In March 2012, the "Building a Grad Nation, Annual Report" regarding high school graduation was released and shared with the members of the Senate Early Learning & K-12 Education Committee. This resulted in questions raised by some members regarding Washington's high school graduation rates and trends, which are paraphrased below, and the suggestion that answering these questions should be an interim project for committee staff:

- According to the report, which states are increasing the graduation rate and which are not? What is happening in Washington?
- Why are different graduation rates reported for Washington?
- What are some of the strategies used in Washington to increase the graduation rate and lower the dropout rate?

According to the report, which states are increasing the graduation rate and which are not? What is happening in Washington?

The Building a Grad Nation, Annual Report, March 2012 provided that from 2001 to 2009 the nation's graduation rate increased by three and a half percentage points from 72 percent to 75.5 percent.¹

Wisconsin has the highest graduation rate of 90 percent. Twenty states made the most significant gains in graduation rates (+3 to +17.8 percentage points). Tennessee (+17.8) and New York (+13) saw double-digit gains. Ten states saw declines in their graduation rates during this period: Nevada (-15.6), Connecticut (-4.3), New Mexico (-2.6), Arizona (-2.2), California (-1.7), Utah (-1.1), Nebraska (-1.0), Arkansas (-0.08), New Jersey (-0.5), and Rhode Island (-0.4).²

The report also provides that thirteen states: Arizona, Arkansas, California, Connecticut, Illinois, Indiana, Michigan Mississippi, Nevada, New Mexico, Oklahoma, Virginia, and Washington have made very modest gains, no improvements or slid backwards in their high school graduation rates between 2002 and 2009; have the largest numbers of students to get back on track to graduate; and need to be the most aggressive in accelerating their graduation rate by 2020.³

The report's website⁴ provides that Washington's graduation rate increased from 72.2 to 73.7 percent from 2002 to 2009, which is an average of 0.2 points per year but that Washington needs to increase 1.5 points per year starting in 2009 to reach 90 percent by 2020.⁵ The website also shows that the Washington State Class of 2020 needs 13,875 more graduates than Class of 2009 to reach 90 percent.⁶

The report recommends increasing the number of students reading with proficiency by 4th grade; reducing chronic absenteeism; establishing early warning indicators and intervention systems that use early predictors of potential dropouts; redesigning the middle grades to foster high student engagement and preparation for rigorous school courses; providing quality adult and peer support to all struggling students; transforming or replacing the nation's high school dropout factories with effective schools; raising the compulsory school attendance age to when students graduate or age 18; providing all students (including dropouts) clear pathways from high school to college and career training; and supporting comprehensive dropout recovery programs for disconnected youth.⁷
Why are different graduation rates reported for Washington?

Prior to 2008, federal guidelines allowed states to use different methods for calculating high school graduation rates. As a result, graduation rates could not be compared from state to state. In 2008, the U.S. Department of Education issued new regulations that required all states to transition toward a uniform, method for calculating graduation rates beginning in the 2011-2012 school year (which will be reported beginning in 2013). Although, the U.S. Department of Education has granted Idaho and Kentucky waivers to using the cohort-based graduation rates; and Oklahoma has indicated that they will not be using the new calculation until 2014.

Staff reviewed four different methods of calculating high school graduation rates:

- Estimated Annual Calculation (Washington’s traditional method)
- Averaged Freshman Graduation Rate (U.S. Department of Education’s former method)
- Adjusted Cohort Calculation (U.S. Department of Education’s new method)
- Cumulative Promotion Index (Education Week)

Estimated Annual Calculation (Washington’s traditional method)
Washington’s traditional method of calculating the on-time graduation rate determines an estimate of the number of students that graduate in a single school year (a cohort) by subtracting dropout rates across the four high-school grade levels (9th, 10th, 11th, and 12th) from the number of that year’s 12th graders. This estimated rate also includes students who continue to be enrolled after four years.

