

The Campaign for Grade Level Reading
Community Solutions Action Plan
Billings, Montana

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COMMUNITY OVERVIEW

Billings is a vibrant city located in Yellowstone County in the south central region of Montana. About 68% of the 154,162 people in the county live in Billings. It serves as a regional hub for healthcare, banking, education, and federal offices such as Indian Health Services. It is unique for a city of its size because it is the largest city for about a 500 mile radius. The big cities closest to Billings are Denver, Seattle, and Minneapolis. It is also unique because it is close in proximity to two American Indian Reservations, Northern Cheyenne and Crow, and it serves as a home to American Indians of multiple nations.

The school district is the largest in the state, with 22 elementary schools, 4 middle schools, 3 high schools, and about 16,328 students and 1,920 full-time equivalent staff. The 2013-2014 budget is approximately \$110.2 million dollars.

DEMOGRAPHICS: Yellowstone County has a large percentage of the state's population, and its youth population is growing faster than the state in general¹.

- One in six children in the state of Montana live in Yellowstone County.
- The population is increasing at a faster rate in Yellowstone County than in Montana, especially for the 0-5 age group. Between 2000 and 2010:
 - The population in Yellowstone County grew 14.4% compared to 9.5% in Montana.
 - The population under age 5 grew 18.5% compared to 13.6% in Montana.
- The fastest growing ethnicities under the age of 20 in Yellowstone County are Hispanic and Native American. Between 2000 and 2010:
 - The Hispanic population under the age of 20 increased by 42.1% in Yellowstone County and 51.5% in the state.
 - The American Indian population under the age of 20 increased by 35.6% and 3.3 in the state.
 - During the same period the White population under the age of 20 decreased by 1.7% in Yellowstone County and 5.4% in the state.
- The percent of children living in single parent households is higher in Yellowstone County (28%) than in Montana (27%) and much higher than in the nation (20%).

ECONOMICS: Yellowstone County may seem better off than the state at first glance; however large pockets of the county are worse off than the state and these pockets have sizeable populations².

- 13.7% of families with children under 18 in Yellowstone County live below poverty compared to 16.9% in MT and 16.4% in the U.S.; however there are neighborhoods in Yellowstone County where the poverty rate is significantly above the State rate.

¹ Best Beginnings Assessment 2012: Statistics from US Census, 2010 American Community Survey.

² Best Beginnings Assessment Update 2013: Statistics from US Census, 2011 American Community Survey.

- In the Billing Southwest neighborhood, 23% of the families with children under the age of 18 live below poverty.
- In the Billings South neighborhood, 44% of the families with children under the age of 18 live below poverty.
- In the Billings Northpark neighborhood, 26% of the families with children under the age 18 live below poverty.
- The combined population of these neighborhoods (15,555) is larger than the population of forty-six of Montana's fifty-six counties. If it were its own city, it would be the 8th largest city in Montana, right between Kalispell (pop. 19,927) and Havre (pop. 9,298).

THE PROBLEM

The Best Beginnings Council of Yellowstone County, and Graduation Matters Billings have spent significant time assessing school readiness and drop out factors in Yellowstone County, and specifically Billings. A third group, Billings Out of School Time, has long been convening around the after-school hours and the needs of youth in the mornings, late afternoons, and summer time. The key findings of these groups, as they relate to Grade Level Reading are summarized below. Complete copies of assessment reports are available at www.unitedwayyellowstone.org.

SCHOOL READINESS

Problem: Child Abuse and Neglect

The rate of substantiated instances of child abuse and neglect in Montana are about twice the national average. In Yellowstone County, there were 543 substantiated cases of child abuse and neglect in 2012-2013, with 288 of these involving children age 5 and under. These numbers increased from a total of 451 in 2011-2012 with 238 involving children age 5 and under. These increasing rates of child abuse and neglect have grave implications for school success.

Problem: Large pockets of poverty which correlate to low reading proficiency

Billings looks to be better off than the state when it comes to poverty measures; however a deep and disaggregated look at Billings neighborhoods shows areas of grave concern. These neighborhoods correspond with the lowest reading proficiency rates in the city. Targeted efforts to address literacy and poverty in these neighborhoods are critical.

Problem: Developmental screening not universally available.

Research clearly shows that addressing developmental delays early can mitigate the need for special education resources later on; however in Billings many families do not access developmental screening and follow-up resources for parents after screening are scarce.

