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Increasing American Indian and Alaska Native High School Graduation Rates

Strategies and Recommendations for
Local Education Agency Leaders in
the Western States

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Native peoples of the Americas have rich histories and cultural heritages, which include valuing education. Their educational strategies—such as emphasizing cooperation and reflection in meaningful contexts—are markedly similar to those promoted in current education-improvement agendas. Thus, one might assume that Native students have a decided advantage in today’s classrooms. Yet, that is not the case. Regrettably, a large segment of the American Indian and Alaska Native (AI/AN) population across the United States does not graduate from high school.

AI/AN youth have the lowest graduation rate of any racial/ethnic group in the United States. Each year in the Western states, which are home to the largest numbers of AI/AN populations, approximately one third of all AI/AN youth do not graduate from high school (see Table 1). This is a profound problem that has dire implications for both current and future generations of these communities.

Increasing the high school graduation rates of AI/AN youth remains a high priority for school systems across the United States, but particularly in the West. Given the long history of systemic racism and discrimination these diverse communities have faced, there are a variety of entrenched economic and cultural inequities that must be understood. Finding ways to increase graduation rates for these populations is the challenge.

To address the problem, the authors first consider recent graduation rates and dropout statistics as well as existing initiatives, although most are not specific to AI/AN students. Specific recommendations that respond to school completion rates among AI/AN students in these areas are provided.

Current Graduation Rates for AI/AN Youth

School districts and policymakers across the country are working to increase graduation rates and reduce dropout rates (Anderson & Nieves, 2020; Rumberger et al., 2017). Year after year, approximately one third of all AI/AN students in the Western states of Alaska, Arizona, California, Colorado, Idaho, Montana, New Mexico, Nevada, Oregon, Utah, Washington, and Wyoming do not graduate from high school (Table 1).

Table 1. Summary of Graduation Rates of AI/AN Students in 13 Western States in 2019 and 2021 or 2022

State	2019 graduation rate of AI/AN students	2021 or 2022 graduation rate of AI/AN students	Source
Alaska	68%	~69% (2021)	Alaska Department of Education & Early Development, 2022; National Center for Education Statistics, 2020



State	2019 graduation rate of AI/AN students	2021 or 2022 graduation rate of AI/AN students	Source
Arizona	67%	64% (2021)	Arizona Department of Education, n.d.
California	75%	79% (2022)	California Department of Education, n.d.
Colorado	77%	65% (2022)	Colorado Department of Education, n.d.
Idaho	68%	69% (2021)	Idaho State Department of Education, n.d.
Montana	67%	68% (2021)	Montana Office of Public Instruction, 2020; Rivera, 2022
New Mexico	70%	72% (2021)	New Mexico Public Education Department, 2023
Nevada	74%	69% (2022)	State of Nevada Department of Education, 2019, 2022
Oregon	68%	67% (2021)	Oregon Department of Education, 2023
Utah	79%	70% (2021)	Utah State Board of Education, 2021
Washington	62%	68% (2022)	Washington Office of Superintendent of Public Instruction, n.d.
Wyoming	59%	49% (2022)	Wyoming Department of Education, n.d.

Government data, such as the graduation rates shown in Table 1, indicate that among all racial/ethnic groups, AI/AN students have the lowest graduation rates. These low graduation rates have had a profound impact on AI/AN communities. Although California and Washington state have seen recent incremental upticks in the graduation rates of its AI/AN students, graduation rates in Arizona, Colorado, Utah, and Wyoming have decreased appreciably between 2019 and 2022. The question is, do students who do not graduate *drop out* of school, or are they pruned out of matriculation? In other words, could it be that many Native students are *pushed out* of school before they earn their high school diplomas?



Factors Contributing to AI/AN Graduation Rates

The issue of persistently low graduation rates among AI/AN youth is complex. In this section, we will examine three of the primary contributing factors: cultural misunderstandings surrounding the practice of *stopping out*, early literacy challenges, and a failure thus far to take a systematic approach to addressing the specific needs of AI/AN students and their families. These factors are present in environments of persistent systemic racism and inequality.

