014 to the present, examination of the relationship between the course delivery model and student success across this time span, was best gleaned from the SB 1720 mandated annual accountability reports to the Florida Department of Education. Per the legislation, reports must be submitted each year and no later than October 31.

This singular report is pulled into a compilation of all Developmental Education Accountability Reports from all 28 Florida state and community colleges for each academic year entitled: Florida College System Developmental Education Reports. Although standard templates are used each year, a college may choose how to display and provide information within the template. For example, the 2018-19 report includes information from all 28 colleges for enrollment numbers, enrollments by delivery strategy, strategies to promote student success, student success outcomes, and a conclusion (*Florida College System Developmental Education Accountability Reports*, 2019). It is also of note that as SB 1720 impacted development courses for mathematics and reading and writing, the Developmental Education Accountability reports include data for the courses in the

developmental mathematics program. However, this study focuses on developmental reading and writing, therefore data reported for Gulf Coast's mathematics program is not included in this analysis.

From 2014-15, the first academic year for the required accountability report submission, through 2019-20, the final year annual reporting was mandated, the annual Developmental Education Accountability Report structure evolved, requiring the submission of specific data into a template with a standard format. This in turn affected the types of data regarding the relationship between delivery model and passing rates that could be analyzed from these reports.

Therefore, accounting for the change in reporting structure and requirements for this annual report, the data collected is varied but representative of the delivery model as understood and reported by the Developmental Education Committee – the internal committee created to work collaboratively with the Office of Academic Affairs to compile the data, discuss findings, and develop the narrative for the annual report. The Annual Accountability Report for each year was reviewed and aligned with the delivery models as depicted in Figure 4.

Although each annual report required the inclusion of specific data for the associated academic year, focusing on the consistent reporting of course delivery strategies (co-requisite/co-enrollment and compression delivery model), success rates for these modalities, and narrative content associated with reported outcomes, relevant content within the reports is summarized in Table 3.

Table 3

Annual Accountability Report Data for Academic Years 2014 thru 2019

Accountability Report Year	*Delivery Models as Reported*	*Success Rates % (grade "C" and above)*	*Generalized Reported Outcomes*
2014-15	Co-requisite: REA 55L ENC 55L Compression: REA 19 ENC 22	 64.2 63.1 64.9 62.0	Students in compressed courses in writing have lower success rates than co-requisite
2015-16	Co-requisite: REA 55L ENC 55L Compression: REA 19 ENC 22	76.3 75.3 75.5 74.1	Success rate in writing compressed delivery increased 12.1%
2016-17	Modularized	No data in report	The tutoring labs are primary means of supporting students in compressed and co-requisite courses
2017-18	Co-requisite: REA 55L ENC 55L. Compressed: REA 19 ENC 22	 62.5 54.4 69.2 62.3	Success rates declined in 2017-18
2018-19	Co-requisite: REA 55L ENC 55L	 69.5 63.6	REA: 2.5% decrease in success rates for compressed; 7%

Accountability Report Year	*Delivery Models as Reported*	*Success Rates % (grade "C" and above)*	*Generalized Reported Outcomes*
	Compressed and modularized: REA 19 ENC 22	 66.7 56.6	increase for co-requisite ENC: 5.7% decrease in success rates for compressed; 7.2% increase for co-requisite
2019-20	Co-requisite: REA 55L ENC 55L ENC 1101C Compressed and modularized: REA 19 ENC 22	 n/a n/a fall 72%/spring 67% 76.7% 65.6%	55L courses discontinued and replaced with ENC 1101C; gains in retention and achievement REA: 10% increase for compressed course ENC: 9% increase for compressed course

A request from the College's Institutional Effectiveness department for additional data specifically relevant to student populations for developmental courses, to include traditional developmental course and the co-requisite course model (REA 0019, ENC 0022, ENC 0055L, REA 0055L, ENC 1101C) was honored, and this information provides additional insights into the developmental reading and writing program throughout this same period. Remedial English enrollment numbers each academic year as presented in Table 4, provides another layer of data for analysis that expands on the information from

the various iterations of the Developmental Education Accountability Reports, and adds context to the success rates percentages relevant to enrollment numbers for the developmental courses offered that year.

Table 4

Remedial English Enrollment 2014-15 to the Present

Academic Year	Total Remedial Population and percent of Total GCSC student head count (Unduplicated head count[a])		Remedial English Course	Number of Students Enrolled (Duplicated head count[b])
	n	%		
2014-15	347	3.9%	ENC 0022 REA 0019 ENC 0055L REA 0055L	108 113 140 122
2015-16	181	2.11%	ENC 0022 REA 0019 ENC 0055L REA 0055L	58 49 80 81
2016-17	219	2.64%	ENC 0022 REA 0019 ENC 0055L REA 0055L	57 56 119 118
2017-18	212	2.66%	ENC 0022 REA 0019 ENC 0055L REA 0055L	61 52 103 112
2018-19	174	2.32%	ENC 0022 REA 0019	53 42

Academic Year	Total Remedial Population and percent of Total GCSC student head count (Unduplicated head count[a])		Remedial English Course	Number of Students Enrolled (Duplicated head count[b])
			ENC 0055L	77
			REA 0055L	82
2019-20	154	2.18%	ENC 0022	32
			REA 0019	30
			ENC 0055L	7
			REA 0055L	4
			ENC 1101C	116
2020-21	125	1.89%	ENC 0022	16
			REA 0019	22
			ENC 1101C	109
2021-22[c]	66	1.18%	ENC 0022	7
			REA 0019	7
			ENC 1101C	56

Note:
[a] Unduplicated headcount within each academic year. If a student takes classes across academic year, he or she will be counted in each academic year.
[b] Duplicated headcount. Student will be counted for each academic year/course he or she takes remedial classes during the period.
[c] 2021-2022 is a partial year.

Additional demographic data for ethnicity from the Office of Institutional Effectiveness is listed in Table 5, presenting another descriptive layer for the

developmental student population. Especially with consideration of the study by Park-Gaghan et al. (2020), this provides tangential evidence of the possible shrinking of achievement gaps for ethnic minority students.

Table 5

Remedial English Population Ethnicity by Academic Year 2014-15 to the Present

Year	Amer Indian or Alaskan Native		Asian		Black		Hispanic		Nat Hawaiian /other Pac Island		Other		Unknown		White	
	n	%	*n*	%	*n*	%	*n*	%	*n*	%	*n*	%	*n*	%	*n*	%
2014-15	6	2%	17	5%	92	27%	22	6%	3	1%	10	3%	11	3%	186	54%
2015-16	3	2%	9	5%	41	23%	11	6%	2	1%	10	6%	3	2%	102	56%
2016-17	1	0%	14	6%	55	25%	15	7%	0	0%	10	5%	7	3%	117	53%
2017-18	0	0%	12	6%	53	25%	13	6%	0	0%	18	8%	18	8%	98	46%
2018-19	2	0%	11	6%	46	26%	7	4%	0	0%	10	6%	18	10%	80	46%
2019-20	0	0%	11	7%	29	19%	9	6%	3	2%	6	4%	14	9%	82	53%

Year	Amer Indian or Alaskan Native	Asian	Black	Hispanic	Nat Hawaiian /other Pac Island	Other	Unknown	White
2020-21	0 0%	2 2%	29 19%	10 8%	0 0%	10 8%	12 10%	62 50%
2021-22[a]	1 2%	2 5%	11 17%	8 12%	1 2%	1 2%	6 9%	35 53%

Note: Unduplicated headcount within each academic year. If a student takes classes across academic year, he or she will be counted in each academic year.
[a] 2021-2022 is a partial year.

The initial intention of this study to solely explore the research question as it relates to co-requisite course delivery models, shifted beyond this boundary during quantitative analysis as evidenced in each table. The inclusion of compression for the traditional courses and course delivery strategies as reported as modularized for 2018-19 and 2019-20 as seen in Figure 4, was warranted as this issue is discussed in the qualitative data conversation, and relevant to the need to understand the definitions of the SB 1720 course delivery models: corequisite, compressed, self-paced, and modularized.

The varied and distinct structure of the Developmental Education Accountability Reports provide additional insights relevant to student success in reading and writing, which will be discussed as findings from this data. The unique types of data were analyzed as they relate to the course delivery and outcomes data as listed below for each reporting year and the sections of each report relevant to this analysis. Again, it is of note that the reporting template was revised over time:

1) Developmental Education Accountability Report 2014-15
    a. Student Success Data: Student enrollment numbers and course outcomes
    b. Supplemental Data: Outcomes for subpopulation #2
2) Developmental Education Accountability Report 2015-16
    a. Student Success Data: Student enrollment numbers and course outcomes
    b. Supplemental Data: Outcomes for subpopulation #2
3) Developmental Education Accountability Report 2016-17
    a. Executive Summary: Overview of delivery models, success rates, and improvement strategies
    b. Review of Developmental Education Student Success Data: Delivery strategies, pedagogical revision, and content alignment for reading and writing courses
    c. Support for Students Success in Developmental Education: Tutoring Services/The Writing and Reading Lab (WARL)
4) Developmental Education Accountability Report 2017-18
    a. Executive Summary: Overview of delivery models, success rates, and improvement strategies
    b. Review of Developmental Education Student Success Data: Non-native English speakers, course delivery methods and retention improvement strategies
    c. Review of Developmental Education Student Success Data by Subpopulations: Plan to increase student success for students under the age of 25 for 2018-19

d. Support for Students Success in Developmental Education: Tutoring Services/The Writing and Reading Lab (WARL)

5) Developmental Education Accountability Report 2018-19
    a. Executive Summary: Overview of delivery models, success rates, and improvement strategies
    b. Review of Developmental Education Student Success Data: Non-native English speakers, course delivery methods and retention improvement strategies
    c. Review of Developmental Education Student Success Data by Subpopulations: Plan to increase success rates for students 19 years of age and under and plan for 2019-20 for the 20-24 age subpopulation
    d. Support for Students Success in Developmental Education: Tutoring Services/The Writing and Reading Lab (WARL)
6) Developmental Education Accountability 2019-20
    a. Developmental Education Student Supports: An overview with a focus on the effects of COVID-19 and the incorporation of Zoom
    b. Developmental Education Student Success Data: Focus on delivery strategies, success rates and retention, and targets for improvement
    c. Developmental Education Student Success Data by Subpopulations: Plan to increase success for students aged 20-24
    d. Developmental Education Placement Method: Emergency Order DOE No.2020-E0-02 and discretion in selecting method(s) to demonstrate readiness

e. Developmental Education Alternative Methods: Documentation, fairness, and evaluation of readiness

As of fall 2021, submission of the annual Developmental Education Accountability Report to the Florida Department of Education is no longer required to meet the provisions of the mandate Florida Senate Bill 366, which amends section 1008.30 of SB 1720, eliminating the annual reporting requirement for developmental education accountability (Florida Department of Education, 2021). In turn, Gulf Coast State College's Developmental Education Committee has been paused, and any intention for this committee to meet in the future is presently unknown.

Findings from Quantitative Data: Quantitative Insights

The Evolution of Accountability: The Report Findings in Brief

An exhaustive review or content analysis of the Developmental Accountability Reports may be warranted and will be offered as a recommendation for future research. For example, discovering the reasons why the reporting template changed, who read the reports, and how the information was used by the Florida DOE and academic institutions, would undoubtedly provide a more expansive picture of developmental reform in Florida. However, a micro-level review of the unique information reported each year within Gulf Coast State College's annual submissions does provide additional context surrounding the experiences of the College in navigating the SB 1720 era towards meeting the provisions of this mandate.

Accountability Report 2014-15. Submitted by the Vice President of Academic Affairs of the previous College administration, this first iteration of the mandated report was submitted during the fall semester after the first year of SB 1720 implementation.

The chart within this report includes a wealth of student success data, including the course delivery strategy, number of students enrolled in each course, number of students passing with a grade of C or above, as well as those data for students that were unsuccessful and did not pass the course. As presented in Table 3, the delivery strategy aligns with the 0055L courses denoted as corequisite, and the 0019 and 0022 as compressed. Additional data focused on the other mandates of SB 1720 for comprehensive advising, measures for enrollment placement to meet the provision of exemption, and student costs and financial aid opportunities, with a focus on determining if student incurred any additional costs "as a result of the developmental education reform efforts" (Administration: Academic Affairs, 2015).

The data reported highlighted access to financial aid and tuition and fees information, however, information relevant to developmental education was absent from this list. During this year, Pearson MyLabs was the computer program used for corequisite instruction and the fees for this program were not listed (Administration: Academic Affairs, 2015). What is unique about this report and specific to developmental reading and writing, is the data for the subpopulation "most challenged by the developmental education reform efforts," and the expectation that the College also "discuss current and future institutional strategies to improve the educational gap" (Administration: Academic Affairs, 2015). To meet this reporting requirement, the College had to identify two groups from this population using the developmental education business intelligence tool (BIT), a "leveling up" in accountability associated with the annual reports, and required each reporting institution use the Department of Education's Florida PK-20 Information Portal (Mokher et al., 2020).

The college chose a subpopulation within the mathematics program and a subpopulation within developmental reading and writing. Regarding data relevant to this study, the BIT data indicated "students in compressed courses in Writing have lower success rates than those in corequisite delivery models", and the strategy for improvement led to a "re-deployment" of course sections utilizing the co-requisite model (Administration: Academic Affairs, 2015). Additionally, the report noted that "traditional, exempt students who opt into developmental coursework face challenges in terms of preparation and orientation needed for success in college-level courses," and advisement regarding the preparedness necessary to navigate this transition would also be deployed (Administration: Academic Affairs, 2015). This does call into question the preparedness and orientation of those students who opted out of developmental course work. However, no data is provided for this population.

For those students who are described as non-traditional, non-exempt and required enrollment in the REA 0019 and ENC 0022 compressed courses, the data demonstrated that this delivery strategy was less effective based on success rates, and advisement would also be enhanced to ensure student awareness of passing, scheduling, and again, the option of modularized or corequisite delivery options would be considered.

Accountability Report 2015-16. The reporting format changed from 2014-15, and a new administration was seated at the college, and the new Vice President of Academic Affairs was responsible for completing and submitting this report. The success data revealed a marked decrease in enrollment for both corequisite and compressed developmental courses, but an increase in success rates for the corequisite 0055L courses and for 0019 and 0022 the compressed courses, as shown in Table 3. The supplemental

data required for reporting was also limited and did not focus on the additional provisions.

For subpopulation #2 of the developmental reading and writing program, the report emphasized the success data for the compressed delivery model for ENC 0022, and the increased success rate of 12.1% from the previous year (Administration: Academic Affairs, 2016). What the report does not highlight are potential reasons why there was an increase in success rates or offer information regarding the increase in success rates for all delivery strategies. The variables that potentially impacted this improvement are difficult to isolate, but the report discusses the advising component and direct communication with middle and high school students, but no other descriptive data is offered to help contextualize the improved success rates across all delivery models.

Accountability Report 2016-17. Another evolution of the reporting template took place this year, to include an executive summary that contextualized the data within the report. For the first time, we see the developmental courses described as modularized and compressed, but not described as co-requisite within the summary; however, the 0055L courses were still offered as co-requisite to ENC 1101 for students who tested into these courses. The tutoring lab, the Writing and Reading Lab, or WARL, is also discussed for the first time. Common practices to support developmental writing are listed and include one-on-one work with students, mini-lessons, group work, and extra credit for visiting the WARL.

The emphasis of the tutoring lab is highlighted as this is where "ESL" students, as the report denotes multilingual learners, or MLLs, can also receive additional support. It is within the executive summary that MLLs enter the discussion, and the increased

enrollment of this population is attributed as a reason for the decline in passing rates for remedial courses of ENC 0022 and REA 0019. There is no other evidence provided related to this causal assertion. However, the review of student success data for this reporting year focused on delivery strategy, pedagogical revisions and content alignment, and perhaps for this reason, numerical data is not provided within the report (Administration: Academic Affairs, 2016). A review of the success data within Table 4 provides a glimpse of the numbers for this year, but is not clear why this information was not included in the report without speculating as to reasons why this data was omitted.

Both reading and writing developmental course work is denoted as modularized using the "pedagogical revision" of Pearson's MyReadingLab and MyWritingLab respectively. These technology-mediated products designed by Pearson Higher Education, a leading company in the textbook and educational technologies industry, are now the primary remediation tool (Administration: Academic Affairs, 2016). The student begins with a diagnostic that identifies skill gaps, and the student then completes the required modules towards mastering these skills. The developmental faculty meet one on one with students, provided mini-lessons, but students are primarily encouraged to visit the WARL for additional support, computer use, and the faculty also spend time in the WARL and meet with students there. Although these courses are not described as such, the courses were offered as corequisite and students were also enrolled in ENC 1101, the gateway composition course alongside these courses.

Additionally, the reporting structure this year required fiscal data for student tutoring services like the WARL, as well as other services such as advising and early alert systems. The WARL is described as the "primary means of accommodating students

enrolled in compressed and corequisite developmental writing and reading courses" (Administration: Academic Affairs, 2016). Gulf Coast also has a Mathematics Tutoring lab, and combined, the headcount for students served was 869 students, or 11% of the total population. Expenses totaled $523,185 dollars to include salaries for personnel, technology, and "other" expenses (Administration: Academic Affairs, 2016).

Accountability Report 2017-18. The report for this academic year echoes much of the reporting from the previous year, however, statistical success data is provided. The executive summary still describes course delivery as modularized and compressed, the writing initiatives from 2015-16 were still being implemented, and new strategies, such as mandatory weekly visits to the Writing and Reading Lab, are now standard practice. MLLs are also discussed as "faculty are encouraged to incorporate innovative methods of instruction to evaluate the pedagogy for ESL students and varying learning styles" (Administration: Academic Affairs, 2017).

The review of success data describes the decline in success rates from 2016-17, and specific strategies for improvement in 2018-19. Although it is not clarified within the report whether this is representative as a percentage of the college population or developmental education population, 36% are identified as non-native English speakers and the program is "struggling to assist students who are in the early stages of learning to speak and write in English" (Administration: Academic Affairs, 2017).

Resources were available and tutors with ESOL training were also available in the WARL. Also, of note regarding the 0055L courses, the advent of MyLabs Madness took place during the academic year, and this event is described within the report: "faculty stay late to staff the Writing and Reading Lab to assist students who need to

catch up on their work, and snacks and drinks are served" (Administration: Academic Affairs, 2017). The reasons for the creation of MyLabs Madness are also discussed in the qualitative analysis and findings within this study.

The statistical success rates data shows a decrease for both compressed and corequisite reading courses, and the need to increase retention for ENC 0022 and a decline in success rates for ENC 0055L (Administration: Academic Affairs, 2017). Strategies for improvement preview the creation of ENC 1101C, Enhanced English Composition I, as faculty have noted the challenges for students placed in both 0055L courses alongside the gateway composition course, and this means that students essentially are taking three separate English classes, totaling five credit hours – and potentially with three separate teachers. Enhanced English Composition I is a course that combines both of the 0055L course and ENC 1101, with the same instructor for "more continuity," and this evolution in developmental course offerings will also be discussed later within the present study.

During this reporting year, success rates for subpopulations relevant to race, age, and gender were requested to be included within the reporting, and each college would determine one population amongst this group, and submit an outline of the plan to increase student success for the chosen subpopulation. For 2018-19, students under 25 years of age were chosen, and a list of seven strategies, including current practices and the possibility of the concurrent developmental course with the same instructor for ENC 1101, was included in the outline. Tutoring services were, once again, also highlight as integral to developmental student success; however, for this reporting year, fiscal data was not requested.

Accountability Report 2018-19. The course delivery strategy in the executive summary is now described as modularized, compressed, and corequisite. Pearson's MyLabs are still the primary platform for delivery of instruction for 0055L courses; however, an attempt to increase communication between lab and gateway course instructors was initiated. Multilingual learners (MLLs) are still tangentially addressed within the program, with no specific academic support for this population of students described within the executive summary.

This academic year, ENC 1101C, described as a corequisite course, was created and the report shared the plan for this course to replace REA 0055L and ENC 0055L in 2019-20. Success data for reading and writing development courses were reported with a decrease in success rates for compressed and modularized courses, and REA 0055L had increased success rates. The change in description for the traditional developmental courses as compressed and modularized was new to the report this academic year and is of note – especially as it relates to how course delivery strategies were reported to the Florida DOE.

For developmental writing courses, a decrease in success rates was observed for the compressed and modularized writing course, and an increase in success rates was observed for corequisite courses. Yet, even with this increase, an entire section of the report is devoted to REA 0055L and ENC 0055L, acknowledging the increased enrollment numbers and success rates, but the real challenges for students placed in both lab courses. The solution to this challenge is described as ENC 1101C a "one extra credit hour and two extra contact hours of instruction per week; face-to-face format; student learning, teaching, and writing opportunities; and intensive reading and writing skill

development via focused lessons and student-instructor conferences" (Administration: Academic Affairs, 2018).

Developmental education faculty led this effort and presented the course to the College's Curriculum Review Committee, where it was approved and slated to be offered in fall 2019. With the report submission during fall semester of 2019, the report included additional information regarding the three full sections for this course offered during the semester, piloting a variety of times to meet students' scheduling needs.

