

PREFACE

During 2001, this country's slumping economy and the horrific acts of September 11 initiated a series of events that continue to shape and influence our personal lives and our public policies. The State of Florida, for example, has had to retrench from its earlier approved budget by reducing state funding by over a billion dollars. This action has resulted in far reaching spending reductions in which education lost \$639 million, including \$309 million or 2.46% of direct funding for classroom instruction. Clearly, these reductions pose a number of major challenges related to Florida's continued advancement of juvenile justice education.

To elaborate, with over one billion dollars in budget cuts, not only the Florida Department of Education (DOE) but also all state government has been economically affected, including the Department of Juvenile Justice (DJJ). Moreover, local school districts are now in the process of trying to prepare themselves for the 2.46% decrease in their K through 12 state funding programs. Further, when making these budget cuts, the emergency session of the 2001 Florida Legislature granted more flexibility to school districts on how to spend their reduced monetary allocations.

While the 2.46% cut will inevitably affect juvenile justice education programs, the increased flexibility in making expenditures for school districts could have additional implication for the funding of these programs. Moreover, when the legislature meets again in 2002, it remains unclear exactly what the state's budget for education during 2002-2003 will be. On January 4, 2002, termination notices were given to 400 DJJ employees; 271 of these notices were in probation, 108 were in administration, 77 were in prevention, and 63 were in detention. DJJ lost \$52 million or 9.1% of its overall budget. While the general slowdown in the nation's economy and the immediate impact of September 11 on Florida's tourist-driven economy has resulted in substantial budget cuts, it remains unknown what the long-term impact upon juvenile justice education will be. Certainly, there are reasons for concern, but there are also reasons for cautious optimism. Specifically, in the past decade there has been an increasing recognition of a general condition of financial scarcity. This recognition has contributed to numerous accountability measures in national, state, and local government. In education and in other social services, the specific demand for demonstrated performance outcomes is accelerating, and given the current economic context of even more scarcity, this demand should continue to accelerate.

Since the Juvenile Justice Educational Enhancement Program's (JJEPP's) beginning in 1998, it has been guided by an overriding concern with accountability and the continuous quality improvement of Florida juvenile justice educational programs. To accomplish these goals, JJEPP has been guided by the following four interrelated functions.

1. Conducting research that identifies the most promising education practices operating in Florida's juvenile justice facilities with follow-up outcomes and longitudinal research that validates these promising practices as best education practices.

2. Conducting annual quality assurance (QA) reviews that ensure appropriate implementation of best education practices into Florida's juvenile justice facilities.
3. Providing technical assistance to continuously improve educational programs in Florida's juvenile justice facilities.
4. Providing annual research-based recommendations to the Florida DOE concerning juvenile justice education policies and practices that assist in the successful transition of youths back into their community, home, school, and work settings.

To begin implementation of JJEEP's research function, a search of the prior literature was conducted in order to identify some of the most promising practices in juvenile justice education. The overused term, best practices, was reserved for those relatively few concepts and methods that were found to be effective based on empirical research.

Unfortunately, this prior literature is largely comprised of impressionistic and anecdotal accounts that are without empirical support or validation. Nonetheless, the education concepts and methods that were found to have the most support, used the most logically relevant concepts and methods, and had the greatest consensus among juvenile justice educators and researchers are referred to as "promising practices". These include

1. Assigning youths to small juvenile commitment facilities rather than large facilities.
2. Maintaining low student to teacher ratios in educational programs for these youths.
3. Using professionally certified teachers and well-trained paraprofessionals to work with these youths in their respective areas of certification.
4. Providing accurate initial academic assessments to be used in student placement.
5. Developing and utilizing individualized educational plans that fit the needs of each student.
6. Having effective and appropriate curriculum that meets the needs of the population being served, including individualized curriculum, vocational education, special education, General Education Development (GED), cultural diversity, and psychosocial education.
7. Providing appropriate transition planning and follow-through as youths move from one system to another.
8. Adopting a comprehensive instructional and technological delivery system that meets the needs of the youths.
9. Developing a system of comprehensive aftercare aimed at effective community re-integration.
10. Providing ongoing professional development and training for teachers working with these students.

Recognizing that these concepts represent promising practices that have yet to undergo rigorous evaluation research, JJEEP has implemented an ongoing evaluation research strategy that addresses each concept in an effort to validate the concept as a best practice that can be disseminated throughout Florida juvenile justice education programs.

More specifically, JJEEP's evaluation research efforts and processes are being implemented as follows. First, annual literature reviews are completed to identify and/or update known promising educational practices. Second, assessments of each educational program's QA scores in relation to the number of promising or best education practices in operation in the program are completed. Third, annual pre- and post-academic outcome assessments for each of the approximately 180 educational commitment programs (i.e., pre- and post-academic assessment test scores, credits earned, diplomas or certificates awarded) in relation to their QA scores and the number of promising or best practices are conducted. Finally, a longitudinal study that employs both official (i.e., arrest, recommitment, employment, school returns) and self-report data is ongoing to determine ultimately if a student's receipt of promising or "best" educational services that result in specific academic outcome gains do indeed correlate with the student's successful community reintegration.

To date, JJEEP's initial research findings document that the juvenile justice educational programs receiving the highest QA scores have the highest proportion of promising or best practices, with the middle scoring programs having fewer promising or best practices, and the low scoring programs having the least number of such practices. With regard to academic outcomes, our preliminary research found a positive correlation between higher QA scores and various pre- and post-academic outcome gains. At this time, our longitudinal research results indicate that programs with higher quality assurance scores have lower recidivism rates and more students returning to school and those youths who return, remain in school for longer periods than youths from programs with lower QA scores.

JJEEP's continuing evaluation research will include pre- and post-academic outcome assessments and longitudinal tracking that includes various self-report and official data on re-arrest, recommitment, return to school, and employment for approximately 16,000 youths per year who receive educational services in the state's commitment programs. The goal underlying this evaluation research is to move from promising practices to empirically validated best practices. Moreover, these empirically validated best practices will be used to develop QA standards for subsequent reviews in the academic core areas of literacy, math, science, and social studies. It is anticipated these standards will include a non-prescriptive menu of specific curricula and instructional designs and methods from which teachers employing their professional judgments can select in relation to the needs of their classes and individual students. Additionally, during our 2002 QA review cycle, JJEEP and DOE plan to provide additional opportunities for technical assistance to programs and teachers and to implement a revised protocol for the corrective action process that includes formal follow-up and verification requirements.

A particular noteworthy activity initiated by JJEEP and strongly supported by DOE was the 1999 establishment of the Annual Florida Juvenile Justice Teacher of the Year award. Each of the state's five geographic regions has a regional Teacher of the Year winner with one teacher being chosen as the overall state winner. Each of the five award winners is recognized at several statewide meetings, including a special recognition by the Florida Cabinet. This award has generated substantial statewide interest and, most importantly, has meant a great deal to the state's committed and hard working teachers. Moreover, in JJEEP's continuing best practices evaluation research, the Teacher of the Year award winners have

proven to be an experienced and informed source for valuable information and insight on best education practices in juvenile justice education. (See, for example, Chapter 15.) In May 2001, JJEPP was invited to give a presentation describing its implementation of evaluation research-based best practices in juvenile justice education before a national audience that included the head of each state's juvenile justice system and their education directors. The presentation was given at the 16th Annual Juvenile Correction and Detention Forum that was jointly sponsored by the Department of Justice's Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the American Correction Association (ACA). The expressed reaction by a number of the participants to research-based best education practices and associated QA was excellent. Several states are now beginning efforts to implement a similar system. Further, the Director of the Office of Correctional Education for the U.S. Department of Education was in attendance and has maintained communication with JJEPP since the May meeting. The U.S. Department of Education is now pursuing a very strong "research-based" approach and is focusing upon adolescent literacy programs. Given JJEPP's current efforts to move toward a literacy QA standard for 2003 cycle, coordination and exchange with the U.S. Department of Education will continue (See Chapter 16 of this annual report for the discussion). Additionally, JJEPP has been asked to share its QA methodology and program standards to assist the U.S. Bureau of Indian Affairs (BIA) in their reassessment of BIA detention programs throughout the country.

During 2002, JJEPP and DOE will be assisting the Volusia County School District in its effort to pilot test the application of JJEPP's quality assurance system to their school discipline programs. Should this pilot test be found useful, DOE will be interested in replicating it throughout the state. It appears clear that in today's economic climate, research-based best education practices with continuous quality improvement and accountability will continue to gain momentum in Florida and elsewhere throughout the country.

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CHAPTER 1 INTRODUCTION

1.1 Introduction

This chapter describes current trends and demographic information on Florida's juvenile justice youths, problems in providing quality education for these youths, and the Juvenile Justice Educational Enhancement Program's (JJEEP's) approach for ensuring quality educational services for these youths through quality assurance (QA), corrective action, technical assistance, and research. Throughout this description is discussion of the ways in which JJEEP's ongoing research approach is used to continually raise the bar in its QA, corrective action, and technical assistance efforts.

This chapter is comprised of four subsequent sections. Section 1.2 identifies selected national and state trends in juvenile delinquency and at-risk student demographics, a description of programs that serve committed youths in Florida, and the estimated cost of juvenile delinquency. Section 1.3 describes JJEEP's methodology for best practice research and the related "raising the bar" of its QA standards for educational programs operating in the state's detention, day treatment, and commitment programs. Section 1.4 describes the processes and methods developed to implement QA, corrective action, and technical assistance. Section 1.5 provides a summary discussion of the chapter.

1.2 Delinquency Trends, Demographics, Treatment, and Cost

Florida is the fourth most populated state in the country with over 3.2 million school age children comprised of highly diverse backgrounds. Florida operates with several "tough love" policies that have contributed to high commitment rates to the state's juvenile justice institutions. Exceptional students, minorities, and academically deficient students are over-represented in Florida's juvenile justice population. State committed youths are served by an unstable system that often places them according to available beds rather than educational, vocational, mental, or delinquency needs. Additionally, Florida's juvenile justice institutions are growing in size, reflecting an economy of scale rational.

Florida's juvenile arrest and commitment rates are nearly double that of the national average. According to Annie E. Casey's *2001 Kids Count Data Book*, Florida's juvenile violent crime arrest rate is 680 per 100,000 youths. The national average is 394 per 100,000 youths. Likewise, Florida's juvenile property crime arrest rate is 4,095 per 100,000 youths, while the national average is 2,130 per 100,000 youths. These data support the increasing commitment rates over the past decade in Florida. From fiscal year (FY) 1991-92 to FY 1996-97, Florida's juvenile detentions increased 77%, with 54,155 detentions in FY 1996-97.

Commitment rates have also been increasing. In FY 1994-95, Florida had 9,231 commitments compared to 15,122 commitments in FY 1999-00, which amounts to an increase of 64%. Beyond high juvenile detention and commitment rates, Florida leads the country in the number of annual transfers of youths to the adult court. In 1998 for example, Florida transferred 4,660 youths to the adult courts; this number is larger than all other states combined transfers of juveniles to adult courts.

The Annie E. Casey Foundation collects national and state data on numerous youth-related indicators, many of which may be correlated to delinquency. Florida's high school dropout rate is 12%; one of the highest rates in the nation and three percent higher than the national average. The teen birth rate is also higher than the national average with 33 births per 1,000 females aged 15-17. Although Florida's trends have improved over the last decade, the number of children living in poverty, the number of families headed by a single parent, and the number of low birth weight babies have increased. In 1998, 22% of Florida's children lived in poverty, 30% of the state's families were headed by a single parent, and 8.1% of births were low birth weight babies. Indicators such as low birth weight babies are significant because research has demonstrated that low birth weight babies are six times more likely to have developmental delay problems. Developmental delay problems often result in children being diagnosed with learning disabilities. According to the *2001 Kids Count Data Book*, 46% and 35% of Florida's fourth and eighth graders, respectively, scored below basic reading levels. Both percentages are 7% higher than the national average. How much these indicators affect delinquency rates is not known; however, prior research has demonstrated that delinquents often have similar characteristics to the populations discussed above.

According to JJEEP data, *Florida's juvenile committed population consists of 10,048 youths who were actually registered in school on any given day for 2001. The students' gender, race/ethnicity, and participation in exceptional student education (ESE) programs have been estimated from the self-reported population data that were provided to JJEEP by most of the detention and commitment programs that JJEEP annually reviews. The overall proportions of students in each category in relation to the total number of students provide the following estimates. The 2001 data indicate that 79% of the students in Florida's juvenile justice educational programs were male, and 21% were female. With regard to race/ethnicity, 46% of the students were African American, 44% were white, and 10% were of other race/ethnic backgrounds. Additionally, 37% of the students participated in ESE programs and 130 students already obtained their high school diplomas or the equivalent. These data document that, compared to the public school population, minorities and especially students with learning disabilities are over-represented in the juvenile justice system's population. Most of the literature estimates that the exceptional student population in public schools is approximately 8%. Additionally, the Florida Department of Education (DOE) and JJEEP have determined that 74% of committed juveniles are placed in grades 8-10 and 42% in grade 9. Seventy-three percent are overage for grade placement (on average they are one to two years behind their peers), and they are two to three years behind their peers based on

*QA reviewers collect JJEEP data from each facility while on site. Program information is obtained from document reviews and administrative interviewees. Student information is obtained from head counts during the review.

commitment entry test scores. One of the highest correlations of high school dropout rates is being overage for grade placement.