Problem: Lack of access to affordable licensed childcare

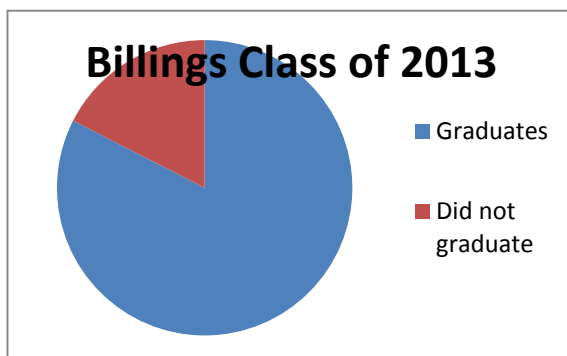
Funding for Best Beginnings childcare subsidies has decreased in the past years, and families struggle to both pay for and find adequate childcare. Some of our most vulnerable parents, those with felony records, face especially great challenges with childcare as childcare centers cannot allow them to be around other children, making drop-off, pick-up and other interaction at the childcare center difficult.

Problem: Barriers to accessing parenting help

The first barrier for parents to accessing help is the problem of finding the resources. There are no well-publicized resource guides for parents. Secondly, even if resources were publicized, there are not many resources for parents beyond the in-depth parenting classes and home-visiting associated with court-ordered assistance. Thirdly, even if more help were available, parents would often be reluctant to access help because of the stigma associated with seeking help for parenting.

THE CHALLENGE OF SCHOOL DROP OUT

Every year close to 200 students in Billings do not graduate with their class.



ACADEMIC

Although academic difficulty was not cited by most students as the main reason for dropping out, it appears to be significant.



ATTENDANCE AND MOBILITY

Students who dropped out were likely to miss significant amounts of school prior to dropping out, and were very likely to have experienced a lot of transition in elementary school as well as high school.



BEHAVIOR INCIDENTS

Two-thirds (61%) of students who dropped out had zero to 10 behavior incidents on their records



Official Reason for Drop-Out ³	
5%	Academic Difficulty
29%	Attendance Difficulty
54%	GED Related
8%	Unknown
4%	Other (employment, corrections, over compulsory age)
Indicators of Falling Of Track ⁴	
Academic	
57%	Had a final math grade of F
60%	Had a final English grade of F
39%	Repeated 9 th grade
Attendance	
62%	Missed school almost one-third of the time: <ul style="list-style-type: none"> One and half days or more per week One week or more every month
41%	Multiple entries and exits to high school.
31%	Attended multiple elementary schools.
Behavior	
14%	Zero
47%	1-10
24%	11-25
11%	26-50
4%	More than 50

³ Data from class of 2011 (all three Billings High Schools). *High school administrators make every attempt to interview every student who drops out. These are the official reasons given to administrators by the students who were dropping out.*

⁴ School District 2 Data for students from the class of 2011 who dropped out.

The Achievement Gap

There are some populations in the Billings school system with graduation rates well below the district average of 82.5%.

2013 Billings Four Year Adjusted Cohort Graduation Rate

	Graduates	Cohort Graduation Rate
All Students	1097	82.5
American Indian/Alaska Native	54	58.10
Asian	20	100
Black or African American	17	70.8
Hispanic or Latino	52	68.4
Native Hawaiian or Pacific Islander	*	*
White, Non-Hispanic	953	85.6
Special Education Students	111	75
Limited English Proficient Students	20	54.1
Economically Disadvantaged	314	67

According to trend data from the U.S. Census, between 2000 and 2010:

- ▶ The Hispanic population under the age of 20 increased by 42.1% in Yellowstone County and 51.5% in Montana
- ▶ The American Indian population under the age of 20 increased by 35.6% in YC and 3.3% in Montana
- ▶ The White population under the age of 20 decreased by 1.7% in Yellowstone County and 5.4% in Montana

Other communities in the United States, through concerted collaborative efforts have closed their achievement gaps. Billings can do the same.

"The first step to closing that gap is to believe, as I do, that high expectations are for all students. I believe intelligence is equally distributed throughout the world, but opportunity is not. And the same is true within our own country."
President William J. Clinton, 2000, Remarks at the White House Strategy Session on Improving Hispanic Student Achievement.

The Perspective of Parents, Students, and School Personnel

In 2011-2012 Graduation Matters Listening sessions were conducted with over 300 participants in the Billings Public Schools: students, teachers, parents, and administrators. They were asked why students struggle with attendance and why students don't pass their core courses freshman year. They were asked what works to encourage attendance and academic success and what does not work. Finally, at the end of the session they were asked: If you could only do one thing to improve the situation, what would you do?



