

CRB



CALIFORNIA
STATE LIBRARY
FOUNDED 1850

California Research Bureau
900 N Street, Suite 300
P.O. Box 942837
Sacramento, CA 94237-0001
(916) 653-7843 phone
(916) 654-5829 fax

High School Dropouts, Enrollment, and Graduation Rates in California

By Patricia L. de Cos

Requested by Assembly Member Baca, Jr.

NOVEMBER 2005

CRB 05-008

C A L I F O R N I A

R E S E A R C H B U R E A U

High School Dropouts, Enrollment, and Graduation Rates in California

By Patricia L. de Cos

ISBN. 1-58703-131-0

Table of Contents

EXECUTIVE SUMMARY	1
BACKGROUND	3
DEFINITION OF TERMS.....	5
DROPOUT RATES.....	5
CALIFORNIA SECONDARY ENROLLMENT FOR THE CLASS OF 2005	9
GRADUATION RATES	11
THE CALIFORNIA HIGH SCHOOL EXIT EXAMINATION	15
ELIGIBILITY FOR HIGHER EDUCATION	18
REVIEW OF SELECTED STUDIES.....	19
CHRISTOPHER B. SWANSON, ET AL.....	19
JAY P. GREENE	23
JAY P. GREENE AND MARCUS A. WINTERS	25
ROBERT BALFANZ AND NETTIE LEGTERS	29
JEANNIE OAKS, JULIE MENDOZA AND DAVID SILVER	33
THE POTENTIAL FOR MORE ACCURATE HIGH SCHOOL DROPOUT AND GRADUATION DATA USING UNIQUE STUDENT IDENTIFIERS.....	37
NATIONAL FOCUS ON GRADUATION RATE DATA	39
APPENDIX 1.....	41
CALIFORNIA SECONDARY ENROLLMENT BY ETHNICITY FOR THE CLASS OF 2005	41
APPENDIX 2.....	45
CALIFORNIA’S SECONDARY ENROLLMENTS FOR THE TEN LARGEST SCHOOL DISTRICTS FOR THE CLASS OF 2005	45
APPENDIX 3.....	47
CALIFORNIA’S PUBLIC HIGH SCHOOLS IN PROGRAM IMPROVEMENT RESULTING FROM NOT MEETING GRADUATION RATE OR OTHER AYP CRITERIA	47
APPENDIX 4.....	51
CALIFORNIA’S PROGRAM IMPROVEMENT REQUIREMENTS UNDER NCLB	51
APPENDIX 5.....	53
CALIFORNIA HIGH SCHOOL EXIT EXAMINATION (CAHSEE) OVERALL ESTIMATED CUMULATIVE PASSING RATES FOR THE CLASS OF 2006	53
APPENDIX 6.....	55
CALIFORNIA HIGH ACHIEVING HIGH SCHOOLS	55
REFERENCES.....	57
ENDNOTES.....	59

EXECUTIVE SUMMARY

This report examines the various definitions for high school dropouts and graduates used by the California Department of Education and five studies that have examined graduation rates for California, including for several large school districts. The report further compiles statewide data on high school enrollment by race and ethnicity, and provides details on enrollment data for the 10 largest school districts in the state.

The report discloses that the *official dropout rate* for all high school students in California dropped from 20 percent for the class of 1992 to 13 percent for the class of 2005. The report, however, also discloses that the “basic completion ratio” *graduation rate*, which compares 9th grade enrollment to the number of students who graduated, found that only 70.7 percent of California students from the class of 2004 graduated from high school. This basic completion method yields a high school dropout rate of nearly 30 percent. This is compared with another method to calculate a four-year completion rate, which yielded an 85 percent “completer” rate, and is the statistic that the California Department of Education uses for accountability purposes under the *No Child Left Behind Act of 2001*. Using the “completer” method, 15 percent of high school students would have dropped out for the class of 2005, which is slightly more than the *official dropout rate*.

In reviewing statewide *enrollment data*, the report finds that 82 percent of all high school students in the class of 2005 continued in school until the 12th grade (409,576 of 499,505 students), but only 74 percent of Latino students, 75 percent of African American students, and 78 percent of Native American students continued in school until the 12th grade. Even more troubling, in regard to the class of 2005, two major school districts in California lost more than 50 percent of their students between the ninth and the 12th grade. Also, three other major school districts in California experienced student losses ranging from 33 percent to 41 percent between the ninth and the 12th grade.

Other areas of concern that the report raises are:

1. In regards to the class of 2004, most high school graduates were not prepared for four-year university studies, and only 22 percent of Latino and 25 percent of African American graduates were prepared for four-year university studies.
2. In regards to the class of 2006, about 80 percent of all students have passed the high school exit exam. However, slightly more than 50 percent of English-learners have passed the high school exit exam, while less than 35 percent of special education students have passed the high school exit exam.

This report also summarizes the findings from previous educational studies on high school dropout rates and graduation rates. Each study analyzed in this report provides a slightly different method to calculate a graduation rate. The differences are described. Nevertheless, the major results appear consistent.

- African American and Latino students are less likely to graduate from high school compared to Asian or White students.
- Between one quarter and one third of *all* students fail to graduate from public high schools in California.

While California is in the process of implementing a data collection system based on a unique record for every student enrolled in a public school, using the California Student Identifier System (CSIS), the state currently depends on school districts to report their enrollment data annually using the California Basic Educational Data System (CBEDS). Presently, the state calculates dropout and graduation rates based on the aggregated data collected through CBEDS.

The California Department of Education (CDE) anticipates that in 2006, it will be able to calculate a one-year dropout rate that is based on individual student enrollment counts. By fall of 2009, California will be equipped with a more precise method to calculate dropout and graduation rates, once the CSIS has been fully implemented and with sufficient years of data. Indications are already clear that California's public high schools lose too many of their students before graduation.

BACKGROUND

High school graduation has always marked a milestone of individual attainment in American society. Slightly more than a century ago, California enacted the first laws permitting the use of public funds for educating students beyond grammar school. High school graduation was not considered a societal norm when the state's economy was based on agriculture and manufacturing. For many immigrant families in California today, it still retains that novel quality since compulsory education laws in some countries, such as Mexico, do not include a high school education.¹

With the economy changing from a dependence on manufacturing towards more reliance on technology, services, and a "knowledge economy," the need for education beyond high school has grown. High school education is now considered a minimum standard, and the jobs of the future increasingly require some postsecondary education. Within this context, the data presented in this report raise concerns about California's high school graduation rates. Some of the studies indicate that African American and Latino students may have no more than a 50 percent chance of graduating from their local high schools. This has major implications for their future economic well being, as well as that of the state. For example, a recent analysis found that high school graduation resulted in crime reduction (for men) of between 14 and 26 percent.² Other studies have shown the relationship between increased earnings and successively high educational levels.³

In an era of global economic competitiveness, America must make a concerted effort to raise the educational attainment of all of its students. In 2000, the leaders of the European Union met and established a continental goal of becoming the "most competitive and dynamic knowledge-based economy in the world by 2010." A recent international report indicates that the high school completion rate of secondary students in the U.S., among 25 to 34 year-olds in 2003, was 87 percent, producing a ranking of ninth among other nations. While the U.S. graduation rate has not declined over the past 20 years, it has not grown either. Meanwhile, eight other countries have overtaken America's high school graduation attainment.⁴

The federal *No Child Left Behind Act of 2001* makes high school graduation rates a key indicator of public school accountability. As a result, public high schools have to show annual yearly progress in the percent of *all* students graduating, including ethnic and other subgroups, or face potential sanctions.

DEFINITION OF TERMS

The California Department of Education (CDE) receives enrollment data from school districts' administration of the California Basic Educational Data System (CBEDS). Since 1980, school districts and county offices of education have gathered information from public schools annually based on a specific data collected in October, also known as Information Day, and these CBEDS data are forwarded to CDE. CBEDS' information includes data on staff and student characteristics and enrollment as well as hiring practices. CDE does not audit the CBEDS data that are submitted to the state by school districts, and the data may change because districts are allowed to revise previously submitted data.

In addition to the collection of CBEDS data, about 200 districts are currently participating in the California Student Identification System (CSIS) program. These districts collect and produce information based on each student, using a unique student identification number. Since 2001, districts that are producing CSIS data report dropout and graduation data to CDE instead of CBEDS data.⁵

DROPOUT RATES

Based on the data provided by school districts, CDE produces two calculations to measure students who have dropped out of high school. Schools report the number of dropouts, which are disaggregated by CDE for ethnicity, gender, and grade.

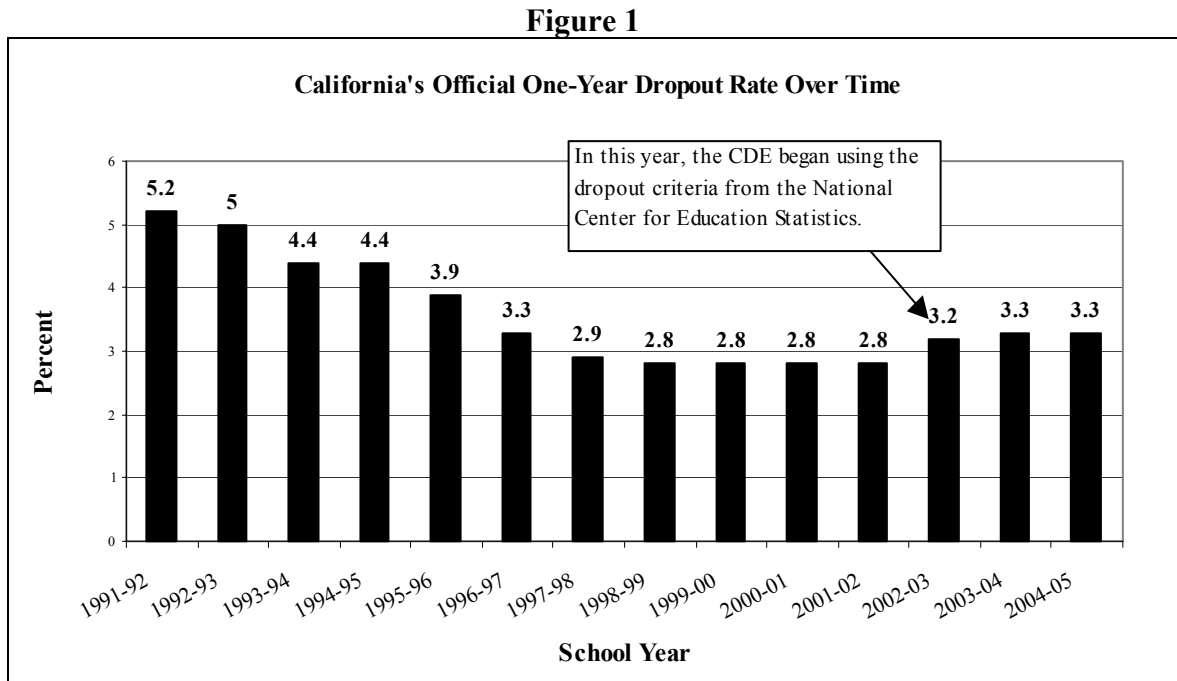
1. CDE estimates a one-year dropout rate, which is the percent of students who drop out during a single year. The one-year dropout rate is also referred to as the annual or event dropout rate.⁶

In October of each year, schools compare the number of students who dropped out in the preceding school year with the number of students who enrolled in the school at the beginning of that school year. Based on the number of dropouts reported by schools, CDE produces a one-year dropout rate by ethnicity, gender, grade and on a schoolwide basis.

- A. To calculate a "grade by grade" one-year dropout rate, CDE takes the data that schools report in October (in any given year) for the number of students who dropped out in the preceding school year by each grade (i.e., 9th, 10th, 11th, and 12th) and divides that number by the number of students who enrolled in the school by the same grade at the beginning of that school year. For example, a ninth grade one-year dropout rate for the 2004-05 school year would be calculated by identifying the number of ninth grade students who had dropped out during the 2003-04 school year and dividing that number by the number of ninth grade students who were enrolled as of October 2003.⁷
- B. To calculate a schoolwide one-year dropout rate, CDE uses the data for dropouts for each grade, adds them together and divides that number by the total

enrollment for the school in that same school year. The schoolwide one-year dropout rate includes enrollment of “ungraded” secondary students. These are students in grades nine through 12 who are enrolled in an ungraded program. This category excludes adult students, but may include special education students in special day classes. For this reason, the grade-by-grade one-year dropout rate would not equate to the schoolwide one-year dropout rate for the same school in the same school year.

Figure 1 displays California’s one-year dropout rate from the period 1991-92 to 2004-05.⁸



Source: The California Department of Education, CBEDS.

Figure 1 shows that the one-year dropout rate fell from 1991-92 to 1998-99 and stabilized through 2001-02. Beginning in 2002-03, the one-year dropout rate increased slightly. In that year, CDE began using criteria to identify dropouts established by the National Center for Education Statistics (NCES), to comply with the accountability requirements of the federal *No Child Left Behind (NCLB) Act of 2001*.⁹

Prior to the 2002-03 school year, CDE had used other criteria to define a high school dropout. Previously any student who transferred to an adult education program would not have been counted as a high school dropout. Now high schools may count a student attending an adult school as a dropout immediately, or verify (for one year) that he or she is still enrolled in an adult education program in order not to be counted as a dropout. CDE believes that students transferring to an adult education program may account for the rise in the percent of students counted as dropping out of high school since the change in definition in 2002-03. However, this change may be tempered by the number of students who leave the country or are no longer considered a dropout as they were previously.

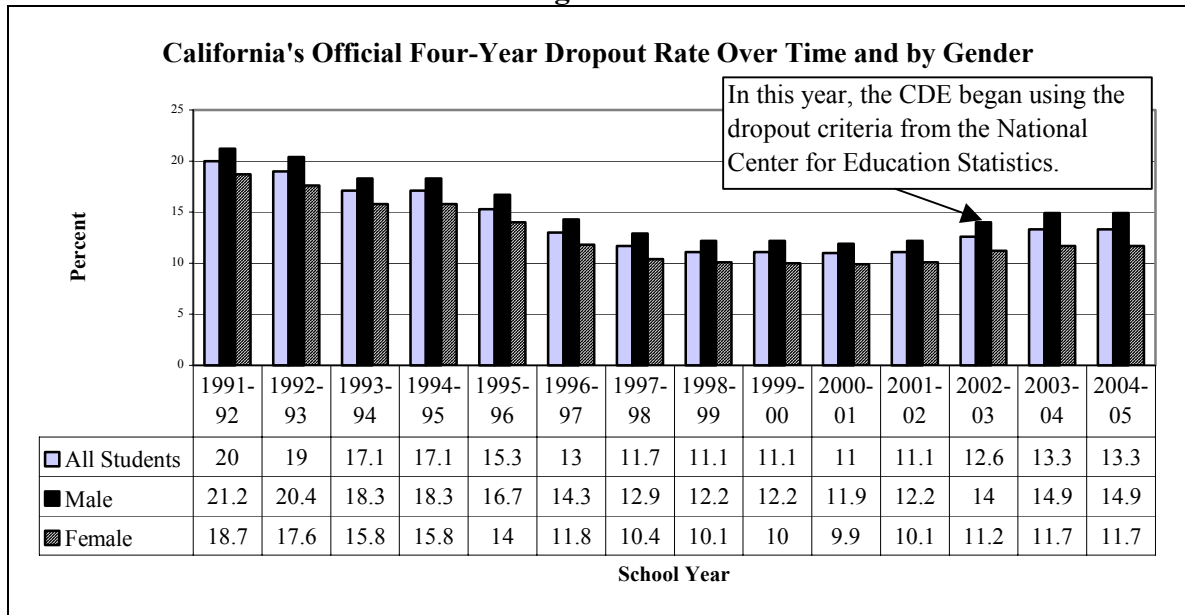
Another possible reason for the increase in the estimated percent of students who dropout is that schools used to report students as dropouts if they had not been in school for 45 consecutive days. With the change in definition of a dropout to conform to NCES, schools now must report that a student has dropped out if he or she is not enrolled on October 1st.

As noted above, students who leave high school and enroll in a community college are currently not considered as dropouts.¹⁰ This may become important when the high school exit examination becomes an additional requirement for granting a high school diploma. Many at-risk high school students continue their studies at a community college and participate in “early college high schools.”¹¹ The U.S. General Accountability Office projects that 25 states will have “Early College High Schools” as of 2005. These high schools give students an opportunity to take up to two years of college credit while they earn a high school diploma (for up to five years after beginning ninth grade).¹²

2. CDE also estimates a four-year derived dropout rate of the percent of students who would dropout of high school in a four-year period, based on data that are collected for a single year through CBEDS.¹³ The four-year rate provides an estimate of the likelihood that a student will drop out of high school based on the current year’s numbers. CDE’s numeric four-year derived dropout rate formula is: $(1 - ((1 - (\text{dropouts grade 9} / \text{enrollment grade 9})) \times (1 - (\text{dropouts grade 10} / \text{enrollment grade 10})) \times (1 - (\text{dropouts grade 11} / \text{enrollment grade 11})) \times (1 - (\text{dropouts grade 12} / \text{enrollment grade 12})))) \times 100$. Since the formula is based on enrollment figures by grade, ungraded secondary students are not included in the formula.

