

Report to the Legislature

Findings and Recommendations
of the Building Bridges State-Level Workgroup on
Dropout Prevention, Intervention, and Retrieval

Representative Pat Sullivan, Chair



December 1, 2008

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As required by Substitute House Bill 1573 (2007 Session)

Representative Pat Sullivan, Chair

Prepared by staff of the
Office of Superintendent of Public Instruction

December 1, 2008

Office of Superintendent of Public Instruction
Old Capitol Building
P.O. Box 47200
Olympia, WA 98504-7200

For more information about the contents
of this document, please contact:
Annie Blackledge, OSPI
E-mail: annie.blackledge@k12.wa.us
Phone: (360) 725-4968

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**Findings and Recommendations
Building Bridges State-Level Workgroup on
Dropout Prevention, Intervention, and Retrieval**

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Executive Summary

In the 2006–07 school year, 20,122 Washington students dropped out of school. These disconnected youth now face multiple barriers to becoming successful adults. They are far more likely than their peers to engage in substance abuse, inflict harm on others and themselves, suffer mental health problems, and live on our streets. They are also more likely to become the inmates in our prisons, the recipients of government welfare, and the unemployed and underemployed workers in our economy. Worse yet, they are likely to pass on a heritage of under education and poverty to their children.

To address this problem, the Legislature directed the Building Bridges Workgroup (SHB 1573) to make recommendations to reduce our state’s dropout rate. This report is the culmination of a year of Workgroup efforts, completed by nearly 90 committee and subcommittee members.

The Building Bridges Workgroup urges bold and comprehensive action at the state and local level to solve this problem. We propose actions in three primary areas to change the systems that provide support for struggling students and dropouts.

First, the state must create a clear vision and goals to address the dropout issue and track progress toward achieving them. State policymakers must direct state agencies to work with each other and with schools, families, and communities to achieve those goals so that we have a coordinated system of cross-agency supports at the state and local level.

Second, school districts need resources and systems to plan and develop comprehensive, culturally relevant dropout prevention and intervention programs and activities, and to improve their capacity to work effectively with families and the local community to help all students graduate.

Third, we must create a dropout retrieval system which provides a meaningful career pathway option for students who have dropped out and are not likely to return to the K–12 school system. We cannot afford to give up on the many thousands of youth who have already dropped out or are so credit deficient that completion of a diploma before age 21 is highly unlikely. They need specialized and adequately funded education programs that are an integral part of the Washington State’s basic education system.

1. Set an Educational Goal for Youth-Serving Agencies and Coordinate Efforts to Achieve It.

State policymakers need to identify the dropout issue as a priority by establishing a goal for state agencies and local communities to work towards. Partnerships across separately funded systems are needed to counter the multiple factors that cause students to dropout of school, and to engage and educate students who have dropped out. State-level agencies must be directed to continue to make the dropout issue a

cross-agency priority, and to coordinate their work in implementing programs and providing professional development.

The Legislature should take the following steps to ensure cross-agency coordination of programs that serve vulnerable youth:

Recommendation 1.1: Set a statutory goal, including targets for reducing disproportionality, to address the dropout problem as follows:

1.1.A: Establish a 2015 target for the percentage of students that will graduate from high school.

1.1.B: Establish a 2015 target for the percentage of youth who have dropped out to reengage in education and be college and work ready.

Recommendation 1.2: Direct state agencies that provide major programs for at-risk youth and dropouts to develop programmatic objectives and measures to help meet the state dropout goals and to work together to achieve those goals. Specifically, the Legislature should direct state agencies to provide:

1.2.A: Protocols and templates for model agreements on sharing records and data to improve outcomes for at-risk youth.

1.2.B: Professional development within existing resources that informs staff about the latest research in working with at-risk youth and provides knowledge about programs and services for such youth.

2. Build Local Dropout Prevention and Intervention Systems and Practices.

Currently, school districts lack the time and resources to sufficiently address the dropout issue. Many do not have comprehensive systems in place to develop or use high quality data to monitor student progress in a timely manner and analyze data that will provide a warning of who is at-risk of dropping out. Most school districts need additional resources to develop comprehensive, system reform-focused action plans to reduce dropout rates and to implement promising dropout prevention and retrieval strategies and programs. Many do not have adequate time and resources to build partnerships with families and communities.

Effective dropout prevention and retrieval efforts must be part of a sustained, well planned system in each local school district and community. They must deliver relevant education, provide guidance and counseling, monitor students' progress in real time, provide access to nonacademic support, tailor individual plans and targeted strategies for individual students, and include administrative support to partner with families and the community.

The Legislature should take the following initial steps to develop such a system:

Recommendation 2.1: At a minimum, funding for the Building Bridges Program should continue at the current level (\$5 million) in the 2009–11 Biennium. Grant criteria should be modified by the Office of Superintendent of Public Instruction (OSPI) to provide more state-level direction to school districts to ensure they implement a school improvement planning process that addresses the full continuum of dropout prevention, intervention, and retrieval activities.

Recommendation 2.2: Legislative enhancements to public education should include basic education funding for school districts to develop and use quality data in order to implement and maintain early warning data systems, as developed by OSPI, that analyze school and district dropout patterns and provide in-time student progress monitoring.

Recommendation 2.3: Legislative enhancements to public education should include basic education funding for programs and support systems that motivate students and address academic and nonacademic barriers to learning, including:

- Comprehensive guidance and counseling.
- Enhanced funding for career and technical education.
- Enhanced funding for the learning assistance program and modification of the program to allow for expenditures to address nonacademic issues.
- Improved funding ratios for pupil support staff.
- Improved funding ratios for school nurses and grants to implement and sustain coordinated school health models that link with community providers.

3. Create A Dropout Retrieval System For 16 to 21 Year Old Youth Who Are Not Likely To Return To High School.

The 20,000 plus students who dropout every year in Washington prove that there is a need to develop a retrieval system as part of our basic education system. This system must provide an alternative educational pathway for 16 to 21 year old youth who are not likely to return to high school but who still need an education in order to become economically self-sufficient and to contribute as part of our state's workforce. While prevention and intervention efforts will help address this problem, local school districts will still face significant challenges in retrieving the dropouts who are so far behind in credits that graduation is unlikely. Luckily, successful retrieval/reengagement programs, funded with Basic Education Act (BEA) dollars, have existed for years and can serve as replicable models to serve these youth.

There remains, however, a key problem that this workgroup recommends be addressed. Reengagement programs exist in a piecemeal fashion and current regulations do not provide clear authority for these programs to operate. As a result, many school districts are unwilling to enter into contracts for dropout retrieval programs outside the K–12 system. Several retrieval programs serving hundreds of students have either been forced to close down or are on the brink of closure. This means decreasing and

inconsistent access at a time when we need increased and systematic access in order to adequately serve the thousands of dropouts across the state.

The development of a statewide system of dropout retrieval programs will require building on what we already have and know but going further to identify consistent programmatic goals, create a regional administrative structure, develop consistent contracting mechanisms, BEA reimbursement rates, and adopt clear and uniform standards and eligibility criteria. Therefore, the Legislature should:

Recommendation 3.1: Establish a statewide dropout retrieval system with programmatic goals for students to make significant basic skill gains, complete a high school credential, gain college and work readiness skills, and obtain an industry credential or certificate.

Recommendation 3.2: Develop a single, comprehensive regulatory framework to guide and govern dropout retrieval programs. Regulations should include:

- Eligibility requirements based on nonattendance, credit to age ratio, and/or recommendations from third parties (i.e., juvenile justice staff, foster care case managers, DSHS case managers) to ensure appropriate student placement.
- Standards for required program service elements (case management, specialized instruction, teaching qualifications, access to support services) and program outcomes.
- Standards for billing and reimbursement methodology.

Recommendation 3.3: Establish the authority for regional partnerships to design services for 16 to 21 year old youth who have dropped out and are not likely to return to high school and identify a lead agency to contract for such services. Partners and eligible contractors should include school districts, educational service districts, workforce development councils, community and technical colleges, skills centers, nonprofit organizations, and other governmental or tribal entities.

I. Background

1. Legislative Overview¹

In 2007, the Legislature passed Substitute House Bill (SHB) 1573, which charges OSPI with the implementation of Building Bridges, a comprehensive dropout prevention, intervention, and retrieval system. The legislation requires the development of a grant program and a state-level multi-systems workgroup. From funds appropriated for the grant program, the legislation calls for one grant to be awarded to First Place School for a two-year demonstration project. First Place School will submit a report to the Legislature by December 1, 2009.

Grant Programs

The Building Bridges grant program awards grants to partnerships of schools, families, and communities to build a comprehensive dropout prevention, intervention, and retrieval system. Each partnership must include at least one school district, and shall be led by one of several specified entities. Partnerships are required to identify students at-risk of dropping out of school, or who have dropped out, and provide those students with assistance and support to facilitate the continuation of their education. These grants are to serve at-risk middle and high school students. Targeted student populations to be identified include youth in foster care, the juvenile justice system, special education, and youth who have dropped out of school. Partnerships must provide all of the following programs and activities:

- A system that identifies students at-risk of dropping out from middle through high school and offers timely interventions.
- Coaches or mentors for students.
- Staff that coordinates the partners.
- Retrieval or re-entry activities.
- Alternative educational programming.