Averaged Freshman Graduation Rate (formerly used by the U.S. Department of Education)
The averaged freshman graduation rate provides an estimate of the percentage of high school students who graduate on time. The rate uses student enrollment data to estimate the size of an incoming freshman class and counts the number of diplomas awarded 4 years later. The incoming freshman class size is estimated by adding the enrollment in eighth grade in one school year, ninth grade for the next school year, and tenth grade for the school year after and then dividing by three. The averaging is intended to account for higher grade retentions in the ninth grade.

Adjusted Cohort Calculation (U.S. Department of Education’s new method for all states)
As defined in federal rule, the adjusted four-year cohort rate is the number of students who graduate in four years with a regular high school diploma divided by the number of students who form the adjusted cohort for the graduating class. From the beginning of 9th grade, students who are entering that grade for the first time form a cohort that is subsequently “adjusted” by adding any students who transfer into the cohort later during the 9th grade and the next three years and subtracting any students who transfer out, immigrate to another country, or die during that same period. This method makes no modification for students whose expected graduation timeframe is longer than four years. In other words, it does not allow “cohort reassignment” for special education or limited English proficiency students.

Cumulative Promotion Index (CPI)
This approach is used by Education Week, which is a national newspaper covering K-12 education that is published by a non-profit organization. Education Week also publishes special annual reports (Quality Counts, Technology Counts, and Diplomas Count). The CPI method of computing the percent of public high school students who graduate on time with a diploma represents the high school experience as a process rather than an event. It calculates the three grade-to-grade promotions (9 to 10, 10 to 11, and 11 to 12) and ultimately earning a diploma (grade 12 to graduation). Each of these individual components corresponds to a grade-promotion ratio. Multiplying these four grade-specific promotion ratios together produces the graduation rate.
The chart below summarizes Washington’s 2008-09 high school graduation rate using the four reviewed methods of calculating graduation rates.

<table>
<thead>
<tr>
<th>Method</th>
<th>OSPI annual report 13 (using Estimated Annual Calculation, Washington’s traditional method)</th>
<th>Building a Grad Nation Annual Report 14 and U.S. Depart. of Education 15 (Using the Averaged Freshman Graduation Rate, the former method of the DOE)</th>
<th>U.S. Depart. of Education (Using the Adjusted Cohort Graduation Rate, the new method of the DOE to be used in 2013)</th>
<th>Education Week 16 (Using the Cumulative Promotion Index)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Washington’s 2008-09 high school graduation rate</td>
<td>73.5% on-time 79.2% extended</td>
<td>79.2%</td>
<td>N/A (Not required until 2013)</td>
<td>68.1%</td>
</tr>
<tr>
<td>Note: for the class of 2011 the 4-year rate is 76.6% and the 5-year rate is 78.2% 17</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

What are some of the strategies used in WASHINGTON to increase the graduation rate and lower the dropout rate?

The Office of the Superintendent of Public Instruction (OSPI) has compiled a list of strategies that are being used in Washington. The school district efforts vary in intensity, and as a result, some districts are further along the continuum of developing comprehensive dropout prevention, intervention and reengagement systems and successfully increasing the district graduation rates. What follows is a list of programs provided by the OSPI. Additional information can be found at the OSPI graduation website. 18

**Direct Student Dropout Prevention & Intervention Programming**

**Building Bridges.** Building Bridges is a dropout prevention, intervention and retrieval system. In collaboration with the Graduation: A Team Effort (GATE) Advisory Committee, OSPI is required to make recommendations for the development of a K-12 dropout reduction initiative and an infrastructure for coordinating services for vulnerable youth. The primary purpose of Building Bridges legislation ESSB 6403 is to increase the number of Washington state students who graduate from high school on time and re-engage students who have already dropped out of school. The two main components of this legislation are the Building Bridges Grant Program and the GATE Advisory Committee. Graduation: A Team Effort (GATE) is a comprehensive dropout prevention, intervention, and reengagement initiative sponsored by the Office of the Superintendent of Public Instruction (OSPI).