According to CDE, using this calculation an estimated 13.3 percent of students dropped out of high school in 2004-05, as seen in Figure 2.

Figure 2

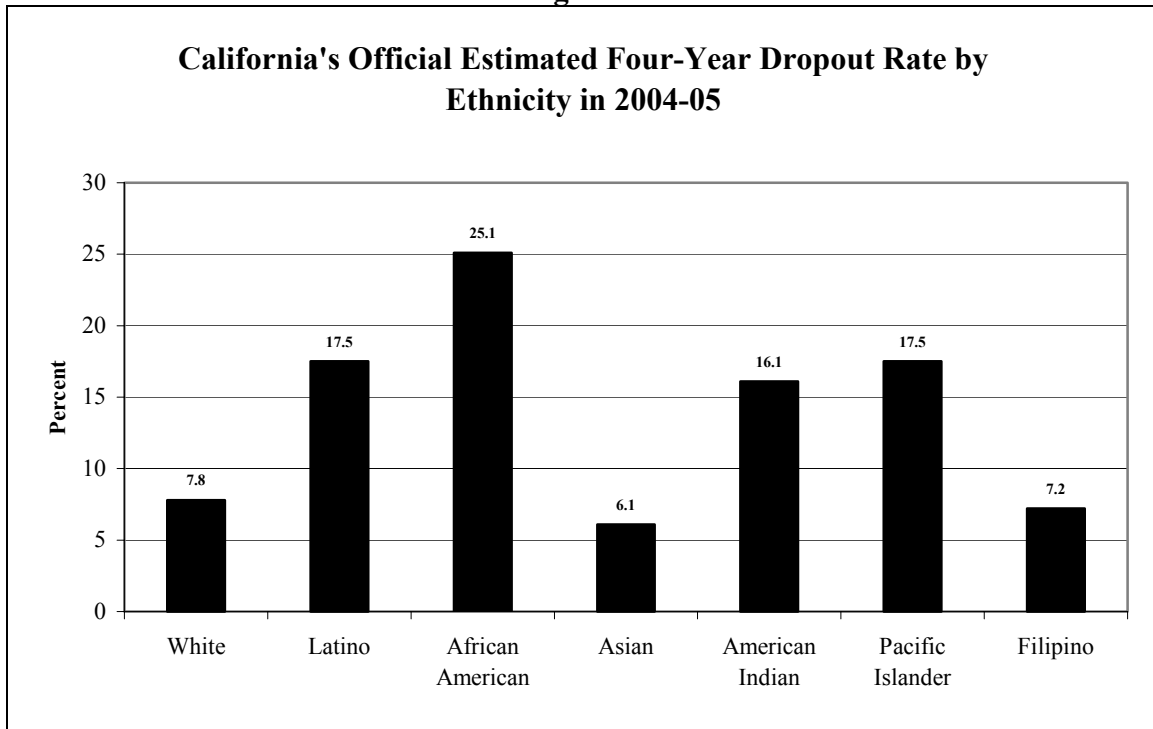


Source: The California Department of Education, CBEDS.

Figure 2 depicts the same trends for the four-year dropout rate as shown for the one-year dropout rate in Figure 1, and breaks out the four-year dropout rate by gender. Male students consistently have a higher four-year dropout rate than female students.

Figure 3 displays California's estimated four-year dropout rate by ethnicity for the school year 2004-05. Statewide, an estimated one in four African American students drops out of high school. Latino, Pacific Islander, and American Indian students have much higher estimated dropout rates than White, Filipino, and Asian students.

Figure 3



Source: The California Department of Education, CBEDS.

CALIFORNIA SECONDARY ENROLLMENT FOR THE CLASS OF 2005

The number of California students enrolled in secondary grades, normally consisting of grades nine through 12, provides another avenue to examine the number of students who fail to complete high school statewide.¹⁴ Table 1 shows for the class of 2005, the number of students enrolled beginning in grade nine (499,505 students) and persisted until the beginning of grade 12 (409,576 students). Eighty-two percent of students in the class of 2005 remained enrolled at the commencement of their senior year of high school. Overall secondary enrollment increased by nine percent for the same period.

Table 1

Statewide Enrollment Totals by Year and Grade				
Grade	Secondary Enrollment in 2001-02	Secondary Enrollment in 2002-03	Secondary Enrollment in 2003-04	Secondary Enrollment in 2004-05
Grade 9	499,505	522,116	528,561	549,471
Grade 10	459,588	471,669	490,214	497,206
Grade 11	420,295	428,152	440,540	459,130
Grade 12	365,907	385,356	395,194	409,576
Ungraded Secondary	27,122	23,610	22,418	21,602
Secondary Total Enrollment	1,772,417	1,830,903	1,876,927	1,936,985

Source: California Department of Education, Educational Demographics Unit.

How does this enrollment trend differ when distinguished by ethnicity? Table 2 displays high school enrollment by ethnicity for the class of 2005. For example, there were 4,635 American Indian or Native Alaskan ninth grade students in the class of 2005. By the beginning of grade 12, there were 3,593 American Indian/Native Alaskan students (or 78 percent) remaining in the class of 2005.

The number of students in the class of 2005 who identify themselves as of multiple ethnic origins or who declined to state their ethnicity *increased* from ninth to 12th grade by 58 percent. Filipino and Asian secondary students had the most students who remained until the beginning of grade 12 for the class of 2005 (99 percent and 97 percent, respectively). Latino, African American, and American Indian students showed the largest enrollment decline for the class of 2005 with 26 percent less Latinos, 25 percent less African Americans, and 22 percent less American Indian students than had started in ninth grade in the 2001-02 school year. (For more detailed information about each ethnic group, refer to Appendix 1.)

Table 2

Statewide Enrollment Totals by Ethnicity for Class of 2005						
Ethnicity	Secondary Enrollment in 2001-02 for Class of 2005	Secondary Enrollment in 2002-03 for Class of 2005	Secondary Enrollment in 2003-04 for Class of 2005	Secondary Enrollment in 2004-05 for Class of 2005	Percent of Continuing Enrollment for Class of 2005	Percent Enrollment Increase or Decrease in Class of 2005
American Indian/Native Alaskan	4,635	4,310	3,905	3,593	78%	-22%
Asian	40,222	40,606	39,896	39,099	97%	-3%
Pacific Islander	3,346	3,323	2,966	2,750	82%	-18%
Filipino	12,759	13,050	12,968	12,628	99%	-1%
Latino	213,151	193,228	173,795	156,985	74%	-26%
African American	43,891	39,896	35,876	33,120	75%	-25%
White (Not Latino)	177,823	174,013	166,035	155,581	87%	-13%
Of Multiple Ethnicities or No Response	3,678	3,243	5,099	5,820	158%	58%

Source: California Department of Education, Educational Demographics Unit.

How does the statewide secondary enrollment trend compare with local school districts? Table 3 displays the number of high school students enrolled in the class of 2005 for the 10 largest school districts in California, and the percent of students for that class that remained enrolled at the beginning of grade 12.

San Juan Unified and Elk Grove Unified (both in Sacramento County) show an *increase* (of 10 percent and eight percent, respectively) in the number of secondary students enrolled for the class of 2005, from the beginning of grade nine to the beginning of grade 12. This is compared in Table 3 to Los Angeles Unified and San Bernardino City Unified, in which less than half of the number of students enrolled in grade nine remained enrolled at the beginning of grade 12. (For more detailed information for each of the school districts, refer to Appendix 2.)

Table 3

Enrollment Totals of California's Largest School Districts for Class of 2005						
School District	Secondary Enrollment in 2001-02 for Class of 2005	Secondary Enrollment in 2002-03 for Class of 2005	Secondary Enrollment in 2003-04 for Class of 2005	Secondary Enrollment in 2004-05 for Class of 2005	Percent of Continuing Enrollment for Class of 2005	Percent Enrollment Increase or Decrease in Class of 2005
Los Angeles Unified	64,307	49,109	38,908	29,700	46%	-54%
San Diego Unified	10,916	10,062	9,203	7,336	67%	-33%
Long Beach Unified	7,364	7,182	6,861	6,506	88%	-12%
Fresno Unified	7,346	6,381	5,383	4,302	59%	-41%
San Francisco Unified	5,130	4,954	4,606	4,239	83%	-17%
San Juan Unified	4,171	4,382	4,451	4,605	110%	10%
Elk Grove Unified	3,836	3,904	3,988	4,143	108%	8%
San Bernardino City Unified	5,543	3,871	2,925	2,378	43%	-57%
Santa Ana Unified	4,210	4,010	3,570	3,058	73%	-27%
Sacramento City Unified	4,211	3,870	3,349	2,825	67%	-33%

Source: California Department of Education, Educational Demographics Unit.

GRADUATION RATES

The California Department of Education (CDE) produces and reports two graduation rates for California's students.

1. The first measure uses a proxy "completer" rate for the graduation rate, which corresponds to the National Center for Educational Statistics' (NCES) four-year completion rate. This rate is calculated using information on high school completers (graduates) and high school dropouts aggregated over a four-year period. The completer rate is calculated as follows:

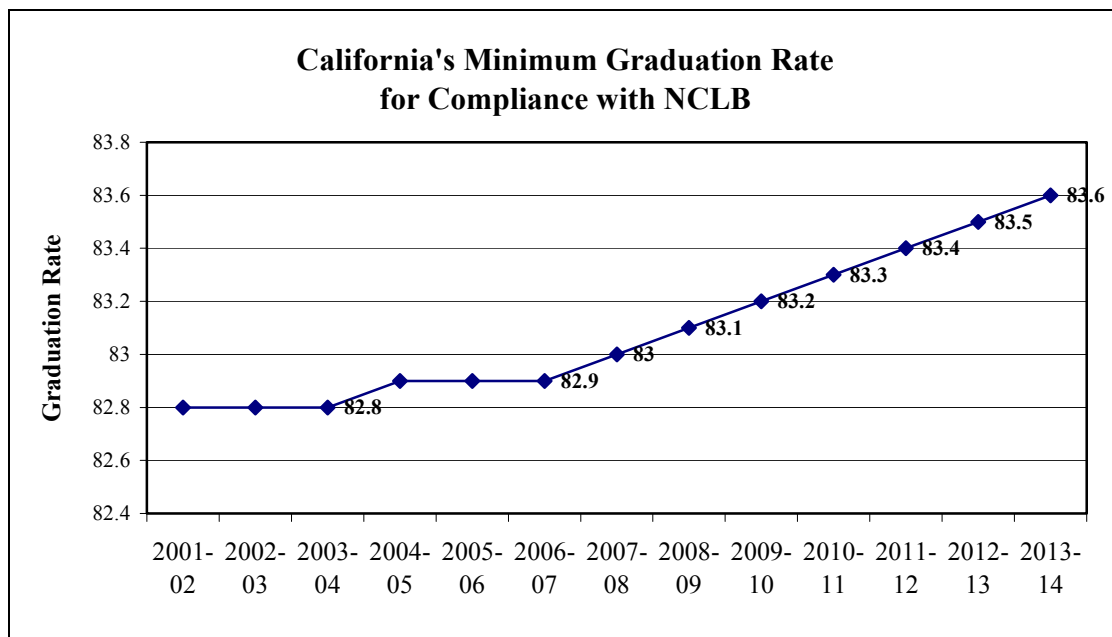
- The number of graduates in the previous school year is divided by the sum of all of the following:
 - The number of graduates in the previous year;
 - Plus the grade nine dropouts four years earlier;
 - Plus the grade 10 dropouts three years earlier;
 - Plus the grade 11 dropouts two years earlier; and
 - Plus the grade 12 dropouts one year earlier.¹⁵

CDE began reporting this rate in 2002-03. The formula for “completers” creates a graduation rate that is only used for NCLB reporting requirements of adequate yearly progress (AYP).¹⁶ The completer rate does not take into account the number of students who were enrolled or entered the school system.

California’s annual graduation rate is one of four main requirements for meeting AYP, and it is reported at the school and local educational agency level.¹⁷ In order to comply with NCLB graduation rate requirements, high schools, high school districts, unified school districts, and county offices of education must either:

- A. Meet the minimum graduation rate (82.9 percent from 2004-05 to 2006-07 school years as seen in Figure 4),
- B. Show an improvement of at least 0.1 percent from the previous year, or
- C. Show an improvement of at least 0.2 in the average two-year rate.

Figure 4



Source: California Department of Education, *2005 Accountability Progress Report: Information Guide*.

It is important to note that NCLB neither requires states to have a minimum graduation rate target, nor does it require states to increase their graduation rate over time. California's criteria for meeting AYP for high school graduation varies considerably from that of other states. According to U.S. General Accountability Office report, there are some states that have set their graduation rate targets as low as 50 percent, as in the case of Nevada, and as high as 100 percent, as in the case of South Carolina.¹⁸ According to the same report,

- Two states allow schools to show progress if they maintain graduation rates from the previous year.
- 28 states allow any amount of progress to be counted.
- Four states allow one percent progress.
- Three states allow 0.1 percent progress.
- One state requires schools to reduce the difference between the actual and target rate by 10 percent over a two-year period.

Although schools may not meet state graduation rate targets, they may make AYP as long as they demonstrate progress toward their targets.¹⁹

Only public high schools in California receiving federal Title I funds that do not meet one of the three criteria, for making the AYP graduation rate requirement under NCLB for two consecutive years, are identified and placed in the "Program Improvement" (PI) accountability program. In California, 17 percent of high schools receive federal Title I funds. Public schools not receiving federal Title I funds are not subject to any sanctions under NCLB.²⁰ Nevertheless, NCLB requires local educational agencies (LEAs) receiving federal Title I funds to report graduation rates for high schools, and make these reports available to the public.

On September 21, 2005, CDE released a list of the public schools that are in PI. Of the 1,772 schools in Program Improvement (PI), 258 (or 15 percent) are high schools. CDE reviewed the data for the 2003-04 and 2004-05 school years to determine whether any of the public high schools were in PI because they had not met the graduation rate AYP only, or any of the other three AYP measures as discussed in endnote 17 of this report. CDE reported:

1. Based on 2003-04 data, eight schools *could have been* identified for PI based on failing to meet the graduation rate criterion or other AYP criteria for two consecutive years.
2. Based on 2004-05 data, an additional 54 schools *could have been* identified for PI based on failing to meet the graduation rate criterion or other AYP criteria for two consecutive years.
3. Five of the schools identified based on 2003-2004 data were also identified based on 2004-05 data. These schools are highlighted in Appendix 3.

Appendix 3 lists the 59 public high schools identified for PI because they did not meet the graduation rate criteria or other criteria since 2003-04 for making AYP, even though some schools may have been in PI since 1996-97.²¹ The majority of the 59 schools listed in Appendix 3 are either continuation high schools or charter schools.

Schools that are in PI for the first two years are in the “School Improvement” phase. The schools that meet AYP criteria for the next two consecutive years will exit PI and will not be subject to Title I corrective actions or other NCLB sanctions. Public schools that continue to fail to meet AYP after two years will be subject to “Corrective Action” in the third year of PI. After four years schools persisting in PI will begin the “Restructuring” phase of sanctions. The specific actions required for each year that a LEA or school is in PI is described in Appendix 4.