Florida's juvenile justice system operates more than 200 detention, day treatment, and residential commitment programs. Although the Department of Juvenile Justice (DJJ) is responsible for the custody and care of all juveniles, education is the responsibility of the local school districts and education and custody/care services may be privatized through contracts with school districts and DJJ, respectively. Of the 203 programs reviewed by JJEPP in 2001, 57% of the educational programs were publicly operated by school districts and 43% were privately operated, 38% by not-for-profit agencies and five percent by for-profit agencies. Custody/care services are frequently more privatized than educational services. In 2001, only 23% of the 203 programs reviewed were operated directly by DJJ; of the 77% of the contracted programs, 59% were operated by not-for-profit agencies and 18% were operated by for-profit agencies. Changing contracts from one provider to a new provider and the closing and opening of programs threaten the stability of a juvenile justice system, which is responsible for the treatment of youths who often already have unstable lives. Nonetheless, from 1999 to 2001, 34 programs closed (permanently or temporarily) and 33 new programs were opened. The opening and closing of programs has affected the average facility size in Florida. Facility size ranges from 10-350 youths. For 2001, the average facility size was 55 youths. Over the past three years, all security levels of programs have increased at least slightly in average facility size from 1999 to 2001. For example, high-risk residential programs increased in average facility size from approximately 72 youths in 1999 to approximately 93 youths in 2001. New residential facilities often exceed 100 youths with plans to build facilities that exceed 350 youths, which is currently the population of the state's largest facility.

Although privatization and an economy of scale rationale may produce some small initial cost savings, if the system is unstable, it is unable to address the unique mental, academic, vocational, and delinquent needs of youths. As a result, the programs are unlikely to be effective in producing positive community reintegration outcomes, such as return to school, improved school performance, employment, and reduced recidivism for youths exiting these programs.

In 1998, Mark Cohen published an article that estimated the long-term external costs of delinquency crimes and high school dropouts (OJJDP, 1999). Over a juvenile criminal career of four years at one to four crimes per year, Cohen estimates the victim and criminal justice costs between \$83,000 and \$334,000. If the youth's criminal career extends into adulthood, (Cohen estimates the adult career for six years at 10.6 crimes per year) victim costs, criminal justice costs, and productivity loss is estimated at \$1,399,000. Long-term estimates of the cost of crime vary; however, most estimates are extremely high when compared to treatment expenditures. Beyond a continued life of crime into adulthood, the literature also suggests that juvenile delinquents often drop out of school. Cohen estimated society's long-term costs of school dropouts, by calculating a lifetime of lost wage productivity, fringe benefits, and nonmarket losses between \$470,000 and \$750,000.

Given the multiple problems associated with treating juvenile delinquency, including tough love strategies that escalate arrest and incarceration rates, the over-representation of students with learning and behavioral disorders, the academic deficiencies of incarcerated youths, the privatization and instability of the juvenile justice system, an economy of scale rationale, and the estimated cost of the unsuccessful treatment of juvenile delinquency, it is extremely difficult to monitor, evaluate, and provide meaningful assistance to state and local agencies responsible for producing positive community reintegration outcomes. With an understanding of these problems, JJEEP has developed an interrelated set of strategies and methodologies to provide education programs, school districts, state agencies, and the Florida Legislature with the best information available related to successfully educating juvenile delinquents. JJEEP's interrelated functions include research, QA, corrective action, technical assistance, and legislative and state agency policy recommendations and assistance.

The guiding function of all of JJEEP's activities is research. Through literature reviews, multiple database development, program evaluation, and longitudinal tracking of delinquent youths, JJEEP is determining the variables that will predict community reintegration outcomes for incarcerated youths with diverse characteristics and needs. The findings resulting from JJEEP's research are used to guide the development and continual modification of the QA standards, process, and methodology. To assist in ensuring program level implementation of identified promising practices and validated best practices, JJEEP also has implemented a corrective action process and provides programs and school districts with technical assistance. Given that the juvenile justice and education systems work within a state-policy driven system, JJEEP annually provides related state agencies and legislative committees with information, data, and recommendations that are relevant to various policy decisions.

1.3 Using Best Practices Research in QA

JJEEP initiated its research in 1998 by conducting a literature review of promising and/or best practices in juvenile justice and educational programs or services for students at risk of school failure. Countless numbers of studies have been conducted on educating youths. Most do not focus on delinquent populations, however, and of those that do, few are empirical. The following literature review summary describes the conventional wisdom associated with effective education for incarcerated youths. For a more complete literature review, see the *1999 Annual Report to the Florida Department of Education: Juvenile Justice Educational Enhancement Program*.

Prior Literature

This review summarizes the identified promising components for juvenile justice education described in the prior literature. To elaborate, *Effective School Environment* provides a discussion of how an effective school environment can contribute to the educational success of youth offenders. *Initial Assessments* describes the assessment process, including when assessments should be administered and the important educational measurements that should be covered. *Curriculum* identifies the necessary components of an effective curriculum, including educational plans and an individualized curriculum, a vocational program, special

education services, General Education Development (GED) preparation, cultural diversity, and a psychosocial component. *Instructional Delivery* describes teaching strategies that affect the success of instructional delivery. *Transition* discusses the process for youth offenders from entry to exit from facilities. *Aftercare* provides information about aftercare services for youths returning to the community. *Professional Development* summarizes areas of training needed for education professionals who work with youth offenders.

Effective School Environment

Several authors have identified an effective school environment as an essential promising practice in juvenile justice education. An effective school environment includes a comprehensive educational program, which consists of basic academic skills, high school completion, GED diploma preparation, special education, pre-employment training, and other programs aimed at enhancing students' social, cognitive, and life skills. Additionally, student to teacher ratios of 15:1 or less tend to more readily address the needs of students and the demands of subject areas, have greater availability of equipment resources, and comply with legal mandates. Academic achievement is reinforced through incentives, including diplomas and certificates, and academic programs ensure educational equity for all. Further, teachers are competent, committed, and active; facility administrators regard education as the most important component of the rehabilitation process; and parents and community volunteers are involved in the academic program (Gemignani, 1992; Miller & Weiner, 1995).

Initial Assessments

Once an effective school environment has been established, it is essential to identify the students' current functional levels through the administration of initial academic assessments. Several authors have indicated that these assessments are necessary to place students at their appropriate academic levels [Hudson River Center for Program Development (HRCPD), 1995]. Various authors suggest that the development of individualized educational plans that are based on assessment results are fundamental to successful delivery of educational services to students regardless of movement from one institution to another. A successful curriculum for juvenile justice youths is contingent upon establishment of goals based upon prior educational history and academic assessment results (Leone, Price and Vitolo, 1986; Rider-Hankins, 1992b).

Curriculum

To be effective, curricula in juvenile justice facilities must "adapt to the uniqueness of the setting, the transitory nature of the population and the characteristics of the youths" (Guerin & Denti, 1999, p.77). Diverse findings suggest that academic ability levels vary from student to student in juvenile facilities (Rider-Hankins, 1992; Harper, 1988). Therefore, educational programming cannot be geared toward one type of functional ability level, but rather must be individualized to each student's capabilities (Anderson & Anderson, 1996). Other authors have expanded this concept by suggesting additional curriculum offerings, such as individualized curricula, vocational curricula, special educational programs, GED diploma preparation, cultural diversity, and psychosocial education.

Individualized Instruction

Several authors have attempted to address individualization through the development of an innovative academic model that involves changes in educational philosophy, curriculum, and instructional techniques (Gemignani, 1992), alternative assessments, thematic units, portfolios, high interest topics, technology, (Phillips, 1998) and literacy programs (Rider-Hankins, 1992; Hodges, Giuliotti, & Porpotage, 1994; Tyner, 1995).

Vocational Training

Although juvenile justice educational programs traditionally focus on academic instruction, an alternative program is often more appropriate to meet the respective educational and vocational needs of students who are not likely to succeed in traditional academic environments (Casey, 1996). Several authors found a relationship between vocational training and decreased recidivism rates or severity of subsequent crime (Lattimore, Witte, & Baker, 1990; Lieber & Mawhorr, 1995).

Special Education

A recent focus in correctional educational research has been on special education needs for youths within juvenile facilities. There has been considerable disparity between the estimates of the number of exceptional students served in the juvenile justice population, ranging from 29% to 40% (Rider-Hankins, 1992b; Leone, Rutherford, & Nelson, 1991; Gemignani, 1994). Although the proportionate estimates vary, it is evident that the prevalence of students with disabilities is higher in correctional facilities than in the public school system, which is reportedly between 6.5% and 13.7% (Forbes, 1991; Rider-Hankins, 1992b).

General Education Development

Gemignani (1992) states that a comprehensive educational program should offer GED as part of its academic curriculum. The GED curriculum should be integrated into other program components, such as social and life skills, employment preparation, independent living skills, counseling, and transition programming. Offering the GED preparation program provides students who do not plan to return to public school after release or who cannot pass the practice GED test with the opportunity to prepare for and take the GED exam (Coffey & Gemignani, 1994).

Cultural Diversity

Current research documents that minority children are over-represented in juvenile justice facilities. A study conducted by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) reported that in October 1997, minorities accounted for 63% of the juvenile population in secure confinement (OJJDP, 1999). This percentage is especially large considering that minorities only make up 32% of the entire juvenile population (Feyerherm

& Pope, 1995) and approximately 13% of the United States population. Even with the empirical evidence documenting the large minority population currently housed in juvenile facilities, particular educational practices that work with this population have yet to be identified.

Psychosocial Education

In studies examining the relationship between delinquent behavior and social skills, researchers have found that juvenile delinquents are often deficient in communication skills, anger management techniques, conflict resolution methods, and pro-social decision-making processes (Coffey & Gemignani, 1994; LeBoeuf & Delany-Shabazz, 1997; Rider-Hankins, 1992b). Several authors have identified the inclusion of problem-solving skills, moral reasoning, communication, and social skills into the classroom curriculum as a promising practice in juvenile justice education. Suggested practices include teaching prosocial skills (Coffey & Gemignani, 1994; LeBoeuf & Delany-Shabazz, 1997; Lieber & Mawhorr, 1995), the integration of a positive peer culture into the academic curriculum (Donievy & Weissman, 1992), teaching cognitive skills to affect behavioral change through a writing program called *Writing for Our Lives* (Blinn, 1995), law-related education (Armancas-Fisher, 1990; Chorak, 1997), and balanced and restorative justice (Davore & Gentilcore, 1999).

Instructional Delivery

Once an appropriate curriculum has been identified, the successful delivery of this curriculum using various teaching strategies to effectively deal with diverse learning styles is imperative. In addition to the incorporation of the major learning modalities (i.e., visual, auditory, tactile, and kinesthetic) into the classroom curriculum, the integration of technology into the classroom curriculum is another educational practice believed to enhance learning for juveniles in correctional facilities (Gemignani, 1994; HRCPD, 1995).

Professional Development

The need for special training programs for teachers who work within juvenile justice education is crucial. Both Leone (1991) and Rutherford (1988) emphasize that formal teacher education for staff who work with this population is essential to ensure more effective instruction within these facilities. Because of the varied needs, purposes, and obstacles involved in juvenile justice education, the need for specialized training programs is clear. Suggested training areas include issues related to the juvenile and criminal justice systems, knowledge of transition skills necessary for offenders to successfully reenter society, social skills, effective communication, cultural diversity, behavior management, special education, and stress management (Leone, 1991; Gemignani, 1992; Rider-Hankins, 1992a; Francis, 1995; LeBoeuf & Delany-Shabazz, 1997; and McIntyre, 1993). Additionally, these training and professional development opportunities should be specific and ongoing.

