Reconnecting Youth through Dropout Reengagement Centers

THE CHALLENGE
For many years, our nation’s cities have been ground zero in the fight to improve high school graduation rates. Despite recent hopeful signs, including a national graduation rate that reached 78.2 percent in 2010, urban school districts continue to lag behind. *Building a Grad Nation*, a recent report by America’s Promise Alliance, found that even in cities that have made improvements, graduation rates consistently hover between 60 and 70 percent.

Some 1.8 million young adults ages 16-21 are not enrolled in school or have not finished their high school education. This education participation gap has enormous consequences for the economic health of our cities and the nation as a whole. *The Economic Value of Opportunity Youth*, a recent study by labor economists, estimated that each youth who is out of school and out of work “imposes – on average and compared to other youth – an immediate taxpayer burden of $13,900 per year and an immediate social burden of $37,450 per year (in 2011 dollars).”

Research shows that many out-of-school youth want to return to school, but are uncertain how to do so and are fearful they will not succeed once they get there. Helping these young people find alternative pathways to graduation – and productive and promising futures – is a critical challenge facing municipal leaders today.

Fortunately, a growing number of cities are leading the way with innovative strategies that provide multiple routes to graduation for all students. These efforts include the establishment of one-stop “reengagement centers” for high school dropouts. The centers offer a range of services such as individual academic assessments, opportunities to explore different education options and referrals to appropriate schools or other credential programs.

Reengagement centers can either operate in a central physical location or through roving staff or other “virtual” connections. Regardless of the specific approach, the goal of reengagement centers and programs is the same: to provide caring, well-trained staff that helps young people develop personalized plans to earn a high school diploma or GED.

An expanding national network of local reengagement centers provides numerous examples and ideas for city leaders considering how best to add reengagement to the local youth-serving infrastructure, and give young high school dropouts a chance to graduate and become productive members of their communities.

POLICY OVERVIEW
Municipal governments, as well as their state, federal and school district partners, all have roles to play in providing a supportive policy framework for dropout reengagement. Several cities have taken the lead in assembling the funding
and staffing needed to launch reengagement efforts. State governments, in their role as the principal locus for education policy, can establish incentives for school districts to participate in reengagement initiatives. Extending federal support to include dropout recovery as well as prevention helps underscore the importance of reengagement strategies in communities nationwide.

The National League of Cities (NLC) currently bolsters the growth and development of reengagement centers and reengagement planning efforts in approximately 20 cities across the country through the NLC Dropout Reengagement Network. These centers use a variety of outcome indicators to measure the effectiveness of their programs, including credits earned once a student is reenrolled, the percentage of students still in school or graduated at the end of the school year in which they reenrolled and graduation or GED completion rates.

The results to date are encouraging. Reengagement centers and programs in 13 cities report reaching out to 41,000 young people over one of the past two school years, and referring 10,000, or 25 percent of them for enrollment. Of 6,000 confirmed reenrolled students, 73 percent were still in school or had graduated at the end of the year.

As with so many areas of education, city leaders are often uniquely well positioned to raise the prominence of dropout reengagement as an issue, set public goals, and convene and sustain effective partnerships. As a complement to strong city leadership, support for reengagement can come in a variety of forms:

- Partnerships involving school districts and community organizations that are focused on serving youth can play an integral role in reengaging dropouts. The reengagement center in Dubuque, Iowa, for instance, partners with the Community Foundation of Greater Dubuque’s Project HOPE, which facilitated the meetings that helped develop the Re-Engage Dubuque initiative.
- School districts can also take on the responsibility of establishing reengagement centers. For example, Portland (Ore.) Public Schools operates that city’s Reconnection Center, and Washoe County Public Schools in Reno, Nevada, operates six reengagement centers.
- Child welfare and other agencies can play an important role in reengaging high school dropouts who are or should be in foster care. In Philadelphia, where more than 50 percent of dropouts were found to be connected with the child welfare system, the city’s Department of Human Services worked with the School District of Philadelphia to establish and staff the city’s re-engagement center.
- Private philanthropy can provide startup funding or operating support for special projects such as creating data management capacity. In Omaha, for example, the Sherwood Foundation, in partnership with Building Bright Futures and the City of Omaha, provided seed funding for the Direction Diploma (D2) reengagement center.