**Student Support Program - College Success Foundation.** The College Success Foundation, in partnership with the state of Washington, the successor to the Higher Education Coordinating Board: the Washington Student Achievement Council (WASAC), and the Bill & Melinda Gates Foundation, works with students and families throughout the state to sign up eligible students and provide college
readiness support in selected school districts. WASAC provides schools with numbers and names of students who have applied and with free promotional materials. Additionally, the College Success Foundation administers the HERO Initiative (Higher Education Readiness Opportunity). This program is designed to increase college readiness for males, specifically males of color, and other underrepresented youth. The HERO program operates in schools in both Washington State and Washington, D.C. HERO advisors work with 7th, 8th, 9th, and 10th grade students who have the desire to go to college and the willingness to work hard but are falling short of their potential. HERO provides support directly to students, their families, and academic communities to ensure that they have the resources necessary to help them build their academic and leadership abilities. HERO provides services, such as: academic advising; after school programs; leadership development; motivational speakers; college awareness; college visitation programs; test preparation and information; and, academic enrichment.

**JAG.** Jobs for Washington’s Graduates (JWG) is the Washington version of JAG (Jobs for American Graduates). JWG assists young people in staying in school through graduation, as well as reconnects those students who have prematurely exited the education system, by providing them an opportunity to attend a regional skill center or high school, work toward graduation, and get a job. The “Specialist” is a dedicated staff person responsible for creating a student profile, identifying barriers, and delivering a series of model services (instruction and interventions) that will begin to eliminate student barriers. The Washington model fully implements the online curriculum provided by the JAG national program to provide students with personal management skills and employability skills. It also connects students to career and technical education programs to give them technical skills leading to post-secondary education, apprenticeships and living wage careers. The Washington model provides the highest-risk students with positive mentors, and a reason to stay in school, resulting in increased academic achievement, and a bright and promising future in further education or employment.

**Opportunity Internship Program.** The Opportunity Internship Program (OIP) provides incentives for local consortia to build educational and employment pipelines for low income high school students in high demand occupations in targeted industries. Consortia are formed for the purpose of participating in OIP and may be composed of the local Workforce Development Council (WDC), Economic Development Council, area high schools, community or technical colleges, apprenticeship council and pre-apprenticeship programs, institutions of higher education, private vocational schools, employers in targeted industries, and labor organizations.

**1418 Retrieval Program.** During the 2010 legislative session ESSHB 1418 was passed that established a statutory framework to create a statewide dropout re-engagement system that provides education and services to older youth, ages 16-21, who have dropped out of school or are not expected to graduate from high school by the age of 21. Under the system, school districts are authorized, but not required, to enter into model inter-local agreements with an Education Service District, community or technical college, or other public entity to provide a dropout re-engagement program for eligible students. Districts may enter a model contract with a community based organization, as well. These dropout re-engagement programs must offer the following: academic instruction, including GED preparation, academic skills, and college and work readiness preparation, that generates high school credit for a diploma and has the goal of academic and work readiness; instruction by certified teachers or college instructors whose credentials are established by the college; case management, counseling, and resource and referral services; and, opportunity for qualified students to enroll in college courses tuition-free, if the program provider is a college.
**21st Century Community Learning Centers.** The 21st Century Community Learning Centers Program supports the creation of community learning centers that provide academic enrichment opportunities during non-school hours for children, particularly students who attend high-poverty and low-performing schools. OSPI oversees the administration of the federal grant, Title IV Part B, which funds 21st Century programs for our students.