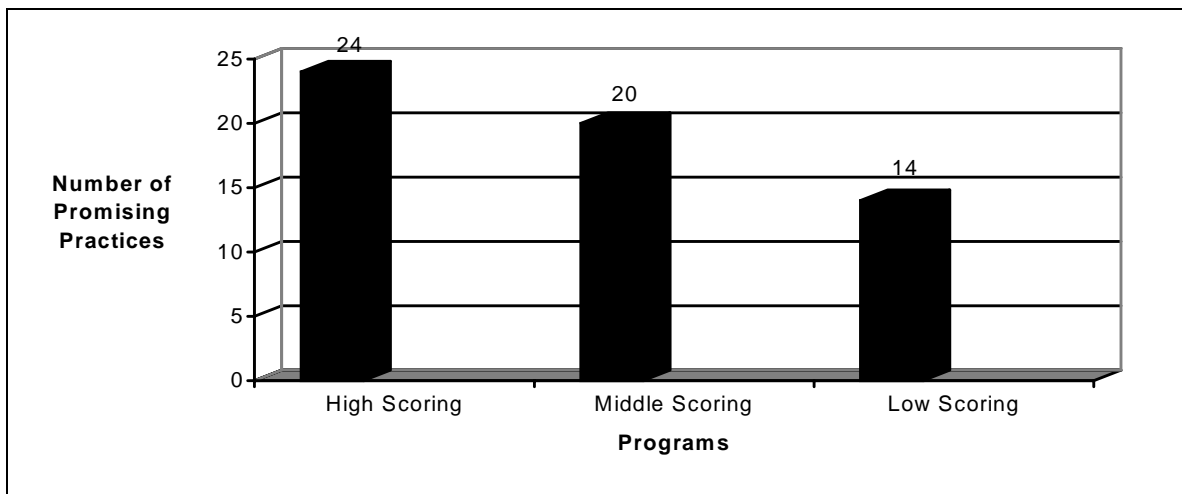
Transition

Transition of student work to the next educational placement is imperative for successful reentry. It has been documented in the literature that developing a transition plan for students as they enter and move through a juvenile justice institution increases the chances that they will return to school upon release (Virginia Department of Correctional Education, 1988). As a result, although the need for transition services in correctional programs appears to be crucial, transition efforts typically have been one of the more neglected components of juvenile correctional education programs (Leone, 1991).

Aftercare

Aftercare services can provide continuing support to youths who are exiting juvenile institutions and returning to their next educational settings. Because incarcerated youths often have chronic problems that require long-term, comprehensive solutions, recent literature recognizes that aftercare programming for juveniles should provide a continuum of services involving educational, social, and employability skills training (Briscoe & Doyle, 1996). More specifically, delinquent youths who are returning to the community and who have a history of school problems are at a higher risk to re-offend. Aftercare programs should include academic assessment, appropriate school placement, and assistance in academic performance and changing attitudes about school (Altshuler & Armstrong, 1994; Catalano et al., 1989).

What this previous literature reveals is a series of components considered to be associated with promising educational practices in juvenile justice. What is noticeably absent from this literature is empirical validation of these promising practices as best practices. Consequently, it remains in question as to what are the specific best practices in juvenile justice education. Nonetheless, the literature provided JJEEP with a starting point. In 1999, after conducting the literature review, JJEEP conducted a comparative analysis of each juvenile justice educational program's QA scores in relation to the number of promising educational practices in place. As Figure 1.3-1 illustrates, the results of this analysis documented that the number of in-place promising practices is greater in high scoring education programs than in middle and low scoring programs (see Figure 1.3-1).

Figure 1.3-1: Promising Practices in High, Middle, and Low Scoring Programs

Beyond this basic comparison, and to be discussed in detail in the chapters that follow, JJEEP is assessing whether these various promising practices are indeed best practices, as measured by pre- and post-academic outcome gains and ultimately successful community reintegration. Nonetheless, and based upon the cumulative knowledge at the time, numerous elements in the literature were used to modify the QA standards from 1998 to 1999 and 1999 to 2000. As described below, the modifications have occurred annually since JJEEP began in 1998.

Education QA Standards

In 1995, Florida Department of Education (DOE) staff developed the first set of QA standards. There was one set of standards for all types of programs, and they were drawn from special education performance standards and statutory authority regarding compliance. The standards were focused upon administration and evaluated each program's philosophy, procedures, and approach to education. The standards were revised for 1996 and 1997, but were not revised again until the project, or Juvenile Justice Educational Enhancement Program (JJEEP), as it became named, was awarded to the Florida State University School of Criminology and Criminal Justice in 1998. During 1998, JJEEP conducted an extensive literature review (summarized in the previous section) and hosted five regional meetings to obtain input from practitioners in the field concerning issues, problems, and recommendations for QA standards revisions. A new set of standards, based on the results of the literature review and input from practitioners was used for the 1999 QA cycle, and the standards have continued to be revised each year based on ongoing best practice research and new legislative requirements. The following is a description of changes in the standards for the last four years.

In 1998, the educational QA standards contained 15 indicators in the areas of transition, service delivery, personnel competencies, and administration. In 1999, the number of indicators increased to 21. JJEEP also began its corrective action process in 1999 by identifying five indicators as priority (the corrective action process will be discussed later in

this chapter and again in Chapter 4). New indicators for 1999 included (1) the tracking of student's academic progress through multiple assessment techniques including the review and revision of academic goals and objectives, (2) a curriculum that focused on practical arts, (3) guidance services for all students, and (4) community involvement. New and/or upgraded requirements within existing indicators included (1) specifying that academic assessments measure student's performance in reading, writing, and math, (2) specifying that individual academic plans (IAPs) for students contain long-term goals and short-term objectives, (3) the requirement of a school improvement plan (SIP), (4) the requirement of professional development plans for teachers, (5) specified language under funding and support to include teacher student ratios, appropriate textbooks and materials, sufficient support personnel, and technology and media material for teacher and student use, (6) the requirement for 300 minutes per day of instruction, (7) state testing requirements for students, (8) specific requirements for the development of a detailed exit transition plan for all students and the transmission of school records at exit from a commitment program, (9) the curriculum was expanded to include General Education Development (GED) preparation, credit-bearing course work, and instruction in reading, writing, and math, (10) support services were specified to include exceptional student education (ESE) and English for Speakers of Other Languages (ESOL) services, and (11) the specification that inservice training for teachers include training in content area, instructional delivery methods, and ESE. Based on numerous mandated studies in juvenile justice education from multiple agencies, including JJEEP, the 1999 legislature passed HB349, which contained specific requirements for the modification of the QA system and standards. JJEEP continued to conduct literature reviews throughout 1999, and the standards were significantly revised again for 2000.

Changes in the 2000 standards included increasing the number of priority indicators from 5 to 10, the addition of time frames in many indicators, a new indicator for classroom management, and a new standard with three new indicators for contract management. The development of contract management indicators resulted from the increase of privatization in Florida, which ultimately resulted in new legislation that required JJEEP to evaluate school districts both as education providers and as managers of education contracts with private providers. The indicators included contract development, contract management, and oversight and assistance by the local school district. 1999 legislation also required JJEEP to codify the QA standards as much as possible. That was to reduce the need for subjective judgments by QA reviewers. As a result, JJEEP deleted four indicators that evaluated teacher performance through subjective means, such as short classroom observations and reviewers' judgments; however, the requirements for hiring and using professionally certified teachers were significantly increased in the remaining education personnel indicator. Other new requirements in the 2000 standards included (1) alignment of academic assessments with program curriculum, (2) the development of academic student goals for reading, writing, and math, (3) the development of educational exit portfolios for all students, (4) the addition of tutorial and remedial instruction, (5) the addition of parent involvement, (6) requiring written educational policies and procedures, (7) the expansion of the school year from 180 days plus summer school to 240 days of instruction, and (8) a beginning teacher program. JJEEP continued to conduct research and solicit input from practitioners in the field, and the 2000 legislative session only required minimal changes to the standards for 2001.

Changes in the 2001 standards included a new indicator for attendance (evaluated on day treatment programs only) and a new indicator requiring the electronic submission of pre/post-test scores and other student performance measures annually to DOE (not required of detention centers). Modifications and upgrades to existing indicators included (1) electronic student enrollment into the school districts' management information systems, (2) the use of IAPs and individual educational plans (IEPs) by all teachers, (3) individual vocational goals for students, (4) the transfer of grades in progress at entry and exit from commitment programs, (5) an added emphasis on parent involvement, and (6) specification of practical arts curriculum to include social/life skills courses, career awareness/employability skills courses, and when possible hands on vocational training courses. Again, JJEEP continued to conduct research and solicit input from practitioners in the field, and the 2001 legislative session required only minimal changes to the standards.

Changes in the 2002 standards included (1) the expansion of the data submission indicator, (2) lesson plans that reflect the individual needs of the students, (3) the integration of programs' behavior management systems and classroom management systems, (4) the clear posting of classroom rules, (5) the use of age-appropriate academic assessments, (6) an emphasis on ESE, ESOL, Section 504 of the Rehabilitation Act, and other related services, (7) the development of educational program mission statements, (8) school improvement progress reports, (9) the school district monitoring of educational program expenditures, and (10) the receipt and use of educational exit portfolios, exit plans, and school records for aftercare programs receiving youths from residential commitment. In 2003, JJEEP plans to develop more specific curriculum standards starting with a standard for literacy instruction. For a detailed discussion on literacy and curriculum standards, see Chapter 11.

The QA standards guide the accountability process. Each juvenile justice education program is reviewed annually in relation to those indicators relevant to specific program type, namely: residential, day treatment, and detention centers. Each program is evaluated according to the specific purpose of the program type. Though each program type is expected to perform specific functions within the three educational QA standards (transition, service delivery, and administration), each program type's indicators are tailored to meet the needs of students in particular programs. Further, the specific content and the total number of indicators within each standard vary by program type. As a result, comparing averages of a specific indicator across program types is not appropriate, though comparisons within a specific program type are possible using the mean of each standard and the overall mean of the three standards. Scores for the contract management standard do not affect the overall mean for a program. Rather, they reflect the responsibilities of the supervising school district.

As described above, the educational QA standards are revised each year to (1) accommodate new Florida laws and Florida DOE requirements, (2) reflect the most current promising or best education practices as determined by JJEEP's research results, and (3) address input from school districts and providers who operate juvenile justice programs throughout the state. During the QA standards revision process, annual statewide meetings of representatives from school districts and educational program providers contribute to the

standard’s revision. Below is a description of the 2001 QA standards. The QA and corrective action reporting results discussed in Chapters 3 and 4 are based on these standards.

Transition

The Transition standard is aimed at ensuring that students are placed in appropriate educational programs that prepare them for successful reentry into the community. Without individualized, appropriate, and realistic goals, students reenter the community either without a plan or with a plan that does not fit their needs, interests, and talents. The transition standard is comprised of six key indicators that address entry, on-site, guidance services, and exit transition. Table 1.3-1 identifies the expected outcome of each of the six indicators for the Transition standard.

Table 1.3-1: Transition: Indicators and Expected Outcomes

Indicators	Expected Outcomes
E1.01 Entry Transition: Enrollment	Students are properly enrolled to progress toward a high school diploma or its equivalent. This indicator ensures that students are enrolled based upon prior educational records and transcripts.
E1.02 Entry Transition: Assessment	Assessments are used to diagnose students’ academic and vocational strengths, weaknesses, and interests to individually address the needs of the students.
E1.03 On-Site Transition: Student Planning	Individual academic plans for non-special education students and individual educational plans for students enrolled in special education programs are developed to ensure that all students receive individualized instruction and services.
E1.04 On-Site Transition: Student Progress	Students are making progress toward their educational goals, and instructional objectives are relevant to the students’ changing needs and interests as they progress during their commitment.
E1.05 Guidance Services	Students receive assistance in setting realistic goals and making appropriate decisions about their futures.
E1.06 Exit Transition	The educational program has and uses procedures that assist students with reentry into community, home, school, and/or work settings. This indicator ensures that individual transition plans and educational exit portfolios are developed for students.

Service Delivery

The Service Delivery standard is aimed at ensuring that educational services are individualized to meet the diverse needs of students. The Service Delivery standard includes six key indicators (seven indicators for day treatment programs) that address curriculum, instructional delivery, classroom management, and educational support services. Service delivery activities ensure that students are provided with educational opportunities that will

help prepare them for successful reentry into the community. Table 1.3-2 identifies the expected outcome of each of the seven indicators for the Service Delivery standard.

Table 1.3-2: Service Delivery: Indicators and Expected Outcomes

Indicators	Expected Outcomes
E2.01 Curriculum: Academic	Students receive an education that is relevant to their future educational plans and allows them to progress toward a high school diploma or its equivalent. This indicator ensures instruction in reading, writing, and math and access to GED testing.
E2.02 Curriculum: Practical Arts	Students have the opportunity to obtain the skills necessary to secure employment in an area of their interests and to become productive members of society. This indicator ensures instruction that addresses social, employability, and vocational skills.
E2.03 Instructional Delivery	Educational instruction addresses each student's needs, goals, and learning styles to stimulate ongoing student participation and interest.
E2.04 Classroom Management	There is mutual respect and understanding between instructional personnel and students. This indicator ensures that the environment is conducive to learning.
E2.05 Support Services	There is equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics.
E2.06 Community and Parent Involvement	The reduction of students' isolation from the community, involvement of the community in the students' education, and assistance with preparing the students for successful transition back into the community.
E2.07 Attendance*	Students attend the program regularly to receive educational services.

