
SECOND SUBSTITUTE HOUSE BILL 1599

State of Washington

62nd Legislature

2011 Regular Session

By House Ways & Means (originally sponsored by Representatives Probst, Haler, Maxwell, Orwall, Haigh, Santos, Dammeier, Seaquist, Lias, Reykdal, Kagi, Roberts, Kenney, and Ormsby)

READ FIRST TIME 02/25/11.

1 AN ACT Relating to establishing the pay for actual student success
2 dropout prevention program; amending RCW 28A.175.035; adding new
3 sections to chapter 28A.175 RCW; adding a new section to chapter
4 28A.300 RCW; and creating a new section.

5 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:

6 NEW SECTION. **Sec. 1.** (1) The legislature finds that:

7 (a) Providing students with the opportunity to graduate from high
8 school with the knowledge and skills to be successful in today's world
9 is now clearly part of Washington's definition of a basic education.
10 Some students will only achieve this objective with supplemental
11 interventions, support, and counseling;

12 (b) Dropout prevention is a fundamental strategy for strengthening
13 society, building the economy, reducing crime, reducing government
14 spending, and increasing individual freedom and opportunity;

15 (c) There are known and proven strategies to reduce the dropout
16 rate, including ones that are successful for high-risk and troubled
17 students. For example, the opportunity internship program, the jobs
18 for America's graduates program, the building bridges program, and
19 individualized student support services provided by the college success

1 foundation have all had a measurable impact on helping at-risk students
2 be successful in school. In addition, the Everett school district
3 successfully increased its extended graduation rate from fifty-three
4 percent in 2003 to ninety percent in 2010 by tracking the progress
5 toward graduation of each student and assigning success coordinators to
6 ensure students pursued all possible avenues to complete and make up
7 credits. The Renton school district, through a combination of
8 leadership, community partnerships and resources, and high expectations
9 for all students, has increased its graduation rate to ninety percent,
10 with ninety-six percent of graduating seniors in 2010 meeting
11 proficiency on the state high school assessments. However, these types
12 of models have never been brought to scale; and

13 (d) For every dropout prevented, the chances of that person
14 committing a crime are reduced by twenty percent, and that person
15 stands to increase his or her lifetime earnings by three hundred
16 thousand dollars in today's dollars. In addition, for every dropout
17 prevented, taxpayers save an estimated ten thousand five hundred
18 dollars per year for each year of the individual's life between the
19 ages of twenty and sixty-five.

20 (2) Therefore, the state should use a dual strategy of making
21 front-end investments in proven programs in order to expand them into
22 an effective dropout prevention and intervention system, while
23 simultaneously recognizing and rewarding actual success in reducing the
24 dropout rate by investing a portion of the savings generated from each
25 prevented dropout in the public schools.

26 (3) The legislature recognizes that the current fiscal climate in
27 the state is a likely contributing factor to an increase in dropout
28 rates. Reductions in state funding for schools are often felt first in
29 student support services, counseling, supplemental instruction and
30 tutoring, and increased class size, all of which affect struggling
31 students. A poor economy negatively affects families through
32 unemployment, uncertainty, and reduced public services, and students
33 bring these stresses with them to school. If allowed to go
34 unaddressed, these economic and fiscal circumstances are likely to slow
35 or reverse progress on improving high school completion rates.
36 Therefore, a concentrated effort at improvement is required at this
37 time.

1 NEW SECTION. **Sec. 2.** A new section is added to chapter 28A.175
2 RCW to read as follows:

3 (1) The pay for actual student success (PASS) program is created
4 under this section and sections 3 through 8 of this act to invest in
5 proven dropout prevention and intervention programs as provided in
6 section 3 of this act and provide a financial award for high schools
7 that demonstrate improvement in the dropout prevention indicators
8 established under section 4 of this act. The legislature finds that
9 increased accumulation of credits and reductions in incidents of
10 student discipline lead to improved graduation rates.

11 (2) The office of the superintendent of public instruction, the
12 workforce training and education coordinating board, the building
13 bridges working group, the higher education coordinating board, and the
14 college scholarship organization under section 3(4) of this act shall
15 collaborate to assure that the programs under section 3 of this act
16 operate systematically and are expanded to include as many additional
17 students and schools as possible.