**Compassionate Schools.** The Compassionate Schools Initiative within OSPI's Learning and Teaching Support Office assists schools in addressing the culture and climate of the educational environment, specifically for children who have been affected by trauma and adversity in their lives. Trauma, adversity, and other stresses (domestic violence, drug and alcohol abuse, mental illness, physical abuse and neglect, abandonment and other related experiences) effect brain development and are often the most prevalent barrier to learning for many students. The Compassionate School Initiative provides a framework for training, guidance, and technical assistance for school staff on various subjects such as Adverse Childhood Experiences (ACEs), brain development and neurology, classroom techniques and strategies for students affected by trauma and adversity, understanding how mental illness/substance abuse affects learning, strategies for working with and utilizing families as resources, developing partnerships with community members, self-care, and understanding that social/emotional wellbeing of students is foundational for learning. Although the Compassionate School framework is designed to meet the needs of students affected by trauma and adversity, the strategies utilized benefit all students and staff. Compassionate Schools focus on keeping students engaged and learning by creating a supportive environment within the school and supported by the community. Compassionate Schools is not a program; it is a process and as such is not “one size fits all.” Each school and community will develop their own unique compassionate “personality” based on the assets and needs of that school and community.

**Coordinated School Health.** The Coordinated School Health Program (CSHP) is a partnership between the Department of Health and OSPI that seeks to ensure healthy schools and healthy, successful students by coordinating effective policies and programs, and encouraging school, community and family involvement through shared information and communication. Washington’s CSHP is supported by the Centers for Disease Control and Prevention (CDC). According to the CDC, a coordinated school health approach brings together school administrators, teachers, other staff, students, families, and community members to assess health needs; set priorities; and plan, implement, and evaluate school health program activities. Coordinated School Health focuses on integrating efforts across eight interrelated components: Nutrition services; Physical education; Health education; Health services; Mental health and social services; Healthy and safe school environments; Health promotion for school staff; and, Family and community involvement.

**Even Start Family Literacy Program (Title 1: Part B).** The Even Start Family Literacy Program is a federally funded education program for the nation's low-income families that is designed to improve the academic achievement of young children and their parents, especially in the area of reading. Even Start offers grants to local family literacy projects. The program is mandated by the Elementary and Secondary Education Act (Title I, Part B, Subpart 3). The federal grant awards are allocated to OSPI, the state education agency. In turn, OSPI makes competitive sub-grants to partnerships of local education agencies and nonprofit community-based organizations. Full details about Even Start federal administration are available on the U.S. Department of Education Web site.

**GRADS.** Graduation, Reality And Dual-Role Skills (GRADS) are programs for pregnant teens and/or young parents that focus on work and family foundation skills of significance to these students. GRADS
programs include student demonstration of skills leading to high school graduation and economic independence. The GRADS program curriculum is developed at the local level using standards from the Work and Family Foundation areas of study in the National Standards for Family and Consumer Sciences Education (FACSE). The program requires a FACSE certified teacher, who has also completed GRADS training. The program includes on-site child care and practicums, as well as coordination of learning activities outside the classroom.

**Institutional Ed – Educational Advocate Program.** Washington State provides K-12 basic education services to incarcerated and previously incarcerated juveniles. The goal is to provide these youth the opportunity to meet the same challenging state academic content standards and student academic achievement standards that all children in the state are expected to meet. OSPI oversees the four Educational Service Districts and 35+ school districts that provide these services inside state-operated juvenile institutions and group homes, county-operated juvenile detention centers and group homes, adult jails and state correctional facilities, and community schools. Title I, Part D federal funds are allocated to OSPI to improve educational services in these settings. These funds are then distributed to eligible juvenile detention centers, Juvenile Rehabilitation Administration long-term facility schools, and group homes. The money is used to provide services needed to make a successful transition from institutionalization to further schooling, training or employment; to prevent at-risk youth from dropping out of school; and to provide them with a support system to ensure their continued education.

**McKinney Vento Homeless Student Program.** The federal McKinney-Vento Act requires school districts to identify and serve homeless children and youths; eliminate barriers to the enrollment, attendance and success of homeless students, and provide comparable services to homeless students. Homeless students are at higher risk of academic failure, higher risk to need Special Services, increased risk for dropout, and less likely to graduate than their housed peers. The McKinney-Vento Act requires every school district to designate a homeless liaison to identify and work with homeless students, in an effort to keep those students in a stable school setting, and more likely to succeed.