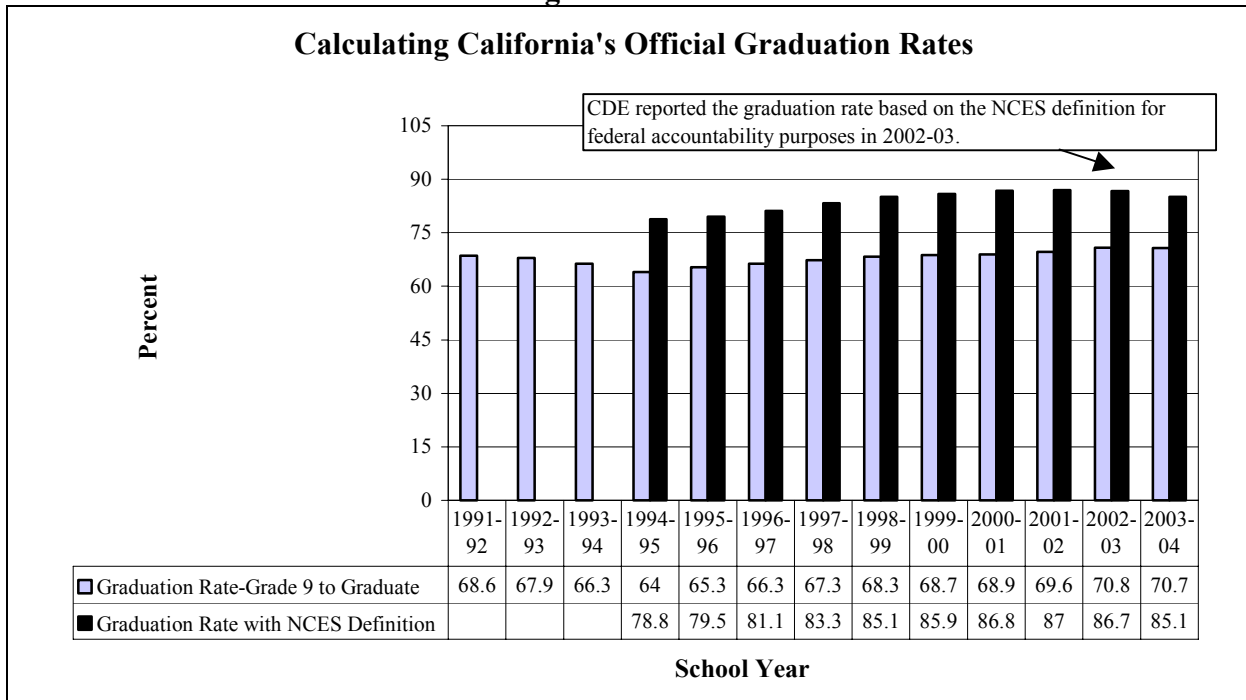
2. For the second method to estimate a graduation rate, CDE compares the number of students who start out in the ninth grade with the number who graduate four years later. This is referred to as the Basic Completion Ratio. The formula for calculating the Basic Completion Ratio is to divide the number of graduates by the number of students in the ninth grade four years earlier.

While CDE has used this graduation rate for many years, it can only be calculated at the state level, and assumes that the number of students who leave and enter schools “washes out” at the state level. This estimated graduation rate is an aggregate of all students. Until individual student records are available for all districts using CSIS, CDE will continue to produce this aggregated rate.

Figure 5 compares the two graduation rates as reported by CDE from 1991-92 to 2003-04. Even though both rates show an improvement over time, the NCES method of calculating the rate produces a higher graduation rate than the Basic Completion Ratio. There are two main differences between the NCES completer rate and the Basic Completion Ratio:

- A. The NCES completer rate does not account for the changes in the enrollment of students who enter or leave the school system after the ninth grade.
- B. The NCES completer rate depends heavily on the number of dropouts, which are presumably underreported as discussed in the next section of this report.

Figure 5²²



Source: The California Department of Education, CBEDS.

Note: The California Department of Education did not report a graduation rate using the NCES definition for the school years 1991-92 to 1993-94, and for this reason those cells in the table are left blank.

THE CALIFORNIA HIGH SCHOOL EXIT EXAMINATION

State law requires that students graduating from a public high school (or adult school) pass the California High School Exit Examination (CAHSEE) beginning in the 2005-06 school year, and meet a district's requirements for graduation. The CAHSEE is designed to ensure that all students graduating from a public high school possess basic skills in English-language arts and mathematics, which are based on the academic content standards adopted by the State Board of Education. In order to pass the CAHSEE, students must correctly answer 60 percent of the English-language arts items and 55 percent of the mathematics items.²³

All public high school students must take the CAHSEE for the first time in grade 10. Students who do not pass one or both parts of the CAHSEE have up to five additional opportunities to retake the part(s) that they did not pass.

In September 2005, the Human Resources Research Organization (HumRRO), which is under contract with CDE to conduct an independent evaluation of CAHSEE, released its 2005 Evaluation Report and provided estimated cumulative pass rates for the class of 2006. Students in the class of 2006 who have not yet passed the CAHSEE will have up to three opportunities in grade 12 to retake part(s) of the test. (Please refer to Appendix 5 for more specific information).

1. For the class of 2006, HumRRO estimates that 78 percent of students have passed both parts of the CAHSEE, while 10 percent of students have not passed either part.
 - An estimated 84 percent of students have passed the English-language arts portion of the CAHSEE.
 - An estimated 83 percent of students have passed the mathematics portion of the CAHSEE.
2. With respect to gender, females are more likely to pass than males. For the class of 2006, HumRRO estimates that 81 percent of females have passed both parts of the test compared to 76 percent of males.
 - An estimated 88 percent of females have passed the English-language arts compared with 81 percent of males.
 - In mathematics, slightly more females are estimated to have passed than males, 85 percent and 82 percent, respectively.
3. About 90 percent of White (non-Latino) and Asian students have passed both parts of the CAHSEE. Latino and African American students in the class of 2006 trail far behind, at 68 percent and 63 percent, respectively.
 - The estimated passing rates are higher for all ethnic groups in English-language arts than in mathematics, except for Asians (90 percent and 95 percent, respectively) and Latinos (they are the same). For the class of 2006, White students have the highest estimated cumulative passing rate of 94 percent in English-language arts, whereas Latino and African American students have the lowest estimated cumulative passing rate of 76 percent.²⁴
 - On the mathematics part of the CAHSEE, for the class of 2006, Asian students have the highest estimated cumulative passing rate of 95 percent, and African American students have the lowest estimated cumulative passing rate of 68 percent.²⁵
4. HumRRO estimates that only 66 percent of economically disadvantaged students have passed both the English-language arts and mathematics portions of the CAHSEE, and 17 percent of these students have not passed either part for the class of 2006.
5. Of particular concern are the estimated passing rates for students enrolled in special education and English learners for the class of 2006.
 - HumRRO estimates that 42 percent of special education students have not passed either part of the CAHSEE, and that only 35 percent of special education students have passed both English-language arts and mathematics

portions. Forty-eight percent have passed the English-language arts part only and 45 percent have passed the mathematics part only.

- HumRRO estimates that slightly more than one-half of English learners have passed both the English-language arts and the mathematics portions of the CAHSEE, while one-quarter of all English learners have not passed either part.

As part of the 2005 Evaluation Report of the CAHSEE, HumRRO analyzed enrollment levels, graduation rates, dropout rates, participation and performance on Advanced Placement examinations and college entrance examinations, rates of completion of college preparatory courses, and enrollment rates of California high school graduates as first-time freshmen in institutions of higher education. HumRRO found that *more* students progressed normally from grade 10 to grade 11, and again from grade 11 to grade 12 for the class of 2005, and for the class of 2006 through grade 11, compared to earlier graduating classes of high school seniors. As a result, HumRRO concludes that the CAHSEE has not encouraged high school students to drop out.²⁶

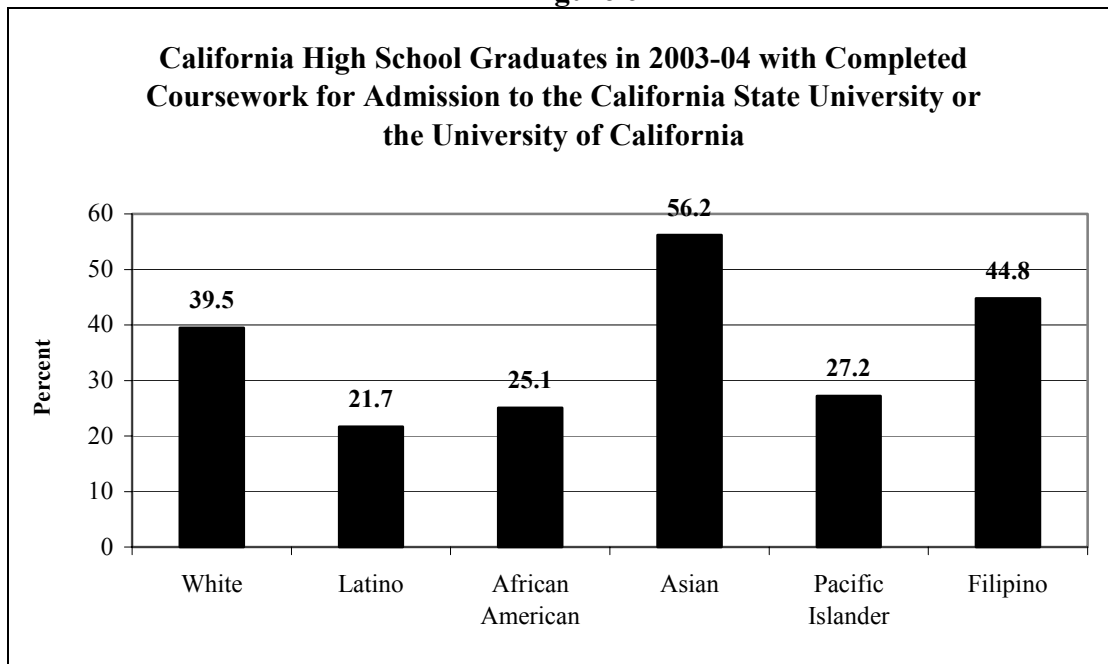
The 2005-06 Budget Act authorizes the appropriation of \$20 million to provide intensive instruction and services for eligible high school students in the class of 2006 who have failed to pass one or both parts of the CAHSEE,²⁷ thereby enabling CDE to allocate \$600 per eligible student in public schools.²⁸ The CDE solicited applications from county offices of education, school districts, and charter schools, and received more than 400 applications. On October 29, 2005, State Superintendent O'Connell sent out a final letter of apportionment to high schools, charter schools and county offices of education.²⁹

ELIGIBILITY FOR HIGHER EDUCATION

Of the number of high school graduates, how many have taken the necessary coursework for admission to the California State University (CSU) or the University of California (UC)? In 2003-04, of the 343,474 high school students who graduated from California high schools, 115,686 (33.7 percent) students had taken the necessary coursework to apply to a four-year public higher education institution in California. Female graduates were more likely to complete coursework for admission to a CSU or UC campus (37.3 percent) than their male counterparts (29.7 percent).

Figure 6 compares high school graduates' preparation for CSU or UC by ethnicity. Asian high school graduates were more likely than any other ethnic group to have taken the necessary coursework, followed by Filipino and White high school graduates. Asian high school graduates were twice as likely as African American or Latino high school graduates to be qualified to apply to CSU or UC.

Figure 6



Source: The California Department of Education, CBEDS.

REVIEW OF SELECTED STUDIES

With heightened attention paid to high school dropout and graduation rates, thanks to the accountability requirements required of states under the federal *No Child Left Behind Act of 2001*, there has been a growing suspicion that the official state numbers provide artificially inflated high school graduation rates (or low dropout rates). A number of researchers have recently examined the number and percent of California high school graduates, by calculating these rates using student enrollment figures. Their estimates vary greatly from the official numbers reported by CDE (as discussed in the preceding section of this report).

The following selective review of studies explains the methods that researchers have used to estimate a graduation rate, and provides the results as they pertain to California. All of the studies included in this review use data from the Common Core of Data, which is reported by state educational agencies (i.e., California Department of Education) to the National Center for Education Statistics (NCES) of the U.S. Department of Education. In the case of California, the data submitted to NCES is based on CBEDS data (see page 5 for a short description of CBEDS data).

Since the Common Core of Data is not based on individual student records, none of the studies is able to track individual students over time. Therefore, these studies can only provide estimated rates rather than actual rates of graduation. Furthermore, given the differences in definitions and state data collection systems, comparisons of state performance may not be meaningful. For example, some states employ an eighth grade examination to determine whether students progress to the ninth grade. This may cause an eighth grade enrollment bulge as some students may be held back. Other states districts require that ninth grade students successfully complete a determined number of units to promote to the 10th grade, causing the ninth grade enrollment to swell. Any rating of school districts across states faces the challenges of incompatible data. For this reason, this literature review limits the studies' findings to comparisons within California only. All five studies in this review use the same source of data for California, which includes charter schools.³⁰

CHRISTOPHER B. SWANSON, ET AL.

Swanson, Christopher B. et al. Who Graduates? Who Doesn't? A Statistical Portrait of Public High School Graduation, Class of 2001, Urban Institute, 2003.

Method to Calculate the Graduation Rate: Swanson et al. employ the Cumulative Promotion Index (CPI) to estimate high school graduation rates for districts nationwide using data collected and reported by NCES. The CPI uses grade-to-grade promotion rates to approximate the probability that students beginning in ninth grade will graduate with a regular high school diploma (from ninth to tenth, from tenth to 11th, and from 11th to 12th and from 12th to receiving a diploma). The CPI method follows four separate estimated cohorts over a one-year period of time. To illustrate how the CPI operates, Swanson et al. provide the following hypothetical example:

Let us suppose that a particular school district currently has 100 students enrolled in each grade from 9 through 12. Further, we will hypothesize that 5 percent of students currently in grades 9, 10, and 11 will drop out of school this year and also that 5 percent of seniors will fail to earn a diploma at the end of the year. So, for example, we would count 100 ninth graders at our starting point but only 95 tenth graders the following fall. Carrying out the calculation, we would estimate a graduate rate of 81.5 percent for this district.³¹

Results

Table 4 compares California’s graduation rate with the national average using Swanson’s CPI. California’s performance is slightly better than that of the nation as a whole, 68.9 percent compared to 68 percent. This pattern is also reflected in graduation rates by ethnicity, where California has a higher rate than the nation as a whole, particularly for Asian students, but with the exception of American Indians.

Table 4

Comparison of California and the Nation’s High School Graduation Rates for the Class of 2001							
State	Total Enrollment	Total CPI Graduation Rate	White CPI Graduation Rate	Latino CPI Graduation Rate	African American CPI Graduation Rate	Asian CPI Graduation Rate	American Indian CPI Graduation Rate*
Nation	47,687,871	68.0%	74.9%	53.2%	50.2%	76.8%	51.1%
California	6,248,610	68.9%	75.7%	57.0%	55.3%	82.0%	49.7%

Source: Swanson, Christopher B. et al. *Who Graduates? Who Doesn’t? A Statistical Portrait of Public High School Graduation, Class of 2001*, Urban Institute, 2003 and Beth Young, *Public School Student, Staff, and Graduate Counts by State: School Year 2001-02*, NCES, April 2004.

*Note: The authors report a moderate coverage of American Indian students in both the national average as well as for California (rate covers between 50 and 75 percent of the student population).

How does the Swanson’s CPI estimate for graduation rates in California compare with CDE’s completer estimates as discussed in the previous section of this report? Table 5 provides this comparison.

Table 5

Comparison of Swanson’s CPI and CDE’s Completer Rate for the Class of 2001	
Swanson’s CPI	68.9 %
CDE’s Official “Completer” Rate (for NCLB)	86.8 %
CDE’s Grade Nine to Graduate (Basic Completion Ratio)	68.9 %

Table 5 shows that Swanson’s CPI estimates a graduation rate for California’s class of 2001 that is much lower than what CDE reported to the U.S. Department of Education for NCLB purposes. Swanson’s CPI provides the same estimate as CDE’s grade nine to graduate (Basic Completion Ratio).³²

Swanson et al. also produced graduation data, including data by ethnicity, for the 10 largest school districts in California, as seen in Table 6. These data provide a bleak picture of the state's high school graduation rate, particularly by ethnic group. Of the 10 districts:

- San Juan Unified (located in Sacramento county) had the highest graduation rate, and the lowest overall percent of minority students (25 percent) and students who qualified for a free or reduced lunch (29 percent).
- Oakland Unified had the worst total graduation rate, the highest percent of minority students, and the lowest graduation rates for Latinos (25.3 percent), African American (23.4 percent), and American Indian (9.3 percent) students.
- However, San Bernardino City's White students (45 percent) underperformed White students in Oakland (56.6 percent).
- The Los Angeles Unified School District (LAUSD) had the most minority students and the largest percent of students who qualify for free or reduced lunch.
- Latino and Black students had less than a 50 percent chance of graduating from LAUSD, San Diego, Fresno (Latino only), San Francisco, Oakland, and San Bernardino school districts. American Indian students had less than a 50 percent chance of graduating in Santa Ana, Oakland, Sacramento City, and San Bernardino City school districts.