*Indicator E2.07 Attendance is only applicable to day treatment programs, where students live at home and are required to attend the program daily.

Administration

The Administration standard addresses leadership, organization, and commitment by local agencies and providers to accommodate the needs of the students they serve. The standard is comprised of seven key indicators that ensure collaboration and communication among all those involved in the educational programs of juvenile justice facilities. Appropriate administrative activities help ensure that students are provided with instructional personnel, services, and materials necessary to successfully accomplish their education goals. Table 1.3-3 identifies the seven indicators and expected outcomes for this standard.

Table 1.3-3: Administration: Indicators and Expected Outcomes

Indicators	Expected Outcomes
E3.01 Communication	Instructional personnel and educational staff are well informed about the program's and the school district's policies, expected student outcomes, and school improvement initiatives.
E3.02 Instructional Personnel Qualifications	The most qualified instructional personnel are employed to educate students in Florida's juvenile justice programs.
E3.03 Professional Development	Instructional personnel are provided continuing education that will enhance the quality of educational services they provide to at-risk and delinquent students.
E3.04 Program Evaluations	There is ongoing program improvement through self-evaluation and planning.
E3.05 Program Management	The program has an effective organization, and there is consistency between school districts and the educational components of juvenile justice facilities.
E3.06 Funding and Support	Funding provides for high-quality educational services.
E3.07 Pre- and Post- Student Outcomes	Programs and school districts are reporting students' pre/post academic assessment results and pupil progression information to DOE.

Contract Management

In 2001, private providers operated 43% of the juvenile justice educational programs and served approximately 4,300 students on any given day. Local school districts are ultimately responsible for the educational services provided to juvenile justice students; therefore, the Contract Management standard was developed to ensure appropriate oversight of juvenile justice educational programs.

The Contract Management standard is comprised of two compliance indicators that guide local oversight of juvenile justice educational programs. Contract management indicators are evaluated for both direct-service (i.e., school district-operated) educational programs and contracted (i.e., private-operated) educational programs. The ratings for the contract management indicators do not affect the overall rating of the individual program, but rather reflect the responsibilities of the supervising school district. Therefore, the scores for the indicators of Contract Management are not averaged into any program's overall QA review score. Table 1.3-4 identifies the expected outcomes of both indicators comprising the Contract Management standard.

Table 1.3-4: Contract Management: Indicators and Expected Outcomes

Indicators	Expected Outcomes
E4.01 Contract Management	There is local oversight by the school district of educational services and funding provided.
E4.02 Oversight and Assistance	The school district provides adequate support to the juvenile justice educational program.

QA Rating System

A uniform methodology and rating system is used to determine the educational QA scores for each juvenile justice education program. There are two different rating scales, one for performance indicators and one for compliance indicators. As Table 1.3-5 illustrates, performance indicators are rated using a 10-point scale, and compliance indicators are rated using a three-tiered scale.

Table 1.3-5: Performance Indicator Rating Scale and Definitions

PERFORMANCE INDICATOR RATING DEFINITIONS	
<p>Superior Performance = 7, 8, 9 The expected outcome of the indicator is clearly being met; there are no exceptions to the specific requirements of the indicator being met; and the program has exceeded the overall requirements of the indicator through an innovative approach, extended services, or an apparently evident program-wide dedication to the overall performance of the indicator.</p>	<p>Superior – 9 The expected outcome of the indicator is clearly being met; there are no exceptions to the specific requirements of the indicator being met; and the program has exceeded the overall requirements of the indicator, with no room for improvement, through an innovative approach, extended services, or an apparently evident program-wide dedication to the overall performance of the indicator.</p>
	<p>Superior – 8 The expected outcome of the indicator is clearly being met; there are no exceptions to the specific requirements of the indicator being met; and the program has exceeded the overall requirements of the indicator through an innovative approach, extended services, or an apparently evident program-wide dedication to the overall performance of the indicator.</p>
	<p>Superior – 7 The expected outcome of the indicator is clearly being met; there are no exceptions to the specific requirements of the indicator being met; and the program has met the requirements of the indicator exceptionally well.</p>

PERFORMANCE INDICATOR RATING DEFINITIONS	
<p>Satisfactory Performance = 4, 5, 6 The expected outcome of the indicator is clearly being met; and all of the requirements of the indicator are being met, or there are only minor exceptions or inconsistencies in the specific requirements for the indicator.</p>	<p>Satisfactory – 6 The expected outcome of the indicator is clearly being met; all of the requirements of the indicator have been met, or there are very few if any exceptions or inconsistencies in the specific requirements for the indicator; and the program has dedicated consistent attention to meeting the requirements of the indicator.</p>
	<p>Satisfactory – 5 The expected outcome of the indicator is clearly being met; and all of the requirements of the indicator are being met, or there were few exceptions or inconsistencies in the specific requirements for the indicator.</p>
	<p>Satisfactory – 4 The expected outcome of the indicator is clearly being met, but there is a minor pattern of exceptions or inconsistencies in the specific requirements for the indicator.</p>
<p>Partial Performance = 1, 2, 3 The expected outcome of the indicator is not being met, and/or there are frequent exceptions and inconsistencies in the specific requirements for the indicator.</p>	<p>Partial – 3 The expected outcome of the indicator is not being met, and/or there are several exceptions and inconsistencies in the specific requirements for the indicator.</p>
	<p>Partial – 2 The expected outcome of the indicator is not being met, and/or there are frequent exceptions and inconsistencies in the specific requirements for the indicator.</p>
	<p>Partial – 1 The expected outcome of the indicator is not being met, and the specific requirements are not being systematically addressed.</p>
<p>Nonperformance = 0 The expected outcome of the indicator is clearly not being met, and the specific requirements of the indicator are not being significantly addressed.</p>	
COMPLIANCE INDICATOR RATING DEFINITIONS	
<p>Full Compliance = 6 The expected outcome of the indicator is clearly being met; and all of the requirements of the indicator have been met, or there are very few if any exceptions or inconsistencies in the specific requirements for the indicator.</p>	
<p>Substantial Compliance = 4 The expected outcome of the indicator is clearly being met, but there are minor exceptions or inconsistencies in the specific requirements for the indicator.</p>	
<p>Noncompliance = 0 The expected outcome of the indicator is clearly not being met, and/or there are frequent exceptions and inconsistencies in the specific requirements for the indicator.</p>	

QA reviewers are trained with guidelines for rating educational program practices; however, there is no checklist for reviewers to follow. Rather, the system relies upon data-informed judgments with the individual key indicators as evaluation guidelines. Considerable time has been spent among the team of reviewers on building consensus for the rating categories of non-performance, partial, satisfactory, and superior performance. The differences within one category such as satisfactory (4, 5, or 6) rely more upon judgment and the specifics observed in the field by the reviewer at each educational program. For example, when evaluating indicator E1.02 Assessment Testing, a review of student files might reveal that all students were academically assessed within the required time frames; however, the reviewer's classroom observations, treatment team observations, student and teacher interviews, and a review of related documents, such as IAPs will help the reviewer determine how well the academic assessments are being used for planning, curriculum, instruction, guidance, and student progress. Two guidelines are used for rating indicators as superior practices. Reviewers assess superior practice as either a program-wide dedication to the achievement of a particular indicator or program practices that go well beyond the requirements of the indicator being rated. In either case, all specific requirements of the indicator and the expected outcome of the indicator must be met fully to justify a superior rating.

Other rating guidelines include external controls and the QA review time frame. External controls may be noted in a QA report, but do not influence a reviewer's rating. Often, indicators are not exceeded or even met due to influences and/or factors beyond the control of the educational program. Although the reviewer may acknowledge this situation in the report, the outside factors do not influence the program's score. The QA time frame includes the week the review is conducted and extends back one-year prior to the review. Reviewers do not evaluate changes that are coming soon or have just been implemented. Changes in the program's processes or practices should have been in place for the majority of the year; however, substantial fiscal or facility structure changes, such as new classrooms or new technology do receive consideration in the review if they are fully operational prior to the review.

1.4 QA, Corrective Action, and Technical Assistance Processes

A QA review involves the use of qualitative and quantitative data collection. Specifically, data are collected through (1) interviews of students, teachers, school administrators, and ancillary personnel, such as special education teachers, guidance counselors, and paraprofessionals; (2) observations of classes, meetings, and treatment and transition staffings; and (3) a review of various documents, such as student files, personnel files, lesson plans, contracts, school improvement plans, and policies and procedures. Indicator ratings are then based on data from these multiple sources to verify program practices. Each review is structured by the educational QA standards. Each educational QA standard includes key indicators, which enable the program to understand the expectations for each standard and guide the reviewer during a QA review. In 2000, JJEEP also began training peer reviewers, who may accompany JJEEP reviewers on QA reviews. Peer reviewers were chosen from school districts and juvenile justice educational providers throughout Florida based upon their experience and demonstrated expertise. Most peer reviewers are school district administrators, assistant principals of alternative education, school

district ESE consultants, lead educators of juvenile programs, or juvenile justice teachers. Since its inception, the peer review process has been a great success, for JJEPP and for providers of juvenile justice education services across the state. Peer reviewers gain the opportunity to better understand the QA process as a reviewer, and they are able to network with other programs and school districts throughout the state. JJEPP receives assistance in conducting reviews from practitioners in the field, and JJEPP reviewers have the opportunity to work with those they evaluate.

More than one reviewer is sent to any program with more than 60 students, with the exception of detention centers. The reviewer interviews all teachers, the school district administrator, and the special education consultant. Other personnel that may be interviewed include guidance counselors, data entry clerks, registrars, Title I personnel, and classroom paraprofessionals. All classrooms are observed at least once. Treatment team meetings, transition staffings, and faculty meetings are observed if they are conducted during the QA review. At least eight students are selected at random to be interviewed. Students are chosen to represent a stratified sample based on the student demographics of the program, including age, special education status, gender, length of stay, and grade level. Only one or two students are interviewed at a time. Two additional students are interviewed for every 20 students over the 60. At least 10 student files are reviewed. One additional file is reviewed for every 10 students over the 60. The student files are selected at random to represent a stratified sample based on the student demographics of the program. Five closed DJJ commitment files are reviewed, with one file added for every 10 students over the 60.

Student files are reviewed to determine proper enrollment based on prior educational records, academic and vocational assessment testing, individual student planning, and other state and school district requirements. Teacher files are reviewed to determine teacher certification, qualifications, and ongoing professional development. Other documents reviewed include curriculum materials, community support documents, program evaluations, contracts, lesson plans, grade books, student work, program policies, and schedules and calendars of activities. Classroom observations are conducted to assess the instructional delivery and whether the teaching materials are individualized and appropriate to meet the diverse needs, abilities, and interests of individual students. Student and teacher interviews are compared to classroom observations and document review findings.

Before a QA review, JJEPP's QA coordinator provides the school district contact with a 30-day notice. The juvenile justice facility is contacted and requested to gather information about the facility, which enables the reviewer to become familiar with pertinent program data before conducting the QA review. Also, the program administrator is advised about who will be conducting the educational QA review and when the reviewer will arrive at the facility.

To establish consistency and conduct the most in-depth and accurate QA review of an educational program, JJEPP has developed a three-day process for reviewers to follow whenever possible. Given the daily reality and fluctuation in a juvenile facility, however, it is not always possible to follow the same routine for every program. The order of classroom observations, interviews, and document reviews described below is flexible and dependent on teachers' and students' schedules, meetings, and availability of personnel. An educational QA review of a

juvenile justice educational program normally is conducted in three days, but, if necessary, the time may be extended. (This can occur if the program is large or there are extenuating circumstances that require additional review time.)

After initial introductions are made to program and school district administrators, the reviewer should meet with the principal and/or lead educator of the program to complete the data collection form; receive information about classes, treatment team meetings, and activities scheduled for the week; and be shown around the program to find out where all the files and documents pertinent to the review are located. Following this, the reviewer normally begins the QA review process by conducting an initial classroom observation or briefly talking to a sample of students or teachers to achieve an initial impression of the program. JJEEP trains its reviewers to review student educational files and DJJ commitment files on the first day. This helps to provide information that will be useful when conducting observations and interviews later in the review process. A review of the program's policies and procedures and the cooperative agreement and/or contract also assists reviewers in understanding where to look for needed information and whom to interview concerning specific key indicators. At the end of the first day, the reviewer should meet again with the principal and/or the lead educator to discuss any information that is missing or that the reviewer will need the following day.