**Migrant Education Program.** The Migrant Education Program (MEP) funds support high-quality education programs for migratory children and help ensure that migratory children are not penalized in any manner by disparities among states in curriculum, graduation requirements, or state academic content and student academic achievement standards. Services to migrant children and their families may include: Supplemental academic programs to assist in the achievement of state academic standards, Instructional training, health programs, preschool programs (readiness, transitioning to elementary education), family home visiting and academic counseling services, parental involvement, student leadership opportunities, summer schools programs, secondary credit accrual and exchange.

**Navigation 101.** Navigation 101 is part of a comprehensive school guidance and counseling program in Washington state that helps students make clear, careful, and creative choices for college and career readiness in the areas of course selection, goal setting, career planning, and postsecondary options, including financial aid.

**Operation: Military Kids.** Operation: Military Kids is a partnership established in April, 2004 between OSPI, Washington State University Extension 4-H Programs, the Washington State National Guard and U.S. Army Reserve. Under grant funds provided through the 4-H/Army Youth Development Project, they create replicable and sustainable support networks for geographically dispersed military youth in schools and communities before, during, and after the deployment of a parent or loved one. The Washington State Operation: Military Kids project focuses on the following: educating the public on the
impact of the deployment and reunion cycle on soldiers, families, kids and the community as a whole; Supporting military kids coping with the stress of knowing their deployed parents or loved ones may be in harm’s way; Delivering recreational, social, and educational programs for military youth living in civilian communities; Collaborating with schools to ensure staff are attuned and able to support the unique needs of military students; and, Creating community support networks for "suddenly military" youth “in their own backyards” where soldier parents are deployed.

**Readiness to Learn.** The Readiness to Learn Program, administered by OSPI, is part of Washington State’s Education Reform (1993). The program provides support to students (predominantly pre-school through grade 8) and their families who are significantly at-risk by rigorously combining school and community-based resources as a means to reduce barriers to learning, bolster student engagement, and ensure that all children are able to attend school, ready to learn. RTL serves as an early intervention dropout reduction program. Supports include: intensive outreach for families; tutoring and mentoring services; mental health and substance abuse services; case management; parent support and education; transportation and financial support; health services; food, clothing, housing, and employment assistance; individual, group, and community activities and services; gang diversion; and extended learning and enrichment.

**School Nurse Corps Nurse Administrators.** The School Nurse Corps Program is a statewide program funded by the Legislature to provide nursing services to small school districts with little or no nursing services. The program was created in response to a critical gap in student health care needs as identified in the Survey of School Nurses in 1997. This practical hands-on program works to get essential services to students where they are most needed. Primary objective of the program is to maintain and increase student safety through a system of direct student services and regional technical assistance. Districts being served receive Registered nurse (RN) services, as funds allow (a minimum of one day per week for class II districts). Students identified with potentially life-threatening conditions (per RCW 28A.210.320) and with conditions requiring an individual healthcare plan, will have care plans developed, implemented and managed by an RN. Students requiring medication and/or medical treatment will receive these in compliance with current laws and accepted standards.

**Student Assistance Prevention Intervention Services Program.** Funded through Department of Social and Health Services, through a partnership between OSPI and the ESDs, the Student Assistance Prevention Intervention Services Program (SAPISP) places Student Assistance Professionals in school buildings to provide support for youth impacted by substance use/abuse and mental health issues. Over the program’s 22 years, it has shown positive outcomes, including: a decrease in participant substance use, a decrease in behavior issues, and an increase in academic performance. There is a continuum of services - from universal, school-wide educational programming, to more targeted, individual student case management and supports. Strategies are intended to promote skills and attitudes to resist pressures to use alcohol and other drugs, help students avoid antisocial behaviors, and remove barriers to school success.