Table 6

Comparison of Ten Largest California Districts' High School Graduation Rates for the Class of 2001

District	Enrollment	% Minority	% Free-Reduced Lunch	Total CPI Graduation Rate	White CPI Graduation Rate	Latino CPI Graduation Rate	African American CPI Graduation Rate	Asian CPI Graduation Rate	American Indian CPI Graduation Rate
Los Angeles	721,346	90.1%	73.5%	46.4%	68.1%	40.2%	48.1%	76.6%	50.8%
San Diego	141,804	73.0%	46.3%	61.3%	74.0%	47.0%	49.2%	77.9%	79.5%
Long Beach	93,694	82.2%	68.7%	74.8%	83.7%	67.0%	69.7%	84.6%	59.9%
Fresno	79,007	79.8%	71.5%	55.8%	68.4%	44.3%	Not Avail.	77.7%	Not Avail.
Santa Ana	60,643	96.4%	73.4%	61.7%	Not Avail.	61.0%	32.2%	66.5%	33.3%
San Francisco	59,979	88.9%	54.2%	66.7%	64.1%	48.4%	49.2%	76.3%	Not Avail.
Oakland	54,863	94.4%	53.8%	30.4%	56.6%	25.3%	23.4%	49.5%	9.3%
Sacramento City	52,734	75.1%	60.5%	70.0%	59.0%	61.8%	63.8%	89.3%	43.4%
San Bernardino City	52,031	79.7%	74.8%	42.1%	45.0%	40.0%	37.2%	65.2%	27.0%
San Juan	50,266	24.9%	28.8%	80.9%	80.3%	Not Avail.	76.8%	90.4%	74.2%

Source: Swanson, Christopher B. et al. *Who Graduates? Who Doesn't? A Statistical Portrait of Public High School Graduation, Class of 2001*, Urban Institute, 2003 (using the Common Core of Data Local Educational Agency and School Surveys, NCES).

JAY P. GREENE

Greene, Jay P. High School Graduation Rates in the United States, Manhattan Institute for Policy Research, Revised April 2002.

Method to Calculate the Graduation Rate: Greene calculated the eighth grade public school enrollment for each jurisdiction and for each sub-group in the fall of 1993 and compared that number(s) with the number of regular high school diplomas awarded in the spring of 1998. He adjusted the graduation rate to account for students who might have moved in or out of an area, and made these adjustments for the entire cohort and sub-groups of students. To illustrate how such an adjustment was made, Greene explains:

In the fall of 1993 there were 3,249,266 students enrolled in 8th grade. In 1998, when we would expect those students to be graduating, there were 2,440,081 regular diplomas awarded. Yet during these years the total student population in the United States increased by 6.1 percent, so we adjust the 8th grade population upward by 6.1 percent to 3,446,552 on the assumption that the 8th grade cohort received 6.1 percent additional students from immigration or from the private sector. Of the 3,446,552 students we would expect to graduate in 1998, only 2,440,081 students actually received diplomas, producing a graduation rate of 71 percent.³³

Results

Table 7 displays a comparison between California's graduation rate and the national rate using Greene's methodology. The national graduation rate (71 percent) was higher than California's rate (68 percent). Table 7 also provides graduation rate information by ethnicity. Even though the breakout by ethnicity in California indicates an equal or greater percentage than for the nation breakout by ethnicity, California has relatively more Latinos than the national average. This demographic difference lowers California's overall average, resulting in a relatively lower total graduation rate than the national total graduation rate. Table 7 points out that Latino and African American students graduate at a far lower rate than White students in California and across the nation.

Table 7

Comparison of California and the National High School Graduation Rates for the Class of 1998					
State	Total Enrollment	Total Graduation Rate	White Graduation Rate	Latino Graduation Rate	African American Graduation Rate
Nation	47,687,871	71%	78%	54%	56%
California	6,248,610	68%	78%	55%	59%

Source: Greene, Jay P. *High School Graduation Rates in the United States*, 2002 and Beth Young, *Public School Student, Staff, and Graduate Counts by State: School Year 2001-02*, NCES, April 2004.

How does Greene's estimate for graduation rates in California compare with CDE's official graduation? Table 8 provides this comparison.

Table 8

Comparison of Greene's Estimated Graduation Rate and CDE's Official Graduation Rates for the Class of 1998	
Greene's Estimated Graduation Rate	68 %
CDE's Official Graduation Rate (for NCLB)	85 %
CDE's Grade Nine to Graduate (Basic Completion Ratio)	63 %

Table 8 shows that Greene's estimated graduation rate for California is higher (68 percent) than CDE's estimated grade nine to graduate (Basic Completion Ratio) rate of 63.3 percent. However, Greene's methodology produces a much lower estimated graduation rate than CDE's official estimated graduation rate of 85.1 percent for the class of 1998.³⁴

Table 9 presents information for five school districts in California that are among the 50 largest districts nationwide. Using Greene's methodology, between 56 percent and 62 percent of high school students from these districts graduated. Table 9 also displays graduation rates by ethnicity. Latino or African American students graduate at extremely low rates compared with White students. African American students graduated at a higher rate than Latino students, except in Orange County. Overall, Latino students had about a 50 percent or less chance of graduating.

Table 9

Comparison of California Districts' High School Graduation Rates* for the Class of 1998				
School District	Graduation Rate	White Graduation Rate	Latino Graduation Rate	African American Graduation Rate
Fresno	58%	78%	41%	51%
Long Beach	64%	78%	52%	62%
Los Angeles	56%	81%	48%	56%
Orange County	57%	63%	51%	45%
San Diego	62%	79%	43%	54%

Source: Greene, Jay P. *High School Graduation Rates in the United States*, 2002.

*Note: The California school districts included in this table were selected from the 50 largest school districts nationwide in 1993.

JAY P. GREENE AND MARCUS A. WINTERS

Greene, Jay P. and Marcus A. Winters, Public High School Graduation and College-Readiness Rates: 1991-2002, Manhattan Institute for Policy Research, February 2005.

Method to Calculate Graduation Rate:

- Greene and Winters estimated the number of students nationwide who entered the ninth grade for the first time by averaging the number of enrollments for eighth grade in 1997-98 (292,648 students), ninth grade in 1998-99 (350,743 students), and tenth grade in 1999-2000 (275,265 students), using the CCD data from NCES. This produced an estimated cohort of 306,219 students.
- Then the researchers adjusted for a cohort's population change from ninth grade to 12th grade by using the U.S. Census data for the age group cohort for the nation and each state. They subtracted the number of 14-year olds in the population in the summer prior to entering 9th grade from the number of 17-year olds in the population in the summer prior to beginning 12th grade.³⁵
- They then divided the figure by the original number of 14-year olds to calculate the change in the cohort population.
- They multiplied the estimated ninth grade cohort by the percent change in the population and added this to the number of students who would have graduated in each state from high school.
- Lastly, they divided the number of diplomas that were issued during the cohort's graduating year by the estimated number of students that received a diploma.
- This method produced the estimated national graduation rate of 71 percent (the same percentage in Greene's previous study).

Method to Calculate College Readiness Rate: The researchers identified the minimum admission standards used by the least selective four-year colleges, which included: 1) the receipt of a regular high school diploma, 2) the completion of a set of minimum course requirements, and 3) the ability to read at a basic level. The researchers used their own calculations for graduation rates, as described above, for the first criterion. Second, they surveyed the admissions requirements of minimally selective public four-year colleges, which included the successful completion of four years of English, three years of math, and two years each of natural science, social science, and foreign language. Lastly, the researchers used the National Assessment of Educational Progress (NAEP) High School Transcript Study (HSTS) to determine whether students had at least a basic level or above in reading.³⁶

Results

Table 10 shows that this study's method produced the same estimated national graduation rate (71 percent) as in Greene (2002), but California's overall estimated graduation rate slipped slightly to 67 percent. Again, the researchers found very low Latino and African American graduation rates.

Table 10

State and National High School Graduation Rates for the Class of 2002					
State	Total Enrollment	Total Graduation Rate	White Graduation Rate	Latino Graduation Rate	Black Graduation Rate
Nation	47,687,871	71%	78%	52%	56%
California	6,248,610	67%	76%	54%	59%

Source: Greene, Jay P. and Marcus A. Winters, *Public High School Graduation and College-Readiness Rates: 1991-2002*, Manhattan Institute for Policy Research, February 2005 and Beth Young, *Public School Student, Staff, and Graduate Counts by State: School Year 2001-02*, NCES, April 2004.

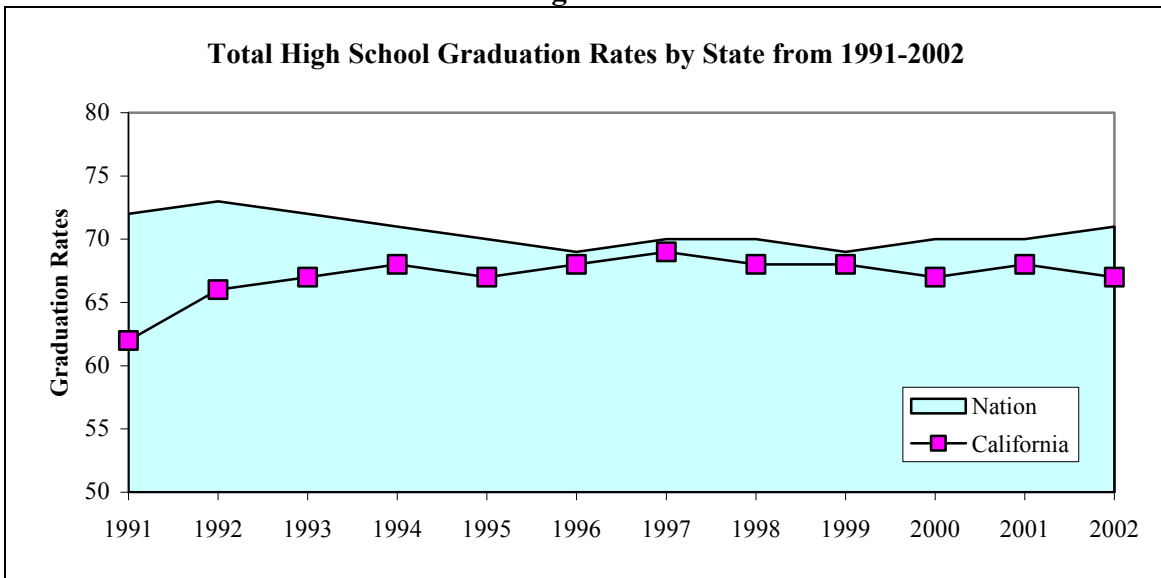
How does Greene and Winter’s estimate for graduation rates in California compare with CDE’s official graduation estimates? Table 11 shows that Greene and Winters’ methodology for calculating a graduation rate for the class of 2002 in California produces a lower rate than both of CDE’s graduation rates.

Table 11

Comparison of Greene and Winter’s Estimated Graduation Rate and CDE’s Official Graduation Rates for the Class of 2002	
Greene and Winter’s Estimated Graduation Rate	67 %
CDE’s Official Graduation Rate (for NCLB)	87 %
CDE’s Grade Nine to Graduate (Basic Completion Ratio)	70 %

Greene and Winters produced longitudinal data of estimated graduation rates for the nation as a whole as well as by state from 1991 to 2002. Figure 7 shows the 12-year experience for California compared to the national average. California’s relative ranking improved slightly during this period of time, from 62 percent to 67 percent.

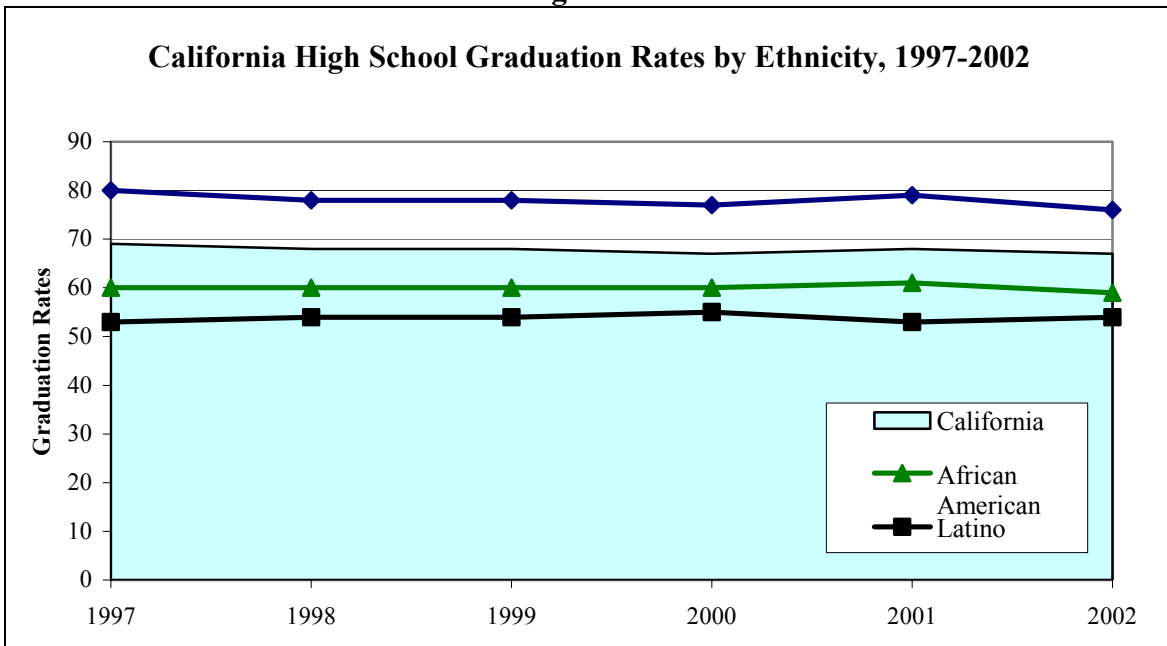
Figure 7



Source: Greene, Jay P. and Marcus A. Winters, *Public High School Graduation and College-Readiness Rates: 1991-2002*, Manhattan Institute for Policy Research, February 2005.

Greene and Winters also examined estimated high school graduation rates for California by ethnicity for the years from 1997 to 2002. The data show no improvement in the estimated graduation rates by ethnicity. In fact, the estimated graduation rate for White students dipped in 2002 (76 percent), compared to five years earlier when White students had graduated at an estimated 80 percent rate.

Figure 8



Source: Greene, Jay P. and Marcus A. Winters, *Public High School Graduation and College-Readiness Rates: 1991-2002*, Manhattan Institute for Policy Research, February 2005.

Table 12 compares California students' estimated college readiness rate (32 percent) with the national rate (34 percent). In California, only about four in 10 White high school graduates and about one-fifth of Latino and African American high school graduates may be considered college-ready.

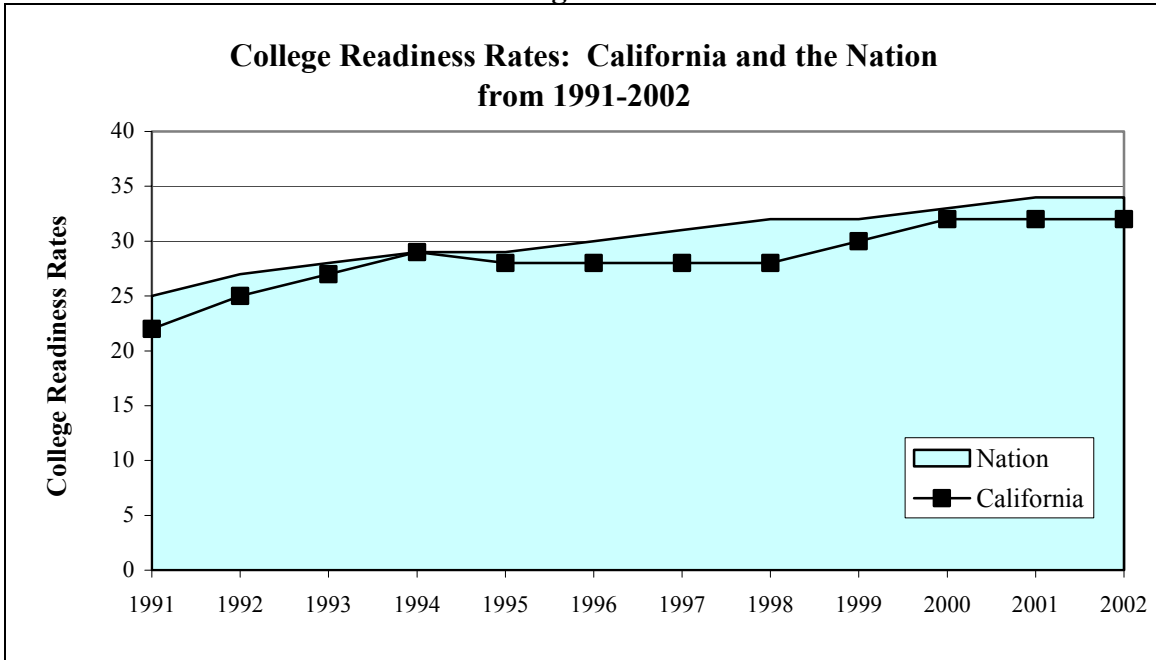
Table 12

National and State College Readiness Rates					
State	Total Enrollment	Total College Readiness Rate	White College Readiness Rate	Latino College Readiness Rate	Black College Readiness Rate
National	47,687,871	34%	40%	20%	23%
California	6,248,610	32%	39%	22%	22%

Source: Greene, Jay P. and Marcus A. Winters, *Public High School Graduation and College-Readiness Rates: 1991-2002*, Manhattan Institute for Policy Research, February 2005 and Beth Young, *Public School Student, Staff, and Graduate Counts by State: School Year 2001-02*, NCES, April 2004.