Drop Out, Stop Out, or Push Out? A Cultural Disconnect

One of the biggest factors contributing to the low graduation rates of AI/AN students is culture—or, more specifically, a cultural disconnect between assumptions and expectations of conventional schooling and assumptions and expectations of AI/AN learner communities. Some non-Native educators have noted that AI/AN students sometimes *stop out* and leave school for what can be an extended period (see Rosen et al., 2019). Stopping out is a term that refers to students leaving school for some amount of time with the intention of returning to school and eventually graduating. These students do not necessarily alert faculty or the institution that they will be gone, nor do they provide reasoning for their absence. Stop outs are often due to urgent, personal matters, such as returning home for a funeral or to care for an ill family member. By taking leave from school, these students are often meeting the community expectation of prioritizing family over other personal desires and responsibilities, which can include formal education (e.g., the need to show up for a test).

Such extended breaks, driven by community responsibilities and familial obligations, are generally accepted by Native peoples. Given the long history of oppressive education policies applied toward Native communities, prioritizing family over academics is understandable. However, educators encounter these circumstances and may not be familiar with the reasoning tied to local cultural history, values, and norms. Thus, they frequently apply their own, often inaccurate, interpretations that students' "parents don't care about their children's education" (Shulman & Mesa-Bains, 2018, p. 107). Our conversations with educators suggest that students who may not feel welcomed when they return to school often feel disconnected and may leave school permanently. Thus, in this series of events, students *drop out* when they had intended only to *stop out*, which speaks to the cultural disconnect between the mindset of the student and that of the educator.

In 2017, the What Works Clearinghouse (WWC) produced *Preventing Dropout in Secondary Schools*, a report about increasing graduation rates and preventing dropping out. We know that productive practices to prevent secondary school dropout aim to promote academic progress and emphasize retaining students in school. However, this widely recognized report does not address stopping out, which suggests that school systems may be uninformed about this practice and thus are not adequately prepared to help students return to school should they take a pause from matriculation.



Preventing Dropout in Secondary Schools describes students “falling off track” (p. 2), one of three overarching themes in the report. In the context of the report, “track” refers to a rather linear pathway to a high school diploma. However, the route to graduation may involve different and varied pathways. The notion of “falling off” suggests that responsibility lies with the student who does the falling off rather than with a system that may be pushing students out of school. Being *pushed out* refers to students leaving school with the intention to return but, having faced various systemic issues such as poor learning environments, ineffective policies, and inadequate supports—as well as feeling slighted when they return to school—they no longer feel welcome at school, so they leave because they feel pushed out.

The phenomenon of being *pushed out* is not widely recognized by either school personnel or, likely, by the WWC. When a report is issued by the highly respected WWC, educators pay attention. In this case, the cited report focuses on the responsibility of students rather than on the qualities of the learning environments, larger systemic issues surrounding failed policies, and students’ familial and community obligations. The recommendations produced by the WWC maintain a strong academic focus, addressing what happens within the school. However, there is little regard for cultures and social processes and systems that impact the graduation rates of AI/AN students.

Early Literacy

Numerous studies examine factors that contribute to Native youth dropping out of school and that yield predictors of who is likely to succeed and who will not. It is largely systemic racism and lack of educator understanding of cultural differences that form the basis for AI/AN students’ academic struggles that manifest early as reading difficulties (see Noll, 1998; Reyhner, 1994). Lack of early literacy successes is one of many factors contributing to dropout rates in high school. One of the strongest predictors of whether an individual will graduate high school is 3rd grade reading proficiency (Lara et al., 2018). The time when a child reaches grade 3 or 4 also happens to be the time when they may begin to feel and recognize cultural connections, pay attention to the nonalignment between home and school, and begin to disconnect from the education context (see Nelson-Barber, 1982). Competing cultural values and social rules among groups and schools become clearer to students.

The 2019 National Assessment of Educational Progress (NAEP) revealed that an astounding 53 percent of AI/AN 4th graders are reading below basic reading level (Faircloth et al., 2022). This performance has remained steady for as long as NAEP data have been collected (Rampey et al., 2021). Thus, unless something changes, these results will likely remain the same.

Systemic Approaches Rather Than Piecemeal Strategies

For quite some time, the issue of low graduation rates among Native students has been acknowledged as a systemic problem requiring comprehensive solutions. Certain districts have indeed recognized the systemic nature of the issue and have introduced programs to support student transitions from middle school to high school. These



programs include individualized career plans and course offerings to help students work toward long-term goals and catch up on missed coursework (U.S. Department of Education [USDOE], 2021).