**Foundational Efforts**

**Active Learning** - Active learning embraces teaching and learning strategies that engage and involve students in the learning process. Students find new and creative ways to solve problems, achieve success, and become lifelong learners when educators show them that there are different ways to learn.
Alternative Schooling - Alternative schooling provides potential dropouts a variety of options that can lead to graduation, with programs paying special attention to the student's individual social needs and academic requirements for a high school diploma.

Career and Technology Education (CTE) - School-to-work programs providing specific skills to prepare students for demands of today's workplace.

Comprehensive Guidance and Counseling - A Comprehensive Guidance and Counseling Program (CGCP) is a competency-based programmatic approach to school guidance and counseling, coordinated by a school counselor, which is designed to be multi-systemic (school, home, and community), collaborative (educators, families, community members), developmental (aimed at helping students at their particular developmental level), proactive and prevention-minded (supports students before crisis), responsive (supporting students during a crisis), and educationally focused to help students reach educational, career, and personal-social goals.

Dropout Early Warning and Intervention System (DEWIS) is a systemic approach of supporting students both academically and behaviorally that are identified as “at risk” of dropping out. The overview of implementing a DEWIS approach includes two elements. The first is development of a “watch list” created by using data already collected within student information and assessment systems, including CEDARS, and filtering for critical risk factors related to academic achievement, behavior, attendance, and other socio-economic conditions that research has indicated are warning signals. The second component is the incorporation of a plan or framework such as RTI (Response to Intervention) that matches students who are at risk with appropriate services based on their individual needs and includes evaluation of intervention effectiveness and student progress.

Individualized Instruction - Each student has unique interests and past learning experiences. An individualized instructional program for each student allows for flexibility in teaching methods and motivational strategies to consider these individual differences.

Mentoring/Tutoring - Mentoring is a one-to-one supportive relationship between a mentor and a mentee. Tutoring, also a one-to-one activity, focuses on academics and is an effective practice when addressing specific needs such as reading, writing, or math competencies.

Parental/Community Involvement Research consistently finds that family engagement has a direct, positive effect on children’s achievement and is the most accurate predictor of a student’s success in school. Additional, when all groups in a community provide collective support to the school, a strong infrastructure sustains a caring supportive environment where youth can thrive and achieve.

Response to Intervention (RTI) is a framework for providing comprehensive support to students. Implementation of RTI includes a combination of high quality, research-based instruction and behavioral supports, systematic progress monitoring and diagnostic assessments, and the assignment of targeted, evidenced based interventions that are matched to students’ needs. The goal of RTI is to respond quickly and effectively to identified student learning and behavioral problems, thus minimizing the risk of long term negative learning outcomes.

School Improvement (SI) provides a range of research-based services and supports to districts and schools in improvement based on Adequate Yearly Progress (AYP) as required by the No Child Left Behind Act (NCLB) of 2001. SI uses a variety of data to place districts and schools into support clusters; this placement is based on greatest need and strongest commitment. Specific services are then aligned
and matched to district and school needs. Districts and schools identified for services can engage in professional development emphasizing evidence-based practices and other innovations which are designed to accelerate and substantially improve the academic achievement of ALL students, close opportunity and achievement gaps. In partnership with the Washington Improvement and Implementation Network and Educational Service Districts, evidence-based improvement tools, processes, and strategies can be taken to scale and conditions built to sustain improvements over time.

**Safe Learning Environments** is a comprehensive violence prevention plan, including conflict resolution, must deal with potential violence as well as crisis management. A safe learning environment provides daily experiences, at all grade levels that enhance positive social attitudes and effective interpersonal skills in all students.

**Service-Learning** connects community service experiences with academic learning. This teaching/learning method promotes personal and social growth, career development, and civic responsibility.

**Transitional programs** to bridge transition from middle to high school.

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**Endnotes**


7. 44 States Now Using the Same Grad.-Rate Formula, Education Week, June 1, 2012: http://www.edweek.org/ew/articles/2012/06/07/34calculations.h31.html