Figure 9 provides a longitudinal picture of how the nation and California compare with respect to college readiness rates. California has improved by an estimated 10 percentage points, from 22 to 32 percent, over the past 12 years.

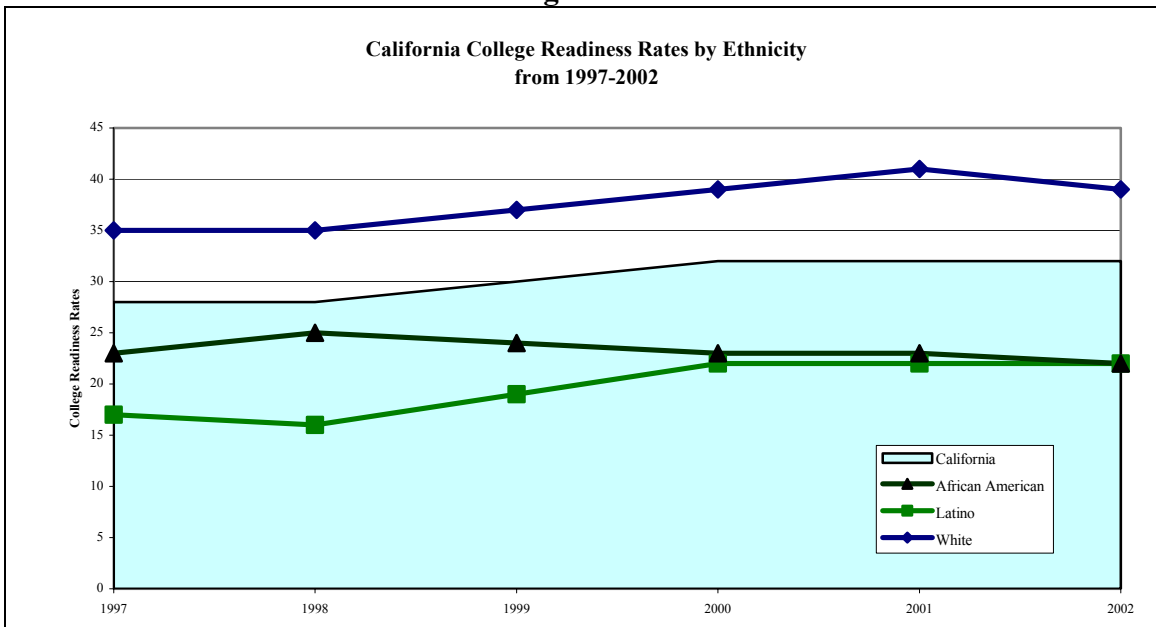
Figure 9



Source: Greene, Jay P. and Marcus A. Winters, *Public High School Graduation and College-Readiness Rates: 1991-2002*, Manhattan Institute for Policy Research, February 2005.

Greene and Winters also produced estimated college readiness data for each state by ethnicity from 1997 to 2002. Figure 10 shows that the estimated college readiness rates have increased for California as a whole, and for White and Latino high school graduates, but not for African Americans during this period of time.

Figure 10



Source: Greene, Jay P. and Marcus A. Winters, *Public High School Graduation and College-Readiness Rates: 1991-2002*, Manhattan Institute for Policy Research, February 2005.

ROBERT BALFANZ AND NETTIE LEGTERS

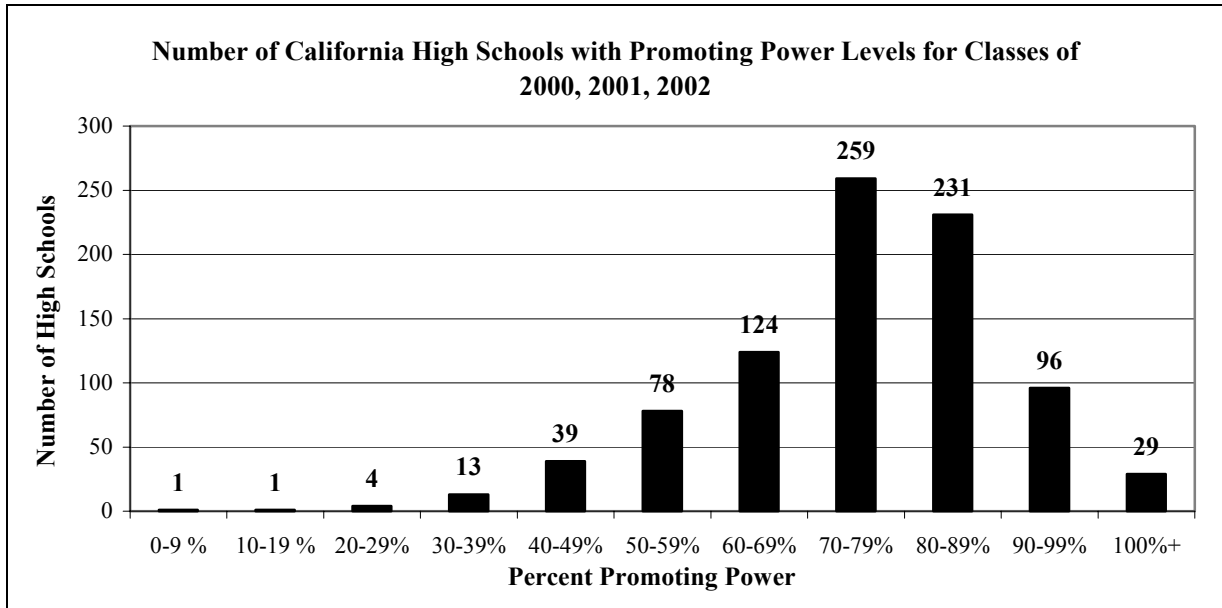
Balfanz, Robert and Nettie Legters, Locating the Dropout Crisis: Which High Schools Produce the Nation's Dropouts? Where Are They Located? Who Attends Them? Center for Social Organization of Schools, John Hopkins University, June 2004 and The Graduation Gap: Using Promoting Power to Examine the Number and Characteristics of High Schools with High and Low Graduation Rates in the Nation and Each State, Center for Social Organization of Schools, John Hopkins University, January 2005.

Method to Calculate Promoting Power as an Indicator of High School Dropout and Graduation Rates: Balfanz and Legters use the NCES Common Core of Data to develop a measure, which they refer to as promoting power. This measure compares the number of ninth graders enrolled to the number of seniors enrolled four years later, by dividing the number of students in the 12th grade by the number of ninth graders enrolled in high school four years earlier.³⁷ The researchers argue that the promoting power measure provides a reliable indicator by which to identify high schools with low graduation rates. They employ a 60 percent cut-point to identify the schools in which graduation is not considered the norm. The schools that are below the norm, with severe dropout rates, the researchers refer to as the nation's "dropout factories."

Results

According to Balfanz and Legters, the majority of California high schools have a promoting power of between 60 and 89 percent, as seen in Figure 11. What is disturbing about the information in Figure 11 is that 136 high schools in the state have a promoting power of less than 60 percent. These lowest performing high schools represent 16 percent of the high schools statewide, 313,817 students (or 20 percent of all California high school students), and 27 percent of the state's minority high school students.

Figure 11*



Source: Center for Social Organization of Schools, John Hopkins University, *Promoting Power in California's High Schools*, n.d.

The following tables provide a context for understanding high schools that have the lowest promoting power (less than 60 percent) compared with high schools with highest promoting power (more than 90 percent) based on a three-year average for the classes of 2000, 2001, and 2002. Table 13 emphasizes that the majority of high schools fall in the 61-89 percent category of promoting power. At the extremes, there are more high schools with the lowest promoting power (between 0 and 60 percent) whose students are eligible for free or reduced lunch (96 high schools) than high schools with the highest promoting power of 90 percent or more (14 high schools). For a list of the 14 high schools that seem to “beating the odds” (with 90 percent of students eligible for free or reduced lunch and 90 percent promoting power), please refer to Appendix 6.

Table 13

Percent Eligible for F/R Lunch	Promoting Power		
	0-60 Percent	61-89 Percent	90 Percent or More
Less than 20 Percent	18	246	100
21-39 Percent	32	165	11
40 Percent or More	96	198	14
Total	146	609	125

Source: Center for Social Organization of Schools, John Hopkins University, *Promoting Power in California's High Schools*, n.d., http://www.csos.jhu.edu/pubs/power/state_profiles/california.pdf.

* Note: The Promoting Power data are based on a three-year average for the classes of 2000, 2001, and 2002.

Table 14 shows that high schools with the greatest concentration of minority students (90 percent or more) have the lowest promoting power (less than 60 percent). In these high schools, students are the least likely of all to promote to the next grade or graduate. Table 14 also points out that there are three high schools that are “beating the odds” by promoting 90 percent or more of their students while serving 90 or more percent minority students. For a listing of these three schools, please refer to Appendix 6.

Table 14

Number of California High Schools with Promoting Power Levels By Percent of Minority Students*			
Percent Minority Students	Promoting Power		
	0-60 Percent	61-89 Percent	90 Percent or More
Less than 10 Percent	0	12	0
10-49 Percent	18	282	73
50-89 Percent	37	193	32
90 or More Percent	67	62	3
Total	122	549	112

Source: Center for Social Organization of Schools, John Hopkins University, *Promoting Power in California's High Schools*, n.d., http://www.csos.jhu.edu/pubs/power/state_profiles/california.pdf.

More public high schools with the lowest promoting power are located in cities than anywhere else in the state, as shown in Table 15. High schools with the highest (90 percent or more) and mid-range performing powers (61-89 percent promotion) are found predominantly in the state's suburbs.

Table 15

Number of California High Schools with Promoting Power Levels by Location*			
Location	Promoting Power		
	0-60 Percent	61-89 Percent	90 Percent or More
Cities	76	160	25
Suburbs	60	332	87
Towns	2	31	3
Rural	9	86	11
Total	147	609	126

Source: Center for Social Organization of Schools, John Hopkins University, *Promoting Power in California's High Schools*, n.d., http://www.csos.jhu.edu/pubs/power/state_profiles/california.pdf.

* Note: The Promoting Power data are based on a three-year average for the classes of 2000, 2001, and 2002.

Table 16 provides a longitudinal view of 15 cities in California, selected from the largest 100 municipalities across the nation, and identifies the number of public high schools where graduation is not considered the norm. During the period of 1993 to 2003, Table 16 indicates the number and percent of public high schools within each city that had 60 percent or less promoting power.

- Long Beach, Anaheim, San Jose, and Glendale did not have *any* high schools with the worst promoting power.
- All three of the public high schools in Stockton had a promoting power of 60 percent or less in three of the four years when the data were reported.
- Sacramento has reduced by half the number and percent of low performing public high schools.
- The number of “dropout high school factories” in the city of San Diego increased from three to five over the 10-year period reported.

Table 16

Comparison of Weak Promotion Power in California Schools by Cities Using a 60% Cut-Point by Year (Selected from the 100 Largest Cities in U.S.)									
City	%Minority	1993		1996		1999		2002	
		#	%	#	%	#	%	#	%
Santa Ana	97%	4	100	3	75	2	50	3	75
Oakland	95%	4	67	4	67	4	67	5	83
Los Angeles	88%	40	80	40	78	29	57	39	68
San Francisco	88%	4	33	3	23	7	54	4	29
Stockton	85%	3	100	3	100	0	0	3	100
Long Beach	77%	0	0	0	0	0	0	0	0
San Diego	74%	3	18	4	22	3	17	5	26
Fresno	73%	4	57	6	86	5	71	5	63
Sacramento	72%	4	80	3	60	2	40	2	40
Anaheim	66%	0	0	1	13	0	0	0	0
San Jose	63%	0	0	1	17	1	17	0	0
Bakersfield	53%	1	10	6	50	4	31	1	7
Riverside	50%	3	75	2	50	1	25	2	40
Fremont	49%	0	0	2	40	3	60	1	20
Glendale	39%	0	0	0	0	0	0	0	0

Source: Balfanz, Robert and Nettie Legters, *Locating the Dropout Crisis: Which High Schools Produce the Nation's Dropouts? Where Are They Located? Who Attends Them?* Center for Social Organization of Schools, John Hopkins University, June 2004.

JEANNIE OAKS, JULIE MENDOZA AND DAVID SILVER

Oakes, Jeannie, Julie Mendoza, and David Silver, California Opportunity Indicators: Informing and Monitoring California's Progress Toward Equitable College Access, University of California All Campus Consortium on Research for Diversity (ACCORD), 2004.

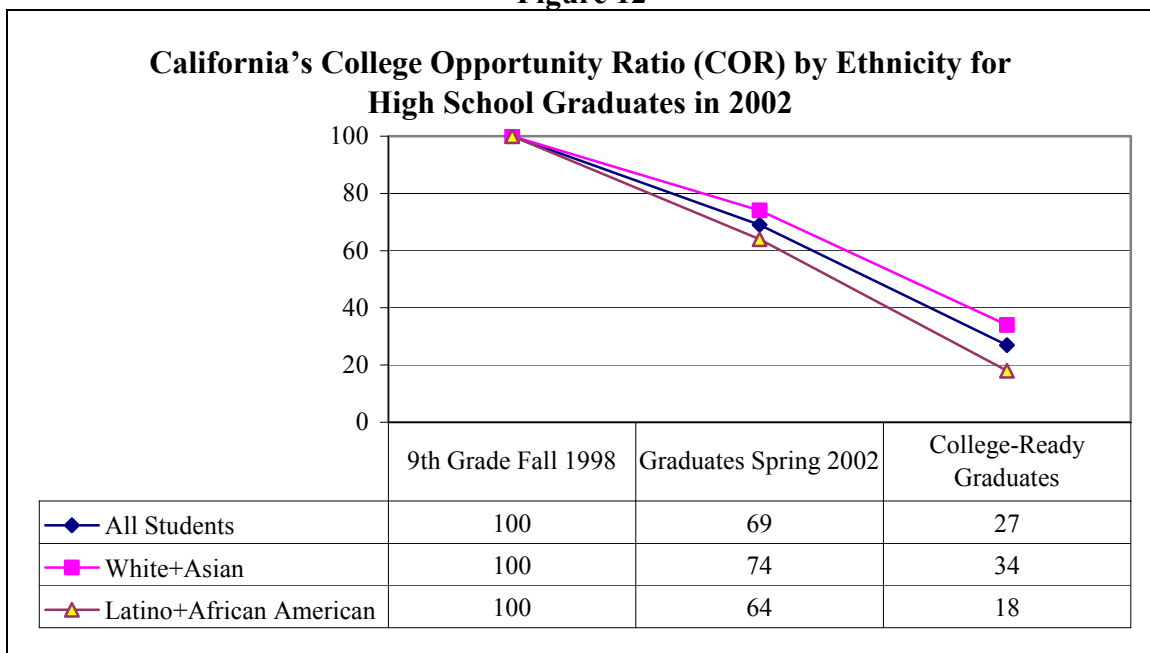
Method to Calculate the College Opportunity Ratio: Oakes et al. have developed the College Opportunity Ratio (COR), which estimates high schools' ability to prepare ninth graders for college readiness using data from the California Department of Education. COR is comprised of a three-number ratio. The first number corresponds to the number of ninth graders enrolled in high school, the second number is the number of students who graduate four years later, and the third number represents the number of graduates who have completed the minimum college requirements for admission to both the University of California and the California State University. Oakes et al. explain COR using the following example:

For example, if a high school had 300 ninth graders in Fall 1998, 200 graduates in Spring 2002, and 100 graduates that completed the A-G requirements with a "C" or better, the COR for this school would be represented as: 100:67:33. A reader would know that for every 100 ninth grader, the school had 67 graduates four years later, and 33 graduates who had completed the A-G requirements.³⁸

Results

The COR ratio found higher high school graduation rates and college-ready rates for White and Asian students than for Latino and Black students in California, as seen in Figure 12. White and Asian students had a combined 74 percent graduation rate and 34 percent college ready rate compared to a combined 64 percent graduation rate and 18 percent college rate for Latino and African American students.