18 NEW SECTION. **Sec. 3.** A new section is added to chapter 28A.175
19 RCW to read as follows:

20 Subject to funds appropriated for this purpose, funds shall be
21 allocated as specified in the omnibus appropriations act to support the
22 PASS program through the following programs:

23 (1) The opportunity internship program under RCW 28C.18.160 through
24 28C.18.168;

25 (2) The jobs for America's graduates program administered through
26 the office of the superintendent of public instruction;

27 (3) The building bridges program under RCW 28A.175.025, to be used
28 to expand programs that have been implemented by building bridges
29 partnerships and determined by the building bridges work group to be
30 successful in reducing dropout rates, or to replicate such programs in
31 new partnerships; and

32 (4) Individualized student support services provided by a college
33 scholarship organization with expertise in managing scholarships for
34 low-income, high potential students and foster care youth under
35 contract with the higher education coordinating board, including but
36 not limited to college and career advising, counseling, tutoring,
37 community mentor programs, and leadership development.

1 NEW SECTION. **Sec. 4.** A new section is added to chapter 28A.175
2 RCW to read as follows:

3 (1) The office of the superintendent of public instruction, in
4 consultation with the state board of education, must:

5 (a) Calculate the annual extended graduation rate for each high
6 school, which is the rate at which a class of students enters high
7 school as freshmen and graduates with a high school diploma, including
8 students who receive a high school diploma after the year they were
9 expected to graduate. The office may statistically adjust the rate for
10 student demographics in the high school, including the number of
11 students eligible for free and reduced price meals, special education
12 and English language learner students, students of various racial and
13 ethnic backgrounds, and student mobility;

14 (b) Annually calculate the proportion of students at grade level
15 for each high school, which shall be measured by the number of credits
16 a student has accumulated at the end of each school year compared to
17 the total number required for graduation. For the purposes of this
18 subsection (1)(b), the office shall adopt a standard definition of "at
19 grade level" for each high school grade;

20 (c) Annually calculate the proportion of students in each high
21 school who are suspended or expelled from school, as reported by the
22 high school. In-school suspensions shall not be included in the
23 calculation. Improvement on the indicator under this subsection (1)(c)
24 shall be measured by a reduction in the number of students suspended or
25 expelled from school; and

26 (d) Beginning with the 2012-13 school year, annually measure
27 student attendance in each high school as provided under section 10 of
28 this act.

29 (2) The office of the superintendent of public instruction may add
30 dropout prevention indicators to the list of indicators under
31 subsection (1) of this section, such as student grades, state
32 assessment mastery, or student retention.

33 (3) To the maximum extent possible, the office of the
34 superintendent of public instruction shall rely on data collected
35 through the comprehensive education data and research system to
36 calculate the dropout prevention indicators under this section and
37 shall minimize additional data collection from schools and school
38 districts unless necessary to meet the requirements of this section.

1 (4) The office of the superintendent of public instruction shall
2 develop a metric for measuring the performance of each high school on
3 the indicators under subsection (1) of this section that assigns points
4 for each indicator and results in a single numeric dropout prevention
5 score for each high school. The office shall weight the extended
6 graduation rate indicator within the metric so that a high school does
7 not qualify for an award under section 5 of this act without an
8 increase in its extended graduation rate. The metric used through the
9 2012-13 school year shall include the indicators in subsection (1)(a)
10 through (c) of this section and shall measure improvement against the
11 2010-11 school year as the baseline year. Beginning in the 2013-14
12 school year, the metric shall also include the indicator in subsection
13 (1)(d) of this section, with improvement in this indicator measured
14 against the 2012-13 school year as the baseline year. The office may
15 establish a minimum level of improvement in a high school's dropout
16 prevention score for the high school to qualify for a PASS program
17 award under section 5 of this act.

18 NEW SECTION. **Sec. 5.** A new section is added to chapter 28A.175
19 RCW to read as follows:

20 (1)(a) Subject to funds appropriated for this purpose or otherwise
21 available in the account established in section 7 of this act,
22 beginning in the 2011-12 school year and each year thereafter, a high
23 school that demonstrates improvement in its dropout prevention score
24 compared to the baseline school year as calculated under section 4 of
25 this act may receive a PASS program award as provided under this
26 section. The legislature intends to recognize and reward continuous
27 improvement by using a baseline year for calculating eligibility for
28 PASS program awards so that a high school retains previously earned
29 award funds from one year to the next unless its performance declines.

30 (b) The office of the superintendent of public instruction must
31 determine the amount of PASS program awards based on appropriated funds
32 and eligible high schools. The intent of the legislature is to provide
33 an award to each eligible high school commensurate with the degree of
34 improvement in the high school's dropout prevention score and the size
35 of the high school. The office must establish a minimum award amount.
36 If funds available for PASS program awards are not sufficient to
37 provide an award to each eligible high school, the office of the

1 superintendent of public instruction shall establish objective criteria
2 to prioritize awards based on eligible high schools with the greatest
3 need for additional dropout prevention and intervention services. The
4 office of the superintendent of public instruction shall encourage and
5 may require a high school receiving a PASS program award to demonstrate
6 an amount of community matching funds or an amount of in-kind community
7 services to support dropout prevention and intervention.