The subpopulation identified in 2017-18 as students 19 and under, was also used for the subpopulation of focus for this reporting year, and the outlined plan for success used a similar seven-point list that mirrored the list from the previous year. The success data for this subpopulation in 2017-18, demonstrated a "51.6% of students in Writing and 57.6% of students in Reading made a C or above in 17-18, and 60.0% of students in Writing and 70.1% of students in Reading made a C or above in 18-19" (Administration: Academic Affairs, 2018). For this same population for 2018-19, the data demonstrated increase in success rates for the 19 and under population in Writing of 8.4% and Reading of 12.5%. This seven-point plan was deemed successful, therefore the College reported that they would use it once again for improving success rates for the newly targeted population of 20-to-24-year old age group for 2019-20 reporting (Administration: Academic Affairs, 2018). Additionally, tutoring services via the Writing and Reading lab echoed the same language from the previous reporting year.

Accountability Report 2019-20. In this final year of accountability report submission, the template was overhauled and the instructions explicitly reference the section within the statute for preparation of the accountability report. For this academic

year, the executive summary was not required for reporting, and the template led with a request for information about support services. This was another opportunity to highlight the Writing and Reading Lab (WARL) as an integral part of developmental program support, and particularly after the COVID-19 outbreak as the WARL went to 100% online academic support.

The overall program initiatives remained the same, including support for MLLs, and the replacement for the 0055L courses with ENC 1101C was also emphasized. Student success data for compressed reading and writing courses showed an increase in success rates as shown in Table 3, with strategies listed for continued improvement. ENC 1101C was "touted" as a success with increased retention and achievement. For the subpopulation of students aged 20-24, the success rates were: 60.0% of students in Writing and 70.1% of students in Reading made a C or above in 2018-19 (Administration: Academic Affairs, 2019).

Looking forward to the 2020-21 academic year, the report discussed the Developmental Education Committee's plan to target the male population to increase success for this subpopulation of students. However, with the passing of Florida Senate Bill 366 (2021), accountability reports no longer have to be submitted, and it is not unclear if data regarding this subpopulation was collected with the intention of exploring this targeted population for institutional use and purposes.

Of note within this report is the Emergency Order No. 2020-E0-02 (Florida Senate Bill 366, 2021), and the College was granted discretion in determining readiness for summer and fall 2020. The College listed alternative methods for placement, which included grades in high school courses for English/Language Arts. If the student earned a

B or higher, they were placed into ENC 1101, and if the student earned a C, the student was placed into ENC 1101C. For students who did not earn a minimum grade, PERT testing was suggested, and students could appeal to the English department for placement evaluation (Administration: Academic Affairs, 2019). Challenges and benefits were noted with the manual process presenting as the greatest challenge, and lag time for updates on student PERT scores perceived as a benefit.

Regarding continued use of alternative placement, within the report, the College explained the likelihood of incorporating the multiple measures for placement was unknown at that time and supporting a statewide policy for this method was also unknown. The concern regarding the need to collect data to evaluate student success for those who were placed using alternative placement plan needed further evaluation.

Accountability: What the Data Tells Us

As previously discussed, the change in template format presented as a challenge in collecting consistent data across years for exploration. However, except for 2016-17 and the lack of numerical data within that particular year's annual report, for the corequisite courses, REA0055L and ENC 0055L, we see a rise and fall in success rates, which ultimately ended with the elimination of the standalone lab courses from the developmental course options in 2019-20. The one credit-hour corequisite course was absorbed into Enhanced English Composition 1101, or ENC 1101C, a four credit-hour course, with additional contact hours, and a cap of 20 seats (Administration: Academic Affairs, 2019). To contextualize this phenomenon, consideration of the descriptive data reveals a drop in the number enrollments over this period, and in the overall population within developmental education program and across all groups. Enrollment within the program is

consistent with a continued the decline in enrollments for the Gulf Coast State College as a whole, but the number of students enrolled in developmental courses has decreased significantly across these years.

During the SB 1720 era, in 2014-15, the annual unduplicated headcount, meaning students were only counted once for the academic year) was 12,285 students and for 2019-20, the last reporting year for required submission of the Developmental Education Accountability Report, the annual unduplicated headcount was 7645 students – a 37.7 percent decrease in unduplicated enrollments (Office of Institutional Effectiveness (IE), 2021). When compared with the data regarding the population of developmental education students, the data in Table 4 shows an 80.9 percent decrease in enrollments within the developmental education from 2014-15 to 2019-20.

This data echoes some of the conversations within other research regarding disappearing developmental education programs as lamented by Strickland (2019) and the cohort of developmental educators within his study, and the same concern was recounted by the developmental education professors interviewed for this study. Nix, Jones, and Hu (2020) also describe this phenomenon within their qualitative study of several colleges in the Florida Panhandle as administrators explained how low enrollments presented as a challenge for offering developmental education courses, with one administrator describing the population of four students for one semester, “two for reading and two for writing,” and the difficulty of finding people to teach the courses, even as independent studies (p. 674). The authors do not disclose the names of the college within this study; however, Gulf Coast State College is located in the Panhandle, but it cannot be determined whether the researchers visited the College or if the participants in focus groups of administrators

interviewed within their study worked at Gulf Coast. This same data was derived from a longitudinal study and recent report from Hu et al. (2021), *Understanding the Implementation of Developmental Education Reform in Florida*, a "comprehensive study" that ultimately describes for phases of education reform for Florida colleges as: preparation, execution, modification, and expansion. Again, it is not clear if Gulf Coast was among the 21 colleges the Center for Postsecondary Success researchers visited over the five years of data collection.

It is believed that the disappearing developmental education program is a byproduct of students taking advantage of the flexible placement to bypass developmental instruction, and now directly enroll into the gateway course – a provision of Florida Senate Bill 1720. Hu et al. (2019) used secondary data submitted by all 28 Florida state and community colleges to Florida's K-20 Education Warehouse (EDW), and provide insights regarding the decreased enrollments in developmental courses and increased enrollments into the introductory college-level course. For English Composition I, the gateway college-level writing course, for the first year after implementation, enrollments increased by 3.20 percentage points from 2014 to 2015. Although the data within this study for this FTIC cohort does not extend into the present year, and as the researcher's cite, this increase in percentage points for enrollments plateaued, an exploration of a similar increase in percentage points for enrollments in Gulf Coast's gateway composition course is warranted. However, institutional data was not provided to examine if a similar increase occurred.

A study of a first cohort of Florida students during SB 1720 implementation for 2014-15 was conducted by Woods et al. (2019), to "document the enrollment rates of

underprepared students in DE reading, DE writing, and gateway English courses, and passing rates for those underprepared students who enrolled directly in gateway English." The results demonstrated that 46 to 48 percent of underprepared students chose to enroll in ENC 1101 and did not choose to enroll in the developmental education support courses, additionally, moderately and slightly prepared students passed the gateway Composition course at "significantly higher" rates (67.6%; 67.4%) when compared with severely underprepared students (61.5%).

However, a review of Table 5 and the demographic data for developmental education enrollment does resemble Park-Gaghan et al.'s (2020) results, suggesting a potential shrinking of the racial achievement gap. Gulf Coast's institutional data indicates that this may be the case for students enrolled in developmental courses with an eight percent decrease in students enrolled in developmental education for Black students from 2014-15 to 2020-21, however, a two percent increase in Hispanic students is observed for this same period. For White students, the percentage enrolled has been consistent with an average of 52 percent of enrollments in DE courses for this population, representing the ethnic demographic with the highest number of students enrolled. Again, these percentages may warrant additional statistical analysis as the population has decreased steadily for enrollment in developmental courses throughout the SB 1720 era. Mokher, Park-Gaghan, and Hu (2021) conducted a study that seeks to "shine a spotlight" on those students who are non-exempt and enrolled in developmental courses; however, their study focuses on developmental mathematics students and not developmental reading and writing. Their study could be replicated and shine that same spotlight on nonexempt DE reading and writing students.

MyLabs Madness: A Preview of Qualitative Insights

This title was used to label the efforts of developmental education instructors who taught the 0055L standalone, one-credit hour courses during academic year 2018-19, the last year these courses were offered. This phenomenon will be expanded on during the explanation of qualitative findings. With consideration of statistical data, the numbers call back to frameworks for exploring developmental education and focus on co-curricular models and the use of technology, from Panescu (2013), Leonard (2012), and Vermunt and Donche (2017).

When technology is intrinsically connected to course objectives, Panescu (2013) found that this ensures that the use of technology is beneficial when delivery course content. Without this tether to the gateway Composition course, the link between skills within the MyLabs software, may not have been linked to the concepts within the gateway writing course – an observation recounted by one professor within the qualitative discussion.

The delivery strategy of a standalone course, such as the one-credit hour 0055L reading and writing courses that students took via co-enrollment and alongside ENC 1101, reiterates Leonard's (2012) conception of integrative learning and how when the connection between integrated courses is sound, it creates a "bridge to the curricular and co-curricular" (p. 49); however, with consideration of the actually experiences teaching the lab courses, this disconnect appears to have weakened the integration between 0055L and ENC 1101, and the co-curricular bridge was weakened via this model for developmental education delivery. Even the need for a MyLabs Madness event to help students complete the modules that they did not manage to complete over the course of

the semester, demonstrates elements of Bandura's (as cited in Martin, et al., 2017) self-efficacy theory and the student motivational processes needed to work through a self-paced course design like the 0055L courses.

This disconnect between the gateway writing course and the co-curricular labs can be further understood when considering Vermunt and Donche (2017), and the reality that when students experience high-quality learning, there are typically positive outcomes that positively impact academic performance. This disconnect was alluded to within the expository content within some of the Developmental Education Accountability Reports, however, the data within Table 3 highlights increased success rates for 0055L courses in the latter academic years listed – seeming to contradict the reality that these courses were not a best fit and the 0055L courses were no longer offered.

Without the contextual knowledge shared within the qualitative data, the decision to drop the lab courses from developmental course options does not jibe with the success data. It is possible the actions of developmental education faculty, and the creation of events like MyLabs Madness, likely accounted for what looks like, on its face, favorable data that demonstrates that these courses were a "success." The qualitative recounting of teaching these courses provides insights that are not revealed within these numbers, and do not adequately describe the reality that the teaching and learning experiences were certainly not high-quality for developmental instructors. A rich perspective of this data can be gleaned from the narratives of teaching when "tethered to tech," a theme that was revealed during qualitative analysis, and these findings will be explored further within the qualitative conversation.

More on Accountability Reporting: What is Missing?

Discerning reasons for the decline in passing rates, or the ebb and rise associated with success rates for the different delivery strategies, are difficult to isolate, particularly for fall 2018-19 forward. On October 10, 2018, Hurricane Michael, a category 5 hurricane, devastated the community and gravely impacted the college. Gulf Coast sustained 58 million dollars in damages, and the surrounding community and college service area were also severely impacted (Michael, 2019). An epidemic of housing insecurity and homelessness plagued the entire community, resulting in the displacement of 22,000 residents, and significant damage to 69% of residential homes in Panama City (Recovery Bay County, 2019). Additionally, the number of homeless students in Bay County schools increased to more than 4800 students after the storm – an increase of 550% (Wofford, 2020).

As Gulf Coast State College and the surrounding communities sought to rebound infrastructurally and economically throughout 2019, the region was just starting to recover when the global COVID-19 pandemic wreaked further devastation in 2020 to the present. The pandemic resulted in declines in enrollment for colleges across the U.S., and community colleges saw the most significant drop of 9.5 percent, falling 5 percent from 2020 to spring 2021 (Nadworny, 2021). These dual crises impacted the students enrolled at the College during these terrible times, and the impact on student performance most assuredly is reflected in the data, such as success and passing rates, throughout this period.

From the data depicted in Table 4, it is evident that across the timeline of post SB 1720 from implementation to the present, enrollments for developmental courses have steadily dropped. Again, the explanation for these phenomena is layered, yet with

consideration of the impact SB 1720 had on enrollments, and with particular focus on the provision that exempts students from placement testing and permitted direct enrollment into the gateway English writing course, the impact of flexible placement on the drop in developmental course enrollments is a provision of the mandate worth additional exploration.

The statistical data within the tables and extracted from the Developmental Education Accountability Reports, and the qualitative data collected via interviews, are a part of an analogous understanding of how the Florida SB 1720 mandate impacted course instruction in the traditional gateway composition course. The ripple effect, and how the policies affecting developmental programs have impacted the gateway English composition course, is an area ripe for future inquiry. While ENC 1101C represents an evolution of the gateway composition course to meet the provisions of SB 1720, it calls into question the impact of these provisions on the traditional ENC 1101 course.

The role of SB 1720 upon these phenomena are given weight and depth throughout the qualitative interviews. However, with declining enrollments at large within the college, and natural disasters and global crises that directly impacted the college, it is difficult to view the quantitative findings with a lens of certainty, and the story this data depicts of the quantitative impacts of SB 1720, reads as incomplete without the qualitative insights.

It is also worth reconsideration of the quality and validity of secondary data that the Center for Postsecondary Success pulled the PK-20 Education Data Warehouse for Gulf Coast and the other 27 Florida state and community colleges. Particularly considering assertions regarding the measured success of developmental reform in Florida as indicated within the findings of their multiple studies. Without explicitly accounting for the impact

of the experiences of teaching and learning, or the dual crises the College endured to complement and add context to quantitative analyses, it bears asking the question: What do we really know?

In summary, the information gleaned from an exploration of the data reported to the Florida DOE and shared within each annual Developmental Education Accountability Report, provides an annual perspective of the implementation of SB 1720 mandates via a quantitative lens. The lived human experiences of SB 1720 are not clearly apparent within the confines of statistical emphasis on success and retention rates, and it can be argued that an incomplete picture is provided when solely leaning into quantitative analyses to understand the impacts of the provisions, in hindsight, each academic year.

With the consideration that the data and information requested by the Florida DOE varied from year to year, gaining a holistic perspective on the experiences of teaching and learning during the SB 1720 era is not readily achievable. A table may serve as a convenient graphic to summarize the findings over time, however, what lies beneath these numbers and the experience of revamping, revising, and teaching during this era, cannot be clearly communicated with such numerical brevity. Qualitative insights are needed to further understand the how and the why of developmental education reform at Gulf Coast State College during this era.

To provide perspective regarding the efforts to implement the provisions of SB 1720 into the writing program at Gulf Coast State College, and the multiple iterations that evolved after the Developmental Education Committee convened to discuss the data and prepare to submit the mandated Developmental Education Accountability Report submitted to the Florida Department of Education, expository content is useful and quite

meaningful. Heeding Emig's (1982) call for contextual inquiry via narrative and Ertas and McKnight's (2019) call for NPF applied to educational policy, the qualitative data and findings add much to the picture. Collectively, quantitative and qualitative insights can shine a light on the path and what lies ahead for developmental education in Florida.

Analysis of Qualitative Data

The Role of the Researcher

To be effective in my qualitative analyses, I acknowledge that I am a data collection tool and provide an emic perspective that hones the quality of the storytelling as I coded and interpreted interview data from each of my collegial participants (Terrell, 2016). Additionally, I have also lived the experience of teaching students in the SB 1720 era. This speaks to Johnson's (1997) three types of validity in qualitative research: 1) descriptive validity 2) interpretive validity, and 3) theoretical validity. Of note is the realistic experience of validity throughout the process of data collection this Lichtman's (2013) recognition of the necessary intertwining of self, other, and the interaction of self and other.

This dynamic between interviewer and interviewees, between myself and my colleagues, created a space for fruitful insights. It can also be argued that my colleagues were more forthcoming and responsive to the questions as the trust between us was previously established. To view these human connections as outright bias can serve to minimize the depth of responses when a participant trusts the person asking the questions. In addition, it is my belief that every effort was made to ignite and reestablish this trust and protect the participants while actively committed to honoring their experiences and stories.

Although it is not clear if I simply made quite a bit of extra work for myself, theory triangulation and the use of multiple theories and perspectives, should further validate the qualitative components of this study (Johnson, 1997). Participant feedback was solicited with the opportunity to code and recode and interpret the results towards the re-storying of their experiences of SB 1720.

The truth of the matter is that although I do not teach developmental courses with Gulf Coast, SB 1720 impacted my classroom. This revelation was laid bare during participant interviews as the conversation veered directly into this truth as I recognized that in many ways, their stories were my story, too. It is an honor and privilege to have listened to each participant's perspective and to have an opportunity to share their experiences.

Qualitative Interviews. To answer the research question and explore the relationship between corequisite developmental education instruction and provisions of the SB 1720 mandates, as well as English Composition instruction in the gateway composition course, ENC 1101, a cohort of six former and current faculty members were interviewed for this study. This sample of faculty were purposefully chosen due to their tenure teaching developmental reading and writing courses prior to SB 1720, during implementation, and post-implementation and to the present. It is of note that several participants taught through each phase of the SB 1720 era.

Interview questions were tangentially informed by some quantitative analysis, but primarily designed to solicit responses related to the participants teaching credentials, experiences of teaching developmental courses, and knowledge of SB 1720 provisions and experiences teaching to meet policy mandates. To facilitate participant elaboration on

the provisions of SB 1720, specific questions were derived from the Narrative Policy Framework's (NPF) focus on narrative elements: setting, plot (conflict), and characters – victim, villain, hero, and the moral of the story (See Appendix D for Interview Questions). This allowed for analysis of interview data via transcripts to align with these storytelling elements, and utilization of these elements for the purpose of coding, interpreting concepts, and mapping out each individual story towards a re-storying of the participants' collective experiences through the lens of NPF within this study's findings.

After approval from Gulf Coast State College's Institutional Review Board (IRB), participants were contacted and invited to participate in the study. Information about the proposed study and efforts to protect the interviewees should they choose to participate, were clearly communicated in the consent form (See Appendix E for Consent Form). After securing consent to interview and receipt of signed consent forms, arrangements were made to set up a best date and time to conduct interviews in recorded in Zoom An attempt to set up each interview within close time proximity was made to facilitate my capacity to pre-code and analyze the data during each interview and within field notes as I discerned commonalities across responses. At the time of the interview, each participant was given the option of having their camera off and explicitly notified when recording would begin and end. Additionally, participant consent to be interviewed and for the interview to be recorded was captured on camera.

The interview times varied in length with the shortest lasting approximately 30 minutes, and the longest interview lasting approximately an hour and a half. This interview was with Professor 3, the linchpin within the cohort of participants as she exclusively taught developmental reading and writing courses prior to SB 1720, played a

critical role during implementation, and is one of the architects of ENC 1101C the most recent iteration of the co-requisite developmental course that meets SB 1720 provisions. The interview participants are represented in the data as Professors 1 through 6 and named as such in the order in which each interview was conducted. Each professor, including Professor 3, will be given a more formal introduction based on information disclosed during the interview within the qualitative conversation and review of the findings.

However, each interview yielded the rich and complex stories of the participants experiences that were captured via field notes, and via the transcription software within Zoom. An audio file was also captured from the video recordings of each interview, and this proved fortunate as Zoom failed to capture the transcript from the interview with Professor 4. This required the deployment of an alternative method for transcribing the audio file which was accomplished using Microsoft Word Online and the Dictate add-in within the app. In addition to managing speech-to-text, audio files can be uploaded and transcribed using Dictate. To use this feature, it was necessary to enable microphone permissions on my computer, and from there, the Dictation add-in was live, and I was able to upload the audio file and obtain transcripts.

With my field notes within my reflection journal and transcripts from each interview, I was prepared to begin the process of coding the detailed interview data, but first, I needed to pull the transcripts into Microsoft Word for the purpose of coding. Lichtman (2013) outlines details for a coding process using Track Changes and Comments in Microsoft Word, saving this file as a PDF, and then exporting the comments/codes to a separate document. Pulling Zoom transcripts into Microsoft Word

was a bit of a process. Zoom transcripts can only be opened and read in NotePad, standard software provided within the operating system on most personal computers. These transcripts can then be copied and pasted into Word for the purpose of using Track Changes and Comments for the coding process to generate codes.

Coding, Categorizing, and Conceptualizing. The coding methodology for this study was inspired by Saldaña's (2012) best practices of coding and primarily generated from Lichtman's (2013) methods for moving from raw interview data to tangible concepts or themes. Additionally, Jones et al. (2014) emphasize the need for qualitative NPF studies to "aspire to transparency, replication, and falsification", therefore, a clear articulation of methodology for data acquisition and information regarding the coding process has been recounted (p. 255).

With a focus on this effort and movement from raw data to concepts and themes, and ultimately authentic interpretation, Saldaña recommends coders: 1) check interpretations developed with participants, 2) initially code as you transcribe interview data, and 3) maintain a reflective journal on the research project with analytic memos. These practices were mirrored in the coding methodology for this study: 1) I spoke with participants about interpretations, including sharing the re-storying outline and concept map, 2) actively coded data during the interview, 3) and this was managed via field notes in my reflective journal. To move these best practices into a process, Lichtman's three Cs of analysis – coding, categorizing and concepts, and a modification of Lichtman's six step process served as a coding framework (p. 252):

Step 1. Initial coding. Going from responses to summary ideas of the responses

Step 2. Revisiting initial coding

Step 3. Developing an initial list of categories

Step 4. Modifying initial list based on additional rereading

Step 5. Revisiting your categories and subcategories

Step 5. Moving from categories to concepts.