Figure 12

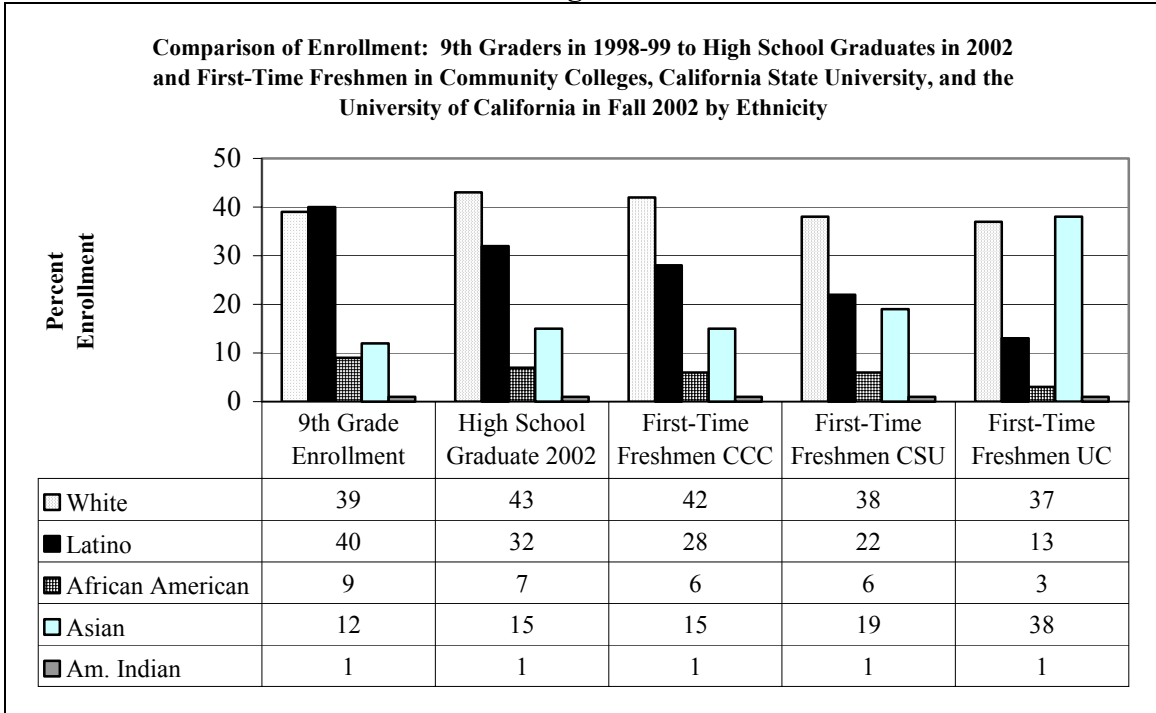


Source: Oakes, Jeannie, Julie Mendoza, and David Silver, *California Opportunity Indicators: Informing and Monitoring California's Progress Toward Equitable College Access*, University of California All Campus Consortium on Research for Diversity (ACCORD), 2004.

Figure 13 compares the enrollment by ethnicity for students enrolled in the ninth grade in 1998-99, graduated in the spring of 2002, and enrolled for the first time in the fall of 2002 in the California Community Colleges, the California State University, or the University of California. While the enrollment rates are collected at different points in time for discrete groups of students, one can discern a general trend for each ethnic group.

- The enrollment/graduation rates of both White and American Indian students remained stable, with about 40 percent White students and one percent of American Indian students comprising the enrollment/graduation rates.
- Latino students showed a precipitous decline in the overall enrollment rates, from 40 percent in the ninth grade to 28 percent, 22 percent, and 13 percent as first-time freshmen in the California Community Colleges, California State University and University of California, respectively.
- African American students' overall enrollment declined from nine percent in the ninth grade to six percent in the California Community Colleges and California State University and only three percent at the University of California.
- Conversely, Asian students, who comprised only 12 percent of the ninth grade enrollment, increased their relative enrollment in the California Community Colleges to 15 percent, in the California State University to 19 percent, and in the University of California to 38 percent, which is more than three times their relative enrollment in the ninth grade.

Figure 13



Source: Oakes, Jeannie, Julie Mendoza, and David Silver, *California Opportunity Indicators: Informing and Monitoring California's Progress Toward Equitable College Access*, University of California All Campus Consortium on Research for Diversity (ACCORD), 2004.

Note: Celina Torres of the Tomás Rivera Policy Institute compiled the data for the chart.

THE POTENTIAL FOR MORE ACCURATE HIGH SCHOOL DROPOUT AND GRADUATION DATA USING UNIQUE STUDENT IDENTIFIERS

The federal *No Child Left Behind (NCLB) Act of 2001* requires that every state implement a statewide accountability program that measures the progress of its students and schools over time. California enacted Senate Bill 1453 (Alpert, Statutes of 2002) in response, establishing the following two requirements for a long-term assessment and accountability system to:

1. Assign a unique student identification number to each pupil enrolled in grades K-12 in a public school or charter school. This unique identifier will remain with a student as long as he or she is enrolled in a California public school.
2. Establish a longitudinal database of disaggregated student information that will provide a means to evaluate educational progress by student and public investments in public education over time.

The California School Information Services (CSIS) program began as a voluntary program in 1999 for districts to assign individual, nonpersonally identifiable student identification numbers for every enrolled student. Currently there are 213 local educational agencies (LEAs) that are certified as production districts in the CSIS program, which include more than three million students in 43 counties.³⁹ Table 17 shows the number of LEAs that are considered “production” districts (they have passed the probation cycle successfully) by the number of years of production. CSIS data are collected in the fall and spring, coinciding with the CBEDS and/or Student National Origins Report in the fall and the Language Census and/or the Student National Origins Report in the spring data collection schedules.

Table 17 provides discrete numbers of participating districts. There are about 40 LEAs that have four years of data for individual students, about 95 LEAs that have three years of data, about 200 LEAs that have two years of data, about 200 LEAs that have one year of data, and about 200 LEAs that have more than six months of data for individual students as of March 2005.

Table 17

CSIS Production LEAs as of March 2005		
Number of Years in CSIS	Number of CSIS Production LEAs Fall	Number of CSIS Production LEAs Spring
Six Months or More	207	205
1 or More	203	202
2 or More	200	199
3 or More	95	94
4	40	39

Source: CSIS Office, The Fiscal Crisis and Management Assistance Team.⁴⁰

The CSIS program was charged with providing an identifier to all students enrolled in public charters or schools by June 30, 2005, pursuant to SB 1453.⁴¹ When the California Department of Education (CDE) collects the annual enrollment information for the California Basic Educational Data System (CBEDS) in the fall of 2005, the unique identification number for each pupil will serve as a baseline for each succeeding year's data collection effort.⁴²

CDE anticipates that in 2006, it will be able to calculate a one-year dropout rate that is based on individual student enrollment counts. Further, the CDE will be able to produce a four-year dropout rate using the CSIS identification number beginning in 2009. By the fall of 2009, graduation rates will be available for students who started ninth grade in the fall of 2005.

In response to SB 1453, CDE has also designed the California Longitudinal Pupil Achievement Data System (CALPADS). The intent behind CALPADS is to streamline data collection and maintain student-level data that can be extracted and aggregated.⁴³

CALPADS will include:

- Statewide assessment data (i.e., STAR- California Standards Tests, California Alternative Performance Assessment; the California High School Exit Examination, and California English Language Development Test);
- Enrollment data including dropout and graduation rates; and
- Other demographic elements required by NCLB.

CDE anticipates that all statewide assessments will use a unique student identifier number in the 2005-06 school year.

The CDE submitted a Feasibility Study Report (FSR) for CALPADS to the Department of Finance (DOF) in August 2004. The CDE is proceeding to develop a "Request for Proposal" to contract with a vendor to design the implementation of CALPADS. CDE will continue to work with DOF to meet all of the conditions for approval of the FSR.⁴⁴ CDE estimates that CALPADS will be operational by 2008.

NATIONAL FOCUS ON GRADUATION RATE DATA

In July 2005, members of the National Governor's Association met and signed an historic compact to provide a common definition for their states' high school graduation rate.⁴⁵ Forty-seven governors, including California, and 12 national organizations signed the compact entitled *Graduation Counts: A Compact on State High School Graduation Data*. The compact promises to implement the following five main recommendations:

1. Implement a standard four-year adjusted cohort graduation rate.⁴⁶
2. Improve state data collection, reporting and analysis, including the linking of data systems across the entire education pipeline from preschool through postsecondary. Ultimately, this would include a statewide system in which students would be assigned a unique student identifier number.
3. Implement additional indicators that provide richer information and understanding about outcomes for students and how well the system is serving them.
4. Improve the public's understanding for good information regarding high school graduation and dropout data. This would include the publication of annual progress reports on the improvement of state high school graduation, completion, and dropout rate data.
5. Collaborate with leaders representing local schools, higher education, business, and community organizations.

APPENDIX 1

CALIFORNIA SECONDARY ENROLLMENT BY ETHNICITY FOR THE CLASS OF 2005*

Statewide Enrollment Totals for American Indian/Alaska Natives by Year and Grade				
Grade	American Indian or Alaska Native Secondary Enrollment in 2001-02	American Indian or Alaska Native Secondary Enrollment in 2002-03	American Indian or Alaska Native Secondary Enrollment in 2003-04	American Indian or Alaska Native Secondary Enrollment in 2004-05
Grade 9	4,635	4,911	4,920	4,931
Grade 10	4,370	4,310	4,473	4,407
Grade 11	3,977	3,955	3,905	4,040
Grade 12	3,553	3,669	3,676	3,593
Ungraded Secondary	232	141	124	123
Total Secondary Enrollment	16,767	16,986	17,098	17,094

Statewide Enrollment Totals for Asians by Year and Grade				
Grade	Asian Secondary Enrollment in 2001-02	Asian Secondary Enrollment in 2002-03	Asian Secondary Enrollment in 2003-04	Asian Secondary Enrollment in 2004-05
Grade 9	40,222	43,344	42,478	42,845
Grade 10	39,021	40,606	43,238	42,983
Grade 11	39,544	38,774	39,896	43,090
Grade 12	38,064	38,166	37,572	39,099
Ungraded Secondary	933	831	752	784
Total Secondary Enrollment	157,784	161,721	163,936	168,801

* The source of the data included in the tables in Appendix 1 is the California Department of Education, Educational Demographics Unit.

Statewide Enrollment Totals for Pacific Islanders by Year and Grade				
Grade	Pacific Islander Secondary Enrollment in 2001-02	Pacific Islander Secondary Enrollment in 2002-03	Pacific Islander Secondary Enrollment in 2003-04	Pacific Islander Secondary Enrollment in 2004-05
Grade 9	3,346	3,457	3,499	3,508
Grade 10	3,115	3,323	3,216	3,250
Grade 11	2,927	3,049	2,966	3,018
Grade 12	2,507	2,749	2,596	2,750
Ungraded Secondary	101	110	80	81
Total Secondary Enrollment	11,996	12,688	12,357	12,607

Statewide Enrollment Totals for Filipinos by Year and Grade				
Grade	Filipino Secondary Enrollment in 2001-02	Filipino Secondary Enrollment in 2002-03	Filipino Secondary Enrollment in 2003-04	Filipino Secondary Enrollment in 2004-05
Grade 9	12,759	13,598	13,775	14,008
Grade 10	12,774	13,050	13,458	13,619
Grade 11	12,551	12,796	12,968	13,279
Grade 12	11,204	11,978	12,413	12,628
Ungraded Secondary	424	337	302	345
Total Secondary Enrollment	49,712	51,759	52,916	53,879

Statewide Enrollment Totals for Latinos by Year and Grade				
Grade	Latino Secondary Enrollment in 2001-02	Latino Secondary Enrollment in 2002-03	Latino Secondary Enrollment in 2003-04	Latino Secondary Enrollment in 2004-05
Grade 9	213,151	227,932	232,369	247,501
Grade 10	184,120	193,228	205,062	210,002
Grade 11	155,846	164,740	173,795	185,658
Grade 12	126,133	136,413	145,639	156,985
Ungraded Secondary	13,852	12,990	12,901	12,532
Total Secondary Enrollment	693,102	735,303	769,766	812,678

Statewide Enrollment Totals for African Americans by Year and Grade				
Grade	African American Secondary Enrollment in 2001-02	African American Secondary Enrollment in 2002-03	African American Secondary Enrollment in 2003-04	African American Secondary Enrollment in 2004-05
Grade 9	43,891	45,542	46,546	47,627
Grade 10	38,240	39,896	41,193	42,399
Grade 11	33,389	34,380	35,876	37,461
Grade 12	28,232	29,951	31,409	33,120
Ungraded Secondary	4,754	4,106	3,785	3,637
Total Secondary Enrollment	148,506	153,875	158,809	164,244

Statewide Enrollment Totals for Whites (Not Latinos) by Year and Grade				
Grade	White (not Latino) Secondary Enrollment in 2001-02	White (not Latino) Secondary Enrollment in 2002-03	White (not Latino) Secondary Enrollment in 2003-04	White (not Latino) Secondary Enrollment in 2004-05
Grade 9	177,823	179,348	178,256	178,733
Grade 10	175,797	174,013	173,717	172,463
Grade 11	169,433	167,999	166,035	165,763
Grade 12	154,462	159,856	157,545	155,581
Ungraded Secondary	6,653	5,016	4,366	3,925
Total Secondary Enrollment	684,168	686,232	679,919	676,465

Statewide Enrollment Totals for Students of Multiple Ethnicities or No Responses by Year and Grade				
Grade	Multiple or No Response Secondary Enrollment in 2001-02	Multiple or No Response Secondary Enrollment in 2002-03	Multiple or No Response Secondary Enrollment in 2003-04	Multiple or No Response Secondary Enrollment in 2004-05
Grade 9	3,678	3,984	6,718	10,318
Grade 10	2,151	3,243	5,857	8,083
Grade 11	2,628	2,459	5,099	6,821
Grade 12	1,752	2,574	4,344	5,820
Ungraded Secondary	173	79	108	175
Total Secondary Enrollment	10,382	12,339	22,126	31,217

APPENDIX 2

CALIFORNIA'S SECONDARY ENROLLMENTS FOR THE TEN LARGEST SCHOOL DISTRICTS FOR THE CLASS OF 2005*

LOS ANGELES UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	64,307	48,477	36,022	27,973	10,205	186,984
2002-03	68,802	49,109	38,387	27,253	10,888	194,439
2003-04	68,599	52,317	38,908	28,132	11,810	199,766
2004-05	71,512	51,757	41,144	29,700	12,188	206,301

SAN DIEGO UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	10,916	9,551	8,762	6,963	470	36,662
2002-03	10,804	10,062	8,925	6,944	534	37,269
2003-04	10,737	10,020	9,203	6,956	590	37,506
2004-05	10,997	10,036	9,056	7,336	665	38,090

LONG BEACH UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	7,364	6,941	6,515	5,920	50	26,790
2002-03	7,546	7,182	6,541	6,220	0	27,489
2003-04	7,389	7,466	6,861	6,424	0	28,140
2004-05	7,885	7,110	6,975	6,506	0	28,476

FRESNO UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	7,346	6,092	4,931	3,701	0	22,070
2002-03	7,297	6,381	5,042	3,899	0	22,619
2003-04	6,866	6,599	5,383	4,171	0	23,019
2004-05	7,339	6,437	5,426	4,302	0	23,504

* The source of the data included in the tables in Appendix 2 is the California Department of Education, Educational Demographics Unit.