The second day of the review should consist of the reviewer conducting classroom observations, teacher interviews, and student interviews. During teacher interviews, the reviewer should seek input on recommendations. If possible, the reviewer should also attend treatment team meetings, exit transition meetings, faculty meetings, or other meetings or activities that may assist in providing the reviewer with insight into the program's practices. Any documentation not reviewed on the first day should be reviewed. At the end of the second day, the reviewer should discuss preliminary findings with the principal and/or the lead educator and confirm the exit time with all parties involved.

On the last day of the review, the reviewer should conduct a final wrap-up to identify any areas that need further review. This may include additional document reviews, observations, or interviews. When the reviewer has completed gathering data, he or she should finish the program's preliminary ratings and recommendations to be discussed during the exit meeting. At the exit meeting, the educational QA reviewer meets with the principal and/or the lead educator, the school district contact, faculty members, and other interested parties to discuss preliminary findings, tentative recommendations for improvement, and any other issues that may have arisen during the review. During the exit meeting, if necessary, the program may supply the reviewer with additional information that may support a change in a finding.

After completing an educational QA review, reviewers may discuss their findings with JJEEP staff during weekly staff meetings. They then write the formal QA review report. After a draft of the report is complete, two other reviewers read the report to check for rating and justification consistency, and they may make suggestions on any issues that may require further clarification. The reports include key indicator summaries and justifications for ratings, recommendations for any of the indicators, and problems requiring a corrective action plan, if appropriate. The educational QA review report goes through a series of editing procedures before DOE mails copies of the ratings, summaries, and recommendations for improvement to the school district

superintendent, the school district juvenile justice education contact, the principal and/or the lead educator at the facility, and the DJJ Bureau of Quality Assurance. When this process is completed, the program may require follow-up technical assistance or follow-up on a corrective action plan, which will be discussed below. See Chapter 3 for this year's QA review findings.

Corrective Action

The purpose of developing a corrective action process was to establish a procedure that would ensure that school districts and juvenile justice educational programs are, in fact, providing quality educational services to the approximately 10,000 students who are assigned to juvenile justice facilities on any given day in Florida.

Since 1998, procedures developed by DOE and JJEEP have been established and revised to correct identified problems within juvenile justice education programs. For the 2001 QA review cycle, the following steps were implemented for problems requiring corrective action. (1) A need for the school district and/or a program corrective action plan is communicated during the preliminary QA review exit interview and within two weeks to the supervising school district contact. (2) The QA review report is provided to the school district and DJJ by DOE within 45 days of the site visit. The cover letter to the school superintendent and the QA review report reflect the need for a corrective action plan. (3) Each juvenile justice educational program with problems that require a corrective action plan must develop the plan within 45 days of notification. (4) On-site or other validation that corrective actions have been implemented occurs within 45 days of notification. (5) School district superintendents receive written notice from DOE as to the status of that school district's corrective action plan.

If a school district has not successfully implemented a corrective action plan, various sanctions can be imposed including public release of the unsatisfactory findings, the interventions, and/or corrective actions proposed; assignment of a monitor, master, or management team to address identified deficiencies paid for by the supervising school board or private provider; and/or reduction in payment or withholding of state and/or federal funds. Should these sanctions prove to be ineffective in improving the quality of the educational program, the State Board of Education may require further action, including revocation of current contracts, requirements for specific provider contracts, and/or transfer of responsibility and funding for the educational program to another school district. See Chapter 3 for a detailed discussion of the corrective action process, findings, and protocol changes for the 2002 QA cycle.

Improving Program Performance Through Technical Assistance

To effectively address the goal of continual improvement in program and student performance, JJEEP, in collaboration with DOE, has developed and implemented a comprehensive system for providing technical assistance to educational programs. Technical assistance is guided by research in current best practices and is integrated into the QA review visits.

The educational QA reviewers provide the majority of technical assistance during their on-site QA reviews and through written recommendations in their final QA review reports. Reviewers

answer questions, clarify Florida's policies, assist the principal and/or lead educator in networking with other programs, and provide guidelines and examples for improving educational programs and practices. After conducting a QA review, reviewers often mail, fax, or e-mail additional samples, examples, and various other materials to the principal and/or the lead educator and to school district contacts. The final QA review reports, which contain specific recommendations, are mailed to school district and program administrators.

Additionally, JJEPP makes site visits and responds to telephone calls from programs requesting technical assistance. Further, JJEPP, with assistance from DOE, sponsors statewide juvenile justice education conferences, including the annual Juvenile Justice Education Institute and conducts statewide surveys of educational providers about their technical assistance needs. JJEPP also conducts regional conferences and holds workshops to determine school district and program recommendations for the annual revision of the educational QA standards and technical assistance needs. See Chapter 4 for a detailed discussion of JJEPP's technical assistance efforts, processes, and plans for 2002.

1.5 Summary Discussion

In the context of high delinquency rates, tough love initiatives, economy of scale rationales, the ever escalating costs of crime, and the associated instability of the juvenile justice system, JJEPP provides educational program accountability through its interrelated functions. The basis of all of these functions is continual improvement guided by research results and associated promising and/or best education practices for juvenile justice education and commitment programs.

A unique characteristic of JJEPP is its use of research to annually revise and apply QA standards and key indicators to education programs operating in the state's detention and commitment programs. This unique approach enables an annual "raising of the bar" in the overall effort to validate and successfully implement best educational practices throughout the state's juvenile justice education system.

Although JJEPP has enjoyed an effective collaborative relationship with school districts and providers, the corrective action process, sanctions, and continual raising of the bar have introduced new challenges. It is JJEPP's intention to continue to strive for consensus and a useful working relationship with school districts and providers. Our present and future efforts to achieve this include allowing educational providers to have input into the content of the educational QA standards, training more peer reviewers and using them in QA reviews, and facilitating conferences and meetings that allow promising educational programs to share their successes. The subsequent chapters describe JJEPP's interrelated efforts and preliminary results in implementing its four functions briefly discussed in this chapter.

CHAPTER 2

LEGISLATIVE HISTORY AND POLICY UPDATE

2.1 Introduction

During the past decade, Florida has enacted a series of important and far reaching requirements aimed at ensuring the provision of quality and accountable education for all Florida students in public schools and juvenile justice education programs. In the public schools, new curriculum standards, high stakes standardized student testing, and the grading of schools are some examples. In juvenile justice education, quality assurance (QA) with standards and key indicators that are raised annually as called for by legislatively mandated best practices research, technical assistance, corrective action, and sanctions for poor performance are some of the examples.

Given the events occurring since September 11th, particularly related to the subsequent economic disruptions and, in the case of Florida, dramatic tourism declines and associated state budget shortfalls, the future of education reform in public schools and juvenile justice is uncertain at best.

This chapter provides brief highlights of Florida's recent history of juvenile justice reform, particularly in relation to the attainment of quality and accountable juvenile justice education. The chapter demonstrates how innovative legislation that is responsibly and appropriately implemented can produce those practices and outcomes originally envisioned.

The chapter is comprised of three subsequent sections. Section 2.2 discusses the history of juvenile justice and education legislation from the 1983 *Bobby M.* period to 1998. Section 2.3 provides a focused assessment of House Bill (HB) 349, a 1999 hallmark legislative act that has set Florida far apart from other states with its mandate that best education practices research guide all the state's juvenile justice education policies and practices. Section 2.4 provides a summary discussion of the chapter.

2.2 Legislative History

During 1983, the Florida juvenile justice system came under scrutiny from the federal courts as a result of a federal class action lawsuit. The lawsuit was filed on behalf of a 14-year old boy referred to as *Bobby M.* and three other children who were confined at the Arthur G. Dozier Training School for Boys in Marianna, the Florida School for Boys in Okeechobee, and the Alyce D. McPherson School for Girls in Ocala. The *Bobby M.* complaint alleged inhumane conditions and treatment in the three existing training schools that served as Florida's highest security facilities for juvenile offenders. Ultimately the training school for

girls was closed, and a series of other juvenile justice reforms were initiated that continue to influence Florida juvenile justice today.

Specifically, numerous legislative activities occurred over the next decade regarding the treatment and education of youths in Florida's juvenile justice system. In 1986, section 230.2316, F.S., which is referred to as the Dropout Prevention Act, was created. This act authorized and encouraged district school boards throughout Florida to establish comprehensive Dropout Prevention programs that employ alternative teaching methodologies, curricula, learning activities, and diagnostic and assessment procedures to meet the individual needs, interests, abilities, and talents of students for whom traditional education programs are ineffective as demonstrated by their high rates of student truancy, failure, disruptive behavior, or school dropout. Youth services programs (defined as commitment programs and detention centers for juvenile offenders) were required to provide appropriate basic academic, vocational, or exceptional curricula and related services supporting the program's rehabilitative goals and leading to students obtaining either a high school diploma or its equivalent.

In 1987, a consent decree resulted in the reduction of the security capacity of the remaining two training schools. This consent decree mandated the establishment of a multi-disciplinary assessment process and a continuum of programs to meet the identified needs of youths entering the system. The Juvenile Justice Act of 1990 completely revamped Florida's juvenile justice system in response to the *Bobby M.* case. This act recognized similarities in the needs of delinquent and dependent children and authorized funding for enhanced prevention and early intervention service needs and risk assessments, reduction in the use of secure detention, alternative placement and supervision, and treatment programs to meet the needs of these youths.

In 1993, the Department of Juvenile Justice (DJJ) was created by the Florida Legislature as the administrative agency to develop, coordinate, and oversee comprehensive services and programs statewide for the prevention, early intervention, control, and rehabilitative treatment of juvenile offenders. The Juvenile Justice Reform Act of 1994 removed juvenile justice programs and services from the Department of Health and Rehabilitative Services (HRS), and assigned them to the newly created DJJ. There was consensus among the Florida Department of Education (DOE), HRS, and the Florida Legislature that a strong internal QA process was necessary to ensure more effective treatment for youths at risk. A collaborative effort between these agencies resulted in a process for conducting QA reviews, and standards and key indicators were developed to oversee the quality of the custody, care, and education received by these youths.

In 1996, the *Bobby M.* decree was fully vacated by the federal courts and during this same year, the Florida Legislature enacted section 230.23161, F.S., titled, Educational Services in Department of Juvenile Justice Programs. This legislation defined the specific requirements for juvenile justice educational services and required DOE to conduct QA reviews, annually revise the QA standards and key indicators, and write an annual report on the status of juvenile justice education programs to be included in DJJ's annual report to the legislature.

Over the next two years, annual reviews of juvenile justice educational programs were conducted.

In 1998, DOE awarded a new contract for a more comprehensive data-driven QA process to the School of Criminology and Criminal Justice at Florida State University, which created the Juvenile Justice Educational Enhancement Program (JJEPP) to implement this process. Simultaneously, the legislature modified statutory language in section 230.23161(12), F.S. from, “school districts may contract with private providers” to “school districts are authorized and strongly encouraged to contract with a private provider for the provision of educational programs to youths placed with DJJ.” The legislature also required numerous studies and reports concerning the current status of juvenile justice education from DOE, JJEPP, Office of Program Policy And Government Accountability (OPPAGA), and the Juvenile Justice Accountability Board (JJAB). More recent legislation has focused on accountability and effectiveness of juvenile programs.

2.3 HB 349 (1999): Exemplary Legislation

In 1999, based on agency reports required in 1998, the Florida Legislature enacted comprehensive legislation relating to juvenile justice education reform. HB 349 mandated DOE

[T]o establish and operate, either directly or indirectly through a contract, a mechanism to provide quality assurance reviews of all juvenile justice education programs and provide technical assistance and related research to school districts and providers on how to establish, develop, and operate educational programs that exceed the minimum quality assurance standards.

DOE contracts with JJEPP, which uses a unique research-driven accountability system, to fulfill these requirements. Through best practice research, JJEPP annually raises the bar in the QA standards and corrective action process, and JJEPP uses research to shape state policy related to juvenile justice education.

HB 349 also amended several statutes relating to juvenile justice education services and contained numerous requirements related to state, district, and program levels. The legislation included state level accountability requirements and a series of specific studies to be conducted, year-round schooling, the development of a State Board of Education Rule (SBER) for juvenile justice educational services, and specific program requirements to provide a continuum of care for youths in the system. Possibly in response to the statutory language encouraging privatization in 1998, HB 349 also added the requirement of school districts to conduct contract management of privately operated educational programs. Other notable requirements included:

- DOE shall recommend an administrative rule to the SBE articulating expectations for high-quality, effective educational programs for youths in DJJ programs.
- Model contracts must be developed for educational services in DJJ programs.
- QA will evaluate school districts both as providers and as contractors.