An adaptation of the six steps and more formal effort to code and categorize towards concepts, themes, as well as the narrative elements highlighted within the Narrative Policy Framework (NPF), primarily took place after all interviews were conducted. Ultimately, this solo coding effort encompassed four rounds to generate concepts from coding – including an initial round of pre-coding – that would inhabit the story map that aligned with NPF and the policy story of SB 1720 at Gulf Coast State College.

Pre-Coding. True to the process of capturing the conversation in transit, initial coding during the interview process generated common connections that leapt out from each participant's individual stories This process echoed philosophical aspects of the coding process as likened by Saldaña (2012). I managed to secure a half-used classic, black and white composition book that my son conveniently left partially unfilled. As Zoom recorded the video and collected the transcript data, I also kept notes in line with each question, adding details regarding the interview setting, and highlighted, circled, starred, underlined, and surrounded in quotation marks all comments that captured my ears, my mind, and my thoughts. Again, this is the potentiality of the researcher as interpreter, and where my prior knowledge and experience allowed me to move through

these initial details, and I returned to these notes and touchpoints throughout the coding process. This initial effort yielded 90 codes across all interviews, with some overlapping codes within this number.

***The Quality of Zoom Transcripts*.** While this may read as sidebar and not of significant note, it is warranted to discuss the quality of Zoom transcripts. They do require some review and clean up, and thus, field notes proved very useful. The option of listening to audio files or venturing back and watching the videos was also helpful in clarifying transcript contents.

Round 1 Coding. Inspired once again by Saldaña (2012), round 1 coding efforts can best be described as a mixed method of "In Vivo Coding" using the language of the participants to filter the data, and the technique of lumping proved useful as I read through entire chunks of transcript text and pulled out the codes. Saldaña's "coding as heuristic", or more simply coding as analysis, enabled a deep dive into their stories and a reacquainting with the recorded Zoom interview experience (p. 8). This process was repeated for all six interviews and proved to be a very lengthy but fruitful process, yielding a wealth of codes, tangentially informed by pre-coding efforts, as well. The comments/codes were then organized into a running list by printing to PDF the comments, which were then saved as a separate PDF with comments/codes for each interview (See Appendix F for Round 1 Codes). This list was then copied and pasted as text back into Word to await round 2 coding analysis (See Appendix G for Round 2 Codes).

Although Saldaña (2012) provides some general ideas regarding the ideal number of codes, while citing Lichtman's 80 to 100 as standard number of codes, and Creswell's

lean coding with 5 to 6 codes, Saldaña suggests striving for 120 to 130. However, with six interviews and almost 70,000 words, round 1 coding and micro-analysis of each transcript resulted in 267 codes that were organized into a table in Word to facilitate round 2 coding, and again, overlap of codes across participants was observed. This micro-analysis served to pull me even deeper into the stories of the participants, but also called into the question my rationale for solo coding via Word vs. using qualitative coding software. My previous experience with this type of software was during a spring 2020 course assignment in which we had the opportunity to obtain a temporary subscription to coding software. However, I found learning how to use this software quite challenging, and with previous experience coding using Word, I decided to go with what I know and learn from this extensive process.

***Round 2 Coding*.** To collapse codes into categories, the running lists of codes generated in Round 1, were further analyzed and recoded. This effort was informed by the pre-coding, round 1 coding analyses, and the NPF story elements (setting, plot, characters – villain, victim, hero) relevant to specific questions, organized into a running list of codes, and pulled into a new chart listing pre-codes and recodes yielded from round 2 analyses (See Appendix G for Round 2 Codes). This recoding effort and collapse of initial and round codes resulted in 110 overlapping codes across interviews.

***Round 3 Coding*.** Synthesizing these codes into categories was the purpose for the third round of coding. This combined list using the categories from round 2 was collapsed further as repeated codes and categories were deleted, combined, and ultimately conceptualized (See Appendix H for Round 3 Codes). The end product was a synthesis of each category into concepts, that were then outlined into a story map.

Themes were pulled from this outline and a brief anecdote of the story to be shared was articulated (See Appendix I for NPF Story Map and Themes).

The story that is about to unfold within the qualitative findings is a restorying of the experiences of the participants. Although readers will have traversed the first three chapters of this dissertation, movement into Gulf Coast's SB 1720 story can be facilitated by providing additional details gleaned via analysis to support storytelling.

The Policy Narrative Form: NPF Analysis of Data and The Story Deconstructed

Revisiting the parallels between Emig's (1982) narrative paradigm and the "explanatory matrix for any systematic phenomena" (p. 6) as it relates to narrative inquiry, and Jones et al.'s (2014) Narrative Policy Framework (NPF), both frames and perspectives were useful in developing a methodology to drive this qualitative study of SB 1720 policy mandates and provisions.

Prior to conducting research and per NPF, assumptions were considered, and questions were asked to justify the use of this method for further exploration. Micro level, and the possibility of veering into meso level perspectives, were observed throughout this story (Jones, et al., 2014). As per the insights of Ertas and McKnight (2019), applying NPF for study of education policies was a space for continued research, and this study sought to fill this gap. However, as Ertas and McKnight also observed there are unique challenges for education policy storytellers because of the "polarizing emotional narratives" and disagreements between educators, policy makers, and "advocates and skeptics" (p.3). Yet, I believe that this passion and conviction as shared within these stories is an authentic element that should be acknowledged as it provides the weight of the context, and the experience of teaching during the SB 1720 era.

Table 6 presents the collective of narrative elements and core components of policy in narrative form and alignment with the observed themes yielded from coding:

Table 6

Core NPF Narrative Elements and Related Concepts/Themes

Policy narrative elements	Concepts/Themes
Setting: space and time	Spaces: ▪ The Dev Ed Classroom & the Gateway English Composition Classroom Timeline: ▪ SB 1720 Reform Movement at GC – Writing Program Pre-SB 1720 ▪ SB 1720 Foreshadowed and Forewarned ▪ The "Messiness" of Implementation ▪ Present SB 1720 Climate: The (R)evolution of Dev Ed Reform at GC
Plot: organizes action; conflicts	SB 1720 Conflicts as "Roadblocks": ▪ The Matter of Exemption from Placement Testing ▪ Defining Delivery Strategies ▪ Tethered to Tech: MyLabs Madness ▪ Accountability Thru Reporting ▪ Impact on Teachers and Students: Who does this policy serve? ▪ Failing to Succeed: Experiencing Failure and the development of ENC 1101C

Policy narrative elements	Concepts/Themes
	▪ The Importance of Time and SB 1720
Characters: heroes, villains, victims	Are sometimes one and the same? Students, teachers, administrators, the college, legislators, legislation
Moral of the story: policy solution	Implications of Quantitative and Qualitative Findings

These components will first be laid out to tether the policy story of SB 1720 at Gulf Coast via an explanation that provides a summary of the elements relevant to NPF, and then a deconstructed storytelling relevant to these themes will be explored.

The Setting: Space and Time. A basic timeline for this narrative set within the SB 1720 developmental reform movement can be best understood as the time before SB 1720 mandates, or pre-SB 1720, the period during initial implementation, and the timeline after the first year of SB 1720 moving from 2015-16 to the present.

The Plot: Organizing the Action. Jones et al. (2014) acknowledge that within the policy narratives in their volume, *The Science of Stories: Applications of the Narrative Policy Framework and Public Policy Analysis,* a close examination of plots was difficult for the authors of the highlighted research to contend with as "NPF does not provide a specific operationalization for plots" (p. 241). Additionally, plot types presented via NPF represent stories of decline and progress, and as with the SB 1720 policy story at Gulf Coast State College, a policy narrative can have both. Conflicts abound within the retelling of the lived experiences of the SB 1720 era at Gulf Coast;

however, it is revealed that conflict generated progress, but at what cost? This is a weighty question that will be explored when considering the moral of the story.

The Characters: Heroes, Victims, or Villains? Jones, et al. (2014) acknowledge that within NPF storytelling, characters can be human, groups, organizations, as well as "anthropomorphized abstractions or broad categories" (p. 11). Within the body of the story, and particularly when the story shifts to a discussion of heroics, victims, and villainy, those places, groups, and concepts will be revealed as "characters" within this policy story. Yet, an introduction to the primary characters and participants in the study is in order. A brief background for each storyteller is provided to set them within the timeline of SB 1720, and as such, brief details are provided focused on credentials and where their experiences exist on the SB 1720 timeline:

Professor 1 (preferred pronouns – she/her/hers): A graduate of a local high school and Gulf Coast alumnus, who went on to earn a bachelor's and master's in English, Professor 1 is currently ABD in English Literature with a focus on Victorian Literature. Professor 1 has been teaching at the college level for 11 years and has been teaching with Gulf Coast for the past five years, teaching courses in developmental reading and writing, English composition, and literature. The first courses Professor 1 taught within the writing program were developmental reading and writing courses, and she has continued teaching these courses, post SB 1720 implementation to the present.

Professor 2 (preferred pronouns – she/her/hers): Holding a bachelor's and master's in English, Professor 2 is currently ABD in English. Professor 2 has taught at the college level for over two decades and teaches the full complement of courses within the writing

program at Gulf Coast, such as courses in English composition and literature. This includes teaching developmental courses in reading and writing since her fifth year with Gulf Coast, and she has continued to teach developmental courses periodically throughout her tenure. Professor 2 taught at Gulf Coast Pre-SB 1720, during implementation of SB 1720 provisions, and post implementation to the present.

Professor 3 (preferred pronouns – she/her/hers): With her teaching career beginning in K12, Professor 3 taught 8th grade remedial English class, advanced students grades 7 thru 12, and later returned to the middle classroom to teach remedial English Language Arts for grades 7 and 8. Professor 3 holds a bachelor's degree with a focus in English, anthropology, and women's studies, and a masters of arts in teaching and masters in literature. Professor 3 began her career with Gulf Coast as a developmental reading and writing instructor pre-SB 1720 and currently teaches developmental reading and writing, English composition courses, and a variety of literature courses. Professor 3 taught with Gulf Coast prior to SB 120, during SB 1720 implementation, and post implementation to the present.

Professor 4 (preferred pronouns – she/her/hers): Holds an MFA in composition and other graduate level certifications in teaching of transnational literatures, and multicultural literatures and studies. Professor 4 currently teaches at a Midwest state college and is a former professor with Gulf Coast. Professor 4 taught co-requisite developmental reading and writing lab courses during SB 1720 implementation, and

throughout her tenure with Gulf Coast, she also taught courses in English composition, literature, and Honors sections for these courses.

Professor 5 (preferred pronouns – she/her/hers): Earned a bachelor's degree as double major in English and journalism, and a master's in English. Professor 5 began her career teaching English composition at the college level, and later taught developmental courses with Gulf Coast, alongside courses in English composition, journalism, and mass communication. Professor 5 taught developmental reading and writing pre-SB 1720 and taught all iterations of the developmental courses during the first two years of implementation.

Professor 6 (preferred pronouns – he/him/his): Holds an MFA in fiction writing and began teaching developmental writing courses with Gulf Coast during his first semester with the college. Professor 6 taught developmental writing every semester throughout his tenure, alongside courses in English composition, literature, and creative writing. Professor 6 taught developmental writing pre-SB 1720 and taught the ENC 0022 during SB 1720 implementation; however, Professor 6 did not teach corequisite reading and writing during this period.

Although the participants' collective stories liken them as the heroes of this tale, at least one professor described herself as also a victim and villain in this story, in addition to being an unsung hero. The blurring of this characterizations will be discussed later in the policy story. Once again, within a story, a person, place, thing, idea, concept –

anything can be characterized and viewed as "deliberately, accidently, potentially, or actually fixing (hero), being harmed from (victim), or harming (villain)" within the setting or context of the policy narrative (Jones et al., 2014, p. 240). For this policy story's characters, there is the potential for any character to embody all three.

The Moral of the Story: The Policy Solution and Implications of Both Quantitative and Qualitative Findings. Is a moral of the story or even a policy solution requisite within a policy narrative? This is called into question by Jones et al. (2014) and the reality that "narrativity" can vary depending on the story, and if it contains at least one character and a policy stance or judgment, or a moral to the story, it can be considered a policy narrative. With many characters and a policy stance revealed via the stories of those characters, the moral of this policy story will be explored within Chapter 5.

Findings from Analysis of Qualitative Data

The Telling of the SB 1720 Tale

The story that follows is organized into sections aligned with the concepts and themes that evolved from the coding of interview data. The interview questions that evoked the responses from the characters are also listed at the onset of each section to further ground the NPF narrative components to these responses. In many ways, it is a story that is deconstructed, and then reconstructed and bounded by these components and questions. So, let the storytelling commence.

The Setting: Space and Time

Perspectives on setting were derived from participant responses to the following questions:

2. Please share with me a little about your professional background and credentials?
3. How long did you teach developmental education courses at the college?
4. Why did you decide to teach developmental courses?
5. Did you receive any training to teach developmental courses?
    a. If yes: What type of training did you receive? Do you feel this helped support your teaching?
    b. If no: Do you feel this affected your teaching? How?
6. What developmental courses did you teach?
7. What was your experience teaching each type of developmental course you taught?
8. What other courses did you teach?

The Developmental Education Classroom & the Gateway Writing Course Classroom. Although these spaces may be viewed as unique due to the curricula and students these courses are designed to serve, it is evident from the perspectives of the participants that as learning spaces, there are similarities. The intention within these classrooms is to achieve the common goal of improved communication skills for all enrolled students, and at postsecondary, the developmental coursework serves as a bridge into the college level gateway writing course. The Florida SB 1720 mandate reformed and redirected this bridge in new ways, and as some participants disclosed, the provisions weakened the foundations of the developmental writing program. However, one professor

discussed the bridge that first leads students into these college learning spaces, moving from K12 to postsecondary, and how developmental spaces in these educational systems are paralleled.

Professor 3 is the only character within this story who had the privilege of teaching in the K12 system. Much to the benefit of Gulf Coast, her experience teaching remedial Language Arts to middle schoolers armed her with a skill set and perspective that helped clarify the parallels and bridge between these two educational systems. In addition to this experience, the opportunity to work for the Florida Center for Reading Research (Florida State University, n.d.), or FCRR, an interdisciplinary research center at Florida State University that is committed to inquiry within "all aspects of reading and reading-related skills across the lifespan," as she describes, "[was] interesting and instrumental in helping my teaching framework, [and] the theories and pedagogy behind [it]." Professor 3 went on to describe working with early readers during a Florida Center for Reading Research study, and the experience moving into college level remedial instruction and teaching adult learners:

> Is it a one size fits all for any student? And then you know, at the same time, I made the transition after those two years…I made the transition to working here at Gulf Coast as an adjunct where I was asked to teach developmental English and reading, and it was again, an interesting transition because I had just been working with very small people. But it was interesting because many of the strategies that we were using for these little people would actually work well for adults…

However, Professor 3 further clarified that the texts and manipulatives needed to be elevated to an adult level to avoid demeaning adult learners, asserting that "education…it's conceptual but also psychological" – a necessary distinction that the developmental educator in postsecondary must be aware of, and one that centers and values students. Therefore, the developmental space is important for these learners, as it ultimately serves as a bridge into the gateway English composition course. It is important to be sensitive to the developmental students sense of self-worth and self-efficacy, as discussed in Martin, et al. (2017).

Professor 5 also recounted her experiences working with developmental students and, in many ways, this was her motivation to teach developmental students: "those are the people who needed my help…they didn't need me if they were a National Merit Scholar…they needed me if they, you know, were not." Professor 6 echoed Professor 5, and the need to accept the reality that "some students really need a lot of help", which is an expectation for students enrolled in developmental courses and can also be argued as an expectation for many students who choose to attend a two-year institution like Gulf Coast with an open-door policy. They often choose a college like Gulf Coast for this reason, and anticipate that as they have been given admittance regardless of GPA and prior academic performance, that any skill deficits will be remediated. The developmental education classroom is the space in which this expected academic support is supposed to take place.

The skills learned and earned within the developmental classroom are critical for students and for their success in developmental courses and throughout their academic careers, and to ensure continued success in the professional world beyond the classroom.

During his tenure with Gulf Coast, Professor 6 taught developmental writing courses, but did not teach developmental reading. Yet, he still emphasized the importance of developing reading skills to his developing writers: "I told every developmental class, I've never met a good writer that wasn't a good reader," as many students were also in developmental reading, too. Professor 6 also emphasized the importance of communication skills, at large, "because your communication skills are key, spoken and written, your success as a professional depends on your success [in college], so I really try to sell them on the importance of writing." Again, regardless of the level and type of developmental course a student is enrolled, the goal is to provide those communication skills towards lifelong success.

However, to gain the developmental student's commitment in the partnership within a classroom that is designed to cultivate these communication skills, according to Professor 3, you must first gain their trust, as these students are vulnerable, so "oftentimes you have to build a bridge with those students…they don't trust you because some other instructor may have 'done them wrong', so you're really going into that classroom trying to build trust…trying to build a foundation upon which they will learn, and they want to learn." This foundation for trust and quality of the student and teacher relationship, are what she truly believes as key to leading students successfully through completion of a developmental course with a minimum grade of C per Gordon Rule standards, for them to successfully move into ENC 1101, English Composition I.

Whether the student is enrolled in a remedial level developmental reading or writing course, or the revised lab courses that dominated course options during the SB 1720 era, the study participants consistently acknowledged the challenge of getting

students prepared for the rigors of college-level writing in the gateway composition course. Professor 2 observed several existing challenges when teaching the compressed remedial courses in which the previous levels for remediation were fused into one course. Prior to SB 1720, the developmental reading and writing courses included a level one and level 2 for both subjects. Students were placed in these courses based on their placement test score. Although the decision to compress these courses occurred prior to SB 1720, the goal remained the same and *was* and *is* still about "always getting them ready for 1101…[and] you still had to get them ready for the exit exam," in order for students to move into the gateway writing course classroom. She provided a deeper perspective on the fusion of levels in the compressed remedial courses prior to SB 1720 and impact on preparedness for ENC 1101:

> It was more challenging, but I mean, it was still possible for many of those students to get them ready for what's happening with 1101, but the challenges …you know, the students who are coming in [into developmental courses], who really need the basic skills, to get those students where they need to be in just three credit hours [was challenging]

This is one of many examples shared throughout participant interviews regarding the impact of these changes on the confines of time and feeling as if there was not enough time to prepare developmental students and help them master the skills needed *prior* to entering the gateway composition course. The conversation regarding time perspectives and SB 1720 will be explored later in the story.

Regardless of these changes, the goal has always been for developmental courses to serve as a bridge to lift developmental students into the gateway English composition

course, the most important course a college student will take according to Professor 6. He holds this view asserting that it is the only course taught in every college and university in the country, and therefore, is a course that should be highly valued because of its impact on a student's academic success throughout college, and throughout their lives. Hanneman (2015) provides a framework for supporting lifelong literacy learning and for developing literacy education policies and practices via three main features: "literacy as a lifelong learning process, literacy as a life-wide learning process, and literacy as a part of lifelong learning systems." The elements of this framework exemplify the goals of lifelong literacy development, including at postsecondary and the potentialities beyond.

At Gulf Coast State College, the course description demonstrates the weight that this course bears upon a student's success: "Impromptu and process-based writing, inclusive of a multiple-source essay. This course is a Gordon rule writing course in which students will produce extensive college-level writing and which requires completion with a minimum grade of C" (Gulf Coast, 2021). This is often a daunting task for students who can directly enroll into this course and are not in need of remediation or developmental support.

The value of developmental students and the need for opportunities to support their learning and preparing them to read and write at the college level, requires an investment of compassion and a willingness to build relationships, and as will also be discussed later in the story, the vital commodities of funding and time from the State, the college, faculty, and students themselves. Challenges in meeting this effort became more pronounced during the tenure of this cohort of professors during the SB 1720 era. A

distinct timeline shapes this era and can be observed and described as: pre-SB 1720, SB 1720 reforms, and present SB 1720 realities.

SB 1720 Reform Movement at GC: The Writing Program Pre-SB 1720. Prior to this legislation and consistent with some research before the 2013 legislation mandate, Gulf Coast was experiencing challenges within the writing program focused on developmental instruction and instructors. Professor 5 describes the then developmental education program as quite lean, with only two people teaching developmental courses in 1998, and the students would essentially rotate in and out of these courses, particularly the struggling student athletes as they failed to pass the exit exam, and the program at large had very rigid rules.

Professor 5 remembers students were failing in "huge numbers" and the fail rate, as she recalls, was around 60 to 70%. The general disposition within the division was no one wanted to teach developmental students. However, Professor 5 stepped up when asked to teach by the administration at that time, and believes she was able to make an impact on these students and developmental instruction through incorporating unique opportunities. For example, Professor 5 recalls allowing students to read popular periodicals of this pre-SB 170 era, like Spin magazine, instead of the Newsweek articles that the students were assigned to read in past developmental courses – an interesting fact that Professor 5 shared as each student was given their own subscription to Newsweek by the College. Additionally, when Professor 6 started teaching at Gulf Coast around this same period, he was asked to teach developmental writing during his first semester, adding to the number of developmental course faculty, and he continued to teach developmental writing throughout his entire tenure.