8 (c) Ninety percent of an award under this section must be allocated
9 to the eligible high school to be used for dropout prevention
10 activities in the school as specified in subsection (2) of this
11 section. The principal of the high school shall determine the use of
12 funds after consultation with parents and certificated and classified
13 staff of the school.

14 (d) Ten percent of an award under this section must be allocated to
15 the school district in which the eligible high school is located to be
16 used for dropout prevention activities as specified in subsection (2)
17 of this section in the high school or in other schools in the district.

18 (e) The office of the superintendent of public instruction may
19 withhold distribution of award funds under this section to an otherwise
20 eligible high school or school district if the superintendent of public
21 instruction issues a finding that the school or school district has
22 willfully manipulated the dropout prevention indicators under section
23 4 of this act, for example by expelling, suspending, transferring, or
24 refusing to enroll students at risk of dropping out of school or at
25 risk of low achievement.

26 (2) High schools and school districts may use PASS program award
27 funds to support any of the following dropout prevention and
28 reengagement activities, offered directly by the school or school
29 district or under contract with education agencies or community-based
30 organizations, including but not limited to educational service
31 districts, workforce development councils, and boys and girls clubs:

32 (a) Strategies to close the achievement gap for disadvantaged
33 students and minority students;

34 (b) Use of graduation coaches as defined in section 6 of this act;

35 (c) Opportunity internship activities under RCW 28C.18.164;

36 (d) Dropout reengagement programs provided by community-based
37 organizations or community and technical colleges;

1 (e) Comprehensive guidance and planning programs as defined under
2 RCW 28A.600.045, including but not limited to the navigation 101
3 program;

4 (f) Reduced class sizes, extended school day, extended school year,
5 and tutoring programs for students identified as at risk of dropping
6 out of school, including instruction to assist these students in
7 meeting graduation requirements in mathematics and science;

8 (g) Outreach and counseling targeted to students identified as at
9 risk of dropping out of school, or who have dropped out of school, to
10 encourage them to consider learning alternatives such as
11 preapprenticeship programs, skill centers, running start, technical
12 high schools, and other options for completing a high school diploma;

13 (h) Preapprenticeship programs or running start for the trades
14 initiatives under RCW 49.04.190;

15 (i) Mentoring programs for students;

16 (j) Development and use of dropout early warning data systems;

17 (k) Counseling, resource and referral services, and intervention
18 programs to address social, behavioral, and health factors associated
19 with dropping out of school;

20 (l) Implementing programs for in-school suspension or other
21 strategies to avoid excluding middle and high school students from the
22 school whenever possible;

23 (m) Parent engagement activities such as home visits and off-campus
24 parent support group meetings related to dropout prevention and
25 reengagement; and

26 (n) Early learning programs for prekindergarten students.

27 (3) High schools and school districts are encouraged to implement
28 dropout prevention and reengagement strategies in a comprehensive and
29 systematic manner, using strategic planning, school improvement plans,
30 evaluation and feedback, and response to intervention tools.

31 NEW SECTION. **Sec. 6.** A new section is added to chapter 28A.175
32 RCW to read as follows:

33 For the purposes of section 5 of this act, a "graduation coach"
34 means a staff person assigned to identify and provide intervention
35 services to students who have dropped out or are at risk of dropping
36 out of school or of not graduating on time through the following
37 activities:

- 1 (1) Monitoring and advising on individual student progress toward
- 2 graduation;
- 3 (2) Providing student support services and case management;
- 4 (3) Motivating students to focus on a graduation plan;
- 5 (4) Encouraging parent and community involvement;
- 6 (5) Connecting parents and students with appropriate school and
- 7 community resources;
- 8 (6) Securing supplemental academic services for students;
- 9 (7) Implementing schoolwide dropout prevention programs and
- 10 interventions; and
- 11 (8) Analyzing data to identify at-risk students.

12 NEW SECTION. **Sec. 7.** A new section is added to chapter 28A.175
13 RCW to read as follows:

14 The high school completion account is created in the custody of the
15 state treasurer. The purpose of the account is to make investments in
16 proven dropout prevention and intervention programs under section 3 of
17 this act and to make PASS program awards under section 5 of this act.
18 Revenues to the account include any appropriations made by the
19 legislature for the purposes of sections 3 and 5 of this act, federal
20 funds, gifts or grants from the private sector or foundations, and
21 other sources. Only the superintendent of public instruction or the
22 superintendent's designee may authorize expenditures from the account.
23 The account is subject to allotment procedures under chapter 43.88 RCW,
24 but an appropriation is not required for expenditures.