Attendance

Across the board, students, parents, teachers, and administrators agreed:

- Attendance patterns begin long before high school
- There are no real consequences for poor attendance from Kindergarten through 8th grade
- Real consequences, such as losing credit or having to repeat a class, only start in 9th grade
- Feelings of hopelessness contribute to poor attendance: "I'm never going to pass anyway, so why come?" "I'm so behind, it won't matter." "I have never understood this subject ever and one more day listening to something I don't get at all won't help."
- Feelings of not belonging contribute to poor attendance: "My teachers don't care," "my classmates don't know I exist," "I have bigger problems at home and being at school is a distraction."
- Family and other out of school factors play a large role on student attendance (for example, a parent who did not have a good experience in school themselves).

Number One Recommendation to Improve Attendance

Revise current K-8 Attendance Policy so it has more real consequences for failure to attend.

What one action step would you take?

The number 1 recommendation from all participants:

- Revise current K-8 Attendance Policy so it has more real consequences for failure to attend.

Other consistent themes:

- 1) Focus on proficiency requirements not attendance requirements.
- 2) Create schedule options for students: for example, have a track where kids can attend school from 10 – 5 instead of 8-3.
- 3) Create curriculum options for students: for example, practical math options, more flexibility with English texts, more access to online and college options for all students, the ability to test out of classes (receive credit for demonstrated proficiency).

Academic Success

Across the board, students, parents, teachers, and administrators agreed:

- Academic failure, in most cases, begins long before high school.
- From grades K-8, students in School District 2 progress to the next grade whether they have met core academic proficiency or not.
- Family and out of school factors play a large role in student academic success (especially family values about education).
- There is only one way for most students in SD2 to get high school diploma. Alternative pathways that exist are excellent but, in the case of the Career Center, students can only access those programs after they have succeeded in 9th and 10th grade. In the case of programs like Credit Recovery, Transitions, or Frameworks, students can only access them after they have experienced significant difficulty with the traditional pathway. In most cases they have to have already failed to gain access.
- If students had more access to alternative options earlier, they would be more likely to succeed, be engaged, and stay in school.
- We should think about things like:
 - The structure of the school day: does everyone have to go to school from 8-3? This is a hardship for students who work.
 - The sequence of classes -- can we get more elective options in the freshman year? The freshman year is heavy on core courses while by their senior year most students have a lot of room for electives in their schedule. Would more students make it to senior year if they could take a class freshman year that was engaging to them, like art or construction?
 - Can we create options for students to test out of some classes and receive credit based on their current knowledge (like AP credit in colleges – but for high school)?

Number One Recommendation to Improve Academics

Address the issue of social promotion for grades K-8. Retention does not work, but neither does social promotion.

What one action step would you take?

The number 1 recommendation from all participants:

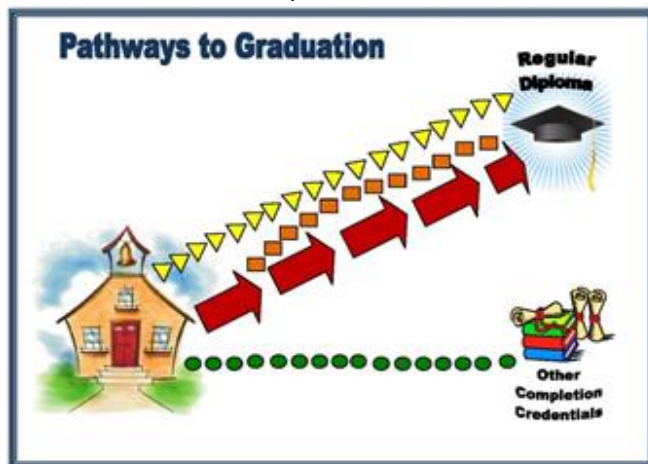
- Address the issue of social promotion in the early grades. Retention does not work but neither does social promotion.

Other consistent themes:

- Create more flexible, relevant curriculum options for students. For example, more "Career Center" type options, more online options, ability of students to test out through proven mastery, add seventh period to the day to create more room in schedule for electives.