From funds appropriated for the grant program, the legislation calls for one grant to be awarded to a two-year demonstration project focusing on three distinct communities and populations—two in Western Washington and one in Eastern Washington. This grant recipient must submit a report to the Legislature by December 1, 2009.

State-Level Workgroup

The legislation further charges OSPI with establishing a state-level workgroup. This workgroup is required to develop and track performance measures and benchmarks and identify research-based and emerging best practices. In addition, the workgroup must report to the Legislature and the Governor with recommendations for implementing emerging best practices in dropout prevention, intervention, and retrieval

¹ *Appendix A: Legislative Overview: Building Bridges: Dropout Prevention, Intervention, and Retrieval*

programs; needed additional resources; and the elimination of fiscal, legal, and regulatory barriers that prevent coordination of local and state programs.

2. Building Bridges State-Level Workgroup Description

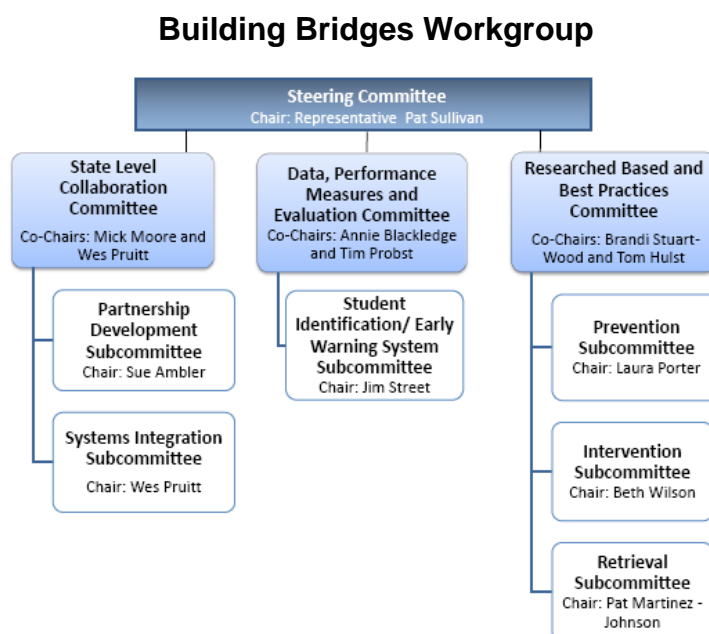
The purpose of the workgroup is to develop recommendations regarding state policies, best practices, and necessary resources to support the following goals:

1. A measurable reduction in the dropout rate, an increase in the on-time graduation rate, and the successful re-entry and achievement of students who have dropped out of school.
2. The development of partnerships, at the state and local level, to build a sustainable and comprehensive statewide dropout prevention, intervention, and retrieval system.

Scope of Workgroup Efforts—Legislative Requirements

To assist and enhance the work of the Building Bridges Program, the state-level workgroup shall:

1. Identify and make recommendations for the reduction of state fiscal, legal, and regulatory barriers, which prevent coordination of dropout program resources across agencies at the state and local level.
2. Make recommendations regarding the improvement of state data systems and state required district reporting requirements that support district dropout prevention, intervention, and retrieval.
3. Identify and make recommendations regarding research-based and emerging best practices regarding prevention, intervention, and retrieval programs including the development and tracking of performance measures and benchmarks for each including student demographics and outcomes.



Steering Committee Members

Representative Pat Sullivan, Workgroup Chair, Washington State House of Representatives

Senator Rosemary McAuliffe, Washington State Senate

Representative Skip Priest, Washington State House of Representatives

Mona Johnson, Office of Superintendent of Public Instruction, Learning and Teaching Support Director

Wes Pruitt, Legislative Liaison, Workforce Training and Education Coordinating Board

Terri Barbee, Employment Security Department, Washington Service Corps Director

Tom Kelly, Washington State Association of Educational Service Districts, Legislative Liaison

Tim Probst, Washington Workforce Association, Chief Executive Officer

Jerry Bender, Association of Washington State Principals, Director of Governmental Relations

Laura Porter, Washington State Family Policy Council, Staff Director

Committee Descriptions

State-Level Collaboration Committee

Purpose: Identify and make recommendations for the reduction of fiscal, legal, and regulatory barriers that prevent coordination of program resources across agencies to support the development of sustainable dropout prevention, intervention, and retrieval partnerships at the state and local level.

Objectives: Identification of major barriers and recommendations regarding state-level barriers to collaboration such as lack of common data systems, information sharing, system coordination issues, different criteria for services, geographical disconnect (lack of uniform service areas), etc.

- Survey of state-level agencies that are engaged in dropout services regarding barriers to coordination and collaboration.
- Research on best practices in local school/community partnerships and state-level collaboration.

- Research and identification of funding and programs at state-level for supporting at-risk youth and recommendations for encouraging collaboration between “funding silos.”

System Integration Subcommittee Charge: To make recommendations regarding the collaboration of state-level agencies on behalf of at-risk youth, including the reduction of fiscal, legal, and regulatory barriers that prevent coordination of program resources across agencies.

Local Partnership Development Subcommittee Charge: To make recommendations regarding the development of sustainable partnerships in school communities throughout the state.

Research-based and Emerging Practices Committee

Purpose: Make recommendations regarding research-based and emerging best practices in dropout prevention, intervention, and retrieval programs in Washington State. This includes the development and tracking of performance measures and benchmarks for each including student demographics, outcomes, and evaluation of potential program replication.

Objectives:

- Literature review of emerging best practices (based on Re-investing in Youth document and/or other available research efforts).
- Possible survey and catalogue of current Building Bridges Program components and/or promising practices implemented in the state (multiple systems review).
- Recommendations regarding developing a multiple systems framework to determine what works.
- Recommendations on the critical program elements to be included in expansion/refinement of the Building Bridges Program.

Prevention Subcommittee Charge: To identify and evaluate emerging and promising practices in dropout prevention that focus on all students, and develop a best practice framework based on the key elements of effective programs.

Intervention Subcommittee Charge: To identify and evaluate emerging and promising practices in dropout intervention for “at-risk” students. This is to include a focus on activities such as coaches/mentors, individual education planning, alternative education programming, and wraparound service approaches.

Re-engagement Subcommittee Charge: To identify and evaluate emerging and promising programs, strategies, and activities in dropout retrieval for students who have dropped out of school including rapid retrieval interventions and programs and services for older youth not returning to traditional high school settings.

Data, Performance Measures, and Evaluation Committee

Purpose: To develop state-level performance measures and benchmarks for dropout prevention, intervention, and retrieval programs and activities. This includes recommendations for statewide measures and targets for reducing the dropout rate, increasing the on time graduation rate, and increasing the successful re-entry and achievement of students who have dropped out of school.

Objectives

- Research and identify need for and benefits of developing an early warning system for student identification.
- Recommendations regarding the improvement of state data systems and state required district reporting requirements that support district dropout prevention, intervention, and retrieval strategies.
- Identification of program elements to be evaluated. (Report on Building Bridges grant program evaluation will be made as a part of the Evaluation Report to the Legislature).
- Establish a systemwide sense of purpose by recommending “mission metrics.” Review of federal and state agencies performance measures and benchmarks—recommendations regarding alignment of, and/or development of a uniform standard for performance measures and benchmarks (coordinate with State Board of Education).

Student Identification/Early Warning System Subcommittee Charge: Make recommendations to improve state data systems and reporting requirements for at-risk students and those who have dropped out, including the development and implementation of a statewide early warning system to address dropout risk factors and student identification.

II. Recommendations

The Dropout Problem: A Time to Act

The consequences of not graduating from high school are serious for both individuals and society as a whole. Students who exit school prematurely face an uphill battle throughout their lifetimes in securing a livable wage in the global economy. Dropouts often become the homeless on our streets, the prisoners in our correctional facilities, and the clients of many publicly provided social services.

To address this problem, the Legislature directed the Building Bridges Workgroup to make recommendations to reduce our state's dropout rate. The Workgroup felt it could best contribute to state efforts by focusing its attention in the first year on three fundamental systemic issues related to the dropout problem. We are recommending initial steps needed to:

1. Establish a statewide goal for reducing dropouts and develop a coordinated system of cross-agency supports at the state and local level to achieve that goal.
2. Build the resources and systems needed by school districts to plan and develop comprehensive, culturally relevant dropout prevention and intervention programs and activities.
3. Create a dropout retrieval system which provides a meaningful career pathway option for students who have dropped out and are not likely to return to the K–12 school system.

In related efforts, the Legislature directed each Ethnic Commission to create a workgroup and develop strategic plans to close the achievement gap for minority students and directed Washington Institute of Public Policy (WSIPP) to conduct an analysis of the Becca Bill to examine local practices regarding compulsory school attendance and truancy. The Workgroup anticipates utilizing the reports of the Ethnic Commissions and WSIPP in developing recommendations to be reported in December of 2009.