25 NEW SECTION. **Sec. 8.** A new section is added to chapter 28A.175
26 RCW to read as follows:

27 The office of the superintendent of public instruction must
28 regularly inform high schools and school districts about the
29 opportunities under section 3 of this act to receive funding to
30 implement programs that have been proven to reduce dropout rates and
31 increase graduation rates, as well as the opportunities under section
32 5 of this act for high schools to receive a financial incentive for
33 success. Within available funds, the office shall develop systemic,
34 ongoing strategies for identifying and disseminating successful dropout
35 prevention and reengagement programs and strategies and for
36 incorporating dropout prevention and reengagement into high school and

1 school district strategic planning and improvement. The office may
2 offer support and assistance to schools and districts through regional
3 networks. The office shall make every effort to keep dropout
4 prevention and reduction of the dropout rate a top priority for school
5 directors, administrators, and teachers.

6 **Sec. 9.** RCW 28A.175.035 and 2007 c 408 s 3 are each amended to
7 read as follows:

8 (1) The office of the superintendent of public instruction shall:

9 (a) Identify criteria for grants and evaluate proposals for funding
10 in consultation with the workforce training and education coordinating
11 board;

12 (b) Develop and monitor requirements for grant recipients to:

13 (i) Identify students who both fail the Washington assessment of
14 student learning and drop out of school;

15 (ii) Identify their own strengths and gaps in services provided to
16 youth;

17 (iii) Set their own local goals for program outcomes;

18 (iv) Use research-based and emerging best practices that lead to
19 positive outcomes in implementing the building bridges program; and

20 (v) Coordinate an outreach campaign to bring public and private
21 organizations together and to provide information about the building
22 bridges program to the local community;

23 (c) In setting the requirements under (b) of this subsection,
24 encourage creativity and provide for flexibility in implementing the
25 local building bridges program;

26 (d) Identify and disseminate successful practices;

27 (e) Develop requirements for grant recipients to collect and report
28 data, including, but not limited to:

29 (i) The number of and demographics of students served including,
30 but not limited to, information regarding a student's race and
31 ethnicity, a student's household income, a student's housing status,
32 whether a student is a foster youth or youth involved in the juvenile
33 justice system, whether a student is disabled, and the primary language
34 spoken at a student's home;

35 (ii) Washington assessment of student learning scores;

36 (iii) Dropout rates;

37 (iv) On-time graduation rates;

1 (v) Extended graduation rates;

2 (vi) Credentials obtained;

3 (vii) Absenteeism rates;

4 (viii) Truancy rates; and

5 (ix) Credit retrieval;

6 (f) Contract with a third party to evaluate the infrastructure and
7 implementation of the partnership including the leveraging of outside
8 resources that relate to the goal of the partnership. The third-party
9 contractor shall also evaluate the performance and effectiveness of the
10 partnerships relative to the type of entity, as identified in RCW
11 28A.175.045, serving as the lead agency for the partnership; and

12 (g) Report to the legislature by December 1, 2008.

13 (2) In performing its duties under this section, the office of the
14 superintendent of public instruction is encouraged to consult with the
15 work group identified in RCW 28A.175.075.

16 (3) In selecting recipients for grant funds appropriated under
17 section 3 of this act, the office of the superintendent of public
18 instruction shall use a streamlined and expedited application and
19 review process for those programs that have already proven to be
20 successful in dropout prevention.

21 NEW SECTION. Sec. 10. A new section is added to chapter 28A.300
22 RCW to read as follows:

23 (1)(a) The superintendent of public instruction shall adopt rules
24 establishing a standard definition of student absence from school. In
25 adopting the definition, the superintendent shall review current
26 practices in Washington school districts, definitions used in other
27 states, and any national standards or definitions used by the national
28 center for education statistics or other national groups. The
29 superintendent shall also consult with the building bridges work group
30 established under RCW 28A.175.075.

31 (b) Using the definition of student absence adopted under this
32 section, the superintendent shall establish an indicator for measuring
33 student attendance in high schools for purposes of the PASS program
34 under section 2 of this act.

35 (2)(a) The K-12 data governance group under RCW 28A.300.507 shall
36 establish the parameters and an implementation schedule for statewide
37 collection through the comprehensive education and data research system

1 of: (i) Student attendance data using the definitions of student
2 absence adopted under this section; and (ii) student discipline data
3 with a focus on suspensions and expulsions from school.

4 (b) At a minimum, school districts must collect and submit student
5 attendance data and student discipline data for high school students
6 through the comprehensive education and data research system for
7 purposes of the PASS program under section 2 of this act beginning in
8 the 2012-13 school year.

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