Consistent Recommendation to Improve Both Attendance and Academics

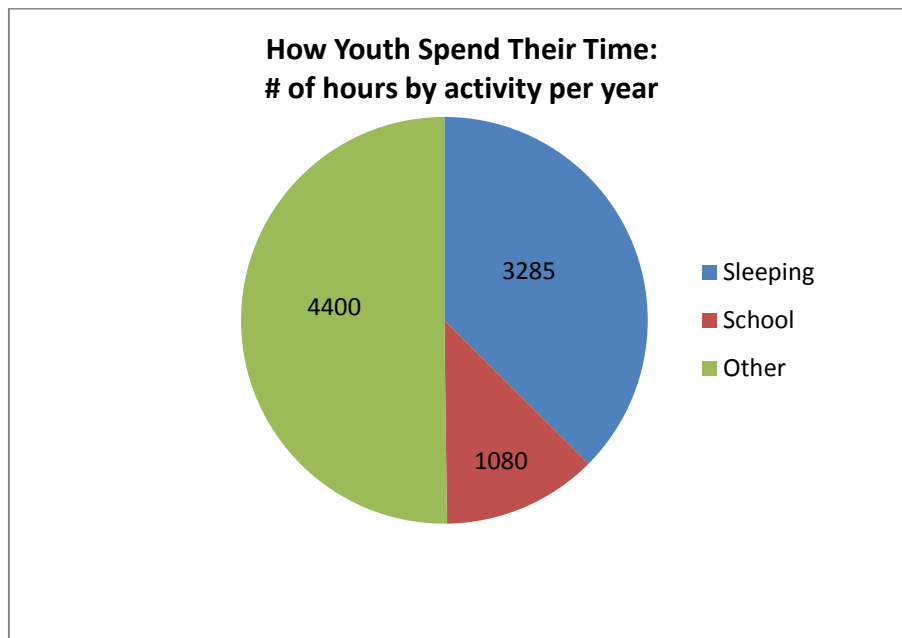
Increase access to alternative pathways to graduation. Focus on content mastery not seat time.



- Be driven by content mastery not seat time.

RELATED RESEARCH: Out of school time hours

KEY FACT: Research consistently shows that the riskiest times for youth are the hours when they are not in school, and youth spend the majority of their time *OUT of school*.



According to “America After 3 PM,” an in-depth study of how America’s children spend their afternoons⁵:

- 40% (61,486) of Montana’s K-12 children are responsible for taking care of themselves after school. These children spend an average of 7 hours per week unsupervised after school.
- 12% (18,400) of Montana’s K-12 children participate in afterschool programs. On average, afterschool participants spend 5 hours per week in afterschool programs.
- 31% (41,829) of all Montana children not in afterschool would be likely to participate if an afterschool program were available in the community, regardless of their current care arrangement.

The action recommendations from Graduation Matters listening sessions center on school-related activities; however participants consistently cite “out of school” factors as critical. The research

⁵ 2009. America After 3 PM: The most in-depth study of how America’s children spend their afternoons. Published by The Afterschool Alliance and JCPenney Afterschool. Downloaded May 20, 2014 from <http://www.afterschoolalliance.org/aa3pm.cfm>.

supports the perspective of Listening Session Participants. Risk factors for dropping out⁶ include many powerful individual and family risk factors including:

- No extracurricular participation
- High risk peer group
- High number of work hours
- Low parent contact with school and low educational expectations from parents
- Low socioeconomic status
- Parent education level

An effective plan to increase graduation rates must include programs which address risk factors in the family, community, and individual domains, in addition to school. Out of school time programs and parenting services are appropriate partners for this plan.