Around this same pre-SB 1720 time period, Professor 2 explained that when she started teaching developmental courses around her fifth year with the college, this was also around the same time students were offered developmental reading and writing courses that were "split into a lower level and higher level," and were enrolled in these courses based on placement test scores. As previously explained, this remedial course would later be combined and the levels were compressed as ENC 0022 Developmental Writing I and II and REA 0019 Developmental Reading I and II were redesigned. These pre-SB 1720 compressed courses were also taught by both Professor 1 and Professor 3, and both professors began their teaching tenure with Gulf Coast in the remedial developmental classroom.

SB 1720: Foreshadowed and a Forewarned. In 2009, the Gulf Coast State College Task Force on Developmental Education conducted a nine-month study from their efforts, produced 10 recommendations to enhance the developmental program at Gulf Coast (See Appendix J for Task Force Recommendations). According to Professor 6, at that time, the developmental education program's best practices were described as, "…just all band aids and patches…basically in flying by the seat of your pants…all those common sense [practices] that kind of worked…but we wanted something down black and white…so that we had some good, sensible recommendations to make for the future," and this was the defining purpose of the task force. Professor 6 further recounted details of this experience and believes that this effort was prompted by pre-SB 1720 legislative developmental reforms in Florida:

> The State was shifting away and …pulled the money out of [developmental education] …and had begun doing it earlier, and they would only pay for a certain

> number of courses…and developmental, if you didn't pass it or if you withdrew, you failed…tough luck…you know, you got one chance at it and you start paying full.

These actions were viewed as a signal and warning of future legislative intent on the heels of Florida Senate Bill 1908, the 2008 legislation that established the statewide program, Florida College and Career Readiness Initiative (FCCRI). This program was designed to reduce the need for postsecondary remediation through testing for math and English college readiness in 11th grade and was supposed to provide any necessary remediation through coursework to be completed in 12th grade (Mokher, Leeds, & Harris, 2018). Anticipating the rippling impacts from this legislation, and attempting to "put in some fixes," the task force of about 20 people, including the Vice President of Academic Affairs, developed the list of 10 recommendations that were implemented the following year.

However, as Professor 6 recalls, the supervision of implementation was not sustained and the best practices, "weathered and kind of vaporized to an extent." Recommendations such as selecting instructors "inclined and able to teach developmental students," and also the development of required training for developmental faculty, can be considered as the types of recommendations and activities that did not persist towards implementation, as all of the participants within this study cited a lack of formal training as part of their induction to the cohort of developmental faculty. Professor remembers the great teamwork "and bonding" experience over the nine-month project, though as the recommendations were not sustained within the program, he feels as if the prioritized recommendations may have been "pro forma," and not authentically implemented with

the intention of reforming and improving the developmental education program. Professor 6 also recognized some of the recommendations from the 2009 task force echoed in the SB 1720 provisions, a possible foreshadowing of the mandated provisions to come, such as the integration of support services, like integrating tutoring labs into developmental instruction, as well as a recommendation for improved advisor training and versatile scheduling options – such as compressed courses, and late and morning courses.

However, perhaps as more of a foretelling or forewarning, Professor 5 recalls attending a conference in Tallahassee, possibly two years prior to SB 1720, but the specific details from this moment are a bit blurred and imprecise. Yet, what she does remember are the feelings of anger, disappointment, and general discontent when former Florida Senator Negron walked into the meeting space and began discussing and previewing the upcoming legislative changes to developmental education via SB 1720 and Negron "explaining to us [teachers] what we needed to be doing." The push back during the meeting was immediate as "several people, who just jumped up and down, and I mean, they really let him have it, but to no avail." Negron was unmoved and Professor 5's recollection and sentiments about that day and Negron's outsized influence on this legislation, echoes similar conversations about Negron's motives and possible antipathy towards the Florida College System.

Florida Senators Joe Negron and Bill Galvano were the architects of this bill, and as some argued, Negron had "an ax to grind with state colleges" (Garcia, 2017). After the Florida legislature passed several bills encouraging community colleges to offer four-year degrees, resulting in the transition of 24 of Florida's 28 Florida College System (FCS)

institutions into state colleges, Senator Negron began to "undo may of those changes" (Garcia, 2017). Negron was critical of the name change from community to state colleges, and in 2017, as Senate president, Negron was able to push through a 30 million-dollar FCS budget cut. Negron claims his issues with the FCS are "philosophical," as he sees the university system and state college systems as at odds and in competition, and finds they are "trying to do the same thing," and sees the FCS diminishing the stature of Florida's "elite" universities (Rangel, 2017). This may be due to what some have described as Negron's feud with the state college in his district, Indian River, as the success of Indian River's programs may have impacted enrollments at Florida International University (FIU), the public research university also within his district (Garcia, 2017).

However, it is of note that Negron's initiatives, like the 2017 budget cuts, have affected remedial education, and the justification for budget cuts was tied to the 2013 SB 1720 legislation, and the resulting drop in developmental education enrollments was argued by Negron to mean that the funds were no longer needed by the FCS (Rangel, 2017). As architect of SB 1720 and the 2017 budget cuts that impacted developmental education, Negron's presence is enmeshed within this story, however, enough attention has been given to, according to the recollection of Professor 5, a possible villain in this policy tale.

SB 1720 and the "Messiness" of Implementation. For Professor 5, with the implementation of SB 1720, everything went "downhill," and she provides her candid perception of the implementation process:

> I mean, you had to do it from the time they passed that legislation, which was not until, like, May or June, and you had to do it by the next semester…I think every single student every, certainly, every professor and all of the administration just had to scramble and scramble until they could meet whatever this bill is saying.

This perspective is not too distant from Professor 2 and her observation of the effort to meet the provisions of the mandate, and she use the analogy of "teaching to the test":

> In essence, it is sort of like teaching to the test…you know if your goal is to hear the things that we're going to attempt to accomplish…if you're focused on those goals, that wouldn't necessarily work…you're going to spend more time focused on that end goal than you are on some of the things that probably would benefit your students…

Professor 3 and Professor 4 also shared similar sentiments regarding the implementation process. Professor 3 describes implementation of the mandates moving at "breakneck speed," as SB 1720 "came roaring through," and feeling as if "there's this idea that we just have to do it, not that we have to do it right, not that we have to do it to our best ability." Overall, the implementation process felt rushed.

Initial iterations and reforms focused on developmental students working through modules at their own pace, or self-paced. While remedial developmental courses existed for those students who tested into them via the PERT, for students with test scores on the cusp and within the range of 86-102 for Writing and 86-106 for Reading, new lab courses were created to meet the provisions of the mandate (Florida Department of Education; Gulf Coast State College). Lab course REA 0055L was designed for students whose test scores revealed the need for reading support, and ENC 0055L was designed for students

whose test scores indicated the need for supplementary writing support. Both labs were one-credit hour courses to be taken corequisite or alongside the gateway composition course, with some student's placement test scores requiring them to enroll in both of the one-credit hour lab courses. Therefore, students may be enrolled in five credit hours of English coursework within a semester.

Working through the process of enrolling students in the appropriate labs was a challenge at first, and there were some advising issues as some students were advised to take both lab courses, although this may not have been required, and this aspect of the reformed developmental courses are what was ultimately problematic for these early revisions, according to Professor 3:

> In my opinion, here's our vulnerable population…let's tell them they're going to take ENC 1101, we're going to give them this college credit course, and then potentially give them two more courses on top of that…where they could have now three separate instructors for their English, reading included…

Additionally, the schedule building challenges were enormous, and this impacted the continued revisions of these courses. Trying to place the one-credit hours within the semester schedule, with multiple day and time options, proved to be a constant challenge.

For example, during 2014-15, year one of the legislation and the first semester the College offered the 0055L courses, teachers and students met in a classroom for the one-credit hour course for specific times, and the teacher would do a mini-lesson covering a topic, such as main ideas. However, at the beginning of the semester for both lab courses, students would take the pre-test or diagnostic, and based on their scores, students would have to work through a certain number of modules towards mastery of skills deficits.

Some students would only have to work through a few modules, while others would be required to complete all 10 modules within the software.

This presented as a challenge for delivering course content and directing in-class mini-lesson assignments, as some students tested out of this module during the diagnostic but still had to participate. During the latter part of the class meeting, students worked on the Pearson MyLabs software and the mini-lesson, and in the observation of Professor 3, ultimately the lesson became a "potential distraction". This also resulted in developing and presenting multiple mini-lessons during a class meeting because skill gaps varied across the range of student competencies and deficits within any given classroom.

To manage the challenges observed during that first year of implementation and scheduling days and times for the one-credit hour labs to fit all schedules, the following academic year, the students were instructed to visit the Writing and Reading Lab for at least 15 minutes a week to complete their computer-based lessons. During these brief visits, the instructor was not always present, and students would engage and work with student tutors and professional tutors. Developmental faculty were encouraged to spend more time in the lab with their students, and also expected to offer additional time during their office hours and beyond to answer student emails regarding the lab software and troubleshoot technology problems. This essentially turned the lab courses into "26 independent studies in one class," per Professor 3, as she described her experiences teaching the 0055L courses using this revised delivery strategy.

Also, many 0055L teachers taught multiple sections of the lab course, so the maximum class size of 26 for the lab courses, would be multiplied and extend into significantly more independent studies for each developmental lab course student.

Professor 4 also recounted this mode of delivery for teaching ENC 0055L utilizing Pearson MyLabs, and students coming to her office to meet one on one – all 26 of them: "it was kind of rough and hard and difficult." Considering the shared sentiments regarding the experience of teaching under these conditions, the idea of a single section of 26 independent studies as simply being "kind of rough," feels like an understatement.

The challenges of executing SB 1720 provisions during implementation can be viewed as a part of the challenges in understanding the language within the mandate and defining course delivery strategies towards practical integration of these new modalities into the developmental education program and the semester schedule. Professor 4 cites this reality and the challenges of, "trying to merge the legislative language of those bills with the practicality of what happens inside the classroom…just that messiness of trying to merge that, you know, legislative language with what really is going to work for these students."

Trying to make it all fit at the program level, within the college schedule, and providing enough instructional support to sustain the reforms to the program and instructors to teach these courses via the modalities that increased student loads, are all a part of the "messiness" of the SB 1720 implementation period. As Professor 6 shared regarding teaching the 0055L courses, "I said, you couldn't pay me enough", yet, thankfully, Professor 6 continued to teach compressed ENC 0022, although due to the realities of teaching the lab courses, when asked, he declined to teach.

Present SB 1720 Climate: The (R)evolution of Developmental Education Reform at GC. Getting to what works would take some time and effort to contend with the challenges associated with the 0055L courses. The ENC 0055L and REA 0055L

courses were the first courses that Professor 1 taught at Gulf Coast and describes her experience teaching developmental courses as "always been tinged with this mandate." She began teaching the 0055L courses during the academic years in which there were no regular class meeting days and times for the labs, and the experience was rife with scheduling challenges. Yet, from the fruits of this turmoil, ENC 1101C, Enhanced English Composition I, was created.

[This is where this researcher's role in the development of ENC 1101C enters the story. I attended an AWP conference in Tampa during the spring of 2018 with a colleague from within our academic division. During the last day of sessions, we were weary from back-to-back meetings, and decided to take a break and skip the next presentation on our itinerary and decided to catch a respite of fresh air and sunshine outside. We were sat out on a ledge near a waterway on the backside of the conference center, and although we were taking a mini-break, we still talked shop and discussed all we learned and what we looked forward to sharing with our colleagues when we returned home. Having attended a session on developmental education earlier that day, she and I and started discussing this topic.

During this conversation, another conference attendee seated next to us was listening and joined in. She taught at a community college in Colorado and told us about her English department's experience over the past several years as developmental education reform took hold in Colorado. She further explained that they also tried the standalone, untethered one-credit hour course taught alongside the gateway composition, with students also being taught by different professors for all courses. The success rates and statistical data for this course model were not impressive, like the experience our

college had with this same delivery strategy. Her college revamped and redesigned their delivery strategies and tried pairing instructors with the lab courses and gateway course, and although the data showed improved success rates, overall, the numbers were still unimpressive. However, when they combined the course to create a new composition course that met for a longer amount time with the corequisite instruction embedded in the gateway course, the rates improved, and students were more successful. We made a few notes, and when we returned home, we shared this information with our colleagues in the Language and Literature department, and specifically with the course manage for the developmental education program.]

Professor 1 and Professor 3 were instrumental in redesigning this course, and took the concept of an integrated gateway writing course and reading and writing lab courses ran with it – and the rest is history, but also the present corequisite course delivery model offered by the College. Both professors experienced the highs, the lows, and the woes of teaching the lab courses, and as such, were fully invested in the developmental program as teachers, and still determined and committed to its success, regardless of the growing pains they experienced.

It would take a year and a half to develop ENC 1101C course, and this included time to conduct research to see what other schools in Florida were doing. Similar to the delivery model the teacher from Colorado shared, the redesigned course integrated both ENC 0055L and REA 0055L, and embedded course content into the gateway writing course, contextualizing the course content into the curriculum taught within the first-year English composition course. The redesigned course is a four-credit hour class with five

contact hours and is taught in a single block of instruction lasting one hour and 40 minutes. As Professor 3 recalls the evolution of this course:

> We couldn't make gains that made sense to us as instructors…we felt like were not giving all of the students what they needed… and that's when 1101C was born…we started looking at other colleges, you know, who is doing what and what is working…because what we're doing is not working…it was not in the best interest of students…"

With a focus on student-centered and contextualized instruction, and spending more time with students in class than a traditional 1101 course, the current iteration of ENC 1101C meets for one hour and 40 minutes twice a week, and as Professor 3 elaborates: "we found that model is best, but it was truly born from those end of year discussions where we could just say, you know, we can't keep doing this…it's untenable, you know…" The matter of time and accountability will be discussed later within this policy story.

However, the evolution of developmental education at Gulf Coast, or perhaps more aptly described as a revolution incited by the SB 1720 provisions, led to a more successful iteration of a co-enrollment developmental course. Working within the confines of the mandate resulted in the creation of a course design that was initiated, researched, and redesigned by the faculty entrenched in the developmental classroom, and those with the clearest perspective of the teacher-student dynamic, and what their developmental students needed to be successful.

The Plot Points: SB 1720 Conflicts as "Roadblocks"

Perspectives on plot, potential conflicts, and definitions were derived from participant responses to the following questions:

5. Did you receive any training to teach developmental courses?
    a. If yes: What type of training did you receive? Do you feel this helped support your teaching?
    b. If no: Do you feel this affected your teaching? How?
6. What developmental courses did you teach?
7. What was your experience teaching each type of developmental course you taught?
8. What other courses did you teach?
9. Can you briefly describe your understanding of Florida SB 1720? I can provide a brief description if you like:

    Florida SB 1720 includes provisions for: 1) exemption from placement testing for DE course placement; 2) comprehensive advising with a meta-major focus; 3) accelerated DE courses; 4) four options for course delivery with the requirement of at least two be implemented: compressed, modularized, corequisite, or contextualized instruction; and 5) submission of the college's plan for implementation and continued annual submission of an accountability report to the Florida Department of Education.
10. How do you feel about this mandate and its provisions?
    a. Follow up questions targeting narrative components – modified from Shanahan et al. (2017):
        i. We had another discussion recently about SB 1720 and modes for course delivery for SB 1720 that include four options with the requirement of at least two be implemented: compressed,

> modularized, corequisite, or contextualized instruction. Please tell me your perspective on this issue. [potential conflict definition; plot; setting]

The Matter of Exemption from Placement Testing. Whether existing placement methods were effective was called into question prior to SB 1720, and whether tests like the PERT provide an accurate assessment of student skills and ability to perform at the college level in gateway courses, continues to be a persistent issue surrounding testing into developmental education. Professor 6 feels that the PERT is "not a good test" and actually took the test and "was not impressed with it at all."

The Postsecondary Education Readiness Test, or PERT, is the most common placement testing method used by Florida's 28 state and community colleges for determining placement into gateway college courses in reading and writing, as well as mathematics. However, per an SB 1720 provision, students entering a Florida public high school in 2003-2004 or after, and who earn a high school diploma, are exempt and not required to take the PERT and are not required to enroll in developmental courses. This exemption from placement testing also applies to active duty members of all branches of the U.S. Armed Services (*Common placement testing*). The exemption is tied to Senate Bill 1908 passed in 2008, and the creation of the College Career Readiness Initiative that mandated placement testing and remediation be provided in high school (Florida Senate Bill 1908). Therefore, the assumption is students graduating 2009 and forward would have received said remediation before graduating from high school.

To facilitate this effort, the Florida College and Career Readiness Initiative followed the passing of the SB 1908 legislation. According to Mokher, Leeds, and Harris

(2018), within their *Assessment of the Florida College and Career Readiness Initiative: 2018 Final Technical Report,* schools and districts, "often did not follow state requirements for participation in FCCRI" during the initial voluntary participation phase and did not offer college readiness testing in 11th grade or the CRS courses, the courses designed for remediating skill deficits during the student's senior year. After participation was mandated in 2011-12, school district compliance increased. However, challenges regarding the contents of the PERT and the courses impacted implementation, and ultimately required a "reallocation of resources, financial and time, to implement this initiative of this largely unfunded mandate"; the author's found that with consideration of the annual costs of the FCCRI, excluding startup costs, net benefits of the FCCRI were "generally negative" (Mokher, Leeds, Harris, 2018, pp. viii – x). In 2015, participation in FCCRI was no longer mandated and made voluntary once again, which calls into question whether Florida school districts are still meeting the voluntary provisions of the FCCRI from 2015 to the present, and whether students are being tested for readiness and skills are remediated prior to their graduation from a Florida high school.

Yet, the PERT still serves as a primary tool for placement at Gulf Coast State College, and the provision for exemption from placement testing left instructors feeling as if they were "teaching blind" and unaware of potential challenges for students who chose to enroll in the gateway course without placement testing. Professor 5 expanded on this issue at length:

> Clearly, somebody who had just decided they didn't think they were ready for developmental and didn't take the placement test…if you don't take the test to see where you are, then that put the onus on the teacher to determine where the

> student is in the first week or so of class… and then, if there was a real problem, there was almost nothing you can do, you know…you are way behind, and if you don't do these things, you're not going to pass this course…and you were saying that to a person you'd known for three hours, you know…and it was just shameful…

The option to exempt, and the populations chosen for exemption, were concerning for all of interview participants. This includes placement test exempt active duty military students. Professor 5 recounted her experiences teaching recent high school graduates and present and former military students that were exempt from testing:

> Most of them came from, of course, local high schools, but even the – especially the military…they absolutely were lost when you said *essay* to them, you know, they had no idea what that was, and so it was a learning experience for me because I had to re-learn what they didn't know and that was a really big deal for me…because, you know, what they had done in the military 99% of the time did not have anything to do with reading and writing, I mean, some of it did, but not all of it, but certainly no writing and in the form of an essay…

Professor 5 went on to provide what she believed was at the heart of this revelation for both her and the students:

> When I first started, I taught at Tyndall [an Air Force base within the College's service area] at night sometimes…it was a whole other ball of wax out there because they were accomplished in what they did every day for a living…and then they would come to class and discovered that they were not so accomplished at this and it was really hard for them…you know, to admit that they had to, you

know, sort of go back and relearn the stuff that they had either not ever gotten, or you know, failed to get…

Based on Professor 5's close experiences teaching placement test exempt military students, the justification for why the active duty military population should be considered exempt from placement testing is unclear.

However, the reasons why students may have skills gaps and lack preparedness can vary. Professor 3 described the lived realities of what some students in recent years have experienced that could account for the gaps that lay beyond the classroom:

> When we look about at the current state of where we live right now, we had a hurricane, which messed up people's education…we're having a pandemic that has made education different in so many ways for so many students. Not everyone is going to have gotten what they needed to get out of their high school experience, so if you just put a blanket understanding that if you all graduated within the last 10 years you should be where you need to be – that's not true…so, personally, I believe everybody needs to take a placement test.

Professor 3 believes, based on her understanding of the needs of this student population and experiences working with these students in the classroom, some form of placement assessment can provide, at the very least, useful insights about a student's competencies and allow students to make an informed decision, instead of just opting out of remediation that they could very well benefit from. Per Professor 3 and her practical observation, "you [the student] know what your score is, so you know what the best decision to is to make and whether you choose to make that or not, that's on you." This

considers the reality that students also need to inform about their preparedness, regardless of a policy that tells them that they do not.

Additionally, the exemption from placement testing has changed the way in which ENC 1101 is taught as gateway course instructors must accommodate the unknown, recognizing that some students in the classroom who are exempt, still need the remediation to fill reading and writing skills gaps, and this invariably must take place in the first-year English composition classroom. As Professor 5 describes this experience:

> That's when I had to revise my 1101, so that the very first couple of papers, we stopped and had mini grammar lessons and mini all kinds of things, you know, because they were simply not ready for 1101…and had I started grading as I did at the end of the semester, they would have all failed it [the course].