Large cities may need to consider special adaptations. As noted above, New York City’s Department of Education established a multiservice center in each of the city’s five boroughs. Philadelphia experimented with running a satellite reengagement center in a neighborhood with a high concentration of dropouts. Finally, Los Angeles’ Economic and Workforce Development Department has set up 13 centers throughout the city to reengage the 100,000 youth and young adults who have not graduated from high school.

At the state level, Washington offers the best current example of statewide policy that supports reengagement efforts. Legislation passed in 2010 established the Open Doors Youth Reengagement system and provided a statutory framework to support a dropout reengagement effort throughout the state. Financial motivations helped garner support for the legislation. A state cost study projected $250 million in savings to public coffers for every 600 reengaged former dropouts. With more than 30,000 students classified as dropouts during the past three years, the total savings from
successful, scaled-up dropout reengagement could be enormous. In the first year of Open Doors, local school districts and partners including several cities have established 22 programs across the state.

Federal education policy also reflects an increased interest in reengagement through implementation requirements for recipients of grants from the U.S. Department of Education’s High School Graduation Initiative (HSGI). Cities such as Chicago, Davenport (Iowa) and Pasadena (Calif.) have used the federal grant program to implement dropout recovery initiatives and open reengagement centers. In Reno, the county-wide school district’s network of six reengagement centers provides the primary outreach and enrollment strategy supported by an HSGI grant. According to an ongoing evaluation by the district’s Department of Accountability, those centers had reenrolled 1,345 students as of February 2013.

STRATEGIES

City leaders can employ a range of strategies to establish reengagement centers in their communities. Ideally, these centers would be the focal point of a far-reaching strategic effort to reconnect high school dropouts to good education and training options linked to the needs of the local economy. Five key strategies to consider:

• **Highlight dropout reengagement as a necessary complement to dropout prevention.** Efforts to prevent students from dropping out have paid off in significantly improved graduation rates in recent years. Now it’s time to focus attention on those who have already dropped out and may have fallen off the policy radar. The need is especially urgent in high-poverty urban areas where disconnected youth predominate.

• **Frame the “dropout pool” as a community problem – not simply a school district problem.** Put the weight of city government and the mayor’s office behind a comprehensive strategy to reengage the “pool” of those who have dropped out. Long-term solutions will require a broad set of interventions and services that go well beyond the schoolhouse doors. Some may fall under the auspices of city government, and others may be provided by community groups, such as mentoring programs and initiatives that combine education and job training.

• **Develop an effective messaging and communications strategy that keeps dropout reengagement in the public eye.** Mayoral speeches, events, progress reports and the release of compelling data and success stories about young people benefitting from reengagement efforts can make an important difference. These approaches will engage the media and help keep the issue in the news cycle.

• **Focus dropout reengagement on preparation for the workforce as well as high school completion.** Efforts to help dropouts graduate from high school or earn a GED should include the next step – gaining a postsecondary credential that provides them with the skills to excel in the local labor market. For example, the Back on Track Through College model, developed by Jobs for the Future, works with school districts,
states, national youth-serving networks, intermediaries and community colleges to reengage out-of-school young people by creating clear pathways to postsecondary education.

- **Embrace a cross-systems approach.** Pursue shared goals with juvenile justice, child welfare and workforce development agencies. Each of these is likely to have ongoing contact with young people who need to reengage with school. Some may even be prepared to share the financial responsibilities of starting and operating a reengagement center.

**ACTION STEPS**

1. **Conduct an Inventory of Local Initiatives Focused on Dropout Recovery.**

   Find out who in the community is taking proactive steps to reengage dropouts through activities such as door-to-door outreach efforts, and who provides assessment and referrals to appropriate high schools or alternative diploma programs.