1. Set a Statewide Goal for All Youth and Ask Youth-Serving Agencies to Coordinate Efforts to Achieve It.

Background

The Challenge: Achieving a high level of education and skills has become an economic necessity in the 21st Century economy. However, according to the latest statistics from the Office of Superintendent of Public Instruction (OSPI), 27.5 percent of students in the Class of 2007 did not graduate on-time with their peers. Those same statistics indicate that during the 2006–07 school year, 20,122 students dropped out. The consequences of not graduating from high school are serious for both individuals and society as a whole. Students who exit school prematurely face an uphill battle throughout their lifetimes in securing a livable wage in the global economy. High school dropouts earn significantly less than high school graduates over their lifetimes.² Students who dropout tend to experience more frequent occurrences of early pregnancy, substance abuse, mental health issues, and tend to have greater need for publicly funded health and social services.³ Youth transitioning back to the community from incarceration, those who are homeless, in special education, and living in foster care are substantially more at-risk.⁴

A Communitywide Issue: The role of reducing the number of public school dropouts is not solely that of the K–12 school system. Research shows that risk and protective factors related to dropping out span the influences of home, school, and family.⁵ Successful attempts to address this multiple dimension problem have involved a coordinated approach that draws on the resources of all youth-serving agencies and organizations that provide support and services to students and families.⁶

Agency Coordination: The 2007 Legislature, in SHB 1573, directed the Building Bridges Workgroup to “identify and make recommendations for the reduction of state fiscal, legal and regulatory barriers, which prevent coordination of dropout program resources across agencies at the state and local level.” Nine state agencies provide 66 programs that support at-risk youth in Washington State.⁷ These agencies identify their program objectives independently from each other. The objectives are seldom explicitly related to keeping youth engaged in education. They also administer programs that may not align with the services of other agencies, even as they serve the same struggling youth or his/her family. There is little coordination among these programs to eliminate barriers to efficient and effective service provision at the local level.

Based on a survey conducted by the Systems Integration Subcommittee of the Building Bridges Workgroup,⁸ people who work with struggling youth in local communities

² Alliance for Excellent Education Issue Brief, January 2007.

³ Alliance for Excellent Education Issue Brief, January 2007.

⁴ Alliance for Excellent Education Issue Brief, August 2008.

⁵ Hammond et al., 2007 for Communities in Schools.

⁶ Catalano et al., 1999; Gottfredson, 1998; Lehr et al., 2004.

⁷ See Appendix C.

⁸ See Appendix D.

express the concern that many are lost or their needs ignored because schools do not have information about which students are struggling with homelessness, domestic abuse, substance abuse, mental health issues, or other nonacademic problems. Data-sharing problems include a lack of understanding about what data can be shared, a lack of policy in place that encourages data-sharing and provides guidance on how to do it, and existing restrictions on data use. There is insufficient professional development across agencies about the needs of and services for at-risk youth. The survey also indicated that front line workers in education and agencies that provide services for at-risk youth are often unfamiliar with services provided by other youth-serving agencies. Many persons working with youth may not be familiar with the latest findings related to the effects of trauma on children and youth.⁹ Research indicates that teachers need to create more culturally aware classrooms, teach to a full range of learning styles, and deploy teaching strategies that are effective for all students.¹⁰

Progress to Date: SHB 1573 Building Bridges has provided an opportunity for representatives from different agencies to learn about each other's programs and begin discussions about how we can work together to reduce the dropout rate. However, not all key agencies are at the table on a regular basis and there is no certainty that current agencies participating will continue to commit significant staff time to this partnership effort. To date, the Building Bridges Workgroup has relied on agency staff with other duties to participate in these joint planning efforts.

Recommendations

Directing the resources of state agencies and their regional and local counterparts to address the dropout problem in a coordinated and efficient manner in communities throughout the state will require a bold statement by the Legislature and Executive branches on the importance of the dropout issue. Statewide goals and targets, including targets to reduce disproportionality, for improving the graduation rate and helping students who have dropped out become college and career ready will need to be set. The dropout issue will need to become a cross-agency priority. Agencies will need to partner with each other in setting specific objectives and performance measures and coordinating programs and services at the state and local level. Adequate support for working together, distinct from service delivery and other administrative functions, will need to be provided. State agencies will need to provide guidance for local entities as to what information about at-risk youth can be shared and the proper procedures for doing so. Professional development will need to be provided for educators on teaching to at-risk youth. There will need to be cross-training of youth workers on how to address the needs of youth through the services provided in their respective agencies as well as training on cultural diversity.

⁹ Teicher, 2008.

¹⁰ Shannon and Bylsma, "Addressing the Achievement Gap," OSPI, 2002.

Priorities: The following recommendations are initial steps to ensure youth-serving agencies coordinate their programs to help reduce the dropout rate:

Recommendation 1.1: The Legislature should set statutory goals and targets, including targets for reducing disproportionality, to address the dropout problem as follows:

1.1. A: Establish a 2015 target for the percentage of students that will graduate from high school.

1.1. B: Establish a 2015 target for the percentage of youth who have dropped out to reengage in education and be college and work ready.

Recommendation 1.2: The Legislature should direct state agencies that provide major programs for at-risk youth and dropouts to develop programmatic objectives and measures to help meet the state dropout goals and to work together to achieve those goals. Specifically, the Legislature should direct state agencies to provide:

1.2. A: Protocols and templates for model agreements on sharing records and data to improve outcomes for at-risk youth.

1.2. B: Professional development within existing resources that informs staff about the latest research in working with at-risk youth and provides knowledge about programs and services for such youth.

2. Build Local Dropout Prevention and Intervention Systems and Practices.

Background

Building Bridges Grant Program: SHB 1573 (2007) provided grants to partnerships of schools, families, and communities to build a continuum of dropout prevention, intervention, and retrieval activities. Building Bridges grantees are required to identify students at-risk of dropping out of school, or who have dropped out, and provide those students with assistance and support to facilitate the continuation of their education. These grants serve at-risk middle and high school students and are required to provide all of the following programs and activities:

- A system that identifies students at-risk of dropping out from middle through high school and offers timely interventions.
- Coaches or mentors for students.
- Staff that coordinates the partners.
- Retrieval or re-entry activities.
- Alternative educational programming.

While Building Bridges grantees have been in operation only eight months, they have begun developing the components of a comprehensive dropout prevention and intervention system. OSPI expects to learn more in the next year from the evaluation of these grants as to the programs and practices that are proving to be most effective in reducing the dropout rate.

Emerging and Promising Practices: During the last year, the Emerging and Promising Practices Committee of the Building Bridges Workgroup has reviewed the research to identify programs and activities that school districts should focus on to improve their graduation rate. The following are important activities and programs for local school districts to implement to improve the graduation rate of their students:

- *Improved Academic Instruction:* While important changes in education have occurred in recent years, the basic method of delivering instruction has stayed substantially the same. Many schools use a rich variety of pedagogy, but most instruction is characterized by the “stand and deliver” approach. There is a need to establish recognized and routine strategies to be employed when students fail to learn—to relentlessly pursue and personalize student learning for diverse, struggling, and discouraged learners. Commonly agreed upon strategies can be pursued consistently within classrooms and throughout the school, including: in-class tutoring, sheltered instruction, and a variety of pedagogy; clear and consistent consequences for absences and missing assignments; and strategies for home-school communication with frequent progress reports.¹¹
- *Alternative Education Programs:* Students have different learning styles, many have individualized challenges, and all require a variety of educational strategies to be successful, as “one size does not fit all.” Literature reviews show that school districts should provide programmatic options for struggling students. Smaller learning communities with more individualized instruction, online learning, and alternative schools that offer specialized programs to students at-risk of dropping out are often more appropriate options for struggling students.¹²
- *Comprehensive Career Guidance and Career and Technical Education (CTE) Programs:* Comprehensive career guidance and CTE can provide a more relevant learning experience for many students by connecting the coursework they are taking with their career interests. While many youth leaving high school will at some point in their lives seek out post-secondary education, almost all will seek employment. Even those youth who continue on to post-secondary education are doing so in order to prepare for employment. A major factor in the decision to dropout is that classes are not interesting to students. Students need high school coursework to be relevant. They are looking for a connection to the “real” world. The evaluation of Navigation 101 has shown promise in improving

¹¹ Eaker and DuFour, "Getting Started: Restructuring Schools to Become Professional Learning Communities," 2002.