Yet, some students do not choose exemption and make the decision to take the placement test, and based on their scores, choose to opt into developmental courses to receive reading and writing skills support. To recall the Park et al. (2016) study previously referenced, the reasons why some students choose to take the test and enroll in developmental courses was not indicated within their research, and future exploration of this phenomenon should be considered for further inquiry. Professor 3 observed this phenomenon and described how, "students opted to take the 1101C, even though they are eligible for the 1101 because, you know, they realize that they do have some areas which they're deficient." Once again, the answers to understand what lies behind these choices is an area for further inquiry, as are the overall impacts of SB 1720 provisions on teaching and learning in the traditional gateway English composition course.

Florida Senate Bill 366 amends previous statutes and requires the State Board of Education to develop, "alternative methods for assessing communication and computation skills" by January 31, 2022 (Florida Senate Bill 366, 2021). These changes were relayed during a Florida College System Legislative Updates presentation to the departments of Academic Affairs for the colleges within the Florida College System and was presented by the Florida DOE on July 27, 2021. As this legislation applies to developmental education programs, SB 366 amends a section of the 2013 SB 1720 statute regarding the use of common placement testing, or the PERT, for determining readiness, and authorizes Florida College System institutions "to use alternative methods to assess student readiness as it relates to meta-majors and developmental education" (Florida Department of Education, 2021). This amendment also eliminated the required submission of annual developmental education accountability reporting. At the time of this dissertation project, Gulf Coast's plans for using alternative placement are still unknown; however, a review of the 2019-20 accountability report as discussed within this study's quantitative findings, a few survey questions were integrated into the reporting structure for the last academic year of reporting, and the College indicated that plans or interest in utilizing an alternative placement method were unknown at that time.

Defining Delivery Strategies: "Do Any of Them Really Work?" This is the response Professor 2 gave when asked about her understanding of the SB 1720 provisions and the follow up question regarding the course delivery models. The conversation with all of the characters in this policy story surrounding their general perspective and understanding of the course delivery strategies (compressed, modularized, corequisite, or contextualized) mandated by SB 1720, provided varying definitions, and sometimes, an

admitted lack of understanding and ability to describe these strategies. Per the mandate, each institution was expected to implement at least two of the strategies, and it was also evident from participant responses that this expectation was not clear from the outset.

Regarding compressed courses, Gulf Coast previously compressed the remedial reading and writing courses (REA 0019 and ENC 0022) prior to the legislation, and per a review of the exploration of course delivery strategies from the first year of SB 1720 and moving forward, the concept of compression for these courses did not change. However, 2018-19, the course delivery strategy as reported to the state for both REA 0019 and ENC 0022 in the Developmental Education Accountability Report, was described as compressed and modularized (Administration: Academic Affairs, 2019). When asked about these strategies, each professor shared their understanding of the compression delivery strategy:

> Professor 1: Described the labs as compressed, but also as modularized and corequisite, and viewed the course instruction as compressed because "we're taking a year's long worth of instruction…[and] have compressed it to a semester…we've taken it online, made it a one credit hour course, and we have modularized."

> Professor 2: Had difficulty describing this concept: "the compressed idea…I really don't know if that word means…looking at the combination of the two classes into the one", and seemed to allude to the remedial reading and writing concepts.

Professor 3: Found faults with this method for these courses finding that for those students with higher PERT scores, the content may have provided a "refresher"; however, for students who did not score as high as they "need the basic bare bones…they're not making it through because they need more time to deal with all of the things necessary for them to be successful."

Professor 3: Describes the 0055L courses as having some element of compression as students were able to work on the modules they tested into based on the diagnostic, and could potentially exit early. Professor 3 also describes ENC 1101C as compressed because both 0055L courses have been pulled into the gateway composition course, but finds without an understanding of students learning levels due to exemption, wondered how any of the strategies are supposed to be successful

Professor 4: Fears the word *compressed* and aligns this concept with an accelerated course because "there's that idea that I'm helping a student by getting him through, you know, his or her college experience faster, but you know, are you really getting the skills that you need then? I am even helping you?"

Professor 5: Recalls permitting students to exit early from the developmental course if they passed the midterm for remedial courses. However, this was problematic because if they tested out too early, they could not directly enroll into the gateway course and had to wait until the following semester to enroll in ENC

1101. The gap in time may lead to brain drain and dampening of the students newly acquired skill sets.

Professor 6: Recalls half semester courses and describes them as compressed and, conversely, found these delivery model to be useful according to his understanding. Professor 6 saw compression as a best practice to pace the course and if students were picking up new skills quickly, compression means moving on to the next skill set.

As can be gleaned from this series of similar and often varying conceptions of compression and compressed elements within a developmental course, even for those who are responsible for teaching and providing content via these mandated strategies, a clear understanding is difficult to articulate. How this affected articulation into the course content is worth exploring, especially with the consideration that course delivery strategies were reported to the state within the Developmental Education Accountability Reports, and this secondary data was used for analysis of SB 1720 provisions in several studies. Perhaps this data, as it may have described the true modality of these courses, does not reflect what was taking place in the developmental classrooms.

What then is modularized? Again, professors differed in their understanding of this concept describing it as working on modules such as grammar or organization, and even "liking modularized" because of the ability to direct the students focus and work on the areas of weakness. Professor 3 describes ENC 1101C as having some modularized components due to course organization in the learning management system, Canvas.

However, reflecting on all the delivery strategies and implementation, Professor 3 shared that the thinking was, as the courses were being developed, that according to the SB 1720 mandate, it was necessary to incorporate all of the strategies into the courses, and perhaps the distinctions were not discussed enough because it was "uncomfortable":

> I think we realized that there were components of it that were not going to be good for the students, but we didn't know how to make it better, so we just stopped talking and we're like…okay…well…we're going to do it…we're going to do the best we can…

As previously noted, Professor 1 described the 0055L courses as compressed, modularized, and corequisite, but does not describe ENC 1101C as modularized; however, Professor 1 does view ENC 1101C as corequisite, which is how the delivery strategy was reported in the 2018-19 Accountability Report. In general, Professor 1 finds that modularizing concepts can be useful for a classroom full of students at different learning levels, as students can work at their own pace.

The concept of a course as corequisite was the least mysterious of the delivery models, with Professor 1 and Professor 3 expressing concerns regarding the corequisite delivery of 0055L and how the additional course load, even at one credit hour and as a standalone course, seemed to overwhelm students. Yet, the conversations in each interview shifted in interest as we discussed the idea of contextualized delivery. It seemed to mean something slightly different to each of the participants.

Professor 6 explained that contextualization meant, "combining it with life interests and maybe field of interest and major of interest…which a lot of developmental students don't have yet, but some of them do, so why not?" However, Professor 6

permitted students to write about things that interested them or that they cared about. Is this also contextualized instruction? For professor 5, this concept was difficult to define and she did not have a "good answer" to explain contextualized instruction.

According to Professor 1, ENC 1101C contextualized the ideas taught within the 0055L courses and set them within the active space of the face-to-face classroom, instead of on a computer screen and delivered via Pearson MyLabs software. This contextualized the reading and writing skills that could not truly be given weight and substance through a computer program, and she felt that contextualized instruction was "one of the things we were really missing with our last model." Professor 1 believes that contextualization is a part of teaching any course in any discipline, and this component can then be viewed as essential for teaching at large. Professor 3 echoes this understanding of contextualization and believes this is what "went wrong with the software…it wasn't connected to anything." Professor 2 adds to this conception and asserts, "[contextualized] is the best idea…and quite frankly, the contextualized instruction is what we do in all of our classes anyway."

This attempt to synthesize the participants' efforts to define the course delivery strategies highlights the potential challenges in effectively implementing these models for delivery. Additionally, it must be noted that within the annual Developmental Education Accountability Reports, the courses were never reported as contextualized in any given reporting year. If contextualization is believed to inherent in the delivery of instruction for any course, it is worth further exploration why this important strategy, per the perspectives of the characters in the story, was not considered, and what impact this may

have on the secondary data reported to the Florida DOE that was used to conduct research that asserts which delivery strategies were effective, may require review.

Tethered to Tech: MyLabs Madness. Pearson MyLabs was a product presented to the College as the solution to meet the provisions of the mandate. However, integrating this software in a manner that imparted the skills students needed, presented as a constant challenge during the SB 1720 era. Professor 1, not wishing to malign Pearson as she finds they "do great work," felt that this product provided useful supplemental material; however, as a primary resource for instruction, she observed the student struggle with the software. She attributes this struggle to the skills deficits some developmental students already have in reading comprehension. Nix et al.'s (2019) affirms this potential limitation of technology, as their study identified the use of technology as an impediment to the larger college mission of "democratic equality," as it increased the digital divide, and has the capacity to technologically disenfranchise traditionally underserved student populations. Therefore, the expectation of proficiency with technology was an additional challenge. Additionally, Natow, Reddy, and Grant's (2017) qualitative research that sought to analyze how postsecondary institutions used technology in developmental education, found that challenges were encountered by students and faculty relevant to end-user difficulties, cost, product limitations, and at times, the technology needed was unavailable. Natow, Reddy, and Grant also found that a "vendor's 'sales pitch' has played at least some role in certain organization's decisions to use a particular technology" (p. 25). Professor 1 believes the decision to choose a technology mediated course delivery option was impacted by a concerted sales effort and precipitated by the SB 1720 provision that course instruction being compressed and modularized.

The technology-mediated model as a replacement for face-to-face instruction did not lead to successful outcomes, according to the professors that taught the 0055L courses that primarily subsisted using the Pearson software. Although statistical data within the accountability reports suggests some success using the program (Administration: Academic Affairs, 2019), Professor 1, in her experience teaching the 0055L courses for three years, explains that the challenges and experiences teaching these courses, as previous recounted, are what ultimately led to the creation of ENC 1101C.

The Pearson MyLabs 0055L courses, according to Professor 1, were a "struggle form the get go," for both students and instructors because it forced students to work on skill sets in "a vacuum within this Pearson MyLabs." However, they were committed to trying to make this model work. Professor 3 is credited for coming up with the name for this time and labor-intensive event as they tried to make the 0055L courses work, and called this event, "MyLabs Madness":

> You know what it was… we didn't make a deep enough connection with them at the beginning of the semester… we're going to have an orientation, so we would implement these ideas, so you know, throw out an orientation at the beginning of the Semester …. [instructors] will ask them [students] to come in for MyLabs Madness and so… at the lab [Writing and Reading Lab] late in the evening… get coffee and we invite students…if you're behind on your modules, come on and let us help you…you know, we really tried to make the connection, give them more time, whatever it was that we could do.

Throughout the developmental course instructors' efforts to make the delivery models work, the Writing and Reading Lab, or WARL, was, and still is, a center of key support for developmental students. Whether serving as the primary hub of activity for the 0055L and MyLabs Madness era, or a place where students are encouraged, or occasionally bribed with bonus points by their respective professors, to visit for additional academic support all aspects of their reading and writing process, the WARL is a significant support service for Gulf Coast students. Several of the characters in this policy story were responsible for supervising the lab over the years prior to SB 1720, and through implementation and beyond. From within the Language and Literature department, many professors also volunteer to tutor in the WARL.

As previously discussed regarding accountability reporting, the Writing and Reading Lab was reported as a major component of the college's efforts to provide the mandated student support across almost all academic years reported. At times, according to Professor 5, the Writing and Reading Lab bore the brunt of teaching students their missing reading and writing skills sets, and during her tenure, she witnessed the evolution of the WARL into a space that began to serve more and more developmental students, instead of the place where students would go to occasionally get help on assigned research papers. Student tutors are actively recruited by composition professors who reach out to students who have completed ENC 1101 or ENC 1102 with high marks. Some of the professional tutors are former students who previously worked as student tutors, or hired with a minimum of a bachelor's degree in. In many instances, professional tutors, and some with a bachelor's degree, begin their teaching career with the College as instructors in the developmental classroom.

Also, there is no formal developmental educator training program, as some of the participant's lamented, and mentorship and what was described as "robust" divisional support is offered for any novice developmental instructor. Professor 6 supports this model as "there is nothing wrong with discovering your way," however, some developmental instructors feel that some formal training would have been beneficial and help support their entrée into the developmental classroom and helped them better serve their students. Professor 6 also highlighted a recommendation to train developmental instructors as prioritized in the 2009 Developmental Education Task Force project (Developmental Education Task Force, 2009), but as he noted, this recommendation was not implemented. It is also of note that the SB 1720 mandates do not include a provision relevant to developmental instructors or any training to meet the expectations of this legislation.

Failing to Succeed: Experiencing Failure and the Development of ENC 1101C

Creely, Henderson, and Henriksen (2019) discuss the relationship between creativity and failure, and even view failure as "essential and productive" in their description of creative processes in the classroom, although it does not fit the "desired initial goal or outcome for students or teachers" (p. 1404). The authors believe that holding an "affirmative view of failure" is important, as it is a means to counter the constraints of educational policy, which often views failure negatively. Creely, Henderson, and Henriksen assert that when early iterations fall short or fail to reach the goal, this can be and "impetus towards understanding what does not work," and a place from which creative revisions can form.

Regarding the revisions based on SB 1720 provisions, Professor 2 shares her thoughts most plainly: “A failure would be the corequisite when we’re looking at the 55 labs because those classes were not successful at all,” and candidly offered this opinion, “they were set up for failure.” A contributing factor to this perceived failure was, as Professor 2 further elaborates, the lack of self-pacing as students would race to finish all the modules at the end of the semester. Hence, the creation of MyLabs Madness to essentially get them through; it was a survival mechanism. This is an interesting perspective as comparatively, although the numbers tended to dip and rise, at the end of their lifetime in the program, the success rates were emphasized as improved for the 0055L courses (Administration: Academic Affairs, 2019).

Thus far, the sentiment that some course options simply were not working is evident throughout this entire analysis, and within both the quantitative and quality the findings. This burden and sense of failure was palpable in each conversation, especially for those faculty members who weathered the implementation of the SB 1720 reforms. The words they used to describe these experiences are quite defeatist, and those words that can be felt the most are those that describe a collective sense of failure to meet the needs of this most deserving population of students. Watching students who were enrolled in lab courses and gateway composition fail, sometimes one course or the other, and sometimes, even failing both, left them feeling as if they too had failed. The reasons described for this sense of failure varied as some students simply failed to submit assignments, failed to complete the Pearson MyLabs modules, or did not pass the exit exam. Professor 1 offered her observations and believes that, in many instances, students

were unable to, “demonstrate the skills we had been learning about in the Pearson software…there was no transfer of skills from the program into the composition course.”

The professors were working hard, and the students were putting in effort, whether little to none or unevenly, yet the challenges persisted. Professor 3 feels like the flaw was within the legislation, as regardless of whether they enrolled in a 0055L course or were exempt and entered into gateway composition without any knowledge of their skill gaps due to the decision to not take the placement test, SB 1720, “still doesn't address the issue or doesn't fully address the issue… I say we have students coming into a college level course without college level skills.” Working from implementation in 2014 through the present, and striving to create developmental courses that met the provisions and accounting for the perceived lack of skills transfer to the ENC 1101 course assignments, Professor 3, simply admitted defeat: “…it wasn't working… it just wasn't working… no matter how much we tried to manipulate that system that we were entrenched in,” it never seemed to work.

However, it is evident that this cohort of developmental instructors never gave up and did not stop trying. This evolved into the creation of Enhanced English Composition I, or ENC 1101C. Details surrounding this evolution, or revolution in response to reforms, were previously shared and appears to have transformed the experience of teaching within the developmental program. This course design was well researched prior to implementation, and different scheduling options were piloted during the first semester before deciding that a block course instruction for one hour and 40 minutes was a best fit. Professor 3 fondly recalls this creative process:

> Yeah… we had some email threads going between a few different colleges here in Florida, and what we tried to do was choose a model that we liked…and then, make sure that model was being used at an institution that had some similarities to our own population…I have to laugh, because no one spoke favorably of it [ENC 1101C] … nobody…. And we did it anyway, and it has been successful, but I think that hearing that it wasn't successful was part of the way we were able to [determine] here's what's going wrong, and so we were able to counteract some of that in order to make it successful …yeah… so we had to go through some, you know, some tough times, but I think the idea behind why we were changing it led us to find the best possible ways to maneuver in that space it gave us some freedom…

It seems that through failure, the developmental program at Gulf Coast State College, found its way to something that feels more like a success.

Accountability Thru Reporting. For the provision of accountability through annual submission of the Developmental Education Accountability Reports, only a few participants were familiar with this component and shared their perspectives. Professor 1 feels that the exercise of meeting to discuss student success towards reporting the data to the state was beneficial, and the conversations during these meetings are what prompted the decision to develop ENC 1101C, as the data appeared to highlight what was not working within each the developmental courses.

Her disappointment that the committee would no longer meet was evident, although Professor 1 indicated that she was uncertain how the Florida DOE used the information. However, as an academic institution and for the developmental education

program, for Professor 1, the opportunity to meet as a developmental committee each year to create the report "shed some light on our practices" and served as a "self-accountability measure". Professor 1 also shared genuine concerns regarding the dismissal of the requirement to submit the accountability report, and feels that this may be indicative that alongside the "diminishing numbers of students enrolling in these classes…developmental education, on the whole, is kind of disappearing and that is a tough pill to swallow when you're still going to have developmental students coming to your class whether the program is there for them or not."

However, Professor 3 recalls how although the accountability submission deadline of October 31 meant that the developmental education committee would meet each fall, the meetings held independently from this committee are what made a difference. The opportunity to talk about experiences teaching to meet the SB 1720 mandates and revised courses, are what served as catalyst for change and the creation of plans to work within the confines of the provisions, and the evolution to ENC 1101C.

Yet, reviewing the reports, the primary measure of success was the statistical data highlighting success and passing rates. Professor 1 adds context to this finding and questions this data, especially in light of it being primary data reported to the Florida DOE, and its use as secondary data for studies touting SB 1720 reforms as a success:

> If we're measuring students who passed composition I with a C or higher … if that's what we're using to gauge success, then yeah …probably the same amount of students are going to pass that class, but that doesn't speak to the amount of instruction that's going on that doesn't speak to the amount of work that the instructors putting in to get those college

Professor 1 also feels that the data within these reports does not "gauge long term" success and does not contextualize the hard work that was put into helping students "succeed" and is not reflected in the statistical data. Yet, Professor 1 still found the annual effort to meet and review and revise delivery methods was a positive outcome from mandated accountability reporting. As previously shared, the Development Education Committee activities have been paused considering the 2021 amendment to SB 1720, and accountability reporting to the Florida DOE is no longer required.

The Impact on Teachers and Students: Who Does This Policy Serve? The conflict surrounding a basic understanding of the mandates and simply being able to deliver course instruction to students begins to call into question who the policy intended to serve. The challenges for both teachers and students were repeatedly described across all interviews, and as the participants took me further into their classrooms, additional impediments for the developmental instructor and teacher were revealed.

Each participant found their way into the developmental classroom through different paths. Whether they started their tenure at the college as developmental instructors as junior or seasoned faculty, they were asked to teach and said yes, and one thing is clear – they all appreciated the opportunity to work with this most deserving population of students. They also recognized that not just anyone can and should teach developmental students. When asked why they decided to teach, their responses about their passion and love for teaching developmental students was apparent. Professor 3 loved the challenge and loved teaching developmental students and that it takes a "special person" to teach these students. Professor 6 recalls this expectation as one of the recommendations submitted in 2009 (See Appendix J for Task Force Recommendations).

However, as previously discussed, formal preparation to teach this population was not provided to any of the participants in the study. Professor 3 brought experience working with remedial middle schoolers, but most of the training and preparation came in the form of mentorship from other developmental education instructors. Professor 1 described the experience as "quite jarring" to move from teaching composition at the university level, to teaching developmental courses at Gulf Coast, but found this support to be positive experience. As did Professor 6, who found that, most often, this relationship with fellow developmental education instructors was collaborative. Conversely, Professor 4 lamented that an opportunity for formal training was not provided as this would have been beneficial, and asserted that perhaps "universal training" for developmental instruction at large for all faculty, would be a wise approach to ensuring support for developmental students. Professor 3 concurred and felt that if some type of foundational training would have been provided prior to or as she started to teach developmental courses, this would have made things easier – for both her and her students.

Again, Gulf Coast did not invest in formal developmental educator training, and according to Professor 4, this would have been a wise investment. Yet, Professor 2 found experience teaching 1101 helped her understand the needs of the developmental students as she worked backwards in her approach to ensure they gained the skills she knew that they would need in 1101. In this regard, she contends any teacher of ENC 1101 has the capacities and experience to teach developmental students. While formal training was not a part of their preparation, each participant also taught multiple preparations in other English program courses, such as English composition I and II, literature, creative

writing, and technical writing. This means that in Professor 2 and her estimation, they had the skills necessary to be effective developmental instructors. However, it bears noting that having taught the gateway composition course, not all professors are inspired and willing to teach developmental students.