   Local stakeholders will also need to collect information on existing education options, including what has been successful or challenging, and what gaps exist. As part of this process, it may be helpful to reach out to:

   - Local school districts, which may operate alternative schools that serve high school dropouts;
   - Intermediate bodies such as county or state offices of education that work with multiple districts;
   - Individual charter schools or organizations that manage networks of charter schools;
   - The entity that oversees GED or adult basic education programs; and
   - Community-based groups, such as youth development organizations that may work with dropouts.

2. **Take the Lead in Developing a Dropout Reengagement Strategy.**

   City leaders can use their convening power to bring together officials from the organizations mentioned above (school districts, intermediary education bodies, charter schools and adult education and community groups) to formulate a reengagement strategy. In Washington, D.C., the Office of the Deputy Mayor for Education commissioned a feasibility study for a citywide reengagement center. The deputy mayor’s office used the 90-day study process to consult with a range of stakeholders and city departments, and to test the feasibility of and support for the study’s recommendations.

   Elements of a successful dropout reengagement strategy likely include:

   - An analysis of current offerings, gaps in services and steps to address these gaps;
   - Recommendations on a coordinating entity or intermediary to lead reengagement efforts;
   - Suggestions for where to house the reengagement center;
   - Staffing options; and
   - Recommendations on funding and sustainability, including opportunities for strategic city investment and realignment of existing spending.

   In some cases, city and school district leadership may come together to take advantage of funding opportunities and pool their resources to develop a reengagement strategy. The City of Los Angeles Economic and Workforce Development Department (EWDD) initiated discussions with the Los Angeles Unified School District (LAUSD) to add a reengagement function to its existing network of 13 “YouthSource Centers” already serving out-of-school youth between the ages of 16 and 24. In this partnership, EWDD contributes $13 million to pay for physical space and to provide for
operation of the centers by community-based organizations. EWDD raised an additional $12 million from the federal Workforce Innovation Fund to enable the YouthSource Centers to serve 1,200 more students and pay for rigorous evaluation. LAUSD placed a counselor at each of the centers to work with dropouts, representing an in-kind contribution totaling $1 million.

3. **DETERMINE THE MOST APPROPRIATE ROLES FOR CITY GOVERNMENT IN THE ESTABLISHMENT OF A DROPOUT REENGAGEMENT INITIATIVE, INCLUDING ATTENTION TO STRATEGIC INVESTMENTS.**

Cities may help in various ways, including providing a physical location in unused city-owned space, having the mayor serve as a spokesperson, assigning staff to plan or direct the effort or directing funding to specific aspects of the initiative.

- In Omaha, the mayor agreed to serve as the keynote speaker at a dropout reengagement summit, where he spoke passionately about the importance of helping young people reconnect with school. His speech occurred soon before Omaha’s D2 Center for dropouts commenced operation, drawing attention to the center and its importance to the city.

- In both Omaha and Boston, city leaders have helped raise money for reengagement centers through private philanthropy. In Omaha, city funds help pay the salaries of the Youth Academic Navigators who work with the dropouts and monitor their progress.

- Philadelphia’s assignment of child welfare staff to the city’s reengagement center, and Los Angeles’ repurposing of space at existing youth employment centers, constitute examples of strategic realignment of city budget resources.

4. **ESTABLISH AN ACCOUNTABILITY SYSTEM FOR REENGAGEMENT EFFORTS.**

City leaders can play an ongoing role in monitoring the progress of reengagement centers, ensuring they are meeting critical goals and addressing barriers to success. A key component of this role is working with stakeholders to determine what the key indicators of success will be, and then developing a system for tracking and collecting data on those indicators. Members of NLC’s Dropout Reengagement Network have adopted a common set of basic indicators. These indicators include:

- Number of young people contacted;
- Number referred for services;
- Number of students reenrolled and credits earned by those students;
- The “stick rate,” or percentage of students who remain in school through the academic year after they have reenrolled; and
- Percentages of students who have graduated or completed their GED, and who have progressed to postsecondary education.