- Model transition procedures must be developed for students moving into and out of DJJ programs.
- A standardized content of educational records must be developed as part of the student's commitment record.
- Model procedures for securing educational records in DJJ programs must be developed.
- The waiving of General Education Development (GED) testing fees for students in DJJ programs.
- DOE shall notify school districts to allow students 16 years of age and older to take the GED exams prior to exit from the program.
- Designate a coordinator for juvenile justice educational programs to serve as the DOE point of contact.
- The development or selection and implementation of a common battery of assessment tools for DJJ programs.
- DOE shall establish and operate, either directly or indirectly through a contract, a mechanism to provide QA, technical assistance, and research related to education in the juvenile justice system.
- DOE annual reporting of QA results, the status of cooperative agreements and contracts, exceptional student education (ESE), funding, and recommendations.
- The QA rating for the education component shall be disaggregated from the overall QA score and reported separately.
- DJJ and DOE QA review site visits shall be conducted during the same week.
- DOE must develop a system of collecting information on the academic performance of students and reporting on the results.

In response to these requirements, DOE and JJEEP staff developed and modified state policy to be implemented at the local level, including the development of Rule 6A-6.05281, FAC. This rule outlines specific requirements for juvenile justice education, including eligibility criteria for youths served in juvenile justice educational programs, the content and transfer of student records, pre- and post-assessment, individual academic planning, transition services, instructional programming and academic expectations, qualifications of instructional staff, funding, contracting with private providers for the provision of educational services, interventions and sanctions, and interagency coordination. Other document development and policy changes included the modification of the QA standards to comply with HB 349 (1999) requirements, the development of a transition guidebook and a contract management technical assistance paper (TAP), JJEEP's pre- and post-longitudinal research studies, and numerous DOE memoranda relating to GED policies and other special requirements for educating juvenile justice youths.

Many requirements of HB 349 (1999) are still in the process of being implemented, including the development of a common battery of assessments for the purpose of conducting and reporting entry and exit assessments of juvenile justice students and the development of an interagency agreement between DOE and DJJ.

In 1999, there was also a movement to place the administrative responsibility of educational services in juvenile justice programs under a central school district that would be operated by

a state agency, such as the DJJ or DOE. After much public debate, recommendations were given to the legislature that local school districts maintain the responsibility of administering educational services to youths in juvenile justice programs, with monitoring and technical assistance provided by DOE and JJEPP.

2000 Legislation and SB 2464

Among other initiatives, Senate Bill (SB) 2464 (2000) clarifies, modifies, and/or amends requirements resulting from HB 349 (1999). Most of the modifications address “the intent of the legislature that youths in the juvenile justice system be provided...effective education that will meet the individual needs of each child.” SB 2464 (2000) reverses the funding formula that was implemented under HB 349 (1999) to remain the same as that for public schools, and the administrative fees for GED testing that were waived in HB 349 (1999) are clarified in SB 2464 (2000) to be the responsibility of the school district who may require providers to pay by contractual agreement.

New requirements in SB 2464 (2000) include (1) giving school districts providing instructional personnel at facilities with 50 beds/slots or more access to the school district’s school system database for the purpose of accessing student records; (2) a cooperative agreement and a plan for juvenile justice educational service enhancement between DJJ and DOE, which are to be developed annually; (3) youths who have not received a high school diploma or its equivalent and are not employed while in a DJJ program or on conditional release status shall participate in vocational/technical education or post-secondary education, subject to available funding; (4) full-time juvenile justice teachers are eligible for the critical-teacher-shortage tuition-reimbursement program; (5) juvenile justice programs may use a 30-day exemption for students’ immunization records; (6) encouragement of the development of academic and vocational protocols; and (7) provision for educational services for minors in local jails.

Among the mandates in SB 2464 (2000) is one that requires three studies to be coordinated and conducted by DOE. SB 2464 (2000) requires DOE to conduct a facilities study, conduct a funding study, and, with DJJ, develop a multiagency plan for vocational/technical education.

Legislation required that the funding study determine the precise funding level needed to provide educational programming in DJJ facilities. The study was submitted to the Governor of Florida and to the Florida Legislature in 2001. JJEPP assisted DOE in planning, carrying out, and writing this study. The study did not result in legislative action for an increased, unique cost factor for juvenile justice students. Nonetheless, DOE and JJEPP are currently developing a process to annually monitor individual juvenile justice education programs costs and expenditures. For additional discussion of funding and the funding study, see Chapter 8.

In conducting the facilities study, DOE completed a statewide survey of the facilities in which juvenile justice educational programs operate to determine the adequacy of the facilities for educational use. The information gathered in the study was to be used to

develop a three-year plan that addresses any facility deficiencies found. The plan was submitted to the Governor of Florida, the Speaker of the Florida House of Representatives, and the President of the Florida Senate in 2001. The DOE Division of Support Services Office of Facilities Development and Management began the survey by disseminating a statewide questionnaire (DOE Memorandum 00-133) to all DJJ programs concerning the condition of their educational facilities.

In the second part of the study, DOE hired 3D International, an architectural consulting firm, to conduct an on-site architectural survey of existing educational space in DJJ facilities throughout the state. Employees of 3D International surveyed 132 facilities on site. The assessment criteria used to conduct the survey included the elimination of portable classrooms, the size of spaces housing educational programs, technology requirements, instructional aides, the physical environment (indoor air quality and lighting), safety requirements, and Americans with Disabilities Act (ADA) requirements. Two student to teacher ratios (18:1 for regular education programs and 10:1 for special education programs) were used to determine the adequacy of educational space in each of the facilities surveyed. Recommendations for addressing identified deficiencies include renovations/replacements and new construction/additions. According to the recommendations in the three-year budget, the total cost to address the deficiencies found in the facilities assessment are: (1) using an 18:1 student to teacher ratio, the total cost over a three-year implementation period would be \$106,628,265; and (2) using a 10:1 student to teacher ratio, the three-year cost recommendations would equal \$153,483,106.

Given the recent budget deficits, it is undetermined as to how or if the Legislature might respond to this study. As a result, many juvenile justice educational programs will be forced to contend with a lack of appropriate space for educational, vocational, and special programs.

The third multi-agency task required by SB 2464 is a plan for vocational/technical education in juvenile justice programs. The 2000 legislature required the development of a multi-agency plan for vocational/technical education and the establishment of the curriculum, goals, and outcome measures for vocational/technical programs in juvenile justice residential commitment facilities.

Staff from the DOE Division of Workforce Development, the DOE Bureau of Student Support and Community Intervention, and the DJJ Office of the Secretary began meeting in August 2000 to begin work on the multiagency plan. A steering committee was established, and the Multi-Agency Vocational Planning Committee assisted members with the plan. Members of the steering committee included representatives from the DOE Division of Public Schools, the DOE Division of Workforce Development, DJJ, JJEPP, providers, school districts, and business organizations.

The *State Plan for Vocational Education for Youth in Juvenile Justice Commitment Facilities* was completed in 2001, and interagency staff began implementation of the plan in the fall of 2001. Currently the plan is still in the early stages of implementation.

2000 DJJ Legislative Update

In 1999, the Florida Legislature passed extensive legislation aimed at improving quality and ensuring the accountability of juvenile justice education. In 2000, the legislature focused its reform on getting tough on juvenile crime and restructuring the custody and care of juvenile offenders under the discretion of DJJ in the form of SB 838, SB 1192, SB 1196, SB 1548, and HB 69.

SB 838, titled DNA Testing, requires any youth who is or has been incarcerated or is on probation or conditional release to submit a blood sample for DNA testing.

SB 1192, titled Juvenile Tough Love, increases the length of stay for some youths in detention and Children in Need of Services and Families in Need of Services (CINS/FINS) shelters. It allows secure placement after one incident of contempt of court or running away from a staff-secure shelter. DJJ's jurisdiction is raised to 21 years of age for youths placed in high- and maximum-risk facilities, and the court is allowed to retain jurisdiction for up to one year after a youth is released from these programs.

SB 1196, titled Juvenile Justice Reorganization, restructures DJJ and renames custody and care services for youths in the system, including aligning DJJ's 15 districts with Florida's 20 judicial circuits. SB 1196 creates five programs within the department, including prevention and victim services, detention, residential and correctional facilities, probation and community corrections, and administration. Community control is renamed as probation; aftercare is renamed as conditional release. It creates within DJJ the position of youth custody officers who are authorized to take into custody youths who violate probation, conditional release, or home detention, or youths who repeatedly fail to appear in court. SB 1196 also requires DJJ to report the financial ability of parents of delinquent youths, who may be charged up to \$20 per day for their child's stay in detention and may be charged for the cost of their child's care in commitment programs.

SB 1548, titled 10-20-Life for Juveniles, requires that 16 and 17 year-old juvenile offenders be prosecuted and sentenced as adults if they commit or attempt to commit one of seventeen different felonies while possessing or discharging a firearm or destructive device. The law gives the state attorney discretion if exceptional circumstances exist that warrant some action other than prosecution of the case in adult court.

HB 69, titled Habitual Juvenile Offender Accountability Act, requires the state attorney's office to transfer to the adult system 16 and 17 year-old youths who have 3 prior felony adjudications occurring at least 45 days apart and are now charged with a fourth felony.

2001 Legislation and HB 267

Beyond contending with budget deficits, there is minimal legislation in 2001 concerning juvenile justice and education-related issues. HB 267 (2001) allows day treatment programs to reduce their number of school days from 240 to 230. The bill also requires DJJ, in collaboration with DOE, to annually report on the funding of all DJJ programs. This

includes DJJ and DOE funds. DJJ is required to report funding for each program in relation to a program's recidivism, QA score, and pre- and post-outcomes.

The largest part of HB 267 (2001) relates to no contact orders. The bill requires each school district to enter into a cooperative agreement with DJJ for the purpose of protecting victims. It prohibits certain students from attending schools where their victim or their victim's siblings attend, and it requires school principals to take specific actions when a student has been the victim of a violent crime committed by another student on the same campus.

2.4 Summary Discussion

What emerges from this legislative history is emphasis on accountability. To realize change, however, well-envisioned legislation should have appropriate and responsible implementation. Florida's 1999 legislative mandate for best practice research allows JJEEP to responsibly guide state policy regarding juvenile justice education. The bar continues to be raised regarding standards for juvenile justice educational services.

Although HB 349 (1999) provides far-reaching accountability in juvenile justice education, this bill and subsequent legislation are still in the process of fully being implemented. Some areas that continue to be debated in relation to quality juvenile justice education include funding, vocational education, economy of scale, teacher certification, and ever increasing "tough love" initiatives for Florida's juvenile delinquents.

CHAPTER 3

ANALYSES OF 2001

QUALITY ASSURANCE REVIEW RESULTS

3.1 Introduction

This chapter presents data collected by the Juvenile Justice Educational Enhancement Program (JJEED) throughout the 2001 quality assurance (QA) review cycle. The primary sources of the data are the QA reviews, during which reviewers collect information relating to transition, service delivery, administration, and contract management for each juvenile justice educational program. Additionally, each reviewer completes a data collection form that provides general information about the facility and educational providers, educational staff, and current student demographics. These data provide the basis from which to analyze QA review results in relation to various program characteristics and to assist in the specification of facility and student outcomes, such as school success (e.g., graduation rates, standardized test scores, pre- and post-test results) and continuation of delinquency (e.g., arrest rates, recommitment rates). These outcome and longitudinal tracking capabilities are still being developed, but the data already collected provide the foundation for subsequent research.

The data and analyses presented in this and following chapters are primarily derived from the 203 QA reviews conducted by JJEED during the 2001 QA review cycle. Thirty-six (36) of these programs have deemed status and, therefore, received shorter deemed QA reviews. During the 2001 QA review cycle, data were, for the first time, collected both from the registrar and via a head count of students present on the days when the reviews were actually conducted. A slight discrepancy exists, with the headcount indicating that these programs supervised 9,619 students while 10,048 were actually registered. Depending on program type and students' performance in the programs, students remain in the programs from one day (in detention centers) to three years (in maximum risk facilities). The students' gender, race/ethnicity, and participation in exceptional student education (ESE) programs have been estimated from the self-reported population data that were provided to JJEED by most of the programs reviewed. The 2001 data indicate that 79% of the students in Florida's juvenile justice educational programs were male, and 21% were female, 46% students were African American, 44% white, and 10% were of other race/ethnic backgrounds, and 38% of the students participated in ESE programs.

This chapter is comprised of five subsequent sections that provide information relating to the database and its uses and general analyses of the 2001 QA review data. Section 3.2 provides specifics on the JJEED database, including data available and data reports that can be generated by JJEED staff upon request. Section 3.3 explains the QA review performance rating system. Section 3.4 presents QA review results by program type, security level, school

district, and educational program provider (for both regular and deemed status QA reviews). This section also presents tables relating to overall program performance and program scores by numbers of students. Section 3.5 presents a comparison of QA review scores from 2000 to 2001. Section 3.6 summarizes the QA review findings for 2001.