This cohort of inspired and willing professors described their experiences of teaching developmental education as enjoyable and a point of pride; however, the SB 1720 experience was often described using heavy and emotional terms, particularly for those taught the 0055L courses. To list their dispositions, they described this experience as: “notoriously difficult”; “this cannot continue in the way that is functioning”; “it was uncomfortable to many students; “it was unrealistic”; “it was kind of rough and hard and difficult”; and “it was the worst experience of my teaching career.” This final sentiment weighs the heaviest and it calls into question how the experiences teaching SB 1720 impacted the motivation for developmental educators to continue to teach, and ultimately, how these sentiments impacted the experiences for students within the developmental classroom.

The Developmental Education Student: Underprepared Students Have Layers. Although no students participated in the interviews for this study, and this is certainly an area for future inquiry, the professors who participated captured the realities of their students, and one professor describe the developmental student in the most apt terms: Underprepared students have layers. This acknowledges the that students often come underprepared for the rigors of higher education for multiple reasons. As Professor 3 remarked, in our area, many students have navigated the dual crises of both a category 5 hurricane in 2018 that left many students homeless and struggling financially, and the

reach of the COVID-19 pandemic has affected the entire globe, including its startling impact on Gulf Coast's service area. Living through these experiences during their high school years, for many of our recent enrollees, these consecutive catastrophes undoubtedly changed the shape of their educational experiences. Many students had to adapt to new modes of learning in a short amount of time, and this included different modalities, such as synchronous or asynchronous virtual course instruction.

Yet, one population of students that appears to have been overlooked within the Florida Senate Bill 1720 provisions are language learners. Each participant noted the presence of MLLs within the developmental classroom, and prior to SB 1720, the developmental education program at the college was not explicitly designed to serve this population. With an open-door policy, this population of students were granted access to higher education, but not necessarily the supports to ensure their success. Professor 3 expressed concern prior to SB 1720 for the population of language learners the school served, and the pre-SB 1720 decision to compress the remedial courses. Viewing this as a "disservice" to this "vulnerable population", as students who could speak limited English would enroll in these courses, which were not intended to provide these students with the English language learning they needed. There was simply not enough time built into a semester long, compressed course to meet their needs. The issue of time is one that repeatedly surfaced throughout the conversations with the study's participants and will be discussed further. Professor 2 echoed this observation about the compressed courses and the difficulties for language learners in this space, and the fact that there is no program at the college to support these students. Professor 3 suggests some immersive program for

this population as potential developmental option, but the current reforms do not address this concern.

However, the Writing and Reading Lab has been successful in hiring tutors with ESL credentials that have been an integral part of supporting our language learner's. Currently, the college offers three ESL Spanish to English courses for social and workplace settings through a continuing education program (*Learn a Language*, n.d.). The courses are three-week short courses but are not designed to support language learning towards entering into college-level courses. There has been recent discussion regarding developing a more robust ESL program and offering more course options for MLLs; however, this discussion is ongoing and now decisions have been to develop or implement any new courses to meet the needs of this population.

The Importance of Time and SB 1720. According to Professor 1, time "would be the number one thing" in relationship to what is essential for preparing students for college level work. Regarding the word *time,* across all interviews, this word was uttered approximately 190 times in some phrase or context - *Building in time, time to do all the things, we just don't have time, how much time, spending time, time frame, tough times, the challenge of time* – the concept of time and relative time perspective looms large within their recounted experiences. The use, misuse, and abuse of time is likely viewed from a different perspective when considering the other characters in the SB 1720 story, such as the College administrators and Florida legislators, and perhaps moving beyond these characters into the totality of the Developmental Education Reform universe, and introducing those characters involved in Complete College America initiative that helped spur these reforms. For the scope of this inquiry and understanding this experience of

failing to succeed, and creating and enduring multiple iterations of developmental courses to meet the SB 1720 provisions, keeping a focus on the movement of time closer to the micro-level is warranted. However, a shift into a discussion on time perspective can help frame the conflicts surrounding time within the SB 1720 policy conversation.

Time Perspectives: Time Urgency vs. Time Famine. According to Quint et al. (2013), in the discussion of the importance of time and the Developmental Education Initiative (DEI) funded by the Gates and Lumina Foundations, "the express aim, in the language of the Gates Foundation, was to transform the postsecondary system in ways that moved students 'further, faster — and at far less cost in terms of time and money.'" The DEI consisted of a cohort of 15 colleges participating in this 2009 imitative, each receiving a three-year funding grant of $743,000 to "scale up" their developmental programs to "help students progress through developmental programs more quickly and successfully", with student support services and new instructional strategies appeared to be the best methods for achieving the goals of the DEI. However, also within Quint et al.'s 2013 report, the authors gave a warning of "caution about the speed with which community colleges can meet highly ambitious goals, when less ambitious objectives require time, resources, communication, engagement, and commitment" (p. 75). Again, the authors cited the reality that any objectives or goals required time, along with other key resources for reform efforts to be effective. While the two philanthropic foundations' goals were all about moving students through DE faster, initial evidence suggested that there was such a thing as moving too fast towards DE change, and perhaps urgency could be an impediment.

Landy et al. (1991) explored time urgency in organization settings, and their research on the measurement of time urgency presented interesting conclusions. The study's data "support the notion that there is a constellation of facets that define or constitute time urgency," and suggest that terms like "time use, or time perception or time-related behavior" should be substituted for time urgency (Landy et al., 1991, p. 655). Citing additional research on the dimensionality of time in organizational settings, some participants within the study had a recognition of time as a scarce resource and those who hold a time urgent perception may view, "co-workers as obstacles, moving more slowly than the worker would like" (p. 655). The perspectives regarding time urgency within the Landy et al. study may help clarify the seemingly disparate perspectives of time for those who view the need for students to accelerate through, co-enroll, or skip developmental course work all together, in contrast to the developmental educator who feels that there is rarely enough time in the course to fully prepare the developmental student.

Holland and DeLuca (2016), in their inquiry into why low-income minority youth are pursuing degrees in increasing numbers at for-profit trade and technical schools, cite how policymakers and advocates, like the Florida Legislature and Complete College America, are promoting "increased access for disadvantaged students as way to reduce social inequality," and go on to cite data that highlights increased postsecondary enrollments for poor and minority students in the past decades (p. 261). However, like the assertions of these policymaker and advocates, it is noted that only 40 percent of African American students who enroll in postsecondary will graduate with a bachelor's degree within six years, and in comparison, 62% of White students graduate with a bachelor's

degree within six years. With the concern of exploitation and these students being taken advantage of by for-profit institutions, it is this sense of time urgency and the way these programs are marketed, emphasizing the appealing factor of a "short time duration," that is problematic for this population of student. Holland and DeLuca cite that it is this time appeal that plays a role in students' decision to choose these schools.

However, for this student population and a similar appeal to shorten learning time in developmental education, this could also be problematic. Regarding for-profit programs and time urgency, the students felt "eager to move forward in their lives" and this "urgency for an 'expedited' transition to adulthood often led them to commit to a program of study… (and pay in full for it) before they had an opportunity to explore their career interests more broadly" (Holland & Deluca, 2016, p. 269). An additional revelation from Holland and Deluca (2016) is aligned with what the researchers describe as, "postsecondary information poverty" and how the lack of student knowledge of the machinations of postsecondary institutions presented as a "significant disadvantage" before they even enrolled in the programs (p. 273). With developmental education reforms often aligned with efforts to create access to postsecondary institutions for historically marginalized groups, as emphatically emphasized in Complete College America's report (2011), the insistence on moving students through faster may have unexpected costs, in time and money, like the revelations within the Holland and Deluca study.

Conversely, the idea of time famine, especially as it relates to the experiences of the faculty who teach developmental education, pre-SB 1720 and moving forward to the present, is worth exploring. Young (1988), or more formally known as Baron Young of

Dartington, is attributed as the individual who first coined the term *time famine*. Regarding time famine, Young expounds at length on this concept through a sociological lens in *The Metronomic Society: Natural Rhythms and Human Timetables*. According to Young, as time becomes increasingly scarce, we "hunger" for time, and "feel the pangs," as we fear that it will become so scarce, it "will go off the market entirely" (p. 218). This is because, like Jones et al.'s (2014) likening of humans as creatures or *homo narrans*, the storytelling animal, Young describes human beings as a "creature of time who have yet been given a remarkable capacity…to slow down or even stop time" (p. 11).

Baron Young (1958) is also known for coining the term *meritocracy,* which can first be found in his book *The Rise of the Meritocracy 1870 -2033: An Essay on Education and Equality*, which was written as satire and a "warning against what might happen to Britain between 1958 and the imagined final revolt against the meritocracy in 2033" (Young, 2001). However, and much to the Baron's dismay, according to Baron Young, a political class has risen and adopted the term *meritocracy* to describe their assent, which was managed by "harnessing schools and universities to the task of sieving people according to education's narrow band of values." Young (2001) views his satire as now embodying a prediction as this class controls the institutions it uses to reproduce itself, shutting out the poor and disadvantaged, depriving them educational opportunities and advancement to positions of power by which to lead and represent themselves, and leaving working-class British citizens disenfranchised. This "more polarized meritocratic society" is a phenomenon Young hopes will be changed, and he hopes this starts with the disuse of his term to describe this "new social environment." With a consideration of education and equality, some of Young's ideas and fears hold relevance to the shrinking

and disappearing developmental education program at Gulf Coast and other Florida colleges, in the wake of SB 1720 DE reforms.

Perlow's (1999) qualitative study of a team of software engineers contextualizes the concept of time famine in the workplace and finds that applying a sociology of work time perspective shows how groups use their time, and ultimately these individuals felt that they had too many tasks and not enough time to complete them. Spurling (2015) also discusses time famine in the context of academic work at universities in the United Kingdom, however, the descriptions of academic work within this study, mirror the everyday challenges of "time squeeze" for academic work that the "audit and accountability have resulted in the fragmentation of academic work, which is tailored to meet evaluative criteria generating an 'academic production line….academic work at an ever-accelerating rate, juggling a proliferating number of tasks in order to keep pace." If the pace of instruction is accelerated, the pace of academic expectations for teachers appears to move at the same accelerated rate, and it is expected that teachers work outside of the courses that they teach to prepare and assess and complete all associated work.

Although humans can be considered creatures of time, according to Young (1988), and without the capacity to create more time, speed it up or slow it down, this seeming debilitation impacts our interaction with time and the timelines established by society and the institutions that humans are a part of, such as schools, which "larger system of education authority…lays down the rules for the starting and finishing times of days, weeks, and terms" (p. 49). This societally bound timeline also extends to the "paramount financial cycle" of these governing institutions, "as money flows through taxes and back from it in expenditure…time is money," (p. 49). The idea of *time is money*

can be deduced from the impetuses for educational reform that call for the push to move students faster through postsecondary, presumably to save students money and time, and in turn, saving state budget expenditures for developmental education. In 1998, Breneman and Haarlow estimated the cost of developmental education as close to 1 billion dollars, and Pretlow and Wathington's 2012 analysis, looking back to expenditure data in 2004-05, the authors estimated the cost of remediation in postsecondary to be 2.31 to 2.98 billion dollars (Pretlow & Wathington, 2012). Overall, the authors found that the costs remained consistent over time, but also found that "efficiency" may "come at the expense of equity for developmental students" (p. 12). This idea of saving money and saving time, may still cost something for developmental students, and the cost is highest for the population of students that developmental education reform policies, like SB 1720, purport to serve.

At times, it feels as if spending time simply costs more time. Perhaps the most profound observation by Young (1988) regarding time, and the one most relevant to this discussion, is the observation that, "if the cost of doing anything is what you give up in alternatives, then it follows that anything which you contemplate as an alternative add to the prospective costs, or as I have been putting it, the pressure on time" (p. 219). Unfortunately, the tactics to deal with shortage of time are often self-defeating. With a linearized view of time, "modern scholarship, modern technology, and modern counternatural organization" is simply devoted to "squeezing more events onto the imagined" timeline (p. 228). Time, it seems, is never gained and only lost.

Calling the discussion of time back into the lives of the participants, Professor 5 shared her thoughts that provide a lived context to better understand the idea of time famine as it relates to the experiences of managing the developmental course reforms:

> And …. there's no telling how many hundreds of thousands of man hours were spent because of that silliness [SB 1720] from them in the resulting 28 colleges... I mean at our college alone, I mean, people were spending hundreds of hours trying to figure out how we could meet these [provisions]...These just arbitrary settings ... and it was, and it was also at such a speed.

Again, as we look to the measured success of developmental education in Florida and the assertion by developmental education reform advocates, like Complete College America, the assertion that "time is the enemy," which is the title of their 2011 report, and their assertion that there is a need for "urgency" in moving students through postsecondary, it is worth considering the reality of the time spent by educators to meet the expectations of reform policies. The time gained in moving students faster, can lead to time lost elsewhere.

Victims, Villains, Heroes: Are Sometimes One and the Same

Perspectives on victims, villains, and heroes were derived from participant responses to the following questions:

10. How do you feel about this mandate and its provisions?

    a. Follow up questions targeting narrative components – modified from Shanahan et al. (2017):

        ii. Who do you see as the reason why these delivery models were proposed and implemented? [villain/victim/hero]

iii. Who do you see as being affected by the course delivery design? [villain/victim/hero]

iv. Who can or should fix any issues relevant to SB 1720 if they exist? [villain/victim/hero]

At this point in their story, it is difficult to perceive this cohort of developmental educators as anything other than heroes. With consideration of NPF as a framework to discern the embodiment of these characterizations found in the actions of the characters in the story, questions were intentionally designed to help identify those that may be the villains, victims, or heroes. Shanahan et al. (2017) do explain that there is some debate as to whether to include these questions, however, for the purpose of this study's efforts to explore the NPF and narrative elements, inclusion was warranted. For this set of follow up questions, each participant conceded that fixable issues existed, and their responses provided perspective on who can be the heroes of this policy story, who or what can be viewed as the victim, and who or what can be viewed as the villain. Jones et al. (2014) assert that within a story, any person, place, thing, or even a concept can be viewed as a character in the policy narrative. Identifying these characterizations within a policy narrative is an uncomfortable part of the policy conversation, yet a typical part of storytelling, and therefore, should be discussed.

Regarding Villainy. Starting with the bad guys, or bad things first, not all participants were direct and explicit in their descriptions of potential villains in their responses prompted by the follow up questions. However, Professor 2 conceded that, without a doubt, problems relevant to SB 1720 do indeed exist:

> Unfortunately, the only people who can fix them are the people who created them...so, it falls back on the legislature to actually go back and look at those numbers and look at what has been accomplished and not been accomplished...and realize that this was probably not the best decision they've made.

Which begs the question: Does this mean the Florida legislature are the heroes if they are the ones to fix the issues? Professor 4 finds this to be "that ironic conversation," when the expectation is that those who created the issues are the ones expected to fix the problems. She finds that although their intentions in mandating SB 1720 may have been to help students that "need it the most," it is these types of educational policies created by those that are "so far removed from those people [students and their] real needs, that they're actually hurting them in the long run."

However, Professor 5 alludes to the policy as the root of the problem, and Professor 3 concurs, but also finds "the politicians" can commit villainous actions, and in some instances, administrators who tow the policy line, may be perceived as villains in this story:

> Because you have politicians, making these changes, making these policies, and they don't know how to educate students....and then that policy comes to our campus to our administrators, who oftentimes are so far removed from the classroom...they are told that we have to do this, and they don't have any strategies by which we can try to make this work in the classroom...so then you've got these people telling these people what they have to do, but the further you go down the chain, the more your hands are tied...

Regarding Victims. Professor 1 quickly responded to the question asking who has been affected by SB 1720, and thinks students are the number one group impacted by the issues relevant to SB 170 provisions. She is also worried about the long-term impact of this legislation on developmental students and developmental education programs at the College:

> But what about the student who's a developmental student in flexible placement, [and] gets into composition, passes the class with a C because of the hard work that student has put in, along with the instructor... but then gets to their Western Civ class and can't comprehend their textbook chapter or then gets to their psychology class and can't write on their essay exam

Professor 1 is concerned about the long-term effects for students and how under-developed communication skills can impact their academic pathway, and cites another victim of the issues relevant to SB 1720 provisions – the developmental education program as a whole:

> And we're seeing fewer students enrolled in these courses and part of that is due to flexible placement, because they don't need to take these courses and they don't feel they need to take these courses now whether they actually need to take these courses or not, as a different discussion all together.... [and] when we see the State, no longer require an accountability report for developmental education, it seems like developmental education, on the whole, is kind of disappearing

The long-term impacts on the gateway English composition course are also viewed by Professor 1 as being affected by SB 1720 provisions, as she finds that with each semester,

she must bring in “developmental concepts” from her developmental courses, to support remediation in the traditional ENC 1101 classroom after observing the reading and writing skills gaps of the students enrolled in this course, largely due to the provision of exemption from placement testing. Professor 1 finds that flexible placement has changed ENC 1101 and the way in which instructors now must teach this course, and with this consideration, the gateway English composition course can be viewed as victim in the SB 1720 policy story.

In succession, each participant consistently describes the students as the victims most impacted by SB 1720 provisions, but Professor 2 also cited the teachers as impacted by the issue because, ultimately, they have to figure out how to get all of the course content into these reformed developmental courses. However, Professor 2 goes on to emphasize that students are “definitely” most affected by SB 1720 issues, especially students who are “starting at the bottom,” and if “the goal is to get them through faster, if they don’t pass the class, you’re not getting them there faster.”

Professor 3 believes that students are the obvious target of the legislation, and therefore most affected by any issues:

> They are the end user, right … so when we're making all of these policy changes and talking about pedagogy and delivery and, you know, all of these things, you know, they're the ones who are really the guinea pigs for what we're doing

The teachers are also affected, according to Professor 3, as she recalls a colleague coming to her “at the end of the semester with tears in her eyes because we’ve let the students down.” It is in these moments she feels like a villain, but then she reflects on:

> We've been letting those students down for six years now, what can we do, and then you have to start really thinking about what can *we* do... and then your administrators are affected because they're the ones who come to us each year, asking for these numbers, and when they see those numbers and they're like, "What are you guys doing in those classrooms?"

In this reflection, it seems Professor 3 sees some of the realities of SB 1720 policy implementation as victimizing administrators, too. There is also the sense that faculty are victims in this story as she recounts the dread and fear that surrounds the issues:

> I don't want to use the word scared because I don't like making decisions based on fear, but because our developmental population is seemingly shrinking, I wonder who we will be able to maintain these courses for the student who truly do need them...

Professor 3 goes on to describe the population of language learners in developmental education, who as previously cited, may not receive the English language acquisition support as the courses curriculum for developmental classes is not designed to meet the needs of this population. Her observation also echoes previous thoughts of the other participants regarding the vanishing developmental education program at Gulf Coast as a probable victim of the SB 1720 mandate.

Professor 4 is also concerned about students who this policy seeks to support as they often find themselves languishing in the developmental education classroom, according to the data within studies like Park et al. (2020), and Gulf Coast's institutional data suggests that for some ethnic minority populations, opting out of developmental level courses has led to a potential closing of the achievement gap. For example, as

observed in Table 5, the percentage of African American students in remedial programs decreased almost 10 percent from the first year of SB 1720 implementation to fall semester of 2021.

Yet, there is no one-size-fits-all remediation solution for all students, and for those that need remedial level support, Professor 4 is concerned for, "lower income or historically disenfranchised students...I definitely think that they are negatively affected in the long run and on a larger scale on a universal large scale... I think they are more negatively affected by policies like this." She also is worried about the effects of legislation on faculty as the expectations for meeting the provisions requires "these highly administrative type of duties or task," and the "prescriptive language" makes meeting expectations harder to practically implement in the classroom.

Professor 6 finds the expectation that students move through college faster is problematic as, once again, it is evident that developmental students have layers and what one believes is the reason why it may take a student longer to finish college may not be as relevant as one thinks:

> Students, for one reason or another, who didn't do well, or maybe through no fault of their own...people who have things, situations, different economics, homeless students... we have students sleeping in cars, for crying out loud....[how are they] supposed to concentrate on these things when they're having primary need deficits, so I just don't understand how society said, "well, you're on your own," you know, "there it is [and] you need to accelerate this immediately, if not sooner

This speaks to the goal of the legislation to move students towards graduating faster but does not explicitly acknowledge that the barriers to access and achievement are often

beyond the control of the student and the institution, and this again characterizes the student as victim.

According to Professor 5, “all of us” are “literally” affected by SB 1720, including students, professors, and the administration. In the “scrambling scramble” to meet the provisions of SB 1720, the entire College was affected. Not only the least prepared students, but also the most prepared students, alluding to what previous participants described as the rippling impacts of flexible placement and exemption from placement testing, and how it has changed the way in which ENC 1101 is taught.

Regarding Heroes. Again, the participants’ stories of teaching prior to and throughout the SB 1720 era, read somewhat like a hero's journey, especially the stories of the evolution of Enhanced English Composition I, ENC 1101C. Regarding who can fix issues surrounding SB 1720 provisions, most often, the storytellers felt that educators, if permitted to be collaboratively involved in the legislative process, could be part of amending what is not working within the mandate. After all, as Professor 4 sees it, “education related issues should be fixed by educators because they're the ones who are experts in their field.” Of course, as an English teacher, she uses a colorful analogy to emphasize her point:

> Surgery... I don't know...like my legs chopped off ...am I gonna go to the surgeon to do it? Or am I gonna, you know, go to, I don't know, the banker to do it? I'm obviously going to go to the surgeon...so, any of these education problems should be fixed with educators directly at the table. Not being consulted directly at the table.