¹² Bridgeland and Dilulio Jr., "The Silent Epidemic: Perspectives of High School Dropouts," 2006.

the graduation rate¹³ and studies of career and technical education have shown that it can have a positive effect in preventing at-risk students from dropping out.¹⁴

- *Personal Relationship with Caring Adults:* Students often drop out of school because of their own particular personal and family circumstances, as well as academic struggles. A strong factor for protecting such students from dropping out is a relationship with a caring adult. Students, themselves, often cite the lack of a relationship with a teacher or an adult in school as a reason for dropping out. Students at-risk have a need for relationships that are characterized by high levels of trust, safety, and the sense of value.¹⁵ Relationships are the primary aspect of the “holding power” of schools. Holding power does not occur by simply starting a new program or changing one aspect of schooling; holding power is to develop strong relationships throughout the school. Schools should therefore intentionally establish policies, practices, and structures that create and support trusting relationships. The Navigation 101 program provides advisors to assist students in career planning. Adult mentors can be found in a wide variety of organizations including businesses, nonprofits, faith-based, and other public and private agencies. Activities such as mentoring and tutoring, after-school and summer school programs, and work-based and service learning opportunities can provide the venue for these relationships. Struggling students need even more intensive attention and advocacy.¹⁶ The well-researched program “Check and Connect” provides trained staff to provide this kind of support. Many of the Building Bridges grantees have implemented “Check and Connect” or other forms of this personalized support for the students they have identified as being at-risk.
- *Health Supports for Students:* Health status of youth is an important factor in the ability and willingness of students to complete school. Health promotion in schools is not just about encouraging children and young people to eat well and to exercise; it encompasses a much broader holistic approach. In some school districts, the “Coordinated School Health” initiative has resulted in gains in student attendance, improved teacher productivity, improved test scores, reductions in dropout, suspension, and expulsion rates.¹⁷ To the extent that mental, physical, and behavioral health challenges contribute to dropping out of school for some youth, school-based health centers could reduce those challenges.¹⁸ Within a safety-net system, school-based health centers augment access to care and quality of care for underserved adolescents compared with

¹³ *Navigation 101 Performance Status Report*, Social and Economic Services Research Center, June 2008.

¹⁴ *Career and Technical Education in the Balance: An Analysis of High School Persistence, Academic Achievement, and Postsecondary Destinations*, National Research Center for Career and Technical Education, 2001.

¹⁵ Eaker and Dufour Ibid.

¹⁶ Shannon and Bylsma, Ibid.

¹⁷ Cooper, 2005.

¹⁸ Melinkovich, Kempe, et al., 2007.

traditional outpatient care sites. Strategies for improved school health that can be considered by local school districts should include coordinated school health related programs and/or school-based health centers linked with community programs.

- *School-Family-Community Partnerships*: Schools often have limited ability to handle the wide variety of student needs. Combining forces with the community can increase student success, increase resources, and decrease risk factors. Schools should enhance their coordination with community-based institutions and government agencies to be able to respond individually and holistically to the academic, social, emotional, health, and mental health needs of each struggling student. Building school-family-community partnerships is a proven strategy for reducing the dropout rate according to the work of the National Dropout Prevention Center. The original Building Bridges legislation acknowledged the need for collaboration between local school districts and community partners to build wrap-around services for struggling students and dropouts by requiring grantees to provide staffing for partnership building. The documents reviewed by the workgroup and the survey of staff from youth-serving agencies confirm this need.¹⁹ School districts and youth-serving agencies and organizations tend to dedicate their limited resources to direct services, unless specifically encouraged to expend resources on community capacity building and partnership development. The Building Bridges Workgroup also commissioned an independent consulting firm to learn from three communities in Washington that have had success in reducing the rate of dropping out of school in recent years. A common element in those communities was *collaboration among multiple partners* in the effort. These communities all built capacity at the family, organizational, and community levels both to work together to effect change, and also to effectively select and implement strategies and programs for their local circumstance. Current programs that provide some resources for local/regional collaboration focused on school completion, in addition to the Building Bridges Program, include the Readiness to Learn Program, the Student Assistance Prevention and Intervention Services Program, and the Community Public Health and Safety Networks.

Systemwide Planning and Implementation: While implementation of individual promising programs and activities has the capacity to improve graduation rates, a strategic approach that integrates multiple programs and activities has the potential to make a much bigger difference. For dropout prevention and intervention efforts to be the most effective and to be sustained over time, they need to be part of a systematic and comprehensive effort in each local school district community. Currently, school districts are not knowledgeable about or engaged in dropout-related assessment and planning processes that are needed to build a systematic effort. They lack expertise in implementing promising programs and strategies and in building partnerships with families and local community members. However, Reinvesting in Youth, a Building Bridges grantee, has recently developed a dropout prevention planning guide to assist

¹⁹ See Appendix C and D.

school districts in this comprehensive school improvement planning and implementation process.

Dropout Early Warning Data: Local school districts can also be helped in building a systematic effort through the use of good data. Research has recently determined that there are critical indicators (such as school attendance, academic struggles, and behavioral problems) that can reliably predict which particular students are likely to drop out before receiving their high school diploma.²⁰

Generating this data is good news for educators, reformers, and advocates interested in improving student outcomes. Specific early warning data and well-designed monitoring systems can be used both to identify at-risk students and to gauge their level and cause of risk. Patterns in early indicators can be examined at the school and district levels to identify systemic weaknesses in schools that are actually increasing the likelihood that students will dropout.

Some school districts, such as Everett and Franklin Pierce, have developed systems to generate this early warning data. They use the data to provide in-time monitoring of student progress related to these critical indicators. However, many schools simply do not have the internal capacity—including time, expertise, and technological tools—to analyze student data, select indicators and triggers, identify at-risk students, communicate this information to necessary stakeholders, and train and support school staff to maximize the power of these systems. Inadequate data collection, entry, maintenance, and resources limit the ability of districts to thoroughly analyze the critical indicators and can lead to inaccurate conclusions. OSPI is currently developing a model dropout early warning system and intervention process in collaboration with ESD 113, Shelton School District, and Washington School Information Processing Cooperative (WSIPC) that can be replicated statewide and should assist in addressing this problem.

There is also a lack of common federal, state, and local definitions for critical dropout indicators, such as school absences. Comparison and monitoring of data within and between districts is very difficult as a result.

Currently, there are inconsistent and limited incentives for school districts to prioritize support systems for students at-risk of dropping out and there are no meaningful consequences for failing to meet graduation goals under No Child Left Behind (NCLB) (very few high schools are Title I schools). This combination of factors creates disincentive for some local school districts to work with their community partners to provide the supports needed for struggling youth to succeed.

The State Board of Education is currently exploring state accountability issues, including interventions for underperforming schools and an improved technical assistance program. OSPI has developed a highly successful focused assistance program to help schools improve their academic scores. In this past year, Reinvesting in Youth, a King County initiative (partially funded by the Building Bridges Program) has developed a guide for school districts on how to address the dropout issue through the school

²⁰ Achieve, Inc., Identifying Potential Dropouts, June 6, p. 3.

improvement planning process. They are also offering expert facilitators to school districts to assist them in the planning process and implementation of proven strategies.

Recommendations

Schools cannot meet the dropout challenge alone. Community support will be needed, particularly to reduce nonacademic barriers to learning. Local school districts will need to build a community action team of school staff, students and family members, and community members to create a shared vision and purpose, leverage resources, share risks, and provide accountability for the dropout issue. They will need to create a sustainable partnership, designating staff time and personnel to provide technical assistance and adequate resources to prepare teachers, administrators, school staff, students, family members, and community members for engagement and collaboration. The Building Bridges Workgroup will explore ways to build coordinated efforts for the development of local partnerships. In addition to building these partnerships through the Building Bridges Program, the Readiness to Learn Program, Assistance Prevention and Intervention Services Program and Community Public Health and Safety Networks should continue to be funded to assist in this effort.

The K–12 school system does have an obligation, apart from the local community, to address the dropout issue so that all students can be successful. They must specifically plan for dropout prevention and intervention, monitor students' progress in a timely manner, deliver effective academic instruction, offer alternative educational programming, offer a solid career and technical education program, provide a comprehensive guidance and counseling system and basic health services, develop individual plans and targeted strategies for struggling students (including individual support and advocacy for students who need it), and provide administrative staff to partner with parents, the local community, and other support agencies to reduce academic and nonacademic barriers to learning. It can be argued that students with barriers to learning will not have a "reasonable opportunity to learn" without these activities and services in place.

Many of these needed dropout-related programs and activities that should be delivered by local school districts can be done so within existing Basic Education Act allocations, provided "basic education" is fully funded. Full funding must be provided for "academic" programs such as comprehensive guidance and counseling, career and technical education, and the learning assistance program. Also, full funding for "nonacademic" programs related to the dropout issue, such as health and counseling services, is needed.

Dropout prevention and intervention efforts by local school districts, however, cannot be sustained over time and make a significant impact on improving high school graduation unless they are part of a systematic effort by the school district and local community. The current Building Brides Program must be continued as the initial step in the development of a comprehensive dropout prevention and intervention system. Future grantees can serve as a model for how to plan and build a comprehensive dropout prevention and intervention system in local school district communities. The Building

Bridges Workgroup will also work with OSPI to develop a dropout prevention and intervention planning component that can be added to the school improvement planning process.

The Legislature will need to phase in support for additional funding components in order to build a statewide comprehensive dropout prevention and intervention system. Of primary importance is the development of an early warning data system to identify struggling students and target timely interventions. Next, the Building Bridges Workgroup will need to continue to work with OSPI to monitor the evaluation of the Building Bridges grantees and conduct research to identify the most effective programs and activities, including interventions for struggling students. In addition to supporting emerging best practices, future recommendations will need to address how to provide administrative support for comprehensive school improvement planning that specifically addresses the dropout issue, the implementation of proven programs and strategies, and the building of school-family-community partnerships. The Building Bridges Workgroup will also need to work with the State Board of Education and OSPI to develop incentives and accountability mechanisms to encourage districts to address the dropout issue and focused assistance services for school districts with a severe dropout problem.