Cities may need to reconvene stakeholders on a regular basis to review this data and determine the best road forward to achieve sustainability. In its report on reengagement strategies in Boston, the Rennie Center emphasized the importance of this accountability process in determining how the work of the Boston Public School’s Reengagement Center contributed to a threefold increase in the number of reengaged and reenrolled students. Such information, the report notes, not only helps pinpoint areas that need improvement but helps reengagement centers compete for the funding needed to effectively serve out-of-school youth.
5. **ENSURE CONTINUOUS LEARNING AND IMPROVEMENT, ESPECIALLY DURING EARLY IMPLEMENTATION.**

In addition to providing accountability on key indicators, city leaders should adopt a strategy of continuous improvement so that local reengagement efforts evolve as needed over time and learn from the experiences of other cities.

Based on those experiences to date, challenges city leaders should watch for include a shortage of high-quality alternative education placements for newly reengaged students or a lack of readiness to accept students in alternative programs as the school year progresses. The former suggests the need to identify means to expand alternative education, the latter, to provide more “open entry” options for students that are not tied to a semester calendar. Other potential challenges include the identification and training of specialized youth development-oriented staff to handle student outreach and referral.

**CITY EXAMPLES**

**HOW IT WORKS: RE-ENGAGE DUBUQUE OFFERS VIRTUAL SOLUTIONS**

Launched in 2012, Re-Engage Dubuque is a partnership between the Dubuque Community School District, Northeast Iowa Community College (NICC), and the Community Foundation of Greater Dubuque’s Project HOPE.

In Dubuque, reengaging dropouts and putting them on track to earn a diploma is regarded as a community-wide investment.

Re-Engage Dubuque incorporates a combination of virtual options, such as allowing students to earn credits through online courses and a wide-reaching outreach effort. Since 2012, the initiative’s coaches have connected with nearly 150 dropouts and enrolled 129 of them in online courses, alternative and traditional high schools and adult education programs.

**DUBUQUE MAYOR ROY D. BUOL:**

“When you take a person who is on the road to becoming a liability to the community – through increased reliance on social services and unemployment, for example – and you turn them around and make them a tax-paying asset to the community, that’s a big plus for all of us.”

**HOW DUBUQUE DOES IT**

- **Build local alliances:**
  The Community Foundation led the Project HOPE meetings to develop Re-Engage. The partnership includes the school system (which oversees staff and operational needs), the community college (which runs a GED program) and the foundation (which contributes annually to help defray incidental costs associated with student needs).

- **Identify participation barriers and devise solutions:**
  Reengagement coaches Tom Kershner and Temwa Phiri help find solutions for students juggling multiple responsibilities such as child care and part-time jobs by helping to line up appropriate supports such as scheduling evening sessions for course work.

- **Look for dropouts where they are:**
  The coaches connect with dropouts any way they can, drawing from the school district’s dropout list, surfing Facebook and trolling area fast-food restaurants, where many high school dropouts are employed.
BOSTON’S RE-ENGAGEMENT CENTER USES A RANGE OF SERVICES TO GET YOUTH BACK ON TRACK

At the end of her junior year at Madison High School in May 2012, April Mae Smith decided that since she didn’t have enough credits to graduate on time, and she didn’t want to repeat her junior year, she would quit school altogether.

April, who had been an Honor Roll student as a freshman but struggled to keep up her grades after joining the volleyball team sophomore year, briefly enrolled in Boston Public School’s Re-Engagement Center (REC) to earn enough credits to become a senior that fall. But her heart wasn’t in it and she quickly dropped out, moved to Rhode Island to be with her boyfriend, started doing drugs, became pregnant and ended up homeless.

By the fall of 2012, April was looking for a way to turn things around so she could provide a better life for herself and her child.

“I decided I wanted to graduate before my son was born,” says April, now 19.

April was among 1,219 students who dropped out of Boston Public Schools during the 2011-2012 school year, down from 1,936 in 2005-2006.

When she decided to return to school, she again turned to the REC, which was launched in 2009 as a joint effort of the Boston Public Schools system and the Boston Private Industry Council (BPIC).