Professor 1 contends that the instructors have already been the ones fixing the issue and, in her estimation, “are pretty good at it.” This is because they are, according to Professor 6, the people who care, and those are the folks who can fix these issues. The folks who care can even be researchers, advocates, and politicians, if they are willing to act because they care and not because they are obligated to act. However, Professor 5 believes that the legislators are the ones to undo and fix any issues. She believes that *if* this were to take place, the decision would require an “extensive amount of data,” and a “huge amount of administration pressure.... not only on our boards (Board of Trustees, Board of Education), but to pressure the other 28 colleges to do the same thing.” This idea of a collective as problem solvers is somewhat in line with Professor 3 and her grand and inspiring, Florida-wide, collaborative plan for solving the issues surrounding SB 1720:

> So, I think we need to take a multi-dimensional approach, and I just don't think that can come from policymakers. I think it needs to come from people who have practical understanding of what is supposed to happen in a classroom...there are so many dedicated, compassionate, free thinking, and open-minded educators in the state of Florida who attend these conferences and showcase their teaching methods... you see their enthusiasm, [and] some educators, who have been in these situations, maybe who taught before SB 1720 [and] while it was going on here, in the wake, you know... having the opportunity to use all of that experience, all of that passion for the job to come up with something that really does make sense from an educator perspective, who is keeping it student centered. I would like to see that, because when we make it, we own it, you know. When they make it, we're just doing the best we can, to give you what you're asking for.

Professor 3 sees the opportunity to lean into the collective wisdom of educators within the Florida college system to create a "true developmental committee" comprised of members from different Florida colleges, and together, this group would develop best practices, write curriculum, and make "structural changes that are important for what we are seeing today."

Considering these varying perspectives on the characterizations of villain/victim/hero of this policy story, as Professor 3 candidly disclosed, all stakeholders must shoulder and bear the collective burden for any perceived missteps along the way. With this thinking, villains, victims, and heroes can be considered one and the same. Sometimes the victim is also the villain, and the villain can be victimized. While all professors clearly found the students and faculty to be the victims in the story, some found the administrators and College, and even the developmental education program at Gulf Coast, all fall victim to Florida Senate Bill 1720, one of the villains in the policy story. For example, the academic institution suffers repercussions when students fail, and performance funding dollars are lost, thus becoming a victim of the villainous education policy. Again, a concept or thing, like the Florida SB 1720 mandate, can be viewed as a character, and even the villain of this policy tale.

Of question within the villain/victim/hero dynamic may be the victimization of the legislators as one wonders what they suffer or lose if policy implementation is blighted by the experiences of students, teachers, administrators tasked with implementing mandates, and the college system at large. As the policy story is told from the perspective of the faculty experience and their self-identification as potential heroes, this aligns with Jones et al.'s (2014) discussion of these characterizations, and serves as

an explanation why for many participants, the legislators and creators of SB 1720, and the legislation itself, are viewed as the villains.

However, regarding the legislators, they can be heroes, too, if they choose. Although Professor 4 felt that if the policy is deemed successful, as some research suggests, perhaps they may see themselves as heroes of this policy story, and as Professor 5 asserts, they can reset and revise, and pass legislation to amend the issues with SB 1720 if they choose. This choice and decision could include an invitation for micro-level stakeholders to participate in the legislative process, welcoming them into the sub-committee meeting rooms to discuss their experiences, generating an opportunity to collaboratively create policy, perhaps in the vein of Professor 3 and her FCS Developmental Education Cooperative concept – a name that may be a good fit for her ambitious team. These same thoughts and ideas surrounding collaborative policy creation between educators and legislators were also discussed by Strickland (2019) in his dissertation research that is like this present study. This is also suggested in Hillman, Tandberg, and Sponsler's (2015) "Public Policy and Higher Education: Strategies for Framing a Research Agenda." Their ideas will be expanded upon in recommendations for future practices for collaborative policy creation as one possible moral to the Florida Senate Bill 1720 policy story.

A review of the research referenced within this project may lead one to think that the quantitative findings sometimes mute the voices of the characters within a policy story, and that human element that is intertwined within the statistics. For this reason, storied experiences can serve as a reminder that the data points represent human beings

and what is happening in their lives and their educational experiences, can help us understand that effective education policy is about more than just numbers.

CHAPTER 5

Discussion

Implications of Findings: The Moral of the Policy Story

Do we know what we think we know? When complemented with qualitative data, and consideration of the institutional data analyzed alongside the data within the Developmental Education Accountability Reports, the value of contextualizing these numbers appears to yield deeper insights. As the developmental education reform movement continues apace, and considering the wealth of existing quantitative research, perhaps it is time for more institutional level qualitative explorations to learn more about what is working, and what is not, and how educators are working to remedy issues within these policies.

As is evident within the 2021 amendments to Florida Senate Bill 1720, legislators are willing to make changes to SB 1720, such as develop alternative placement options; however, the matter of exemption and the problems with the 0055L courses that Gulf Coast experienced still resonate. To look solely at the data, based on success rates, these courses seem to be working, but in reality, they simply were not. The data suggests that this lab course delivery model is effective, yet for this College, it was a multi-year challenge that no matter how hard they tried, they could not make it work.

However, failure birthed success, and Enhanced English Composition I, or ENC 1101C, was created. Nevertheless, with the amendment to SB 1720 that ends the requirement of accountability reporting, there is concern that this new course and relevant data may not be as closely reviewed. Information regarding whether this delivery option is an effective developmental course model must continue to be evaluated.

What do these stories tell us? The richness of the lived experience of educators through the Florida Senate Bill 1720 era are noteworthy and useful; again, these perspectives complement the quantitative findings of this present study and previous research. According to faculty, via their descriptive definitions of delivery strategies within the qualitative data, it is probable that the course delivery strategies reported to the state may not truly reflect the way in which developmental courses were taught. Whether this was an oversight by the institution or a limitation in the way in which the delivery strategies were described within the legislation and interpreted, it suggests that some of the studies regarding effective delivery strategies may not fully represent what was being implemented at each institution.

From both the quantitative and qualitative analyses, the statistical data highlights the steady drop in developmental education enrollments, and this suggests that the developmental education program at Gulf Coast may be disappearing. Was this the intended goal of the SB 1720 legislation? What will happen to those students who need these courses to access the opportunities that a postsecondary education can provide? With a depleted program, the funding is also likely to evaporate.

The impacts on the traditional gateway English composition course is of concern for the developmental educators at the College. When looking at the measured success as described by Hu et al. (2019), as enrollments into the gateway writing course increased but the anticipated success rates did not fall precipitously, it calls one to ask the question: Is SB 1720 a measured success because more students did not fail? As we look at the students who are passing, what do we know about the population of students who are not passing this course? Are flexible placement students among this cohort? Are they

amongst the failing cohort of students among that did not pass the English composition course? These are questions surrounding the phenomena within the gateway writing course worth exploring.

As the interview participants explained, SB 1720 has changed the way in which they teach ENC 1101, and the remediation is now taking place within these spaces for all students. This likely changes the pacing of the course, the rigor, and the overall curriculum. This experience also mirrors the feeling of teaching 26 independent studies in the same classroom space that some of the professors described as they taught the developmental education lab courses. Again, time famine creates the sensation of time as it is being squeezed, and as we cannot stop, slow down, or speed up time, we struggle to make time, and as Young (1988) notes, this comes at a cost as something has to be given up to gain more time.

With a focus on developmental education reform policy at the institutional level, this study fills a gap in the literature through qualitative research and explores the various developmental education (DE) course delivery methods prior to Florida Senate Bill 1720 (SB 1720), during implementation of policy mandates, and the effects of DE reform on teaching and learning within the classroom. At the time this study was initiated, seven years have passed since Florida SB 1720 was first mandated, and current scholarship is largely based on data reported to the Florida Department of Education, which suggests that this mandate has led to some success regarding DE reform.

A closer exploration of the provisions of this mandate and how they have been implemented over these past seven years at the classroom level, offers deeper insight into the specifics regarding what practices have led to this measured success, and potentially

answer why these practices have been successful – the why and how of it all is revealed. With its responsiveness in implementing state mandated reforms and adoption of various iterations of delivery methods for its DE program, research of the implementation of SB 1720 at Gulf Coast State College, offered a unique opportunity to examine the way these provisions have been implemented, and an opportunity to explore the teaching experience using corequisite instruction alongside the gateway English composition. This is an aspect of DE reform in Florida that has not been closely examined at the institutional level, and this perspective offers the potential to gain knowledge and help support other state colleges as they continue to adapt and meet the expectations of the Florida SB 1720 mandates, while prioritizing the needs of students.

Relationship to Prior Research

Ertas and McKnight (2019) called for more research using the Narrative Policy Framework, and this study met this call. Together, this study complements Strickland's (2019) dissertation research, and with the consideration of other institutional level studies, the present study adds to the literature of development education in Florida.

The present study also adds additional insights to much of the previous research by the Center for Postsecondary Success. It is awe inspiring how much research CPS has produced, and indeed, the present study is rich with citations from their collective corpus. Although CPS has also conducted some qualitative studies, including an impressive longitudinal study that yielded a wealth of data, the present study complements their research, particularly their study of other Florida Panhandle colleges (Nix, Jones, & Hu, 2020).

Limitations of the Study

This study offers glimpses via multiple lenses, but the focus is quite narrow when considering the comparatively small cohort of participants from only one of Florida's 28 state and community colleges that have sought these past seven years to meet the provisions of the SB 1720 mandate. As an emerging body of literature when paired with Strickland's (2019) study, this research broadens the literature using qualitative inquiry regarding the experiences of developmental faculty, however, it can be conceded that it does not bear to offer an extensive treatise of the faculty experiences at large across the State.

The current study presents what can be discovered from the opportunity to listen to and learn from faculty as they relate their experiences teaching throughout the Florida SB 1720 era but does not seek to explore the student experience. The focus on the teacher experience at the time this study was conducted, is primarily due to practical considerations of dissertation research, and not intended to discount the student experience. This may be considered as providing an incomplete SB 1720 narrative for Gulf Coast, and unfortunately, and deferring to the confines of time, the ability to go back and capture that experience in transit is lost. Student course evaluations could be considered as a means of doing this, yet the moment has been lost as time has passed and so has the opportunity to capture this type of research that would offer so much insight. There is space for future research involving a similar method as the proposed study, or perhaps a case study of an individual or small cohort of students would provide deeper insights as they navigate the writing program from enrollment into a developmental

course, and through enrollment in a literature course – the final required communication course students must take to meet graduation requirements for Gulf Coast.

This study seeks to apply a narrative policy framework (NPF) to qualitative research of education policy, and as previously mentioned, this approach is rare in education policy research. Although the goal of research often strives to fill gaps in the literature, with so little existing scholarship in this specific area as models or exemplars, there is much room for missteps in application of NPF. As Ertas and McKnight (2018) note, the emotional tensions surrounding education policy decisions can be perceived as having an impact on the quality of the data, and as is evident within the candid responses from the study participants, there is an emotional overtone within their storied experiences. However, with consideration of the rich insights, this element does not have be viewed as a deficiency within the qualitative data. Additionally, the Narrative Policy Framework and micro-level perspective, has been the lens for previous education policy research applying NPF, and this micro-level study mirrors what has been done so far, although there is not much educational policy research in the body of NPF literature. The opportunity to explore the meso and macro level perspectives for a holistic picture of the SB 1720 policy story beyond the scope of the classroom, should be considered.

There was also the revelation through the wealth of data collected for this dissertation study, that there is so much to be explored. With the sheer amount of data that can be analyzed, and the lack of manageable space and time to tackle the scope of all of this in a dissertation-sized study, this researcher's efforts could only reveal so much. These are the sentiments and sense that this researcher is left holding onto; however, there is the belief that this project will continue to provide much for future inquiry,

whether from this practitioner or others interested in this topic and similar methods within the field.

Recommendations for Future Research

This researcher welcomes the opportunity to continue the conversation, through further research and application of NPF, and once again, to reference Emig (1982), use story as a form of knowledge. For dissertation research, the collective findings from both the quantitative and qualitative analyses were not collapsed into a story form that mirrors a more typical chronological story format: exposition, rising action, climax, falling action/denouement, and resolution. Perhaps this opportunity can be considered with more time and interest in publishing the study's findings.

Yet, from the rich, detailed experiences recounted from the participants, indeed, the nuance behind the statistical data was given weight via qualitative research that provided insights to answer questions of why and how surrounding Florida Senate Bill 1720, and how one northwest Florida college implemented the provisions of the mandate and continued to revise and reform to create a new developmental course that warrants further exploration. For developmental education instruction in Florida, Enhanced English Composition I, or ENC 1101C, is still a relatively new course at the three colleges presently using this model. Continued inquiry that explores the block instruction model that incorporates the corequisite instruction into the gateway English composition course is still necessary, and it is hoped that efforts are made to ensure data related to course success are documented.

Additionally, two halves of a more whole and, therefore, holistic picture of developmental education can be achieved if efforts are made to conduct more qualitative

research to support the wealth of quantitative inquiry within the literature. As this researcher has learned, qualitative research is a time-consuming pursuit; however, qualitative data can inform quantitative research, and vice versa. The opportunity to work collaboratively with the Center for Postsecondary Success is welcomed. Not intending to speak for others, however, this researcher believes that at this College, there will be no shortage of willing participants and conversations surrounding the topic of developmental education reform.

Finally, through excavation of the literature on developmental education, several studies focused on developmental mathematics present as potential avenues for further inquiry of developmental communication courses. Park et al.'s (2016) study of developmental education reform in mathematics, focusing on nonexempt students, can serve as inspiration for similar inquiry into the experiences of students in Gulf Coast's compressed remedial reading and writing courses. Cafarella's (2016) qualitative study regarding the myths of redesign in mathematics, could also be replicated towards additional qualitative research of developmental communication courses. Cafarella's survey research may be an efficient method of gathering data from developmental educators about their experiences, and maybe even discern interest in ideas like the big concept shared by Professor 3 and her Florida-wide Developmental Education team.

Recommendations for Future Practice

Narrative research and leaning into a Narrative Policy Framework to understand the impact of policy legislation, like Florida Senate Bill 1720, may be a means to provide a unique policy perspective that adds to quantitative analysis that reveals the human impact that these policies can have on the systems they seek to affect. According to

Hillman, Tandberg, and Sponsler (2015) in their monograph, "Public Policy and Higher Education: Strategies for Framing a Research Agenda," it is certain that policy makers are motivated to create policy by many things, and academic research continues to contribute to this conversation. Reaching the policy makers – directing the focus of academic research towards specific policies and "policy-relevant" research and being uninhibited in using the word policy throughout a study, may be key to getting education policy research in front of policymakers. Also, as Hillman, Tandberg, and Sponsler note, reaching policymakers at the right stage of the policy creation process must also be considered. However, admittance into those spaces may be challenging. Not all policy makers are educators and not all educators are policy makers, but perhaps they should be. Instead of waiting for an invitation to take a seat at the proverbial policy making table, perhaps it is time for educators to be heroes and walk in, sit down, and settle into one of the chairs.

APPENDIX A
Validity Strategy and Description

From Johnson (1997) “Examining the validity structure of qualitative research”

Researcher as "Detective": A metaphor characterizing the qualitative researcher as he or she searches for evidence about causes and effects. The researcher develops an understanding of the data through careful consideration of potential causes and effects and by systematically eliminating "rival" explanations or hypotheses until the final "case" is made "beyond a reasonable doubt." The "detective" can utilize any of the strategies listed here.

N/A - Extended fieldwork: When possible, qualitive researchers should collect data in the field over an extended period of time.

Low inference descriptors: The use of description phrased very close to the participants' accounts and researchers' field note. Verbatims (i.e., direct quotations) are a commonly used type of low inference descriptors.

Triangulation: "Cross-checking" information and conclusions through the use of multiple procedures of sources. When the different procedures or sources agree, you have "corroboration."

Data triangulation: The use of multiple data sources to help understand a phenomenon.

Methods triangulation: The use of multiple research method to study a phenomenon.

N/A- Investigator triangulation: The use of multiple investigators (i.e., multiple researchers) in collecting and interpreting the data.

Theory triangulation: The use of multiple theories and perspectives to help interpret and explain the data.

Participant feedback: The feedback and discussion of the researcher's interpretations and conclusions with the actual participants and other members of the participant community for verification and insight.

Peer review: Discussion of the researcher's interpretations and conclusions with other people. This includes discussion with a "disinterested peer" (e.g., with another researcher not directly involved). This peer should be skeptical and play the "devil's advocate," challenging the researcher to provide solid evidence for any interpretations or conclusions. Discussion with peers who are familiar with the research can also help provide useful challenges and insights.

N/A - Negative case sampling: Locating and examining cases that disconfirm the researcher's expectations and tentative explanation.

Reflexivity: This involves self-awareness "critical self-reflection" by the researcher on his or her potential biases and predispositions as these may affect the research process and conclusions.

N/A - Pattern matching: Predicting a series of results that form a "pattern" and then determining the degree to which the actual results fit the predicted pattern.

APPENDIX B

Interview Questions

Experiences teaching developmental education at Gulf Coast State College – prior to SB 1720, during implementation, and after implementation

Date of interview:

Interviewer: Sandra Pugh

Participant:

Location: Zoom

Time:

Questions:

Do you consent to being interviewed and for this interview to be recorded?

11. Please share with me a little about your professional background and credentials?
12. How long did you teach developmental education courses at the college?
13. Why did you decide to teach developmental courses?
14. Did you receive any training to teach developmental courses?
    a. If yes: What type of training did you receive? Do you feel this helped support your teaching?
    b. If no: Do you feel this affected your teaching? How?
15. What developmental courses did you teach?
16. What was your experience teaching each type of developmental course you taught?
17. What other courses did you teach?

18. Can you briefly describe your understanding of Florida SB 1720?

19. How do you feel about this mandate?

    c. Possible follow up questions targeting narrative components (Shanahan et al., 2017):

        i. “We had another discussion recently, and the debate about course delivery models SB 1720 has risen once more. Please tell me your perspective on this issue.” [problem definition; plot; setting]

        ii. “Who do you see as the cause of this problem?” [villain]

        iii. “Who do you see as being hurt?” [victim]

        iv. “Who can or should fix the problem?” [hero]

20. Do you have anything you want to add that we have not talked about?

APPENDIX C

Zoom Interview Checklist

1. **Test Zoom ahead of interview.** It is crucial to use Zoom with a colleague and be prepared to solve common technical difficulties that may arise. For example, participants downloading the application to their phone if they are not using the computer version of Zoom may need some technical guidance. The researcher will also need to test the audio volume before and during each interview to ensure clarity. This is best practice for any audio-recorded research interview, regardless of method.
2. **Provide technical information.** Provide participants with specific information that is important for them to know about participating in a Zoom interview in the study information letter. For example, provide options regarding what type of device they can use Zoom on, any required audio and/or visual capabilities, and the option of using a headset with a microphone.
3. **Have a backup plan**. Have a prearranged backup plan with participants in case of technical difficulties or other disturbances. If there is an unreliable Internet connection, technical difficulties such as loss of Internet connection, freezing, or other audio and video disturbances can occur. For example, in the participant information letter and at the start of the Zoom interview, remind participants that the researcher will phone them if problems arise. In addition, researchers are encouraged to allow additional interview time to accommodate for unexpected delays (Hai-Jew, 2015; Smith, 2014).
4. **Plan for distractions.** Account for interview time taken up by possible distractions when designing your interview guide. Participants may be in their home, car, or a

public setting for their interview and will have distractions and noises, such as family members, pets, and doorbells. For example, another phone may ring or a child asking to go to the washroom will take necessary time away from the interview.

5. **Provide a direct link to meeting.** When a Zoom meeting is scheduled, a meeting invitation is generated with live link to the meeting. Paste this link into the email invitation to study participants. Participants will enter the online interview with one click of this link.
6. **Consider storage needs.** Researchers will benefit from budgeting time for the interviews based on how much computer data or cloud storage they have available. Depending on the video resolution, storage needs for a one-hour interview range from 23 megabytes to 623 megabytes.
7. **Hardwire computer to Internet**. If possible, hardwire the researcher's computer to the Internet instead of using a Wi-Fi connection to secure a stronger and more stable Internet connection. Smith (2014) also suggested this recommendation after conducting a focus group utilizing video conferencing software.
8. **Uninterrupted Internet connection**. Unhook other devices connected to the researcher's Internet provider during the interview, including Wi-Fi on cellphones and tablets, and Internet-based phones, such as magicJack. A house phone, using the same Internet connection, can cause an audio and video disturbance.
9. **Create a visual reminder.** The researcher can use a visual cue to remind them to press record when they start the interview. While Zoom offers the option to automatically record a meeting, the ethically correct strategy is to confirm consent to record from the participant.

10. **Manage consent processes**. Before starting the interview, review the information letter and consent form (even if already signed and returned) to invite questions and ensure participants understand the research processes. Consider recording the participant's verbal consent and interview in two separate recordings. This allows only the interview file to be forwarded to the transcriptionist.