Priorities: The following recommendations should be implemented as the first stage in developing comprehensive dropout prevention and intervention systems in local school district communities:

Recommendation 2.1: At a minimum, funding for the Building Bridges Program should continue at the current level (\$5 million) in the 2009–11 Biennium. Grant criteria should be modified by OSPI to provide more state-level direction to school districts to ensure they implement a school improvement planning process that addresses the full continuum of dropout prevention, intervention, and retrieval activities.

Recommendation 2.2: Legislative enhancements to public education should include basic education funding for school districts to develop and use quality data in order to implement and maintain early warning data systems, as developed by OSPI, that analyze school and district dropout patterns and provide in-time student progress monitoring.

Recommendation 2.3: Legislative enhancements to public education should include basic education funding for programs and support systems that motivate students and address academic and nonacademic barriers to learning, including:

- Comprehensive guidance and counseling.
- Enhanced funding for career and technical education.
- Enhanced funding for the learning assistance program and modification of the program to allow for expenditures to address nonacademic issues.
- Improved funding ratios for pupil support staff.
- Improved funding ratios for school nurses and grants to implement and sustain coordinated school health models that link with community providers.

3. Create a Dropout Retrieval System for 16 to 21 Year Old Youth Who are Not Returning to High School.

Background

School District Challenges: Local school districts have a difficult challenge in retrieving and serving 16 to 21 year old students who have dropped out and are so far behind in credits that graduation is unlikely. For a variety of reasons, they are not in a position to successfully reengage these students. These students seldom want to return to the same school environment they voluntarily or involuntarily abandoned. School districts are ill equipped to track students who have crossed district boundaries and live in a variety of locations.

Types of Retrieval Programs: Due partly to the reasons cited above, the primary dropout retrieval programs (other than alternative high schools operated by local school districts) that exist in Washington State are operated by outside agencies and organizations through contracts with local school districts. Of these, there are two basic program types—college retrieval programs and reengagement community learning centers. College retrieval programs are usually located on college campuses and offer specialized college introductory classes, basic academic skills (ABE) instruction, Graduation Equivalency Diploma (GED) preparation, and, often, enrollment in regular degree and certificate programs. Reengagement community learning centers are usually not located on college campuses and do not usually offer college courses. They offer basic math, reading, and writing support, GED completion, high school credit recovery, and/or college academic preparation on a year-round, open enrollment basis. They also assist students in addressing personal barriers to success and in successfully transitioning to college or work.

Retrieval Program Funding: Dropout retrieval programs that do exist are not funded in any systematic way across the state. While some receive local community support, grants, or federal Workforce Investment Act (WIA) Youth Program dollars, BEA funds through contracts with local school districts are their primary funding source. Unfortunately, for reasons detailed below, many school districts are no longer willing to provide the BEA funding that has been provided for years. The federal WIA monies have also been shrinking. Yet, the cost of serving students in retrieval programs remains high. Students in dropout retrieval programs need staff-intensive, long-term case management/counseling support to address numerous barriers and to navigate their way through systems in which they have failed or of which they are unfamiliar. They need specialized and individualized instruction, at least initially. They have emergency financial needs and employment needs that must be addressed concurrently with education.²¹

²¹ Educating All Our Children, Nancy Ashley, March 2007; Transition to Higher Education Policy Framework, Weisstein and Horowitz, March 2008; California Dropout Research Project, August 2007–April 2008.

Programmatic Goals: Currently, most dropout retrieval programs focus on the attainment of skills needed for a GED as well as the acquisition of additional skills that prepare dropouts for college and/or economic self-sufficiency in the workplace. They are aware that the GED alone is not a sufficient credential to survive in the market place, but is rather a stepping stone to further education. In 2005, the State Board for Community and Technical Colleges (SBCTC) published a nationally recognized research paper (the “tipping point” research) that provides evidence that attending community or technical college for at least one year and earning a credential provides a substantial boost in earnings for adults.²² Conversely, students attaining a GED or a diploma alone are much less likely to be able to earn the same amount or to find jobs as easily.

A Looming Crisis: During the past two years, several dropout retrieval programs serving hundreds of students who have dropped out of public schools have either been forced to close down or are on the brink of closure because local school districts are no longer willing to provide Basic Education Apportionment (BEA) monies. School districts are working hard at helping all enrolled students achieve a high level of academic success and stay in school. They are intervening with students still on a path to graduation but at-risk of dropping out. It is nearly impossible to direct limited resources away from these students who are still in the system and still contributing toward the Washington Assessment of Student Learning (WASL) scores and Adequate Yearly Progress (AYP). There are few resources to go after students who have “chosen to leave.” Also, retrieving students who have dropped out can adversely impact academic performance results. Lack of local school district support has also occurred because of unclear statutory language, fear of audit findings or noncompliance, misunderstandings, communication breakdowns, lack of appropriate contractual language, and a perceived attitude of too much risk and exposure. Ambiguous contracting, funding, operational outcomes, and oversight mechanisms for existing programs has further diminished local district support. Fixes to shore up these programs have been put into statute on a piecemeal basis, but overall the statutory authority for their existence and oversight is dispersed and weak.

Recommendations

Creating a system that provides an alternative educational pathway for 16 to 20 year old dropouts that leads to educational self-sufficiency will require the development and funding of systematic, statewide dropout retrieval programs as part of our basic education structure. Such a system will be successful in engaging and retaining dropouts because it will not insist on their pursuit of a high school diploma as their primary goal. Dropout retrieval programs in the statewide system will be designed to provide needed support services and opportunities for remedial education and the awarding of high school credit. GED preparation should be allowed because it is a

²² Research Report No. 06-2 Building Pathways to Success for Low-Skill Adult Students: Lessons for Community College Policy and Practice from a Longitudinal Student Tracking Study, Washington State Board for Community and Technical Colleges, April 2005.

credential still recognized by most employers, the court system, and the military. However, the dropout retrieval system, will also ensure that older youth attain the skills needed to be prepared for entry into college and/or livable wage employment. Goals and performance measures that ensure skill gains are made and students are adequately prepared for further education and work will need to be set. The system will also support students in reaching the “tipping point” by providing guaranteed, tuition-free access to college classes—at least until students have obtained college readiness and work readiness skills or turn 21.

The dropout retrieval system rules need to ensure that all students (and their parents) who are considering a dropout retrieval program have the guidance, counseling, and support to, first, explore all possible options for attaining a diploma through the more traditional high school completion route. Clear eligibility requirements need to be put into place to ensure that high school students do not “jump” into friendlier dropout retrieval programs—these programs must truly be a last resort when graduation is extremely unlikely. Eligibility requirements will also need to ensure that such programs do not encourage school districts to “dump” students who require disproportionate amounts of staff time and pull down district or building performance statistics. Standards and rules will also need to address program quality, comparability, and credibility and guarantee the proper use of BEA funding.

Billing and reimbursement methodology for these retrieval programs should be standard across the state to ensure the availability of BEA funds for the students they serve through a standard contract. While the standard BEA reimbursement rate should be the foundation for reimbursement, seat time attendance should not be the basis. Reimbursement should be based on the number of students enrolled each month and the type of instruction each student receives.

In order for successful dropout retrieval programs to continue, they must be knitted together into a geographically accessible system. There is a need to engage entities that have a successful history of regional service provision in this dropout retrieval system. A broad partnership of existing providers currently serving these dropouts should be built based on existing regional relationships. Local school districts, educational service districts, workforce development councils, community and technical colleges, skills centers, and community-based organizations need to be at the table to leverage available resources and design efficient programming. The partnership developed must be able to focus on dropouts who no longer fit well in the standard high school system and must see serving these students as a primary mission. School districts should have the choice to serve these students or contract with the regional service provider for program services. If school districts choose to contract with a regional service provider, they would sign a standard contract for the provision of BEA dollars, but the student would remain enrolled in their district for the purposes of accountability and special education services. Criteria should be developed for determining the lead entity for the regional partnership. Contractors could include workforce development councils, community and technical colleges, skills centers, school districts willing to provide regional alternative schools, nonprofit organizations, and other governmental or tribal entities.

There is also a need to develop, administer, and provide enhanced funding beyond the BEA dollars for dropout retrieval programs. The funding for dropout retrieval programs must provide enough resources for individualized and intensive basic skills instruction, case management, and other support services. It also must provide tuition-free postsecondary options for these youth. A funding mechanism to supplement BEA funding needs to be put in place. The Building Bridges Workgroup will continue to work with the Legislature, education, postsecondary education, and the workforce system to develop funding options beyond the BEA monies.

Priorities: The Legislature should take the following initial steps to create a retrieval system that provides an alternative educational pathway for 16 to 21 year old dropouts:

Recommendation 3.1: Establish a statewide dropout retrieval system with programmatic goals for students to make significant basic skill gains, complete a high school credential, gain college and work readiness skills, and obtain an industry credential or certificate.