One study surveyed dozens of principals and administrators from a variety of school districts in the Northeast and found that each district reported using at least nine different dropout prevention programs (Myint-U et al., 2008). The districts in this study used multipronged approaches in their programs, each employing at least 13 distinct strategies. The most common strategies, used by approximately one third of the districts, included tutoring/extra classes, social and emotional learning curricula, and community collaboration. At the very bottom of the list of strategies was “systemic/policy renewal” with a mere 5 percent of all programs reportedly utilizing systemic strategies.

Despite these districts’ efforts, most of their strategies seemed to address the symptoms of the problem rather than tackle the underlying systemic issues. Although there are signs of progress and multifaceted approaches being adopted, the overall programs and policies still generally fall short of effectively addressing the systemic challenges at hand. In other words, there is often a disconnect between the systemic problems that cause students to stop out or be pushed out and the local strategies intended to usher students through the matriculation process.

Current Initiatives to Support AI/AN High School Completion

There are several programs and initiatives designed to stem the tide of students leaving formal educational pathways after middle school or during high school. However, the majority of them do not address particular Native student needs. A review of research around graduation rates prepared by the Comprehensive Centers and Regional Educational Laboratories revealed that current efforts are focused on documenting and describing the educational landscape rather than on developing and testing initiatives and then measuring their effects on student achievement (Withington & Shtivelband, 2014). Furthermore, these programs are aimed at White, Asian, Black, and Latine students. Studies exist on the effectiveness of school and district policies, but because they are not conducted specifically with Native schools and communities (Englert et al., 2020), the results are then biased toward non-Native populations and may not be applicable for AI/AN students.

However, there are several programs and initiatives currently underway that are intended to reduce the dropout rates of AI/AN students. The most notable initiatives and their outcomes are summarized below.

- The *Native American Language and Culture Preservation Program* provides grants to support language and culture programs in schools and communities with high numbers of AI/AN students. By promoting cultural identity and pride, this program has been successful in keeping AI/AN students engaged in school and reducing dropout rates.



- The *American Indian Opportunities Industrialization Center (AIOIC)* provides education, job training, and career placement services for AI/AN youth and adults. Based in Minneapolis, AIOIC also provides support services to students, such as no-cost tutoring and small group instruction. The organization has successfully addressed educational disparities by providing the tools needed to successfully earn a GED, get a job, or pursue higher education.
- The *Alaska Native Science & Engineering Program (ANSEP)* for high school students provides academic support, mentoring, and career development opportunities to AI/AN students interested in STEM fields. Offering a range of programs (summer bridge, acceleration academy for earning college credits), ANSEP has been successful in increasing the number of AI/AN students going on to pursue and complete degrees in STEM fields.
- When Montana passed the *Indian Education for All Act*, it became the first state to pass legislation that requires all schools to integrate AI/AN history, culture, and contemporary issues into the curriculum to both strengthen understanding and raise awareness of AI culture and history (Stanton et al., 2019). A 2015 study found that Montana schools that implemented programs funded by the law had higher graduation rates for AI/AN students than schools that did not. Additionally, AI/AN students who participated in the program reported feeling more connected to their schools and communities (Bachtler, 2015).
- *Johnson–O’Malley* federal legislation delivers funding to support education for AI/AN students attending public schools. The funding provides for additional academic support, cultural programs, and resources for increasing AI/AN students’ success in school. This enrichment program has been successful in improving academic achievement and reducing dropout rates among AI/AN students.

Strategies and Recommendations to Ensure High Academic Standards and High School Completion

A comprehensive approach is required to support the academic success and overall well-being of AI/AN students. Strategies and recommendations include developing and implementing culturally relevant education programs that incorporate students’ cultural values, traditions, and beliefs into the curriculum, which can result in students’ improved academic achievement and positive self-identity. Engaging parents and communities is essential as well because familial involvement contributes to improved academic achievement and school attendance. Providing academic and emotional support is a crucial recommendation for fostering conducive learning environments, with programs such as mentoring, counseling, and after-school initiatives addressing students’ diverse needs. Implementing institutional transition programs helps retain students during grade band transitions, ultimately increasing graduation rates. Furthermore, the regular assessment of student progress plays a vital role in identifying areas for improvement and informing interventions. Lastly, nurturing strategic partnerships with tribal governments



and organizations allows for access to funding and resources and leverages communities' deep understanding of cultural and educational needs. By combining these program strategies, educational institutions may embolden AI/AN students and communities and ensure their long-term success. What follows is a more detailed discussion of each of these strategies and the research that supports them.