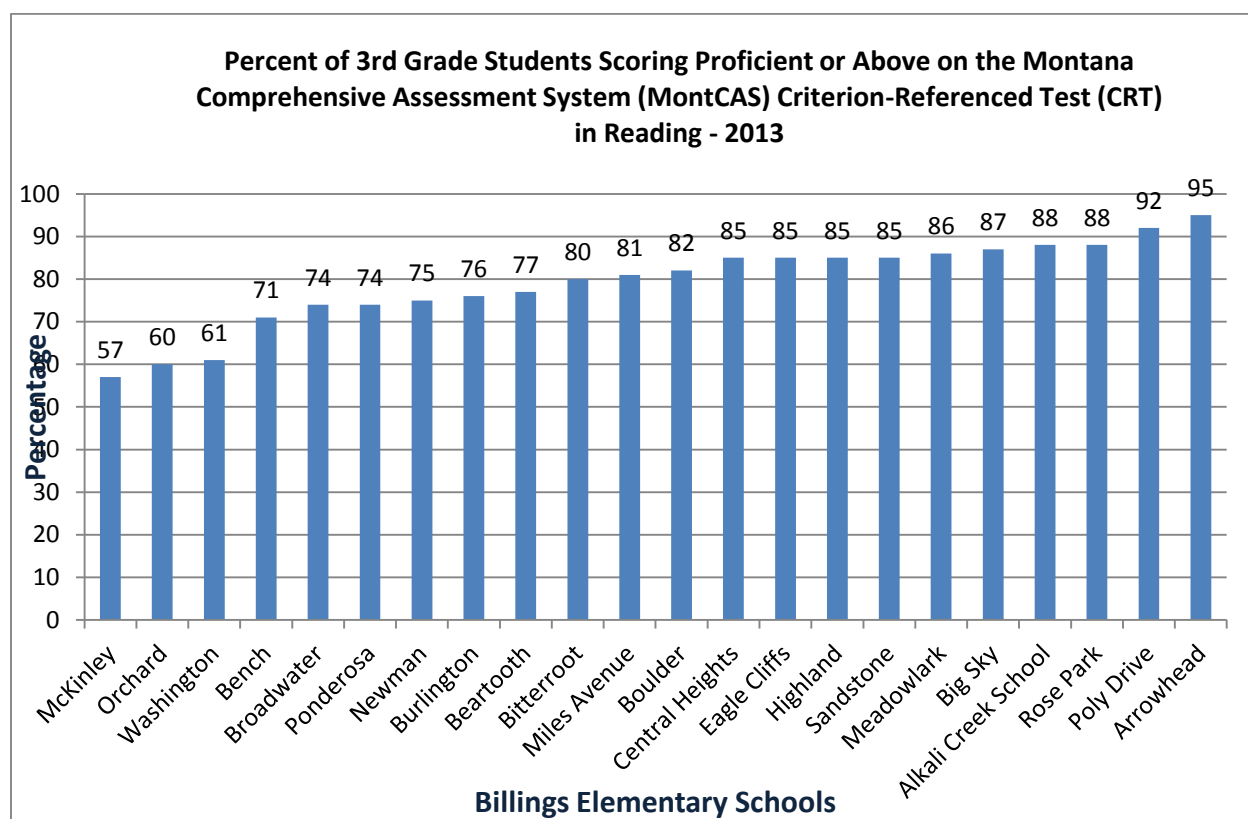
⁶ 2007. Dropout Risk Factors and Exemplary Programs: A Technical Report. *National Dropout Prevention Center/Network at Clemson University in collaboration with Communities in Schools*. For a complete list, see Appendix 4, page 22.

Out of school time hours in Billings

RELATED RESEARCH: Third Grade Reading

KEY FACT: Third grade reading is the single strongest predictor of future academic success. According to The Campaign for Third Grade Reading, **children who do not read on grade level by the end of third grade are 13 times more likely to drop out of school than their peers who read on grade level.** Society pays a price for dropout. High school dropouts have significantly lower income than high school graduates over their lifetime. In addition the unemployment rate for dropouts is generally 4 percentage points higher than the national average. It's estimated that half of all Americans on public assistance are dropouts and 80 percent of the incarcerated population is high school dropouts⁷.

In Billings there are correlations between our schools with lowest reading proficiency and highest poverty rates.



⁷ Lynch, Matthew, Ed.D. "High School Dropout Rate: Causes and Costs." Huffington Post, posted 5/30/2014. Downloaded July 30, 2014, from http://www.huffingtonpost.com/matthew-lynch-edd/high-school-dropout-rate_b_5421778.html

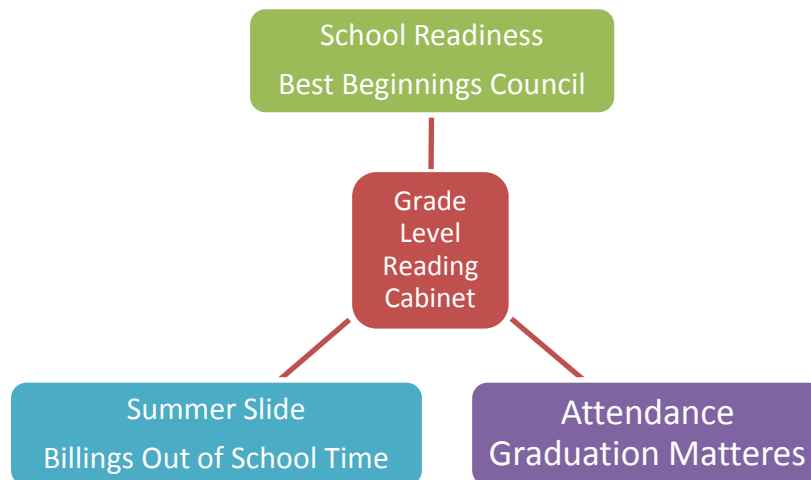
GOALS

The goals of the Billings Grade Level Reading Campaign are as follows:

1. Increase the cohort graduation rate for economically disadvantaged youth in Billings so it is in line with the district average.
 - Baseline Year 2013: 67% of economically disadvantaged youth graduated with their class compared to 82.5% for a district average.
2. All children ages 0-8 in Yellowstone County come to school ready to learn and they succeed in school.
 - Baseline to be measured in 2015 using: Oral Language Screen, Kindergarten Readiness Teacher Observation Tool.
3. Decrease chronic absenteeism.
 - Definition and measure to be established.
4. Increase summer learning and after school learning opportunities.
 - Increase the number of children participating in summer learning opportunities intentionally designed to prevent the summer slide.
 - Increase the number of afterschool programs working on coordinated tutoring/mentoring and other strategies to enhance perseverance and spark interest.
5. Increase the percent of third grade students in Billings School District 2 who score proficient or above on the Montana Comprehensive Assessment System (MontCAS) Criterion Referenced Test (CRT) in Reading.
 - Focus on increasing reading proficiency in neighborhoods of highest need by creating literacy rich environments, increasing access to reading/tutoring/mentoring, increasing parent supports, and focusing on a birth to age 8 continuum of literacy supports.
 - Increase third grade reading proficiency for Orchard, Ponderosa, Newman (Southside) from 70% to 75% by June 2016.
 - Increase third grade reading proficiency for Washington, Mckinley, Broadwater neighborhoods (Downtown) from 64% to 70% by June 2016.
 - Increase third grade reading proficiency for Bench, Beartooth and Bitterroot (Heights East) from 76% to 81%.

STRUCTURE

Graduation Matters Billings, Best Beginnings of Yellowstone County, and Billings Out of School Time (BOOST), will collaborate to launch The Grade Level Reading Campaign in Billings, Montana. Each group will assume responsibility for a leg of the campaign, and they will coordinate efforts through a Grade Level Reading Cabinet, as shown in the structure below.



BOOST has been meeting since 2002. This group consists of the executive directors of all the out of school time programs in Billings, including the YMCA, Boys and Girls Clubs, Upward Bound, and local programs such as the faith-based Friendship House. Together this group serves over 1500 low income youth in Billings.

Graduation Matters Billings is part of a state-wide effort spearheaded by Montana Superintendent of Schools, Denise Juneau. The goal of the statewide movement is to encourage local collaborative solutions to increase graduation rates. The local team consists of the Billings Area Chamber of Commerce, School District 2, Montana State University Billings, the Billings Education Association, the School District 2 School Board, the Billings Education Foundation and local business leaders such as the committee chair, Bill Underriner, CEO of Underriner Motors. This group has met for two years. They have conducted in depth assessment and created a plan to increase graduation rates, including implementation of The Grade Level Reading Campaign.

Best Beginnings of Yellowstone County has a leadership team which consists of executive directors of all the local agencies that work with children age 0-8 and parents of these children: for example, Headstart, Early Headstart, Early Childhood Initiative, and Family Support Network. The coalition has done in-depth assessment and created a workplan to systemically improve the system of care for children age 0-8 so that every child is ready for school.

United Way of Yellowstone County serves as the convener for all three groups and provides staff coordination and the backroom function of ongoing data assessment, grant-writing, recruitment, and evaluation. The United Way of Yellowstone County strategic plan is aligned to support the activities of these coalitions through community grants, advocacy, and other strategies.

WORK PLAN

The one page summaries of the Best Beginnings plan to increase school readiness, and the Graduation Matters plans to address attendance follow. BOOST will be creating their plan to address the summer slide in the months to come.

BEST BEGINNINGS PLAN

GOAL: All children ages 0-8 in Yellowstone County come to school ready to learn and they succeed in school.

Measured By: Oral Language Screen, Kindergarten Readiness Teacher Observation Tool, Grades and Attendance through 5th grade

OBJECTIVE 1: READY CHILDREN WORK GROUP

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|--------------|---|
| Indicator 1: | Improve the quality and effectiveness of developmental screenings for preschool children from 0-5. |
| Indicator 2: | Increase the number of kindergarten students in Yellowstone County who achieve a score of 66 or better on the Linguistic Indicators of Literacy Success (LILS). |
| Indicator 3: | Increase the number of kindergarten students in Yellowstone County who often or very often exhibit positive social behaviors when interacting with their peers. |
| Indicator 4: | Decrease the number of kindergarten students in Yellowstone County with moderate to serious difficulty following directions. |
- Strategy 1: Develop and make available developmental screening tools for ages 0-3 and 3-5 (covering language, social-emotional and following directions)
 - Strategy 2: Support use of two school readiness indicator tools in all public school districts in Yellowstone County: Linguistic Indicators of Literacy Success (LILS)

OBJECTIVE 3: READY FAMILIES WORK GROUP

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|--------------|---|
| Indicator 1: | Increase the prevalence of supports available for families and the prevalence of families accessing supports. |
| Indicator 2: | Decrease the prevalence of substantiated child abuse and neglect cases in Yellowstone County. |
- Strategy 1: Support media campaign/s to decrease the stigma associated with seeking parenting help (normalize and inform)
 - Strategy 2: Increase supports for healthy parenting (decrease isolation).