The initiative was an outgrowth of the BPIC’s Youth Transitions Task Force, which in 2006 developed policy recommendations that included focusing on enhanced data collection, widespread outreach to struggling students and dropouts, early intervention, increased coordination among schools, alternative programs and city agencies and an increased number and variety of alternative education and training programs.

“We decided to focus on outreach,” says Gail Forbes-Harris, director of the REC. “What we found out was that a lot of dropouts wanted to come back, they just didn’t know how.”

The REC hired two former dropouts who had since graduated and gone on to college. Working as outreach dropout recovery specialists, they helped current dropouts understand the benefits of earning a diploma.

With its online credit recovery, night school and day and summer classes, the REC provides many options for dropouts. It also offers life and career workshops.

April, whose son, Jhaire, was born June 2, 2013, earned her diploma from the Boston Adult Technical Academy through the REC program and is enrolling in nursing school with assistance from REC staff. She credits the program with helping her get back on track.

“The REC staff always told me if I needed help, to just ask,” April says. “I learned a lot more there than what I would have learned in the classroom. When I graduated, I was one of the top students.”

HOW BOSTON DOES IT

- **Cultivate strong public-private partnerships:**
  The BPIC’s Youth Transitions Task Force included a broad coalition of organizations and agencies, such as the public school system, community groups, city departments and state agencies.

- **Conduct outreach that resonates:**
  The REC hired outreach dropout recovery specialists who were former dropouts that had gone on to become college graduates. Their job is to show other dropouts the way forward.

- **Develop a strong culture of support:**
  The REC created an environment of constant support in all areas of students’ lives – from finding tutoring to helping them connect with social services. REC staff does monthly check-ins to address any new challenges and ensure students stay on track.
HOW IT WORKS: OMAHA’S D2 CENTER HELPS YOUTH NAVIGATE THE SYSTEM

In 2010, with Omaha’s graduation rate hovering around 70 percent – nearly 20 points below the statewide average – a local partnership involving the Mayor’s office and a nonprofit intermediary organization called Building Bright Futures launched the D2 Center, with funding from The Sherwood Foundation. The D2 Center (short for “Directions. Diploma.”) connects dropouts and other disengaged youth ages 15-21 to school district services such as credit recovery, online courses and independent study. It also provides tutoring and elective credit classes for students who need alternative ways to earn high school credit.

The center has enrolled about 200 students since 2011 primarily from Omaha Public Schools – Nebraska’s largest urban district with about 52,000 students in pre-K through 12th grade. Each student is assigned a Youth Academic Navigator (YAN) who conducts weekly check-ins to ensure he or she stays on track. The center’s four YANs also assist students on nonacademic issues, such as connecting them to resources in the community.

Mayor Jean Stothert’s office provides support in key areas, including a $50,000 grant for a YAN position.

HOW OMAHA DOES IT

- **Conduct a mapping survey of available reengagement services:** The survey grew out of a Multiple Pathways to Graduation Summit. The D2 Center found a range of options – from districts with only summer school to recover lost credits to those offering dual-credit programs with Metropolitan Community College and the University of Nebraska at Omaha as pathways to postsecondary studies.

- **Develop programming that responds to specific community needs:** With a grant from Nebraska’s Department of Education, the center hired a project coordinator to launch a careers and community engagement program that enables students to earn credit for developing skills such as resume writing.

- **Partner with area agencies and organizations:** The center connects with youth through various providers, including the school district, the criminal justice system and behavioral health agencies.
RESOURCES

NATIONAL LEAGUE OF CITIES
NLC makes a variety of resources available to city officials exploring options for creating a dropout reengagement center:

- The NLC Dropout Reengagement Network welcomes new members as well as requests for information or assistance. The Network meets several times per year via conference call and once each year in person. In support of the Network, NLC curates an online Reengagement Programs folder on Dropbox. Network members and NLC staff regularly post new and relevant examples, articles and policies. To learn more about the Network or to gain access to the Dropbox folder, contact Andrew Moore at Moore@nlc.org.