Recommendation 3.2: Develop a single, comprehensive regulatory framework to guide and govern dropout retrieval programs. Regulations should include:

- Eligibility requirements based on nonattendance, credit to age ratio, and/or recommendations from third parties (i.e., juvenile justice staff, foster care case managers, DSHS case managers) to ensure appropriate student placement.
- Standards for required program service elements (case management, specialized instruction, teaching qualifications, access to support services) and program outcomes.
- Standards for billing and reimbursement methodology.

Recommendation 3.3: Establish the authority for regional partnerships to design services for 16 to 21 year old youth who have dropped out and are not likely to return to high school and identify a lead agency to contract for such services. Partners and eligible contractors should include school districts, educational service districts, workforce development councils, community and technical colleges, skills centers, nonprofit organizations, and other governmental or tribal entities.

Appendix A: SHB 1573 Building Bridges Legislative Overview

Building Bridges-Dropout Prevention, Intervention, and Retrieval

Summary

The 2007 legislative session created “Building Bridges” (HB 1573)—a grant program for partnerships of schools, families, and communities to build a comprehensive dropout prevention, intervention, and retrieval system. These grants will serve at-risk middle and high school students and target youth in foster care, the juvenile justice system, special education, and youth who have dropped out of school. From funds appropriated for the grant program, the legislation calls for one grant to be awarded to First Place School for a two-year demonstration project.

Eligible Grant Recipients

An eligible recipient must be a school district, a tribal school, an area workforce development council, an educational service district (ESD), an accredited institution of higher education, a vocational skills center, a federally recognized tribe, a community organization, or a nonprofit corporation. The recipient will act as a lead agency for the local partnership. If the lead agency is **not** a school district, at least one school district **must be** a member of the partnership.

To be eligible, grant applicants must:

- Build or demonstrate a commitment to building a broad-based partnership that considers an effective model for school-community partnerships and includes a broad array of stakeholders.
- Demonstrate how the grant will enhance dropout services already in place.
- Provide a 25 percent match (this may include in-kind resources).
- Track and report data required by the grant.
- Describe how the dropout prevention, intervention, and retrieval system will be sustained after initial funding including the roles of each of the partners.

Local Partnerships

Local partnerships will include local membership from, but not limited to:

- | | | |
|--|--|---|
| <ul style="list-style-type: none">• School Districts• Tribal Schools• Secondary Career and Technical Education Programs• Local Skills Centers• Educational Service District• Area Workforce Development Council• Accredited Institutions of Higher Education | <ul style="list-style-type: none">• Tribes or Other Cultural Organizations• Parent Teacher Association• Juvenile Court• Prosecutors and Defenders• Local Health Department• Health Care Agencies• Public Transportation Agencies | <ul style="list-style-type: none">• Parents and Youth• Local Department of Social and Health Services Division Representatives• Businesses• City or County Government Agencies• Civic Organizations• Youth-Serving Community-Based Organizations |
|--|--|---|

Required Program Components

Partnerships must provide all of the following programs and activities:

- A system that identifies students at-risk of dropping out from middle through high school and offers timely interventions.
- Coaches or mentors for students.
- Staff that coordinates the partners.
- Retrieval or reentry activities.
- Alternative educational programming.

In addition to the legislative requirements, research indicates a positive youth development approach, family supports, youth leadership, and community service opportunities are also important elements of effective dropout prevention, intervention, and retrieval programs.

The Role of OSPI

- Identify criteria for grants and evaluate proposals in consultation with the Workforce Training and Education Coordinating Board.
- Develop and monitor requirements for grant recipients to:
 - Identify students, beginning in middle school, who both fail the Washington Assessment of Student Learning (WASL) and dropout of school.
 - Identify strengths, gaps, and goals.
 - Use research-based and emerging best practices.
 - Develop a coordinated outreach campaign to bring public and private organizations together and to provide information about the Building Bridges Program to the local community.
- In awarding grants, OSPI will prioritize schools or school districts with dropout and truancy rates above the state average and award grants in different areas of the state.
- Identify and disseminate successful practices; develop requirements for grant recipients to collect and report data; and contract with a third party to evaluate the partnership.
- Establish a state-level workgroup.
- By December 1, 2008, OSPI will begin annual reporting to the Legislature.

State-Level Workgroup

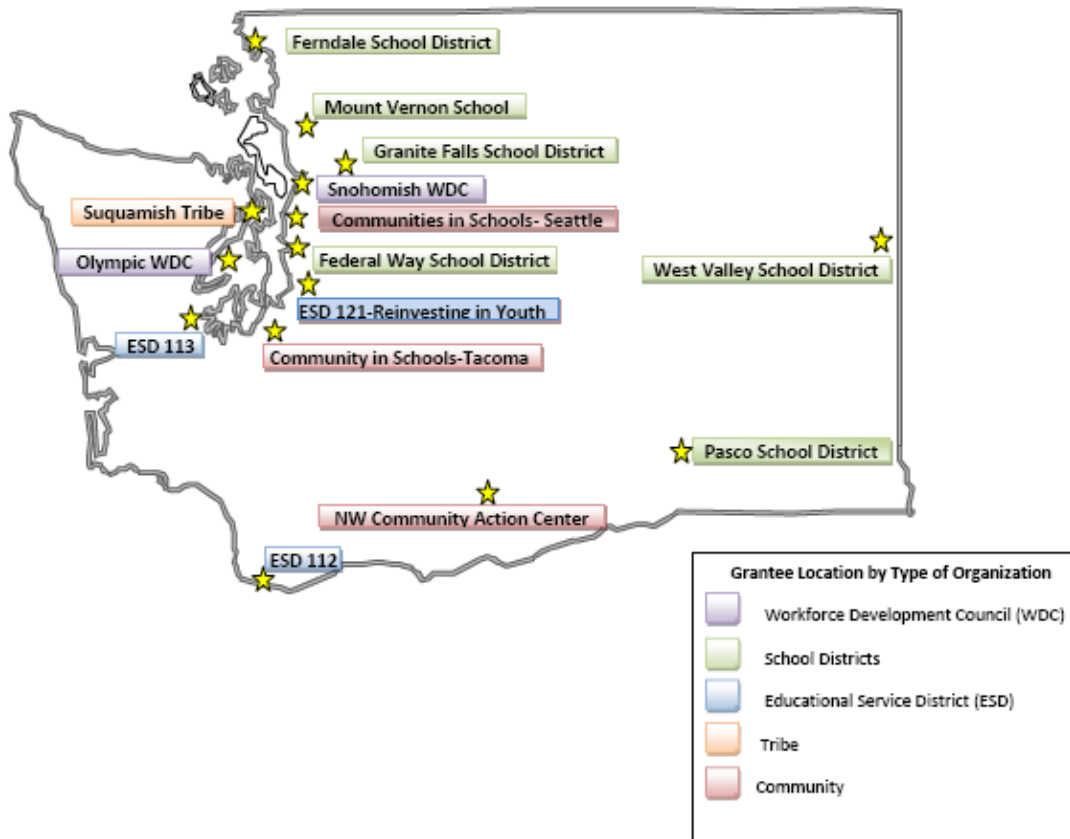
- The state-level workgroup will develop and track performance measures and benchmarks for each partner organization.
- Identify research-based and emerging best practices regarding prevention, intervention, and retrieval programs.
- Beginning December 1, 2007, the workgroup will annually report to the Legislature and the Governor with recommendations for implementing emerging best practices regarding prevention, intervention, and retrieval programs; requiring additional resources; and eliminating fiscal, legal, and regulatory barriers that prevent coordination of local and state programs.

Appendix B: Building Bridges Grantees

Building Bridges Grant Awards

To determine grant recipients, all grants were analyzed and ranked both with and without priority points. In every analysis of the scoring, the same grant applications ranked in the top 14. Per legislative requirement, OSPI is required to award grants proportionately between school and nonschool entities. An additional grant to a nonschool entity was added to the group of grants to be funded to meet this legislative requirement. In the final analysis the following 15 grant applications, six to nonschool entities (40 percent) and nine (60 percent) to schools entities, were funded:

- | | | |
|---|--|---|
| <ul style="list-style-type: none"> • Snohomish Workforce Development Council (WDC) • West Valley School District (Spokane) • Mt. Vernon School District • Communities in Schools of Seattle | <ul style="list-style-type: none"> • Ferndale School District • Olympic WDC • ESD 112 • Communities in Schools of Tacoma • Pasco School District • Suquamish Tribe | <ul style="list-style-type: none"> • Northwest Community Action Center • Federal Way School District • ESD 113 • ESD 121 • Granite Falls School District |
|---|--|---|