3.2 Database

Since its inception, a fundamental JJEEP function has been the ongoing development of its database. As a result of this effort, the database has evolved into a comprehensive research tool that has enabled JJEEP to address many important questions concerning effective educational practices in juvenile justice facilities.

The database is comprised of various data fields that include program information items and related variables. These data, as well as other related variables and pre- and post-academic outcome measures are collected by reviewers during QA reviews and are based on interviews, observations, and document reviews.

These data are useful in identifying program needs and the subsequent provision of technical assistance, as well as providing a snapshot of overall performance by educational programs. The expectation is that as the database grows over the next several years, more comprehensive program descriptions, explanations, and predictions will be made to facilitate major improvements and incorporation of best practices in Florida's juvenile justice educational programs.

Currently, the database contains information on each QA review conducted by JJEEP and includes detailed QA review ratings and program information. For the 2001 QA review cycle, the database contains over 100 fields of data for each program. While variables within the database may change from year to year, usually by the inclusion of more detailed information, the overall categories remain consistent and include the following: contact information, program information, provider information, educational information, student information, and QA review score information.

JJEEP staff frequently use the database in their efforts to provide technical assistance to programs, network educational program personnel, and conduct internal research. JJEEP is also able to provide information relating to the educational QA review process that is useful to juvenile justice educators, program providers, and school districts in Florida and elsewhere throughout the country. The information contained in the JJEEP database is used in preparing the data presented in this annual report, but there are numerous other reports that can be - and are - generated from the database upon request.

An ongoing purpose of the database, then, is to assist programs, contracted providers, and school districts in obtaining information relevant to the educational QA process. Comparing one program's QA review scores with another's, or comparing one school district or provider to another, is often useful in diagnosing program needs or identifying potential needs for technical assistance.

Currently, the JJEEP database is capable of providing a variety of reports to assist programs, providers, school districts, and other interested parties in understanding factors relating to the quality of juvenile justice education in Florida. All data can be grouped and organized for various analyses. A frequent analysis request is for groupings of QA review scores by school district, provider, security level, and other program characteristics, and the groupings of all programs sorted either alphabetically or by QA review scores.

3.3 Performance Rating System

The QA review process uses multiple data sources to evaluate the quality of educational services provided by each Department of Juvenile Justice (DJJ) educational program. Information about educational performance is gathered by QA reviewers through (1) reviews of policies, documents, and files; (2) interviews with school administrators, support personnel, teachers, and students; and (3) observations of educational activities and services. Indicator ratings are based upon findings from multiple sources to verify program practices. Educational QA review ratings are determined using the same methodology and rating scales for each DJJ educational program. For a detailed description of this methodology, see Chapter One of this report.

Education QA reviews are conducted on each program using those indicators designed for the appropriate program type, namely: day treatment, residential commitment, and detention centers. Day treatment programs include intensive probation, prevention, and conditional release programs. Residential commitment programs are designed to supervise students for periods ranging from a few weeks to three years, depending on program security level, the judge's sentence, and student performance. Detention centers hold students between one day and one year, usually until students are sentenced or while students are awaiting placement in a commitment program. Because of the different time frames and purposes of these different program types, each program type is held to its own educational requirements.

Though each program type is expected to perform specific functions within the three QA standards for which programs are responsible (transition, service delivery, and administration), each program type's set of indicators is adapted to meet the needs of students in that particular program. The specific content, and total number, of indicators within each standard vary by program type. As a result, QA score comparisons of averages of a specific indicator across program types are not appropriate. QA score comparisons across program types are possible, however, using the means of each standard and the overall mean of the three standards for which programs are responsible. Scores for Standard Four: Contract Management do not affect the overall mean for a program; they reflect the responsibilities of the local school district.

Performance and Compliance Indicators

There are two types of indicators—performance and compliance—and each type has its own rating scale. For performance indicators, programs may (on a scale from 0 to 9) receive

superior, satisfactory, partial, or nonperformance ratings. For compliance indicators, programs may receive full compliance, substantial compliance, or noncompliance ratings. For complete information on the educational QA review rating scales, see Chapter One.

In the subsequent tables that appear in this chapter, an average score of all applicable indicators under each of the four QA standards is calculated. This is called the mean QA review score for a QA standard or the *standard mean*. Also, for each program, an overall average score for the three QA standards for which an educational program is responsible (transition, service delivery, and administration) is calculated. This is called the *overall mean*.

Categories of Overall Performance

There are six categories of overall performance that educational programs are divided into, based on the overall mean of their QA review scores for Standards One through Three:

- Superior Performance (an overall mean of 7.00-9.00)
- High Satisfactory Performance (an overall mean of 6.00-6.99)
- Satisfactory Performance (an overall mean of 5.00-5.99)
- Marginal Satisfactory Performance (an overall mean of 4.00-4.99)
- Below Satisfactory Performance (an overall mean of 1.00-3.99)
- Poor Performance (an overall mean of 0.00-0.99)

The 2001 QA scores for every program reviewed (including specific indicator scores for each program) are listed in Appendix D. This appendix groups all programs according to the analyses provided in this chapter, namely: program type, security level, school district, program provider (including specific providers and their profit status), and number of students.

3.4 2001 Education QA Review Findings

The following data summarize the QA performance of educational programs operating in various program types and administrative models. It is important to consider the changes in the educational QA standards from 2000 to 2001 when making cross-year comparisons and in drawing conclusions about changes in performance scores from year to year. Specifically, the standards have generally become more demanding, reflecting a “raising of the bar” and expected improvement in performance each year. It is also important to note that Standard Four: Contract Management is not included in the overall mean of a program.

Of the 203 programs reviewed by JJEEP in 2001, 36 are deemed, and 167 are nondeemed (i.e., regular). Because the deemed programs do not receive a full QA review and are not given numerical ratings for each indicator, the analyses of QA review findings for deemed programs and nondeemed programs are separated. Table 3.4-1 through Table 3.4-4 and Table 3.4-9 through Table 3.4-12 provide QA review data for nondeemed programs, and Table 3.4-5 through Table 3.4-8 provide similar analyses for deemed programs.

Average QA review ratings for Standard Four: Contract Management are not included in the computation of a program’s overall mean score. This standard is intended as a measure of the supervising school district’s performance and, therefore, does not reflect directly on an individual program’s score. For further information on the standard for contract management, see Chapter 13.

Table 3.4-1 identifies mean QA review scores by program type (day treatment programs, residential commitment programs, and detention centers). Although each of these program types is subject to different QA standards for education, including a different number of indicators and modified programmatic requirements, each is reviewed according to the same four standard areas: transition, service delivery, administration, and contract management. Programs can be compared by the mean of each QA standard as well as the mean of the overall QA review scores.

Table 3.4-1: 2001 Mean QA Review Scores for Each QA Standard and Overall Mean Scores by Program Type

Program Type	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Detention Centers	20	4.74	5.53	5.53	5.00	5.24
Day Treatment	33	5.31	5.65	5.38	4.91	5.44
Residential Commitment	114	5.23	5.69	5.53	5.16	5.50
All Programs Combined	167	5.19	5.66	5.50	5.09	5.46

Note: The total number of programs across all program types does not include deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. Furthermore, the overall mean cannot be calculated by summing the three standard averages and dividing by three—each standard must be weighted by the number of indicators within each standard, which varies by program type. Similarly, the means for all programs combined must be weighted by the number of programs in each category.

*Standard Four: Contract Management is not included in the overall mean for the 2001 QA review cycle.

All programs combined had an overall mean of 5.46 for education QA review ratings. This finding is not surprising, as this score represents a mid-range (i.e., “satisfactory”) level of educational services. In other words, programs generally provided services that met the expectations and requirements of the State of Florida. Not unexpectedly, there was substantial variation in the QA review scores for different programs and for different program types. For example, individual program scores ranged from 1.61 to 7.37. Detention centers scored lower than day treatment and commitment programs in 2001, particularly in the area of transition. Transition is a difficult area for detention centers primarily because students enter and exit frequently with short stays and on an unpredictable schedule. Residential programs scored the highest, with an overall mean of 5.50. Of the QA standards for transition, service delivery, and administration, the highest rated standard across all program types was service delivery, which averaged 5.66. In contrast, contract management, which reflects the responsibilities of the supervising school district, was the lowest rated standard, with an average score of 5.09. In 2000, the transition standard was the lowest rated

standard, but in 2001 this standard had an average score of 5.19, surpassing the contract management standard.

Table 3.4-2 identifies the 2001 mean QA review scores for each QA standard and overall by security level. Overall mean scores range from 4.59 in intensive probation day treatment programs to 6.32 in conditional release day treatment programs. Of interest is the fact that both the highest and lowest scoring programs are found among the day treatment programs.

Table 3.4-2: 2001 Mean QA Review Scores for Each QA Standard and Overall Mean Scores by Security Level

Level	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Detention	20	4.74	5.53	5.53	5.00	5.24
Prevention	12	6.21	6.44	6.05	5.67	6.20
Intensive Probation	3	4.39	4.72	4.67	5.67	4.59
Conditional Release	2	6.09	6.62	6.25	6.00	6.32
Mixed Day Treatment	16	4.72	5.11	4.91	4.06	4.92
Low Risk	18	5.81	6.17	5.87	5.58	5.97
Moderate Risk – Environmentally Secure	16	5.35	5.89	5.56	5.24	5.61
Moderate Risk – Hardware Secure	21	5.19	5.58	5.55	5.24	5.44
Moderate Risk – Staff Secure	33	5.31	5.65	5.38	4.91	5.44
High Risk	16	5.18	5.56	5.54	5.19	5.42
Maximum Risk	3	4.89	5.39	5.45	5.67	5.17
Mixed Commitment	7	5.51	5.74	5.71	5.57	5.65
All Programs Combined	167	5.19	5.66	5.50	5.09	5.46

Note: The total number of programs across all program types does not include deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. Furthermore, the overall mean cannot be calculated by summing the three standard averages and dividing by three—each standard must be weighted by the number of indicators within each standard, which varies by program type. Similarly, the means for all programs combined must be weighted by the number of programs in each category.

*Standard Four: Contract Management is not included in the overall mean for the 2001 QA review cycle.

Table 3.4-3 identifies the 2001 mean QA review scores for each QA standard and the overall mean scores for each of the 46 supervising school districts (not necessarily the same county in which the program is located) for both district-operated and district-contracted nondeemed programs. Because it is important to consider the total number of programs supervised by a school district when determining the overall quality of their juvenile justice educational programs, the table has been broken down into four categories based on the number of programs under the school districts’ supervision (i.e., one program, two to three programs, four to six programs, and seven to 14 programs). Within each category, the supervising school districts are listed in descending order by the overall mean of the QA review scores.

There are 14 school districts with only one program under their supervision. These programs range in overall mean QA review scores from 3.47 for Highlands County School District to 6.95 for Monroe County School District. Fourteen school districts supervise two to three programs, with overall mean scores ranging from 1.61 for Hendry County School District to 5.89 for Osceola County School District. Ten (10) school districts supervise 4 to 6 programs, with overall mean scores ranging from 4.14 for Seminole County School District to 6.66 for Washington County School District. Eight (8) school districts supervise 7 to 12 programs, with overall mean scores ranging from 4.56 for Duval County School District to 6.51 for Volusia County School District.

Of those school districts supervising one program, three received high satisfactory scores (6.00-6.99), and one received a below satisfactory score (1.00-3.99). None of these school districts received poor scores (0.00-0.99). Of school districts supervising two to three programs, none received high satisfactory scores, and only one received below satisfactory scores. Of those school districts supervising four to six programs, two received marginal satisfactory scores (4.00-4.99), six received satisfactory scores (5.00-5.99) and two received high satisfactory scores (6.00-6.99). Of those school districts supervising 7 to 14 programs, five scored in the high satisfactory range, and none scored in the below satisfactory range.

In total, 10 supervising school districts had overall mean scores in the high satisfactory range (6.00-6.99), 20 had overall mean scores in the satisfactory range (5.00-5.99), 12 had overall mean scores in the marginal satisfactory range (4.00-4.99), and 4 had overall mean scores in the below satisfactory range (1.00-3.99). No supervising school districts had overall mean scores in the superior range (7.00-9.00) or the poor range (0.00-0.99).

While it may not be appropriate to judge a particular school district when its ranking is a reflection of a single program in one year, the high ratings for Pinellas, Broward, Hillsborough, Orange, and Volusia school districts are notable considering the relatively large number of programs supervised by each of these school districts. It is also important to take into consideration the number of deemed programs per school district because the exclusion of deemed programs removes some very high-scoring programs from the calculation of the means (see Table 3.4-7).