- The NLC blog – CitiesSpeak – regularly offers the latest look at reengagement efforts around the country. http://citiespeak.org/author/andrewomoore/

BACK ON TRACK THROUGH COLLEGE
Jobs for the Future’s Back on Track Through College model aims to reengage youth and young adults who are off track to graduation – or disconnected from both education and work – and puts them on a path to postsecondary credentials. http://backontrackdesigns.org/

BUILDING A GRAD NATION: PROGRESS AND CHALLENGE IN ENDING THE HIGH SCHOOL DROPOUT EPIDEMIC

CITIES IN CRISIS 2009: CLOSING THE GRADUATION GAP

DIPLOMAS COUNT 2013: TURNING DROPOUTS INTO GRADUATES

THE ECONOMIC VALUE OF OPPORTUNITY YOUTH, JANUARY 2012

FORGOTTEN YOUTH: RE-ENGAGING STUDENTS THROUGH DROPOUT RECOVERY
The Rennie Center conducted a case study of Boston Public School’s Re-Engagement Center in spring 2012, the findings of which this policy brief highlights. http://www.renniecenter.org/topics/forgotten_youth.html
STATE POLICES TO REENGAGE DROPOUTS
By NGA Center for Best Practices.
http://www.nga.org/files/live/sites/NGA/files/pdf/1107REENGAGEDROPOUTS.PDF

THE SILENT EPIDEMIC: PERSPECTIVES OF HIGH SCHOOL DROPOUTS, MARCH 2006
By Civic Enterprises in association with Peter D. Hart Research Associates for the Bill & Melinda Gates Foundation; by John M. Bridgeland, John J. DiIulio, Jr., Karen Burke Morison
https://docs.gatesfoundation.org/Documents/thesilentepidemic3-06FINAL.pdf

YOUTH AND WORK: RESTORING TEEN AND YOUNG ADULT CONNECTIONS TO OPPORTUNITY, DECEMBER 2012
By The Annie E. Casey Foundation
http://www.aecf.org
CURRENTLY OPERATING REENGAGEMENT CENTERS

Reengagement Center
Boston, Massachusetts
www.bostonpublicschools.org/school/re-engagement-center

Youth Education & Employment Success Center (YE²S)
Camden, New Jersey
www.teemgateway.rutgers.edu/yescenter-camden.html
www.youthsuccesscenter.org

Fast Forward Center
Dayton, Ohio
http://www.sinclair.edu/centers/ffc/

Reengagement Center
Davenport, Iowa

Colorado Youth for a Change
Denver, Colorado
http://www.cycinfo.com

Reengagement Center
Dubuque, Iowa
http://www.dubuque.k12.ia.us/news/082812_re-engagement_center.html

YouthSource Centers
Los Angeles, California

Youth Education & Employment Success Center (YE²S)
Newark, New Jersey
www.teemgateway.rutgers.edu/yescenter-newark.html
www.youthsuccesscenter.org

Referral Centers for High School Alternatives (Five Sites, one per borough)
New York City, New York
http://schools.nyc.gov/ChoicesEnrollment/AlternativesHS/Referral/default.htm

D2 Center | Directions Diploma
Omaha, Nebraska
http://www.d2center.org/

Re-engagement Centers
Philadelphia, Pennsylvania
http://tinyurl.com/38j55fs
http://www.dbhids.org/re-engagement-centers
Reconnection Center  
Portland, Oregon  
http://www.pps.k12.or.us/departments/education-options/1779.htm

Youth Education & Employment Success Center (YE²S)  
Trenton, New Jersey  
www.teemgateway.rutgers.edu/yescenter-trenton.html  
www.youthsuccesscenter.org

Re-Engagement Centers  
Chicago, Illinois  

Washoe County Reengagement Centers  
Reno and Sparks, Nevada  
http://www.washoeinnovations.com/re-engagement-centers/

Washington State OSPI Open Doors [1418] Reengagement Programs  
Multiple sites, Washington  
http://www.k12.wa.us/GATE/SupportingStudents/StudentRetrieval.aspx

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