Appendix C: Washington State Programs that Provide Support For At-Risk Youth

<u>Agency/Program/Total Funding</u>	<u>Biennial State Funds</u>	<u>Other Funds</u>
DSHS-Children’s Administration (CA)		
Adoption Support Services 151,689,000	79,622,000	72,027,000
Alternative Response System 4,169,000	2,311,000	1,858,000
Behavioral Response Services 136,543,000	88,729,000	47,814,000
Child Protective Services 196,968,000	84,560,000	112,408,000
Child Welfare Services 242,927,000	120,132,000	122,795,000
Children’s Trust of Washington 6,409,000	5,066,000	1,343,000
Crisis Residential Centers 5,898,000	2,471,000	3,427,000
Family Foster Home Care 223,767,000	162,033,000	61,734,000
Family Reconciliation Service 29,604,000	11,630,000	17,974,000
Family Support Services 59,992,000	54,107,000	5,885,000
Hope Center 1,660,000	7,000	1,653,000
Other Foster Care 52,731,000	16,359,000	36,372,000
Street Youth Services 1,386,000	202,000	1,184,000
DSHS-Health and Recovery Services Administration (HRSA)-Division of Healthcare Service (DHS)		
Medicaid: Children & Families 5,530,636,000	2,540,840,000	2,989,796,000
Medicaid: Optional Children 1,249,333,000	87,209,000	1,162,124,00
Optional Dental, Vision & Hearing 297,668,000	87,684,000	209,984,000
State Children’s Health Insurance 52,781,000	1,295,000	51,522,000
DSHS-HRSA-Division of Alcohol and Substance Abuse (DASA)		
Community-Based Drug and Alcohol Treatment 179,253,000	60,969,000	118,284,000

<u>Agency/Program/Total Funding</u>	<u>Biennial State Funds</u>	<u>Other Funds</u>
Residential Drug and Alcohol Treatment 106,621,000	59,375,000	47,246,000
Support Services for Drug & Alcohol Clients 26,229,000	12,535,000	13,694,000
DSHS-HRSA-Mental Health Division (MHD)		
Community Mental Health Services 675,197,000	315,281,000	359,916,000
Children's Long-Term Treatment 15,613,000	7,903,000	7,710,000
Mental Health: Non-Medicaid Recipients 256,133,000	251,290,000	4,843,000
Other Community Mental Health Services 67,699,000	42,585,000	25,114,000
Special Projects: Mental Health 7,635,000	4,264,000	3,371,000
DSHS-Aging and Disability Services Administration (ADSA)-Division of Developmental Disabilities (DDD)		
Employment and Day Care Programs 138,062,000	96,421,000	41,641,000
Personal Care 412,152,000	205,883,000	206,269,000
Professional Services 12,391,000	6,346,000	6,045,000
Voluntary Placement 1,053,000	999,000	54,000
DSHS-Economic Services Administration		
Temporary Assistance to Needy Families 618,337,000	378,181,000	240,156,000
Consolidated Emergency Assistance 378,000	378,000	

<u>Agency/Program/Total Funding</u>	<u>Biennial State Funds</u>	<u>Other Funds</u>
DSHS-Juvenile Rehabilitation Administration (JRA)		
Community Services: Local Committed Juveniles 47,512,000	29,040,000	18,472,000
Institutional Services: State Committed Juveniles 128,686,000	107,701,000	20,985,000
Parole Services for Juvenile Offenders 35,914,000	30,715,000	5,199,000
DSHS-Division of Vocational Rehabilitation Administration (DVR)		
Vocational Rehabilitation & Counseling 26,173,000	19,268,000	6,905,000
Vocational Rehabilitation Direct Client Services 31,243,000	26,798,000	4,445,000
DSHS-Administration		
Office of Juvenile Justice 7,749,000	2,245,000	5,504,000
Family Policy Council 7,653,000	3,360,000	4,293,000
Employment Security Department		
One-Stop Workforce Services 359,601,000	120,000	359,481,000
Washington Service Corps 7,328,000		7,328,000
State Board for Community and Technical Colleges		
Basic Skills Instruction 157,254,000	104,893,000	52,361,000
Developmental Education 108,301,000	72,253,000	36,048,000
Community Services—Contract Funded Courses 312,012,000		312,012,000

<u>Agency/Program/Total Funding</u>	<u>Biennial State Funds</u>	<u>Other Funds</u>
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Office of Superintendent of Public Instruction (OSPI)

General Apportionment 9,890,354,000	9,472,447,000	417,907,000
Highly Capable Student Education 23,143,000	17,628,000	5,515,000
Bilingual Education 189,800,000	141,687,000	48,113,000
Special Education 1,624,200,000	1,153,239,000	457,530,000
Building Bridges 5,000,000		5,000,000
Readiness to Learn 17,443,000	7,331,000	10,112,000
Community Learning Centers 45,890,000	9,050,000	19,397,000
Learning Assistance 531,607,000	141,572,000	390,035,000
School Food Services 340,184,000	18,911,000	321,273,000
Student Health 18,149,000	6,237,000	11,912,000
Student Safety 13,431,000	2,892,000	10,539,000
Institutional Education 42,904,000	42,827,000	77,000

Department of Community, Trade and Economic Development (DCTED)

Community Mobilization 8,198,000	389,000	7,809,000
Community Services Block Grant 22,056,000	7,572,000	14,484,000
Bryne/Justice Assistance Grants 10,560,000	100,000	10,460,000
Emergency Food Assistance 12,382,000	12,337,000	45,000
Homeless Housing and Assistance 50,589,000	15,718,000	34,871,000
Court-Appointed Special Victims Advocates 558,000		558,000

Department of Health (DOH)

Family and Child Health and Safety 451,050,000	42,211,000	408,839,000
Communicable and Infectious Diseases 126,270,000	44,551,000	81,719,000

<u>Agency/Program/Total Funding</u>	<u>Biennial State Funds</u>	<u>Other Funds</u>
Washington State Health Care Authority (WSHCA)		
Community Health Services 28,518,000		28,518,000
Health Insurance: Children < Poverty Level 16,734,000		16,734,000
Health Insurance: 100–200 percent of Poverty Level 15,039,000		15,039,000
Military Department		
Washington Youth Academy 2,869,000	916,000	1,953,000

Appendix D: Systems Integration Barrier Reduction Survey Results

Survey Questions			
1. What field do you work in?			
Education and/or Training		60	37%
Mental Health		5	3%
Drug and Alcohol		8	5%
Health Services		4	2%
Social Services		34	21%
Juvenile Justice		27	17%
Other, please specify		25	15%
Total		163	100%
2. In your opinion, which of the following are the top three barriers to integrating services between agencies for at-risk youth and dropouts?			
Funding restrictions		60	37%
Duration of grant		15	9%
Program eligibility restrictions		30	18%
Inability to share data		32	20%
Insufficient resources		69	42%
Time constraints		35	21%
Lack of relationships		42	26%
Turf issues		33	20%
Inconsistent program goals		20	12%
Performance measures		11	7%
Lack of common language		6	4%
Misaligned agency priorities		24	15%
Lack of cross training		20	12%
Insufficient professional development		12	7%
Lack of knowledge about other agencies/programs		59	36%
Lack of cultural competence		18	11%
Other, please specify		18	11%

Summary of Barrier Reduction Survey

Lack of Relationships/Turf Issues-100

Collaborative Actions: Provide services in conjunction with each other in area or region, e.g., assessment, social services; schools are the place to meet student needs (17).

Policy Incentives: Provide legislation and funding that makes collaboration attractive versus fostering competition and create incentives for schools to share or partner with community agencies (10).

Formal Relationships: Create a consortia or model to coordinate systems and resources (8).

Common Goals: Work together to develop common goals, objectives, strategies; build a community culture that focuses on youth/students rather than on programs (8).

Insufficient Resources/Duration of Grant/Time Constraints-94

Direct Services: Provide more federal/state/local funding in general, including more prevention specialists/family advocates/case managers/natural leaders to provide more direct services/resources to at-risk youth (30).

Collaboration: Funding/time needed outside of caseloads to collaborate with colleagues and across agencies, build relationships, track clients, develop reliable strategies; research grants (27).

Resource Management: Provide more funding for early, comprehensive prevention and evidence-based/best practices (9).

Sustainability: Provide funding for longer terms; multi-year commitment (8).

Rural Communities: Provide enhanced funding in rural communities (3).

Lack of Knowledge about Agencies and Programs/Professional Development/Cross Training-91

Networking: Agencies reach out to each other, meet on a regular basis (i.e., Forum, Roundtable, Fair) to train, inform, dialogue on roles and tasks (19).

Education and Training: Provide more education and training about services available (19).

Aligning Mission and Sharing Resources: Build partnerships to coordinate agency missions and plans of action; set priorities; share resources; and conduct outcome evaluations (12).

Centralized information: Establish mechanisms such as: central clearinghouse; Web site; flyers, program services map; statewide database or listing that identifies agencies and programs for at-risk students and dropouts, including data that shows program effectiveness (13).

Cross Training: Provide cross training and certification that stresses serving the whole youth (5).

Referral: Provide way for youth advocates and parents to match services with need (3).

Funding Restrictions/Program Eligibility-90

Program Flexibility: Research and revise existing program eligibility criteria to provide greater flexibility to serve more individuals or groups; co-enrollment; inclusion; blended funding (14).

Flexible Funding/Decategorization: Loosen or remove restrictions on funding; provide more unrestricted funding; eliminate silos (14).

Inconsistent Program Goals/Lack of Common Language/Performance Measures/Misaligned Agency Priorities-61

Common Goal: Develop a common language and a common directive, plan, or goals for all agencies and collaborate in developing common goals and outcomes at the community level (15).

Policy Incentives: Provide incentives to discourage suspensions and expulsions and encourage working with hard-to-serve youth (10).