OBJECTIVE 5: READY COMMUNITY WORK GROUP

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|--------------|---|
| Indicator 1: | Increased prevalence of families with children age 0-6 accessing supports they need. |
| Indicator 2: | Decrease prevalence of children under age 6 living in families with income below the federal poverty threshold. |
- Strategy 1: Increase access to services.
 - Strategy 2: Increase cultural competency on issues of poverty for employers, housing, public service agencies, probation and parole, human services, childcare, schools
 - Strategy 3: Develop Best Beginnings Case Statements to support basic needs strategies for young families.

OBJECTIVE 6: READY SERVICES – EARLY CARE AND EDUCATION WORK GROUP

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| Indicator 1: | Increase prevalence of 0-8 year olds in quality early childhood care and education programs. |
| Indicator 2: | Increase prevalence of licensed childcare providers. |
- Strategy 1: Increase funding subsidies for children age 0-8 to access quality early childcare and education.
 - Strategy 2: Increase community norms favorable to selecting a licensed quality childcare provider.
 - Strategy 3: Increase prevalence of licensed providers targeting the most at-risk children in Yellowstone County.

OBJECTIVE 8: READY RESOURCE AND REFERRAL

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|--------------|--|
| Indicator 1: | Increase the number of Yellowstone County Resources in montana211.org |
| Indicator 2: | Increase the number of searches for Yellowstone County Resources in montana211.org |
| Indicator 3: | Increase the access to accredited 211 call center for Yellowstone County. |
- Strategy 1: Update Yellowstone County resources in montana211.org
 - Strategy 2: Increase community usage of 211 to access resources.
 - Strategy 3: Increase community access to 211 Call Center

OBJECTIVE 2: READY READERS WORK GROUP

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|--------------|--|
| Indicator 1: | Increase percent of parents/caregivers who participate in adult literacy support programs and early literacy works. |
| Indicator 2: | Increase percent of third grade children who achieve a score of proficient or better on the reading portion of standardized tests. |
- Strategy 1: Expand effective literacy-learning opportunities for children ages 0-8 and their array of caregivers (including parents, childcare workers, and friend/family/neighbor (FFN) caregivers).
 - Strategy 2: Increase access to materials and opportunities that support literacy learning for young children and their caregivers.
 - Strategy 3: Improve community awareness of early literacy issues and local literacy programs/opportunities for families with young children.

OBJECTIVE 4: READY SCHOOLS WORK GROUP

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|--------------|--|
| Indicator 1: | Increase support services for families transitioning children to kindergarten. |
| Indicator 2: | Increase the school attendance rate of children in grades K-3. |
| Indicator 3: | Support teacher/child ratios less than or equal to the state allowance in K-1 classrooms, especially in high risk neighborhoods. |
- Strategy 1: Share information with parents and childcare/early learning providers on how they can help children to prepare for the kindergarten experience.
 - Strategy 2: Promise Neighborhood.
 - Strategy 3: Collaborate with Graduation Matters to increase parental buy-in to school attendance K-3 in a target neighborhood.
 - Strategy 4: Write a case statement in favor of elementary schools having low teacher/student ratios, particularly in low-income schools and advocate as necessary.

OBJECTIVE 7: READY SERVICES – HEALTH WORK GROUP

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|--------------|---|
| Indicator 1: | Increase the number of agencies working to create a trauma-informed culture |
| Indicator 2: | Increase access to mental health and chemical dependency services. |
| Indicator 3: | Increase the rate of full immunization for children ages 19-35 months. |
| Indicator 4: | Increase the percent of children who have insurance and a health home. |
- Strategy 1: Identify mental health and substance abuse related resources (integrate Trauma Informed Certification).
 - Strategy 2: Increase capacity for trauma-informed care
 - Strategy 3: Support advocacy efforts for co-occurring treatment and family treatment
 - Strategy 4: Support Immunization Efforts and Health Home

Partner with *Graduation Matters Billings* and *Billings Out of School Time* to launch the **Grade Level Reading Campaign.**