SAN FRANCISCO UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	5,130	4,785	4,768	3,704	0	18,387
2002-03	5,353	4,954	4,396	4,151	0	18,854
2003-04	5,178	5,256	4,606	4,093	0	19,133
2004-05	5,438	5,073	4,656	4,239	0	19,406

SAN JUAN UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	4,171	4,331	4,299	3,789	0	16,590
2002-03	4,544	4,382	4,422	4,568	0	17,916
2003-04	4,414	4,635	4,451	4,295	0	17,795
2004-05	4,457	4,573	4,633	4,605	0	18,268

ELK GROVE UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	3,836	3,636	3,585	3,500	76	14,633
2002-03	4,126	3,904	3,689	3,733	54	15,506
2003-04	4,446	4,270	3,988	3,923	60	16,687
2004-05	4,667	4,515	4,238	4,143	90	17,653

SAN BERNARDINO CITY UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	5,543	3,321	2,531	1,939	141	13,475
2002-03	5,526	3,871	2,822	2,166	123	14,508
2003-04	6,099	3,961	2,925	2,257	0	15,242
2004-05	6,604	3,921	3,054	2,378	0	15,957

SANTA ANA UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	4,210	3,804	3,380	2,586	0	13,980
2002-03	5,319	4,010	3,669	2,777	0	15,775
2003-04	5,167	4,087	3,570	2,928	100	15,852
2004-05	5,062	4,069	3,744	3,058	4	15,937

SACRAMENTO CITY UNIFIED	Grade 9	Grade 10	Grade 11	Grade 12	Ungraded Secondary	Total Secondary Enrollment
2001-02	4,211	3,840	3,293	2,479	0	13,823
2002-03	4,378	3,870	3,051	2,627	0	13,926
2003-04	4,325	3,976	3,349	2,603	0	14,253
2004-05	4,128	4,195	3,560	2,825	0	14,708

APPENDIX 3**CALIFORNIA'S PUBLIC HIGH SCHOOLS IN PROGRAM IMPROVEMENT RESULTING FROM NOT MEETING GRADUATION RATE OR OTHER AYP CRITERIA**

District Name	School Name	Number of Years in PI	School Year in PI	Did School Meet Graduation Rate AYP in 2003?	Did School Meet Graduation Rate AYP in 2004?	Did School Meet Graduation Rate AYP in 2005?
Oakland Unified	Oakland Senior High	Year 2	2004-2005	No	No	No
West Contra Costa Unified	Leadership Public Schools: Richmond	Year 1	2005-2006	Yes	No	No
Del Norte County Office of Education	Del Norte County Alternative/ Opportunity	Year 1	2005-2006	Yes	No	No
Fresno Unified	New Millenium Charter	Year 2	2004-2005	Yes	No	No
West Fresno Elementary	W.E.B. DuBois Public Charter	Year 2	2004-2005	No	No	No
Gorman Elementary	Lifeline Education Charter School	Year 2	2004-2005	Yes	No	No
Los Angeles Unified	Newmark (Harris) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Central Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Pueblo de Los Angeles Continuation	Year 2	2004-2005	No	No	No
Los Angeles Unified	Angel's Gate Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Mt. Lukens Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Rodia (Simon) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Earhart (Amelia) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Einstein (Albert) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Lewis (Robert H.) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	London (Jack) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Metropolitan Continuation	Year 2	2004-2005	No	No	No
Los Angeles Unified	Owensmouth Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Patton (George S.) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Rogers (Will) Continuation	Year 1	2005-2006	Yes	No	No

District Name	School Name	Number of Years in PI	School Year in PI	Did School Meet Graduation Rate AYP in 2003?	Did School Meet Graduation Rate AYP in 2004?	Did School Meet Graduation Rate AYP in 2005?
Los Angeles Unified	Stoney Point Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Leichman (Diane S.) Special Education Center	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Lanterman (Frank D.) (MH)	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Grey (Zane) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Independence Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Whitman Continuation	Year 2	2004-2005	No	No	No
Los Angeles Unified	Avalon Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Ellington (Duke) High Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Odyssey Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Eagle Tree Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Addams (Jane) Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Evergreen Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Eagle Rock Junior-Senior High	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Boyle Heights Continuation	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Fairfax Senior High	Year 3	2003-2004	Yes	No	No
Los Angeles Unified	Francis (John H.) Polytechnic	Year 4	2001-2002	No	No	No
Los Angeles Unified	Grant (Ulysses S.) Senior High	Year 2	2004-2005	Yes	No	No
Los Angeles Unified	Huntington Park Senior High	Year 5	1997-1998	Yes	No	No
Los Angeles Unified	Los Angeles Senior High	Year 5	1998-1999	Yes	No	No
Los Angeles Unified	Miller (Joaquin) High (Oh,Ohi)	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Roosevelt (Theodore) Senior High	Year 5	1997-1998	Yes	No	No
Los Angeles Unified	Taft (William Howard) Senior High	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	University Senior High	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Widney (Joseph Pomeroy) High	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Lowman (Charles Leroy) Special Education	Year 1	2005-2006	Yes	No	No

District Name	School Name	Number of Years in PI	School Year in PI	Did School Meet Graduation Rate AYP in 2003?	Did School Meet Graduation Rate AYP in 2004?	Did School Meet Graduation Rate AYP in 2005?
Los Angeles Unified	Banneker (Benjamin) Special Education Center	Year 1	2005-2006	Yes	No	No
Los Angeles Unified	Willenberg (Ernest P.) Special Education	Year 1	2005-2006	Yes	No	No
Paramount Unified	Paramount High School Academy	Year 1	2005-2006	Yes	No	No
Moreno Valley Unified	March Valley	Year 1	2005-2006	Yes	No	No
Moreno Valley Unified	Vista del Lago High	Year 1	2005-2006	Yes	No	No
Grant Joint Union High	Vista Nueva Career & Technology High	Year 1	2005-2006	Yes	No	No
Victor Valley Union High	Excelsior Education Center (Charter)	Year 1	2005-2006	Yes	No	No
San Diego Unified	Gompers Secondary	Year 5	1998-1999	No	No	No
San Diego Unified	Morse Senior High	Year 4	1998-1999	Yes	No	No
Sweetwater Union High	Options Secondary (Alternative)	Year 1	2005-2006	Yes	No	No
Sweetwater Union High	MAAC Community Charter	Year 1	2005-2006	Yes	No	No
Tulare Joint Union High	Tulare Tech Prep Continuation High	Year 1	2005-2006	Yes	No	No
Tulare Joint Union High	Valley High Continuation	Year 1	2005-2006	Yes	No	No
Porterville Unified	Prospect Education Center	Year 2	2004-2005	Yes	No	No

Source: California Department of Education, Policy & Evaluation Division.

Note: The 59 schools listed in Appendix 1 are those high schools that did not make their graduation rate AYP or one of the other three criteria (as discussed in endnote 17) for making AYP in 2003-04 and 2004-05 school years. Appendix 3 provides the following information:

- The district name,
- School name,
- How many years the school has been in program improvement,
- The school year the school was placed in program improvement, and

Whether the school met the graduation rate AYP in 2003, 2004, or 2005 (as one possible reason for placement in program improvement).

As stated on page 13 in the report, the five schools that are highlighted in Appendix 3 could have been identified for program improvement based on 2003-04 or 2004-05 data.

According to Education Code § 48430, the California Legislature's intent to establish and maintain continuation education schools was to provide the following:

- (1) "An opportunity for pupils to complete the required academic courses of instruction to graduate from high school.
- (2) A program of instruction which emphasizes occupational orientation or a work-study schedule and offers intensive guidance services to meet the special needs of pupils.
- (3) A program designed to meet the educational needs of each pupil, including, but not limited to, independent study, regional occupation programs, work study, career counseling, and job placement services, as a supplement to classroom instruction."

Education Code § 48438 further expresses the intent of the California Legislature to expend special funds for eligible pupils enrolled in continuation schools. "State and federal categorical funds shall be allocated to continuation schools in the same manner as to comprehensive schools to the maximum extent permitted by state and federal laws and regulations."

APPENDIX 4

CALIFORNIA'S PROGRAM IMPROVEMENT REQUIREMENTS UNDER NCLB

Number of Years A School or LEA Does Not Make Adequate Yearly Progress (AYP)						
One	Two	Three	Four	Five	Six	Seven
		School Improvement		Corrective Action	Restructuring	
		Year 1	Year 2	Year 3	Year 4	Year 5
Did Not Make AYP	Did Not Make AYP	<p>Local Educational Agency (LEA):</p> <ul style="list-style-type: none"> •Provide technical assistance to PI school. •Notify parents or guardians of PI status of school and school choice. •Set aside minimum 5% for professional development to meet highly qualified staff requirements. •Provide choice to attend another public school in the LEA that is not PI. (LEA is responsible for transportation costs.) •Establish peer review process to review revised school plan. <p>School:</p> <ul style="list-style-type: none"> •Revise school plan within 3 months to cover 2-year period. •Use 10% of Title I school funds for staff professional development. •Implement plan promptly. 	<p>LEA Continue:</p> <ul style="list-style-type: none"> • Technical assistance. •Parent/guardian notification of PI status of school, school choice, supplemental educational services. •Professional development. •School choice. <p>LEA Add:</p> <ul style="list-style-type: none"> •Provide supplemental educational services to eligible students. <p>School Continue:</p> <ul style="list-style-type: none"> •Plan implementation. •Professional development. 	<p>LEA Continue:</p> <ul style="list-style-type: none"> •Technical assistance. •Parent/guardian notification of PI status of school, school choice, supplemental educational services. •Professional development. •School choice. •Supplemental educational services. <p>LEA Add:</p> <p>LEA identifies school for corrective action and does at least one of the following:</p> <ul style="list-style-type: none"> •Replaces school staff. •Implements new curriculum. •Decreases management authority at school level. •Appoints outside expert. •Extends school year or day. •Restructures internal organizational structure of school. <p>LEAs may give direct technical assistance to school site councils in developing school plans.</p> <p>LEA informs parents and public of corrective action and allows comment.</p> <p>School Continue:</p> <ul style="list-style-type: none"> •Professional development. •Collaboration with district to improve student achievement. 	<p>LEA Continue:</p> <ul style="list-style-type: none"> •Technical assistance. •Parent/guardian notification of PI status of school, school choice, supplemental educational services. •Professional development. •School choice. •Supplemental educational services. <p>LEA and School Add:</p> <p>During Year 4, prepare plan for alternative governance of school. Select one of the following:</p> <ul style="list-style-type: none"> •Reopen school as a charter. •Replace all or most staff including principal. •Contract with outside entity to manage school. •State takeover. •Any other major restructuring. <p>LEA provides notice to parents and teachers and allows comment.</p> <p>School Continue:</p> <ul style="list-style-type: none"> •Professional development. •Collaboration with district to improve student achievement. 	<p>LEA Continue:</p> <ul style="list-style-type: none"> •Technical assistance. •Parent/guardian notification of PI status of school, school choice, supplemental educational services. •Professional development. •School choice. •Supplemental educational services. <p>LEA and School Add:</p> <ul style="list-style-type: none"> •Implement alternative governance plan developed in Year 4. <p>School continues in PI, and LEA offers choice and supplemental educational services until school makes AYP for two consecutive years. School exits PI after two consecutive years of making AYP.</p>

Source: California Department of Education, 2005 Accountability Progress Report: Information Guide, August 2005, 80.

APPENDIX 5

CALIFORNIA HIGH SCHOOL EXIT EXAMINATION (CAHSEE) OVERALL ESTIMATED CUMULATIVE PASSING RATES FOR THE CLASS OF 2006

A. English-Language Arts

Group		Number	Percent
All Students		391,899	84 %
Demographic Subgroup			
Gender	Female	199,403	88 %
	Male	192,329	81 %
Ethnicity	Asian	39,951	90 %
	Latino	141,370	76 %
	African American	28,571	76 %
	White, Not Latino	158,720	94 %
Economically Disadvantaged		136,848	74 %
English Learner		48,636	59 %
Special Education Student		19,844	48 %

B. Mathematics

Group		Number	Percent
All Students		387,084	83 %
Demographic Subgroup			
Gender	Female	191,904	85 %
	Male	195,000	82 %
Ethnicity	Asian	41,835	95 %
	Latino	140,587	76 %
	African American	25,680	68 %
	White, Not Latino	156,139	92 %
Economically Disadvantaged		137,044	75 %
English Learner		54,897	67 %
Special Education Student		18,667	45 %

C. Overall Estimated Cumulative Passing Rates for the Class of 2006

Group		Passed Both		ELA Only		Math Only		Passed Neither	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
All Students		363,036	78 %	28,863	6 %	24,048	5 %	47,026	10 %
Demographic Subgroup									
Gender	Female	183,086	81 %	16,317	7 %	8,818	4 %	19,215	8 %
	Male	179,786	76 %	12,543	5 %	15,214	6 %	27,798	12 %
Ethnicity	Asian	39,292	89 %	659	1 %	2,543	6 %	1,515	3 %
	Latino	125,611	68 %	15,759	8 %	14,976	8 %	29,626	16 %
	African American	23,784	63 %	4,787	13 %	1,896	5 %	7,177	19 %
	White, Not Latino	152,571	90 %	6,149	4 %	3,568	2 %	6,578	4 %
Economically Disadvantaged		121,442	66 %	15,406	8 %	15,602	9 %	30,627	17 %
English Learners		41,815	51 %	6,821	8 %	13,082	16 %	20,099	25 %
Special Education Students		14,668	35 %	5,176	13 %	3,999	10 %	17,492	42 %

Source: Human Resources Research Organization (HumRRO), *Independent Evaluation of the California High School Exit Examination (CAHSEE): 2005 Evaluation Report*, Volume 1.

APPENDIX 6

CALIFORNIA HIGH ACHIEVING HIGH SCHOOLS

CALIFORNIA HIGH ACHIEVING HIGH SCHOOLS WITH AN AVERAGE PROMOTING POWER OF 90% OR MORE AND 40% OR MORE STUDENTS ELIGIBLE FOR FREE OR REDUCED-PRICE LUNCH			
District Name	School Name	Average Promoting Power across 2002, 2001 and 2000	Percent of Eligible Free and Reduced-Price Lunch Students in 2001-02
Alhambra City High	Alhambra High	0.94	0.59
Alhambra City High	Mark Keppel High	0.93	0.54
Calexico Unified	Calexico High	0.95	0.76
Fresno Unified	Sunnyside High	0.94	0.64
Glendale Unified	Glendale Senior High	0.91	0.54
Hamilton Union High	Hamilton Union High	1.01	0.44
Huntington Beach Union High	Westminister High	0.91	0.51
Long Beach Unified	Polytechnic High	1.04	0.49
Long Beach Unified	Avalon (K-12)	0.92	0.44
L.A. County Office of Education	Soledad Enrichment Action (Charter)	1.45	0.99
Maricopa Unified	Maricopa High	0.90	0.49
Porterville Unified	Granite Hills High	1.00	0.77
San Gabriel Unified	Gabrielino High	0.90	0.45
Shandon Joint Unified	Shandon High	0.95	0.67

Source: Robert Balfanz and Nettie Legters, John Hopkins University.

CALIFORNIA HIGH ACHIEVING HIGH SCHOOLS WITH AN AVERAGE PROMOTING POWER OF 90% OR MORE AND 90% OR MORE MINORITY STUDENTS				
District Name	School Name	Average Promoting Power Across 2002, 2001 and 2000	Percent of Eligible Free and Reduced-Price Lunch Students in 2001-02	Percent Minority Students in 2001-02
Alhambra City High	Mark Keppel High	0.93	0.54	0.96
Calexico Unified	Calexico High	0.95	0.76	0.97
Fresno Unified	Sunnyside High	0.94	0.64	0.90

Source: Robert Balfanz and Nettie Legters, John Hopkins University.

REFERENCES

- Balfanz, Robert and Nettie Legters. *The Graduation Gap: Using Promoting Power to Examine the Number and Characteristics of High Schools with High and Low Graduation Rates in the Nation and Each State*. Baltimore, MD: John Hopkins University Center for Social Organization of Schools, January 2005.
- *Locating the Dropout Crisis: Which High Schools Produce the Nation's Dropouts? Where Are They Located? Who Attends Them?* Baltimore, MD: John Hopkins University Center for Social Organization of Schools, June 2004.
- *Promoting Power in California's High Schools*. Baltimore, MD: John Hopkins University Center for Social Organization of Schools, n.d., http://www.csos.jhu.edu/pubs/power/state_profiles/california.pdf.
- California. Department of Education. *California Basic Educational Data System (CBEDS) Administrative Manual*. Sacramento, CA: the Department, October 2005.
- Cheesman Day, Jennifer and Eric C. Newburger. *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings*. Washington, D.C.: U.S. Census Bureau, Current Population Reports, July 2002.
- The Civil Rights Project. "Confronting the Graduation Rate Crisis in California," Executive Summary. Cambridge, MA: Harvard University, March 24, 2005
- EdSource. Report. *Spotlight on California High School Performance*. Mountain View, CA: EdSource, June 2005.
- Forum Report. *The Movement to Transform High School*. Palo Alto, CA: EdSource, May 2005.
- Greene, Jay P. and Marcus A. Winters. *Public High School Graduation and College-Readiness Rates: 1991-2002*. Education Working Paper, No. 8. New York: Manhattan Institute for Policy Research, February 2005.
- Greene, Jay P. and Marcus A. Winters. *Pushed Out or Pulled Up? Exit Exams and Dropout Rates in Public High Schools*. Education Working Paper, No. 5. New York: Manhattan Institute for Policy Research, May 2004.
- Hall, Daria. *Getting Honest About Grad Rates: How States Play the Numbers and Students Lose*. The Education Trust, June 2005. <http://www2.edtrust.org/NR/rdonlyres/C5A6974D-6C04-4FB1-A9FC-05938CB0744D/0/GettingHonest.pdf>.
- Human Resources Research Organization (HumRRO). *Independent Evaluation of the California High School Exit Examination (CAHSEE): 2005 Evaluation Report, Volume 1*, Alexandria, VA: HumRRO, September 30, 2005.
- Izumi, Lance T. and Matt Cox. "Dropout and Graduation Rates," *California Education Report Card: Index of Leading Education Indicators*, Third Edition. San Francisco: Pacific Research Institute, August 2003.
- Lochner, Lance and Enrico Moretti. "The Effect of Education on Crime: Evidence From Prison Inmates, Arrests, and Self-Reports." *The American Economic Review*, March 2004, 155-189.