Performance Measures/Best Practice: Use data on outcomes to set goals and strategies; create a different system from NCLB measures or measures with realistic goals for at-risk youth and dropouts (8).

Priorities: Make education a priority for social service agencies and make nonacademic support a priority for educational institutions (7).

Inability to Share Data-32

Information-Sharing Process: Develop memorandums of understandings or agreements to share data; get release of information for more than one agency—at time of intake (12).

Common Data-Base: Build a common data-base or data entry system; statewide data sharing agreements (7).

Confidentiality: Research barriers and develop guidance and policy; review and modify restrictions on data use (7).

Cultural Competence-18

Training: Provide more training on cultural competence, institutional racism (7).

Representation: Recruit and train personnel that reflect the cultures and ethnic populations they work with (6).

Policy: Policy makers and program development staff need to critically examine proposals and interventions to ensure they are culturally appropriate (3).

Appendix E: Workgroup Members

Name	Agency	Email
Steering Committee		
Representative Pat Sullivan, Steering Committee Chair	Washington State Legislature	Sullivan.Pat@leg.wa.gov
Senator Rosemary McAuliffe	Washington State Legislature	McAuliffe.Rosemary@leg.wa.gov
Representative Skip Priest	Washington State Legislature	Priest.Skip@leg.wa.gov
Tim Probst	Washington Workforce Association	timprobst@washintonworkforce.org
Wes Pruitt	Workforce Training and Education Coordinating Board	wpruitt@wtb.wa.gov
Tom Kelly	AESD-WA State Association of ESD	t_k2007@comcast.net
Terri Barbee	Employment Security- Washington Service Corps	tbarbee@esd.wa.gov
Jerry Bender	Association of WA State Principals	jerry@awsp.org
Laura Porter	Family Policy Council	portele@dshs.wa.gov
Mona Johnson	OSPI	mona.johnson@k12.wa.us
Data and Performance Measures/Evaluation Committee		
Annie Blackledge, Co-Chair	OSPI	Annie.blackledge@k12.wa.us
Tim Probst, Co-Chair	Washington Workforce Association	timprobst@washingtonworkforce.org
Chris Blodgett	Washington State University	Blodgett@wsu.edu
Clarissa Parnell-ESC	Federal Way Public Schools	cparnell@fwps.org
Colleen Almojuela	Suquamish Tribe	calmojuela@suquamish.nsn.us
Dana Boales	Puget Sound ESD	dboales@psed.org
Lisa Holmes	Washington State University	Lisa_holmes@wsu.edu
Jeanette Bullock-ESC	Federal Way Public Schools	jbullock@fwps.org
Keri Acker-Peltier	Suquamish Tribe	kpeltier@suquamish.nsn.us
Sue Furth	Washington School Information Processing Cooperative	sfurth@wsipc.org
Michael Poutiatine	West Valley School District/WSU	Makalu1@eathlink.net
Todd Johnson	ESD 113	tjohnson@esd113.k12.wa.us
Tracy Wilson	Pasco School District	TWilson@psd1.org
Bonnie Wagner	Washington State University	BonnieW@wsu.edu
Wes Pruitt	Workforce Training and Education Coordinating	wpruitt@wtb.wa.gov

	Board	
Data/Early Warning System Subcommittee		
Jim Street, Data Subcommittee Chair	Puget Sound ESD 121-Re Investing in Youth	streetjim@comcast.net
Robin Munson	OSPI	Robin.Munson@k12.wa.us
Dan Goldhaber	University of Washington	dgoldhab@u.washington.edu
Senator Rosemary McAuliffe	Washington State Legislature	mcauliffe.rosemary@leg.wa.gov
Newel Rice	Everett School District	nrice@everettsd.org
Laura Rothenberger	Edmonds School District	RothenbergerL@edmonds.wednet.edu
Mary Beth Celio	Consultant	mbcelio@comcast.net
Todd Johnson	ESD 113	tjohnson@esd113.k12.wa.us
State-Level Collaboration Committee		
Wes Pruitt, State-Level Collaboration and Systems Integration Co-Chair	Workforce Training and Education Coordinating Board	wpruitt@wtb.wa.gov
Mick Moore, State-Level Collaboration and Systems Integration Co-Chair	PSESD 121	mmoore@psesd.org
Systems Integration Subcommittee		
Justice Bobbie Bridge	Models for Change	bjbridge@ccyi.org
Lynne Welton	DSHS-Children's Administration	Lywe300@dshs.wa.gov
Michael Tate	State Board for Community and Technical Colleges	mtate@sbctc.edu
Civillia Hill	Department of Health	Civillia.Hill@doh.wa.gov
Judy Schoder	Department of Health	Judy.Schoder@doh.wa.gov
Pamala Sacks	DSHS-Juvenile Rehabilitation Administration	SacksPA@dshs.wa.gov
Steve Smothers	DSHS- Division of Alcohol and Substance Abuse	smothSW@dshs.wa.gov
Tami Gillespie	Employment Security	tgillespie@esd.wa.gov
Stephanie Lane	DSHS/Mental Health	LaneSK@dshs.wa.gov
Peggy Brown	OSPI	Peggy.Brown@k12.wa.us
Carol Owens	Governor's Council on Substance Abuse	CarolOw@cted.wa.gov
Local Partnership Development Subcommittee		
Sue Ambler, Local Partnership Development Subcommittee	Snohomish County WDC	sue.ambler@wdcsc.org
Alan Sugiyama	Center for Career Alternatives	asugiyama@ccawa.org
Terry LeRud	Communities In Schools of Tacoma	tlrud@tacoma.k12.wa.us
Tami Gillespie	Employment Security Department	tgillespie@esd.wa.gov

Anna Marie Dufault	ESD 105	annamarie@esd105.wednet.edu
Dr. Walt Bigby	ESD 114	bigbyw@oesd.wednet.edu
Linda Cufley	Community Volunteer	lindacufley@comcast.net
Sandy Tracy	Northshore School District	stracy@nsd.edu
Michele Rastovich	Snohomish County Community Mobilization	mrastovich@ccaawa.org
Jim Cooper	Together of Thurston County	jcooper@thurstontgether.org
Renee' Hunter	TOGETHER! for Drug Free Youth	together@nwi.net
Donna Obermeyer	Parent Representative	donnao25@aol.com
Amy Persell	Snohomish County WDC	amy.persell@wdcsc.org
Curtis Takahashi	Snohomish County WDC	curtis.takahashi@wdcsc.org
Allyson Benson	Snohomish County WDC	allyson.benson@wdcsc.org
Emerging Best Practice Committee		
Brandi Stewart-Wood, Best Practice Committee Co-Chair	SW WA Workforce Development Council	Bstewart-wood@swwdc.org
Tom Hulst, Best Practice Committee Co-Chair	K-12 consultant; retired ESD 113	thulst@harboret.com
Prevention Subcommittee		
Laura Porter	Family Policy Council	portele@dshs.wa.gov
Connie Ladenburg	Tacoma City Council Member	cladenbu@cityoftacoma.org
Matt Mallery	Grandview School District BB grant recipient	mmallery@grandview.wednet.edu
Laura Wells	Fight Crime Invest in Kids	lwells@fightcrime.org
Bobbi Arnold	WA-Association for Career and Technical Education	kal@wa-acte.org
Debbie Lewis	Alliance for Youth of Peirce County	debbiel@aypc.org
Intervention Subcommittee		
Beth Wilson	Tacoma Pierce County Health Department	bwilson@tpchd.org
Peria Duncan	DSHS/JRA	duncapm@dshs.wa.gov
Heather Hastie-Ulery	ESD 105	heatherh@esd105.wednet.edu
Victor Chacón	Walla Walla Community College	victor.chacon@wwcc.edu
Gay Neal (BB grantee)	Olympic WDC	GNeal@co.kitsap.wa.us
Dawn Karber	Spokane WDC	dkarber@wdcspokane.com
Retrieval Subcommittee		
Pat Martinez Johnson	King County Workforce Training Program	Pat.martinez@kingcounty.gov
Ann Allen	ESD 105	anna@esd105.wednet.edu
Yvonne Chase	Workforce Training and Education Coordinating Board	yvonne.chase@wtb.wa.gov

Colonel (retired) William G. Pettit, Jr.	Washington Youth Academy	Bill.pettit@mil.wa.gov
Michael Tate	SBCTC	mtate@sbctc.edu
Lisa Schmitt (BB Grantee)	NW Community Action Center	lisas@ncactopp.org
Dr. Cheryl Baker	Praise Learning Center	geraldbaker@earthlink.net
Dr. Melinda Giovengo	Youth Care	Melinda.giovengo@youthcare.org
Mariko Kakiuchi	Shoreline Community College	makiuchi@shoreline.edu
Peter Cavanaugh	Seattle-King County Workforce Development Council	PCavanaugh@seakingwdc.org
Dr. Mick Moore	Puget Sound ESD 121	mmoore@psed.org
Nancy Felke (Former director)-as available	NSCC Career Link Program (Now Closed)	njfelke@gmail.com
Christy Challenger	Pasco School District-New Horizons High School	cchallender@psd1.org