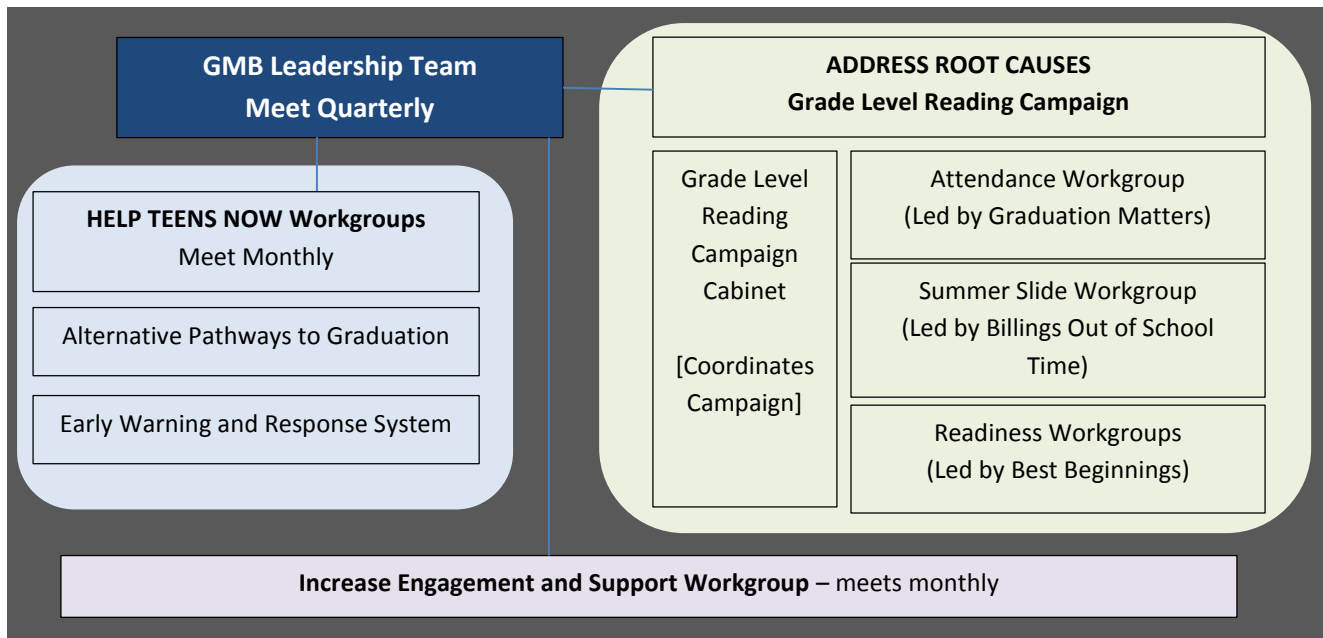
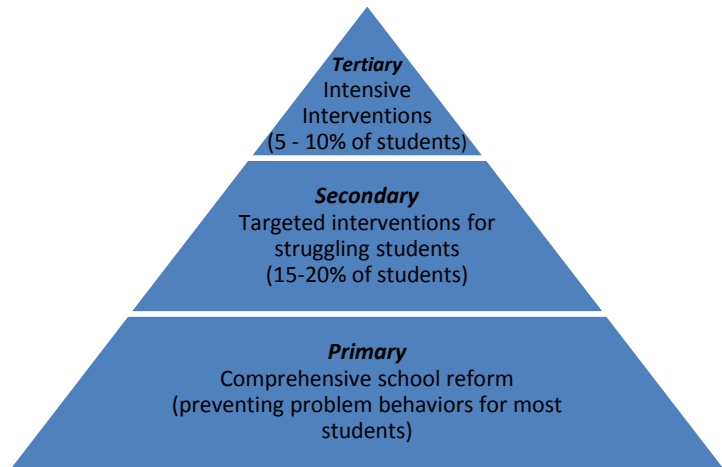
Best Beginnings will be responsible for the School Readiness leg of the campaign.

The Graduation Matters Billings Plan

Graduation Matters Billings will interrupt the process of student disengagement from Billings schools. Over time we will close the achievement gap for Native American, Hispanic, and Economically Disadvantaged Youth in our community. We will increase our graduation rates to be the best in the state.

The community plan to increase graduation rates for Billings students has three initiatives: 1) Help middle and high school kids today; 2) Address root causes of dropout; and 3) Increase engagement and support. Each initiative will be attentive to strategies designed to reach one of the following populations: 1) All students; 2) Students who are struggling; 3) Students who need intensive intervention⁸. Frequently drop-out prevention plans only target students in the secondary or tertiary tiers; however research strongly supports coordinated strategies in all three tiers.

A Graduation Matters Coordinator at United Way of Yellowstone County will provide support to the organizational structure below to implement the Graduation Matters Billings Plan.



⁸ Mac Iver, M. A. & Mac Iver, D. J. (2009). Beyond the indicators: An integrated school-level approach to dropout prevention. Arlington, VA: The Mid-Atlantic Equity Center, The George Washington University Center for Equity and Excellence in Education, page 23.