From Gray et al. (2020) "Expanding Qualitative Research Interviewing Strategies: Zoom Video Communications"

APPENDIX D

How to use Zoom for Qualitative Data Collection

From University of Texas resource: How to use Zoom in Data Collection.pdf

Introduction:

The following is a guide on how researchers can use Zoom for qualitative data collection.

IRB Approval

1. Be sure the IRB protocol indicates the study and procedure is occurring remotely using a videoconference platform. If the IRB was previously approved with indication that the process will occur in-person, it should be revised noting the new process.

2. Participants can give verbal consent for a study if it was mentioned in the research proposal. If your study has a "Waiver of Documentation of Consent", you must provide a copy of a cover letter to participants (this does not need to be signed). Otherwise, researchers are required to obtain acknowledgment of consent form (via Qualtrics)

    a. If you are recording this videoconference, it must be included in all consent information.

    b. Researchers should determine whether participants who do not consent to recording to continue in the study. It may be useful to include this information in recruitment information.

Technology and Videoconference Platforms

1. Because students will be most comfortable and familiar with Zoom, we strongly recommend researchers use this videoconference platform. However, researchers

should understand Zoom's Encryption Policy, and they should make sure participants understand it as well.

2. Researchers should take additional steps to enhance security in the videoconferences. Please see the Privacy and Security Tip below.

Privacy and Security Tips

1. Researcher should create private meetings for each session, rather than using their Personal Meeting ID. Using a PMI for a research session could result in unwanted visitors joining a meeting when you are collecting data.

2. To ensure privacy, researchers could create a meeting password as well. This will help ensure that only those with a private meeting link and password can access a study.

3. If your study doesn't require participants to share their screen, be sure to disable screen-sharing for other participants.

4. For smaller groups, it may be best to create waiting rooms.

5. Don't use Zoom for file transfers. Please use UT Box when transferring files between the research team and research participants. There is a way to switch this function to off in the settings.

6. Lock meetings. Once all participants have entered the meeting, the host can lock the meeting which will not allow anyone else to join.

7. When using Record function, always record to the computer. Though you will have the option to record to the cloud, please refrain from doing so. All recorded meetings should be saved to the computer and then promptly transferred to a save file location and immediately deleted from the computer.

a. When using Record function, please make sure all participants consent. The meeting room should require permission and/or alert participants that they are being recorded, however, all researchers are expected to verbally consent participants prior to recording any session.

8. Researchers should wait until just before the session to share meeting details with participants. Sending meeting links and information directly to participants rather than posting online (i.e. SONA)

9. We strongly encourage researchers to practice! Practice using the technology by having a mock session or focus group before you begin data collection and test your recording technology in advance.

Prepare your participants

1. It is important to communicate with participants in advance, so they know what to expect when engaging in these videoconferences.

2. Consider doing the following when you are in the recruiting phase of your study:

a. Let participants know if video recording is mandatory.

b. Be clear that internet access is required to participate in this study.

c. Ask participants to use a secure internet connection and not public WiFi.

d. Ask participants to join from a private location to try to minimize the number of interruptions.

3. Before the actual study begins, inform participants that there may be risks that a specific to completing a study in a videoconference such as confidentially risks.

4. It may be useful to provide participants with written instructions for joining the Zoom call and any specific tools they may be required to use.

APPENDIX E

Consent Form

Informed Consent Form

PURPOSE OF THE STUDY

Dear participant,

you have been invited to take part in a research study to learn more about the impact of Florida Senate Bill 1720 (SB 1720) on teaching and learning. This study will be conducted by Sandra Pugh, Department of Education Specialties and the School of Education, St. John's University, as part of her doctoral dissertation work. Her faculty sponsor is Dr. Shirley Steinberg, Department of Education Specialties and the School of Education.

DURATION OF THE STUDY & PROCEDURES

If you agree to be in this study, you will be asked to do the following: Take part in an interview to help the researcher understand SB 1720 and its implementation during your tenure as an instructor. Your answers to the interview questions will be recorded in Zoom. Participation in this interview will involve a minimum of thirty minutes of your time to complete.

RISKS/BENEFITS

Federal regulations require that all subjects be informed of the availability of medical treatment or financial compensation in the event of physical injury resulting from participation in the research. St. John's University cannot provide either medical treatment or financial compensation for any physical injury resulting from your participation in this research project. Inquiries regarding this policy may be made to the principal investigator or, alternatively, the Human Subjects Review Board (718-990-1440).

Although you will receive no direct benefits, this research may help the investigator understand the impact of Florida SB 1720 on teaching and learning, and it may provide a deeper understanding of policy implementation at postsecondary institutions.

CONFIDENTIALITY

Confidentiality of your research records will be strictly maintained by removing your name and any identifiers will be replaced with a number. Consent forms will be stored in a separate location from the interview documentation and will be stored in a locked file. Your responses will be kept confidential with the following exception: the researcher is required by law to report to the appropriate authorities, suspicion of harm to yourself, to children, or to others.

RIGHT TO DECLINE OR WITHDRAW

Participation in this study is voluntary. You may refuse to participate or withdraw at any time without penalty. For interview questions, you have the right to skip or not answer any questions you prefer not to answer.

CONTACT INFORMATION
The researcher conducting the experiment is Sandra Pugh. If there is anything about the study or your participation that is unclear or that you do not understand, if you have questions or wish to report a research-related problem, you may contact the faculty sponsor, Dr. Shirley Steinberg at St. John's University: steinbes@stjohns.edu.

For questions about your rights as a research participant, you may contact Institutional Review Board, St. John's University, Dr. Raymond DiGiuseppe, Chair digiuser@stjohns.edu 718-990-1955 or Marie Nitopi, IRB Coordinator, nitopim@stjohns.edu 718-990-1440. Additionally, you may contact Gulf Coast State College's Institutional Review Board and Dr. Kelli Walsingham, Dean of Student Life, kwalsingham@gulfcoast.edu 850-873-3514.

STATEMENT OF CONSENT
I was given a chance to ask questions about this study and they have been answered. I have read the information in this consent form and by signing below, I certify that I am at least 18 years of age and agree to participate in this study.

You have received a copy of this consent document to keep.

Agreement to Participate

Yes, I agree to participate in the study described above.

_____ _____
Signature of Participant Date

_____ _____
Printed Name of Participant Date

_____ _____
Signature of Person Obtaining Consent Date

APPENDIX F

Round 1 Codes

Pre-coding via field notes during interviews: RUNNING LIST

Prof 1

1. Stories within stories
2. Lack of formal dev ed training
3. No resources
4. Problems
5. Difficult
6. Struggles with software
7. Contextualized?
8. Languish
9. Compression = terror
10. Time
11. Depleted developmental program
12. “Maybe they deserve better”

Prof 2

13. Confident
14. Comfort zone
15. 55L failure
16. Contextualized is best?
17. Time
18. How words work
19. “Should have had the chance…to build writing skills”

20. Attempting to do surgery

21. Set up for failure

Prof 3

22. Strategies for adult learners

23. “Education is conceptual and psychology”

24. “It takes a special person” (to teach dev ed)

25. “When you have gaps in your education, they will rear”

26. “You could be the thing that helps”

27. Listen to their narrative

28. “All we had was software”

29. “Build a bridge”

30. “Trust”

31. “First step in disservice”

32. Time

33. “vulnerable population”

34. “we” took away time

35. “manipulating it”

36. “give them more time”

“MyLabs madness”

37. “is this student centered?”

38. Took up time – overwhelmed

39. Broadens the gap

40. Dev ed bridge

41. Contextualized

42. “We all did this”

43. “We just have to do it…not do it right”

44. “We’ve let these students down”

45. “When we make it, we own it”

46. Educators…feel impotent

Prof 4

47. “Professor X was drowning and no one available” to teach

48. Messiness

49. Unrealistic for some models

50. The human element

51. Too many students

52. Did not realize the bill only required 2

53. Contextualized meaning?

54. Time

55. Rushing

56. Costs

57. Motivations

58. Layers

59. Surgery analogy

60. “directly at the table”

Prof 5

61. “developmental hell”

62. “do anything that works”

63. “taught me what I had to teach them”

64. “no one wanted to teach”

65. “rigid”

66. “sympathy”

67. “they needed me”

68. “situation was most dire”

69. Dev ed = boring classes

70. Teacher vs. student perspectives

71. What if…we listened to the teachers

72. Teacher student interaction with computer

73. Digital dived

74. Processing challenges

75. Teacher as gatekeeper

76. Depressed

77. Contextualized instruction?

78. Speed

79. Time

80. No time - “ridiculous”

81. “all of us”

82. “horrible”

83. Teachers have accommodated

Prof 6

84. Students needed the “right kind of people”
85. Gratification as students made progress
86. See confidence
87. “Hire the right people”
88. ENC 1101 is the most important course
89. Contextualized?
90. “instructors are standing on quicksand; always shifting; what are the students standing on?”

APPENDIX G

Round 2 Codes

ROUND 2 CODES RUNNING LIST
PRELIMANARY MICRO-ANALYSES VIA FIELD NOTES
CODES

1. THE PLOT
2. THE DEV ED TEACHER
3. CONFLICT
4. TETHERED TO TECH
5. DEFINING SB 1720 PROVISIONS
6. DEFINING SB 1720
7. TIME FAMINE
8. THE VANISHING DEV ED PROGRAM
9. TEACHING THE DEV ED STUDENT
10. FAILING TO SUCCEED
11. TEACHING THE DEV ED STUDENT
12. VILLAIN/VICTIM/HERO
13. EXPERIENCING FAILURE
14. TEACHING PHILOSOPHIES OF DEV ED
15. TIME
16. TIME URGENCY
17. THE SETTING

ROUND 1 MICRO-ANALYSES VIA TRANSCRIPTS
CODES – AXIAL CODES?
PROF 1

1. SUPERVISING THE WARL
2. MUTLIPLE PREPS + DEV ED
3. DEV ED TEACHER TRAIINNG
4. TIMELINE/PLOT
5. SB 1720 DEV ED PROGRAM
6. TETHERED TO TECH
7. SUPERVISING THE WARL
8. TIME FAMINE
9. TECH WOES
10. ENC 1101C: THE DEV ED (R)EVOLUTION
11. ACCOUNTABILITY THRU ACCOUNTABILITY REPORTING
12. CONTEXTUALIZATION – THE MOST NEGLECTED PROVISION
13. PLOT
14. VILLAIN/VICTIM/HERO
15. FAILING TO SUCCEED

PROF 2

1. THE DEV ED TEACHER
2. DEV ED TEACHER TRAINNG
3. TIMELINE/PLOT – PRE SB-1720
4. TIME
5. TIME FAMINE
6. MLLS & DEV ED
7. MLLS & SB 1720
8. MULTIPLE PREPS + DEV ED
9. TEACHING THE DEV ED STUDENT
10. SB 1720 PROVISIONS
11. THE SB 1720 DEV ED REFORMS/PROGRAM
12. FAILING TO SUCCEED
13. CONTEXTUALIZED IS BEST
14. WHICH DELIVERY MODEL ACTUALLY WORKS? (SPECIAL DELIVERY?)
15. FINANCIAL URGENCY
16. VILLAIN/VICTIM/HERO
17. THE MATTER OF EXEMPTION FROM PLACEMENT TESTING

PROF 3

1. K12 DEV ED VS. POST SEC DEV ED
2. SUPERVISING THE WARL
3. THE DEV ED STUDENT
4. MLLS AND DEV ED
5. TEACHING THE DEV ED STUDENT
6. THE DEV ED TEACHER
7. DEV ED TEACHER TRAINING
8. DEV ED PRE SB 1720
9. SB 1720 DEV ED PROGRAM
10. ENC 1101C – THE DEV ED (R)EVOLUTION
11. SB 1720 FORESHADOWED
12. MULTIPLE PREPS + DEV ED
13. CONFLICT
14. VILLAIN/VICTIM/HERO
15. TIME FAMINE
16. THE ROLE OF LEGISLATORS
17. THE MATTER OF EXEMPTION
18. THE IMPORTANCE OF CONTEXTUALIZED INSTRUCTION
19. TETHERED TO TECH
20. DEFINING DELIVERY

21. FAILING TO SUCCEED
22. TIME URGENCY
23. HERO

PROF 4

1. THE DEV ED TEACHER
2. SB 1720 DEV ED PROGRAM
3. THE ROLE OF THE WARL
4. THE IMPORTANCE OF DEV ED
5. TEACHING THE DEV ED STUDENT
6. DEV ED TEACHER TRAINING
7. CONFLICT
8. TETHERED TO TECH – MY LABS MADNESS
9. THE EXPERIENCE OF TEACHING DEV ED
10. THE MATTER OF EXEMPTION
11. DEFINING DELIVERY
12. SB 1720 “ROADBLOCKS”
13. THE URGENCY CREATES TIME FAMINE?
14. THE ROLE OF LEGISLATORS
15. FINANCIAL URGENCY
16. UNDERPREPARED STUDENTS HAVE LAYERS
17. ACCOUNTABILITY
18. FINANCIAL URGENCY
19. UNDERSTANDING THE NEEDS OF UNDERPREPARED STUDENTS
20. IMPACT OF SB 1720 ON STUDENTS
21. WHO DOES THIS POLICY SERVE
22. TIME – LONG TERM EFFECTS
23. VILLAIN/VICTIM/HERO
24. THE VANISHING DEV ED PROGRAM
25. HERO
26. FAILING TO SUCEED

PROF 5

1. DEV ED PRE SB 1720
2. TEACHING THE DEV ED STUDENT
3. THE HUMAN CONNECTION – STUDENT/TEACHER INTERACTION
4. TETHERED TO TECH – MYLABS MADNESS
5. SB 1720 IMPACTS ON ENC 1101
6. MULTIPLE PREPS + DEV ED
7. THE ROLE OF LEGISLATORS
8. TIME URGENCY
9. THE ROLE OF THE WARL

10. DEFINING PROVISIONS
11. DEFINING CONTEXTUALIZE
12. TIME FAMINE

1. TIME URGENCY CREATES TIME FAMINE?
2. VILLAIN
3. HERO

PROF 6

1. SUPERVISING THE SUCCESS CENTER/WARL
2. WHO SHOULD TEACH DEV ED?
3. SB 1720 FORESHADOWED
4. DEV ED TEACHER TRAINIGN
5. EXPERIENCE TEACHING DEV ED
6. THE DEV ED TEACHER
7. MULTIPLE PREPS + DEV ED
8. THE IMPORTANCE OF ENC 1101
9. 2009 TASK FORCE RECS VS. SB 1720 PROVISIONS
10. THE MATTER OF EXEMPTION
11. ACCOUNTABILITY
12. DEFINING DELIVERY
13. VICTIM
14. HERO

APPENDIX H

Round 3 Codes

1. STORY ELEMENTS
2. THE SETTING
3. THE PLOT/TIMELINE
4. CONFLICT
5. VILLAIN/VICTIM/HERO
6. VICTIM
7. VILLAIN
8. HERO
9. THE DEV ED TEACHER
10. TETHERED TO TECH
11. DEFINING SB 1720 PROVISIONS
12. DEFINING SB 1720
13. TIME FAMINE
14. THE VANISHING DEV ED PROGRAM
15. TEACHING THE DEV ED STUDENT
16. FAILING TO SUCCEED
17. EXPERIENCING FAILURE
18. TEACHING PHILOSOPHIES OF DEV ED
19. TIME
20. TIME URGENCY
21. THE SETTING
22. SUPERVISING THE WARL
23. MULTIPLE PREPS + DEVE ED
24. DEV ED TEACHER TRAIINNG
25. SB 1720 DEV ED PROGRAM
26. ENC 1101C: THE DEV ED (R)EVOLUTION
27. ACCOUNTABILITY THRU ACCOUNTABILITY REPORTING
28. CONTEXTUALIZATION – THE MOST NEGLECTED PROVISION
29. FAILING TO SUCCEED
30. PRE SB-1720
31. MLLS AND DEV ED
32. SB 1720 DEV ED REFORMS
33. CONTEXTUALIZED IS BEST
34. WHICH DELIVERY MODEL ACTUALLY WORKS (SPECIAL DELIVERY)
35. FINANCIAL URGENCY
36. THE MATTER OF EXEMPTION FROM PLACEMENT TESTING
37. K12 DEVE ED VS. POST SEC DEV ED
38. DEV ED PRE SB 1720
39. SB 1720 DEV ED PROGRAM
40. SB 1720 FORESHADOWED

41. THE ROLE OF LEGISLATORS
42. THE IMPORTANCE OF CONTEXTUALIZED INSTRUCTION
43. DEFINING DELIVERY
44. TETHERED TO TECH – MYLABS MADNESS
45. THE EXPERIENCE OF TEACHING DEV ED
46. SB 1720 “ROAD BLOCKS”
47. TIME URGENCY CREATES TIME FAMINE?
48. THE ROLE OF THE WARL
49. DEFIING PROVISIONS
50. UNDERPREPARED STUDENTS HAVE LAYERS
51. ACCOUNTABILITY
52. UNDERSTANDING THE NEEDS OF THE UNDERPEPARED STUDENT
53. IMPACT OF SB 1720 ON STUDENTS
54. WHO DOES THIS POLICY SERVE?
55. TIME – LONG TERM EFFECTS
56. DEFINING CONTEXTUALIZED
57. VILLAIN
58. SUPERVISING THE SUCCESS CENTER
59. THE IMPORTANCE OF ENC 1101
60. THE IMPORTANCE OF DEV ED
61. 2009 TASK FORCE RECS. VS SB 1720

APPENDIX I

Story Map and Concepts/Themes

As you read on, perhaps you will get a sense that you have heard this story before and the characters in the story should have seen it coming as the coming SB 1720 reforms were foreshadowed years several years prior. However, at the advent of this policy storytelling, I would like you to consider the question: Who does this policy serve? Particularly hold this question within view as some "roadblocks" for the characters on this journey are revealed. Yet, the questions surrounding this policy and its mandates for the provisions of exemptions from placement testing, the call for annual accountability, and the question of course delivery models – all present as conflicts within this story. Our SB 1720 educators experienced many highs, lows, and woes on their journey, and the developmental students were also along for the ride, initially tethered to technology, creating an experiential divide between the teacher, the corequisite course, and the gateway English Composition course: ENC 1101. Time was a constant curse, but eventually, an attempt to break this curse via the efforts of educators and ENC 1101 C: English Composition Enhanced, was born. As you read this story, true to all good stories, there are victims, villains, and heroes, and perhaps you will find that most often, they are (or can be) one and the same.

THEMES:

Plot SB 1720 foreshadowed
Conflict SB 1720 "road blocks": Who does this policy serve?
Conflict The matter of exemption from placement testing
Accountability thru accountability reporting
The experience of teaching dev ed – the highs, lows, and woes
The dev ed student: Underprepared students have layers
Tethered to tech – MyLabs madness
Time urgency & time famine
ENC 1101c & the dev ed (r)evolution: fundamental changes to the gateway writing course & dev ed at postsecondary
villains, victims, & heroes – all one in the same?

story elements

1. **the setting: the developmental education classroom & the gateway writing course classroom**
    - k12 dev ed vs. post sec dev ed
    - the importance of dev ed
    - the importance of enc 1101
2. **the plot/timeline: sb 1720 reform movement @ gcsc**
    - gc writng program pre-sb 1720
        - dev ed pre sb 1720
        - *sb 1720 foreshadowed*
            - 2009 task force recs. vs sb 1720
    - sb 1720 dev ed reforms comes to gc: the messiness of implementation

- sb 1720 dev ed program: the (r)evolution of de reform @ gc

3. **conflict**
    - **exploring sb 1720 provisions & sb 1720 "road blocks"**
        - *the matter of exemption from placement testing*
        - defining delivery
            - which delivery model actually works (special delivery)
            - defining contextualized
            - the importance of contextualized instruction
        - *accountability thru accountability reporting*
        - impact of sb 1720 on students
            - *who does this policy serve?*
    - **teaching the dev ed student in the sb 1720 era**
        - the dev ed teacher
            - teaching philosophies of dev ed
            - multiple preps + dev ed
            - dev ed teacher training
            - *the experience of teaching dev ed – the highs, lows, and woes*
        - *the dev ed student*
            - *underprepared students have layers*
            - understanding the needs of the underprepared student
            - mlls and dev ed
    - ***the role of the warl & student support resources* & sb 1720**
        - supervising the success center
        - supervising the warl
    - **tethered to tech**
        - *tethered to tech – mylabs madness*
    - **failing to succeed**
        - experiencing failure
            - the importance of time: time perspectives & sb 1720
                - time urgency
                    - the role of Florida legislators & the reform movement
                    - the illusion of financial urgency?
                - time famine
                    - the vanishing dev ed program
                - *time urgency and the consumption of time: what causes a time famine?*
                - time & the long-term effects

        - *enc 1101c: the dev ed (r)evolution & fundamental changes to the gateway writing course & dev ed at postsecondary*

4. ***villain/victim/hero: are we one and the same?***
    - victim – the student; the teachers; the college; the legislators
    - villain – teachers; the administrators; the legislators
    - hero – students; teachers; administrators; legislators?

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