- **Develop and implement culturally relevant education programs:** Developing and implementing culturally relevant education programs is crucial for the academic success and overall well-being of AI/AN students. Research has consistently shown that incorporating students' cultural values, traditions, and beliefs into the curriculum leads to improved academic achievement, increased cultural competence, and positive self-identity. Such integrative programs have been particularly effective in engaging students and reducing dropout rates. In fact, a joint report by the National Education Association (NEA) and the Law Firm Antiracism Alliance (Gonzalez, 2022) highlights the benefits of culturally responsive and racially inclusive education for all students. A separate study conducted by the NEA reported that the specific use of culturally relevant teaching methods and materials demonstrated positive effects on academic performance (NEA, 2023). These approaches enable AI/AN students to recognize the relevance of their education to their lives and communities. Moreover, culturally responsive schools that prioritize strong teacher–parent–family relationships and involve families in students' learning are consistently associated with academic success. Such partnerships foster understanding, acceptance, and necessary accommodations for students who may have family obligations during the school year. Ultimately, learners thrive in classrooms that are culturally relevant because the instruction promotes resiliency, fosters future aspirations among Native youth, and ensures the long-term survival of tribes and tribal communities (Faircloth et al., 2022).
- **Increase parent and community involvement:** In Indigenous communities, family autonomy is highly valued and understood without needing to explicitly describe behavior (Ishimaru, 2019). Engaged parents and communities provide essential support and resources that contribute to students' success. It is important to recognize the collaborative role families can play alongside educators because their involvement in schools has a positive impact on the academic success of AI/AN students. Research has consistently shown that parent and community involvement is associated with improved academic achievement, school attendance, and behavior among AI/AN students. By building on the natural networks of community support and by strengthening tribal collaborations, there is great potential to increase graduation rates in AI/AN communities (LeCroy & Milligan Associates, 2009).
- **Provide academic and emotional support:** Providing academic and emotional support is crucial for addressing challenges that may impact the academic success of AI/AN students. Research indicates that interventions focusing on academic and emotional support can lead to improved academic achievement, school attendance, and mental health outcomes among AI/AN students. A 2017 report from the USDOE's WWC (Rumberger et al., 2017) recommended the creation of small, personalized communities within schools to facilitate monitoring and support, particularly for schools with many students who are at risk. To support



AI/AN students, implementing programs that provide supplemental academic support, such as mentoring, counseling services, tutoring, after-school programs, and summer programs, is crucial for addressing students' diverse needs and fostering conducive learning environments, all of which have proven highly effective in boosting academic achievement and graduation rates. These programs are particularly beneficial for students who face challenges in meeting the rigorous academic demands of school. Mentors and counselors play a crucial role in addressing academic, personal, and social issues, arming students with the necessary skills and strategies to thrive both in their educational journey and in life.

- **Institutional transition programs:** Implementing dropout prevention programs is essential for addressing the issue of AI/AN students leaving formal education during grade band transitions (e.g., moving from elementary to middle school or middle to high school). These programs specifically aim to retain primary and secondary students as they transition between different levels of schooling, ultimately leading to increased graduation rates in AI/AN communities (LeCroy & Milligan Associates, 2009). In line with providing meaningful opportunities for students, the WWC (Rumberger et al., 2017) has recommended that schools “engage students by offering curricula and programs that connect schoolwork with college and career success, and that improve the students’ capacity to manage challenges in and out of school” (p. iii).
- **Conduct regular assessments of AI/AN student progress:** Regular formative and summative assessments of AI/AN student progress play a vital role in identifying areas that require improvement, as well as informing future interventions. These assessments also help identify the factors contributing to success or failure among AI/AN students. Research demonstrates that assessments of AI/AN student progress offer valuable information for educators and policymakers, enabling them to make informed decisions about educational policies and programs. Proactive monitoring of all student progress, by promptly intervening when early signs of attendance, behavior, or academic problems arise, is a recommendation endorsed by the WWC (Rumberger et al., 2017).
- **Foster partnerships with tribal governments and organizations:** Fostering partnerships with tribal governments and organizations is crucial for accessing funding and resources to support educational programs and initiatives for AI/AN students. These partnerships provide valuable insights into effective educational strategies due to tribal governments and organizations’ deep recognition of the cultural and educational needs of their communities. Collaborating with tribal governments and organizations leverages their in-depth understanding of cultural and educational needs, providing valuable insights into effective educational strategies. Research shows that such partnerships can significantly increase the availability of resources and services that can be activated to support students in meeting their academic and career goals (see USD OE, 2015).



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