- Legislative Analyst's Office (LAO). *Improving High School: A Strategic Approach*. Sacramento: the LAO, May 2005.
- National Governors Association (NGA). *Redesigning the American High School: Graduation Counts: A Report of the NGA Task Force on State High School Graduation Data*. Washington, D.C.: the NGA, 2005.
- National Association of Secondary School Principals. *What Counts: Defining and Improving High School Graduation Rates*. Reston, VA: the Association, 2005.
- Oakes, Jeannie, Julie Mendoza and David Silver. *California Opportunity Indicators: Informing and Monitoring California's Progress Toward Equitable College Access*, University of California All Campus Consortium on Research for Diversity (ACCORD), Los Angeles: ACCORD, 2004.
- Organization for Economic Co-operation and Development (OECD). *Education at a Glance: OECD Indicators, 2005*.
http://www.oecd.org/document/34/0,2340,en_2649_37455_35289570_1_1_1_37455_00.html.
- Public Agenda. *Life After High School: Young People Talk about Their Hopes and Prospects*.
http://www.publicagenda.org/research/research_reports_details.cfm?list=31
- Swanson, Christopher B. et al. *Who Graduates? Who Doesn't? A Statistical Portrait of Public High School Graduation, Class of 2001*. Washington, D.C.: the Urban Institute, 2003.
- United States. Department of Education. National Center for Education Statistics. *Characteristics of the 100 Largest Public Elementary and Secondary School Districts in the United States: 2001-02*. Washington, D.C.: NCES, September 2003.
- United States. Department of Education. National Center for Education Statistics. *Dropout Rates in the United States: 2001*. Washington, D.C.: NCES, November 2004.
- United States. Department of Education. National Center for Education Statistics. CCD Data File: *Public Elementary/Secondary Education Agency Universe Survey: School Year 2003-04*. Washington, D.C.: NCES, July 2005.
- United States. Department of Education. National Center for Education Statistics. *Public School Student, Staff, and Graduate Counts, by State: School Year 2001-02*. Washington, D.C.: NCES, April 2004.
- United States. Government Accountability Office (GAO). *No Child Left Behind Act: Education Could Do More to Help States Better Define Graduation Rates and Improve Knowledge about Intervention Strategies*. Washington, D.C.: the GAO, September 2005.
- WestEd. *California's Graduation Rate: The Hidden Crisis*. San Francisco: WestEd, May 2004.

ENDNOTES

¹ Article 3 of the Political Constitution of Mexico requires students to complete a primary and secondary education. The primary education consists of six years and the secondary education is comprised of three, for a total of nine years of compulsory education.

² Lance Lachner and Enrico Moretti, "The Effect of Education on Crime: Evidence from Prison Inmates, Arrests, and Self-Reports," *The American Economic Review*, March 2004, 155.

³ Jennifer Cheeseman Day and Eric C. Newburger, *The Big Payoff: Educational Attainment and Synthetic Estimates of Work-Life Earnings*, U.S. Census Bureau, July 2002, 2.

⁴ OECD, *Education at a Glance: OECD Indicators 2005*, 4.

⁵ Local educational agencies that produce CSIS data also participate in the Student National Origins Report in the fall and the Language Census and/or the Student National Origins Report in the spring data collection schedules.

⁶ CDE's formula for calculating the one-year dropout rate is: $(\text{Grade 9-12 Dropouts}/\text{Grade 9-12 Enrollment}) \times 100$.

⁷ Depending on the number of students attending a particular high school, the grade-by-grade one-year dropout rate could produce highly volatile rates, particularly for small schools.

⁸ The state's one-year dropout rate is based on schoolwide dropout rates aggregated to the state level.

⁹ The CDE uses the following criteria to determine whether a student is a dropout:

1. Was enrolled in grades 7, 8, 9, 10, 11 or 12 at some time during the previous school year **AND** left prior to completing the school year **AND** has not returned to school as of Information Day, **OR**
2. Did not begin attending the next grade (7, 8, 9, 10, 11 or 12) in the school to which they were assigned or in which they had pre-registered or were expected to attend by Information Day.

Exclusionary Conditions include:

For each student identified in the criteria above, the student is **not a dropout** if:

- The student has re-enrolled and is attending school.
- The student has graduated from high school, received a General Education Development (GED) or California High School Proficiency Examination (CHSPE) certificate.
- The student has transferred to and is attending another public or private educational institution leading toward a high school diploma or its equivalent. The definition does not include adult education programs unless the district can verify that these students are still enrolled in a GED or high school completion program on Information Day.
- The student has transferred to and is attending a college offering a baccalaureate or associate's program.
- The student has moved out of the United States.
- The student has a temporary school recognized absence due to suspension or illness.
- The school has verified that the student is planning to enroll late (e.g., extended family vacation, seasonal work).

The student has died.

¹⁰ **For years prior to 2002-03** CDE defined a high school dropout as a person who met the following criteria:

- The student was formerly enrolled in grades 7, 8, 9, 10, 11, or 12.
- The student had left school for 45 consecutive school days and has not enrolled in another public or private educational institution or school program.
- The student had not re-enrolled in the school.
- The student had not received a high school diploma or its equivalent.
- The student was under twenty-one years of age.

-
- The student was formerly enrolled in a school or program leading to a high school diploma or its equivalent.

This includes students who moved out of the district, out of state, or out of the United States and were not known to be in an educational program leading toward a high school diploma or its equivalent.

¹¹ Paulson, Amanda. "To finish high school, teens start college," *The Christian Science Monitor*, September 14, 2005.

¹² United States Government Accountability Office, *No Child Left Behind Act: Education Could Do More to Help States Better Define Graduation Rates and Improve Knowledge about Intervention Strategies*, Washington, D.C., The Office, September 2005, 23.

¹³ The California Department of Education has calculated dropout rates since 1985-86 for grades 10-12. In the school year 1991-92, the CDE began a four-year calculation rate for dropouts from grades nine through 12.

¹⁴ The enrollment data presented in these tables are compiled by CDE from CBEDS, and reflect the number of students enrolled as of Information Day in October of the cited year.

¹⁵ The completer rate is calculated using the following formula: Number of Graduates (Year 4)/((Number of Graduates (Year 4) + Grade 9 Dropouts (Year 1) + Grade 10 Dropouts (Year 2) + Grade 11 Dropouts (Year 3) + Grade 12 Dropouts (Year 4)).

¹⁶ NCLB defines the graduation rate as the percentage of students who graduate from secondary school in a "standard number of years," depending on the number of years offered in a high school. For example, if a high school offered grades 10 through 12, then the standard number of years for that school would be three. Similarly, if a high school offered grades nine through 12, then the standard number of years would be four.

¹⁷ The *No Child Left Behind Act of 2001*, reauthorized the Elementary and Secondary Education Act, and requires states to demonstrate adequate yearly progress (AYP) in meeting state academic goals. By the 2005-06 school year, states must administer annual tests in reading and mathematics to all students in grades three through eight, and once in high school. Testing in science will be added by the 2007-08 school year. In order for states to demonstrate AYP, *all* schools are to show that an increasing number of students are proficient (as determined by each state), such that every student will be deemed proficient by the 2013-14 school year. The elements that California is using to establish AYP in 2005 include:

1. A participation rate of 95 percent or more in the 2005 assessments. This is used to calculate the percentage of students at or above the proficient level for AYP.
2. The percentage of students who are performing at or above the proficient level in English-language arts and mathematics on the 2005 assessments. This percentage is compared with the NCLB performance targets, which are called "Annual Measurable Objectives." NCLB designated the following particular groups of students for schools and LEAs to demonstrate AYP, which include students who are: a) economically disadvantaged, b) disabled, c) English learners, and d) part of a major racial or ethnic group. In order for a school to make AYP, the student body as a whole and the individual subgroups (identified above) must meet state targets for proficiency.
3. The schoolwide or LEA-wide growth in the 2005 API.
4. The schoolwide or LEA-wide graduation rate. This requirement only applies to schools or LEAs that serve high school students.

¹⁸ United States Government Accountability Office, *No Child Left Behind Act: Education Could Do More to Help States Better Define Graduation Rates and Improve Knowledge about Intervention Strategies*, Washington, D.C., The Office, September 2005, 20-21.

¹⁹ *Ibid.*, 22.

²⁰ According to Kim Wells, of the Policy and Evaluation Division at CDE, there are 5,886 public schools receiving federal Title I funds in California. These include: 4,066 elementary schools, 832 middle schools, and 988 high schools. There are 2,403 public high schools (including continuation schools) in California.

²¹ According to Kim Wells, of the Policy and Evaluation Division at CDE, the method of identifying schools for program improvement has changed over the years. Identifying schools for PI began in 1996-97 under the Improving America's Schools Act of 1994 (which reauthorized the Elementary and Secondary Education Act) and preceded the NCLB Act. During the school years from 1996-97 and 1997-98, districts identified schools for program improvement based on locally established criteria. In 1998-99, CDE identified schools using the "Accountability Performance Index" or API, for identifying "decile one" schools. This was the first year that California had a state accountability system. For the next two years, from 1999-00 and 2000-01, CDE identified schools using API targets. NCLB was enacted in 2001-02, and CDE did not identify any new schools for PI. Beginning in 2002-03, schools were identified using AYP criteria.

²² According to Donna Rothenbaum, Consultant in the Education Demographics Unit at the California Department of Education, the department does not produce graduation rates by ethnicity.

²³ According to CDE, the CAHSEE has two parts: English-language arts (ELA) and mathematics. Students must pass both parts of the exam in order to graduate from a public high school. The ELA part addresses state content standards through grade 10. In reading, this includes vocabulary, decoding, comprehension, and analysis of information and literary texts. In writing, this covers writing strategies, applications, and the conventions of English (e.g., grammar, spelling, and punctuation). The mathematics part of the CAHSEE addresses state standards in grades six and seven and Algebra I. The exam includes statistics, data analysis and probability, number sense, measurement and geometry, mathematical reasoning, and algebra. Students are also asked to demonstrate a strong foundation in computation and arithmetic, including working with decimals, fractions, and percents. Source: <http://www.cde.ca.gov/ta/tg/hs/overview.asp>.

²⁴ The estimated passing rates for English-language arts by ethnicity are: 90 percent Asian, 76 percent Latino, 76 percent African American, and 94 percent White students.

²⁵ The estimated passing rates for mathematics by ethnicity are: 95 percent Asian, 76 percent Latino, 68 percent African American, and 92 percent White students.

²⁶ Human Resources Research Organization (HumRRO), *Independent Evaluation of the California High School Exit Examination (CAHSEE): 2005 Evaluation Report*, Volume 1.

²⁷ Assembly Bill 126 was signed by the Governor on September 13, 2005, Chapter 234, Statutes of 2005 and may be found in the Education Code § 37254. It is also located in the 2005-06 Budget Act Item Number 6110-204-001.

²⁸ Assembly Bill 126 requires that the State Superintendent of Public Instruction rank schools based on the percentage of eligible students within a school, and begin allocating funds to schools with the greatest percentage of students and continue until all of the funds are exhausted, to award grant funds to schools with lower percentages of eligible students.

²⁹ For more information regarding the California High School Exit Examination Intensive Instruction and Services Program refer to CDE's web page at: <http://www.cde.ca.gov/fg/fo/r19/cahseeiis05result.asp>.

³⁰ All the studies use the Common Core of Data to estimate high school graduation rates, except the last study by Jeannie Oakes et al., who use CBEDS data from CDE. Since the Common Core of Data is based on CBEDS data, the source is the same for all of the studies.

³¹ Christopher B. Swanson, et al. *Who Graduates? Who Doesn't? A Statistical Portrait of Public High School Graduation, Class of 2001*, Urban Institute, 2003.

³² It should be noted that the data used to calculate CDE's official graduation rate for the class of 2001 were based on criteria for defining dropouts that were not in conformity with the NCES definition. As discussed in the previous section of this report, CDE reported an official graduation rate based on the NCES definition for federal accountability purposes beginning in 2002-03.

³³ Jay P. Greene, *High School Graduation Rates in the United States*, Manhattan Institute for Policy Research, Revised April 2002.

³⁴ The data used to calculate CDE's official graduation rate for the class of 1998 were based on criteria for defining dropouts that were not in conformity with the NCES definition. As discussed in the previous section of this report, CDE reported an official graduation rate based on the NCES definition for federal accountability purposes beginning in 2002-03.

³⁵ By subtracting the number of 14-year olds (in the summer before entering ninth grade) from the number of 17-year olds (in the summer before entering 12th grade), the researchers track the net transfers of students entering versus the number of students leaving for various reasons (i.e., moving out of state or country, etc.).

³⁶ NAEP's High School Transcript Study is a survey of a large sample of students that is representative at both the national and regional levels. HSTS is representative only at the regional level, so the researchers cautioned that the estimated state college readiness rate would not be as precise as their estimated state graduation rates. They used each state's estimated high school graduation rate and applied the transcripts and HSTS criteria (regional) as if they were representative for the state. This approach assumes an even distribution among states in each region. Since the HSTS was administered to the classes of 1990, 1994, 1998, and 2000 only, the researchers calculated college readiness rates directly for these years. To adjust for the intermittent years when the HSTS was not administered, they used that year's calculated high school graduation rate and assigned data for the other two criteria by plotting a straight line between the years for which they had direct data.

³⁷ The number of students enrolled in ninth and 12th grades is reported on "Instruction Day" in October for CBEDS, as discussed earlier.

³⁸ Oakes, Jeannie, Julie Mendoza, and David Silver, *California Opportunity Indicators: Informing and Monitoring California's Progress Toward Equitable College Access*, University of California All Campus Consortium on Research for Diversity (ACCORD), 2004.

³⁹ According to the CSIS Office, there have been as many as 268 LEAs that have participated in the CSIS program since its inception, but some of these have been unable to continue their participation due to staff turnover, budget constraints, or new leadership of a local superintendent.

⁴⁰ The Fiscal Crisis and Management Assistance Team, operated from the Kern County Office of Education, provides administrative oversight of the CSIS program.

⁴¹ According to the CSIS office, about 99.9 percent of all students enrolled in California public schools have received a unique nonpersonal identification number.

⁴² According to CDE, when a student enrolls in a school district, the district requires parents to complete certain information about their child(ren) at registration. Required information includes: legal name, gender, ethnicity, primary language, and birthdate. Additional information may be provided such as an alias name and birthplace. The central server at the CSIS Office houses all the information for students enrolled in California public schools. The information collected at registration is used to create a student's unique identifier number. If a student enrolls in a new district, that receiving district uses the information collected at registration to match an existing student's unique identifier number. The district receiving a new student may also contact the previous district to obtain a student's cumulative file, which contains the student's unique number.

⁴³ State law specifies five goals for CALPADS, including:

1. *Provide school districts and the California Department of Education access to data necessary to comply with NCLB reporting requirements.* CALPADS will provide the CDE with access to required data that is more accurate (i.e., it is based on individual student records) and reduce the reporting burden to LEAs (i.e., the data will be linked at the state level, thereby eliminating the need for LEAs to submit redundant data to the state).
2. *Provide a better means of evaluating education progress and investments over time.* CALPADS will inform educators as well as the public how well a school is doing with students that have been continuously enrolled, and will provide data for specific groups of students' academic achievement over time.

-
3. *Provide local education agencies with information that can be used to improve pupil achievement.*
 4. *Provide an efficient, flexible, and secure means of maintaining longitudinal statewide pupil level data.* SB 1453 requires that CALPADS comply with all state and federal privacy laws. NCLB must comply with the Federal Education Rights and Privacy Act (FERPA), which allows state education agencies, educators, and researchers access to student-level information for “education purposes” (i.e., to assist students, or to conduct research to identify successful programs or ways to improve educational programs).
 5. Promote good data management practices with respect to pupil data systems and issues. SB 257 (Chapter 782, Statutes of 2003) added this last goal to CALPADS.

⁴⁴ Per conversation with Paula Mishima, Manager, Data Management Division, California Department of Education on November 23, 2005.

⁴⁵ The basis of the compact resulted from a newly released report entitled *Graduation Counts: A Report of the NGA Task Force on State High School Graduation Data*, published by the National Governor’s Association in 2005.

⁴⁶ The formula for calculating the four-year adjusted cohort graduation rate is: [on-time graduates in year x] ÷ [(first-time entering ninth graders in year x – 4) + (transfers in) – (transfers out)].