Table 3.4-3: 2001 Mean of QA Review Scores for Each QA Standard and Overall Mean Scores, Ranked by Overall Mean for District-Operated and District-Contracted Educational Programs

Number of Programs Supervised	Supervising School District	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
1 Program	Monroe	1	7.00	7.14	6.67	6.00	6.95
	Walton	1	6.17	6.83	6.33	6.00	6.44
	Holmes	1	6.33	5.83	5.83	6.00	6.00
	Levy	1	5.00	6.33	5.71	6.00	5.68
	Okeechobee	1	5.00	6.33	5.43	6.00	5.58
	Hamilton	1	5.00	5.83	5.67	6.00	5.50
	St. Lucie	1	4.67	6.25	5.17	6.00	5.25
	Charlotte	1	5.00	5.71	4.17	5.00	5.00
	Union	1	5.00	5.17	4.83	6.00	5.00
	Citrus	1	4.67	5.17	4.67	5.00	4.83
	Bradford	1	5.80	4.50	3.67	5.00	4.66
	Jefferson	1	4.50	4.17	4.67	0.00	4.44
	Hernando	1	4.17	4.33	4.67	5.00	4.39
	Highlands	1	3.67	3.43	3.33	5.00	3.47
	Total		5.14	5.50	5.06	5.21	5.23
2-3 Programs	Osceola	2	6.42	5.59	5.75	6.00	5.89
	Nassau	2	5.97	6.06	5.50	3.00	5.82
	Martin	2	4.50	5.92	5.84	6.00	5.42
	Santa Rosa	2	4.75	6.00	5.25	5.50	5.33
	Madison	2	4.17	5.34	4.67	5.00	5.22
	Leon	3	4.72	5.11	5.40	6.00	5.09
	Alachua	3	4.84	4.79	4.87	5.00	4.84
	Collier	2	4.34	4.64	5.37	6.00	4.81
	Sarasota	2	4.62	5.21	4.59	3.00	4.80
	DeSoto	2	4.75	4.59	4.34	4.00	4.56
	Lee	3	3.89	4.26	5.11	2.00	4.44
	St. Johns	2	2.59	4.25	4.59	3.00	3.79
	Liberty	2	2.84	3.92	4.39	4.00	3.73
	Hendry	2	1.17	2.17	1.50	0.00	1.61
	Total		4.28	4.83	4.83	4.19	4.68
4-6 Programs	Washington	4	6.63	6.59	6.75	5.25	6.66
	Escambia	5	5.97	6.18	5.87	5.69	6.12
	Bay	4	4.92	6.23	6.04	5.75	5.72
	Brevard	5	4.83	5.66	5.53	6.00	5.33
	Pasco	6	5.00	5.60	5.36	5.67	5.30
	Manatee	6	4.89	5.75	5.18	4.00	5.26
	Okaloosa	4	4.67	5.10	5.71	4.50	5.20
	Palm Beach	5	4.77	5.13	5.27	6.00	5.01
	Marion	5	4.30	5.06	5.31	5.00	4.89
	Seminole	4	3.25	4.52	4.49	3.20	4.14
	Total		4.93	5.58	5.52	5.13	5.35

Number of Programs Supervised	Supervising School District	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
7-14 Programs	Volusia	8	6.29	6.60	6.64	6.00	6.51
	Broward	10	6.53	6.43	6.14	6.00	6.36
	Hillsborough	7	5.95	6.51	6.55	6.00	6.33
	Orange	10	6.21	6.47	6.26	5.99	6.32
	Pinellas	12	5.93	6.42	6.03	5.57	6.13
	Polk	8	5.62	5.73	5.29	4.88	5.55
	Dade	11	4.94	5.68	5.34	4.82	5.31
	Duval	8	4.48	4.76	4.56	4.00	4.56
	Total			5.75	6.09	5.85	5.42
All Districts Combined	Total	167	5.19	5.66	5.50	5.09	5.46

Note: The total number of programs across all school districts does not include deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. Furthermore, the overall mean cannot be calculated by summing the three standard averages and dividing by three—each standard must be weighted by the number of indicators within each standard, which varies by program type. Similarly, the means for all programs combined must be weighted by the number of programs in each category.

Although 47 school districts supervise juvenile justice educational programs in the state, one, Glades County School District, supervises only one juvenile justice educational program, which was deemed in 2000, and therefore did not receive a full QA review and is not included in this table.

*Standard Four: Contract Management is not included in the overall mean for the 2000 QA review cycle

Table 3.4-4 presents the 2001 mean QA review scores for each QA standard and the overall mean scores, ranked by overall mean, of educational program providers for both district-operated and district-contracted programs.

Table 3.4-4: 2001 Mean of QA Review Scores for Education Providers, Ranked by Overall Mean of Education Providers (for School Districts and Contractors)

Education Provider	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Washington County	4	6.63	6.59	6.75	5.25	6.66
Escambia County	2	6.50	6.88	6.25	6.00	6.54
Volusia County	8	6.29	6.60	6.64	6.00	6.51
Bay County	2	5.58	6.96	7.00	6.00	6.50
Orange County	7	6.38	6.54	6.36	5.99	6.43
Hillsborough County	5	5.83	6.62	6.83	6.00	6.42
PACE Center for Girls, Inc.	9	6.44	6.49	6.22	5.67	6.33
Broward County	9	6.41	6.33	6.04	6.00	6.26
Santa Rosa County	1	6.00	6.50	6.00	6.00	6.16
Human Services Associates	1	5.33	6.50	6.43	6.00	6.11
Eckerd Youth Alternatives, Inc.	9	6.02	6.37	5.77	5.54	6.07
Bay Point Schools	2	5.75	6.59	5.83	4.50	6.06
Hurricane Island Outward Bound	4	6.11	6.00	5.63	4.36	6.04
Pinellas County	4	5.50	6.21	6.32	5.75	6.01
Okaloosa County	3	5.72	5.51	6.44	6.00	5.93
Osceola County	2	6.42	5.59	5.75	6.00	5.89
Department of Agriculture	1	5.00	6.33	5.71	6.00	5.68

Education Provider	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Florida Sheriff's Youth Ranches	1	6.50	5.50	5.14	6.00	5.68
Polk County	2	6.00	5.54	5.34	5.00	5.63
Okeechobee County	1	5.00	6.33	5.43	6.00	5.58
David Lawrence Center	1	4.67	6.29	5.57	6.00	5.55
Children's Comprehensive Services, Inc.	1	4.83	6.00	5.67	5.00	5.50
Hamilton County	1	5.00	5.83	5.67	6.00	5.50
Martin County	2	4.50	5.92	5.84	6.00	5.42
Pasco County	5	5.13	5.71	5.40	5.60	5.39
Brevard County	4	4.79	5.65	5.54	6.00	5.32
Sarasota County	1	5.40	6.25	4.17	4.00	5.27
St. Lucie County	1	4.67	6.25	5.17	6.00	5.25
Dade County	5	4.27	5.93	5.47	5.20	5.22
Nassau County	1	5.33	5.12	4.83	4.00	5.11
Coastal Recovery, Inc.	1	5.00	5.71	4.17	5.00	5.00
Youthtrack, Inc.	2	4.84	4.58	5.52	6.00	4.99
Palm Beach County	4	4.63	5.17	5.33	6.00	4.98
Alachua County	2	4.92	4.84	5.15	5.50	4.97
Associated Marine Institutes, Inc.	23	4.78	5.07	5.00	4.39	4.96
DISC Village	2	3.42	5.09	4.75	5.00	4.92
Marion County	3	4.22	5.20	5.33	5.33	4.90
Manatee County	3	4.17	5.33	5.11	4.67	4.83
Correctional Services Corporation	3	4.89	5.11	4.45	5.33	4.81
Bradford County	1	5.80	4.50	3.67	5.00	4.66
Lee County	2	4.25	4.46	5.08	3.00	4.62
University Of West Florida	1	3.50	5.50	4.50	5.00	4.50
Securicor New Century	2	4.42	4.38	4.42	3.50	4.40
Hernando County	1	4.17	4.33	4.67	5.00	4.39
Sarasota Family YMCA, Inc.	1	3.83	4.17	5.00	2.00	4.33
EXCEL, Inc.	3	3.39	4.45	4.48	3.59	4.20
Gateway Community Services, Inc.	1	3.33	4.50	4.00	5.00	4.17
Duval County	3	3.78	4.61	3.94	3.67	4.11
Seminole County	1	2.83	4.75	4.50	2.00	3.94
Twin Oaks Juvenile Development	1	3.17	3.83	4.29	4.00	3.79
St. Johns County	2	2.59	4.25	4.59	3.00	3.79
Liberty County	1	2.50	4.00	4.50	4.00	3.67
North American Family Institute	4	3.25	3.84	3.50	1.50	3.53
DeSoto County	1	3.50	3.50	3.17	2.00	3.39
All Providers	167	5.19	5.66	5.50	5.09	5.46

Note: The total number of programs across all program types does not include deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. Furthermore, the overall mean cannot be calculated by summing the three standard averages and dividing by three—each standard must be weighted by the number of indicators within each standard, which varies by program type. Similarly, the means for all programs combined must be weighted by the number of programs in each category.

*Standard Four: Contract Management is not included in the overall mean for the 2000 QA review cycle.

Scores in Table 3.4-4 range from a high of 6.66 for the programs operated by Washington to a low of 3.39 for the program operated by the DeSoto County. Although no providers scored in the superior range, 14 scored in the high satisfactory range. These highest scoring providers included nine school districts with 44 programs and five contracted providers with 25 programs. Six providers scored in the below satisfactory range, but none scored in the poor range. These lowest scoring programs included four school districts with a total of five programs and two contracted not-for-profit providers with five programs. With the exception of North American Family Institute, Inc., all educational providers with more than two programs scored at least a 4.00 overall, and this finding has occurred for the second

consecutive year. As with the rank listing by school district, it is necessary to take into consideration the number of deemed programs per provider since the exclusion of deemed programs from scoring also removes some potentially high-scoring programs from the calculation of the mean scores (see Table 3.4-8). For example, Practical, Academic, and Cultural Education (PACE) Center for Girls, Inc. has 17 programs, but only nine are included in this analysis because eight of the PACE programs are deemed. If it were possible to include deemed programs, PACE would likely receive a higher overall average.

Tables 3.4-5 through 3.4-8 identify summary results of the deemed QA reviews across the six priority indicators addressing the following areas: E1.01 Entry Transition: Enrollment, E1.03 On-Site Transition: Student Planning, E2.01 Curriculum: Academic, E3.02 Instructional Personnel Qualifications, E3.06 Funding and Support, and E4.01 Contract Management. The percentages under each indicator represent the average percentage of the minimal requirements met for that indicator. Indicator E4.01 Contract Management is not included in the overall calculation of performance for deemed programs. As with the nondeemed programs, this QA standard is included as a measure of the local school district's performance and does not impact individual program scores.

Table 3.4-5 indicates the priority indicator ratings for all deemed programs by program type (detention centers, residential short-term commitment programs, and residential long-term commitment programs). Of the 203 programs reviewed in 2001, 36 (18%) were deemed. Of these, 14 (39%) were residential commitment programs, 18 (50%) were day treatment programs, and 4 (11%) were detention centers. Among the deemed programs, residential commitment programs are underrepresented, day treatment programs are over represented, and detention centers are proportionate when compared to the breakdown of each program type in the state. Specifically, of the 203 juvenile justice educational programs in Florida, 129 (63%) are residential commitment programs, 50 (25%) are day treatment programs, and 24 (12%) are detention centers.

It is clear that there is substantial compliance across deemed programs in the priority indicators, with an overall average of 97% of minimal requirements met. The 14 residential commitment programs met 100% of the minimal requirements, the four detention centers met 90% of the minimal requirements, and the 18 day treatment programs met 95% of the minimal requirements. All deemed programs combined met 92% of the minimal requirements for the indicator for student planning, which had the lowest percentage of minimal requirements met among all priority indicators reviewed. In each case where a program did not meet the minimal requirements for any of these indicators, a corrective action plan (CAP) was initiated, and the deficiency was addressed through the joint efforts of the program, the school district, JJEEP, and DOE.

Table 3.4-5: Percentage of Minimal Requirements Met for Deemed Programs by Program Type

Review Type	Number of Programs	Enrollment	Student Planning	Curriculum: Academic	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Detention	4	100%	75%	100%	100%	75%	100%	90%
Day Treatment	18	94%	89%	100%	94%	100%	94%	95%
Residential	14	100%	100%	100%	100%	100%	100%	100%
All Deemed Combined	36	97%	92%	100%	97%	97%	97%	97%

Note: The total number of programs across all program types includes only deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. The overall percentage of minimal requirements met for all deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract Management is not included in the calculation of the overall percentage of minimal requirements met for deemed programs in the 2001 QA review cycle.

Table 3.4-6 identifies the percentage of minimal requirements met for all deemed programs by security level. There is moderate variation in overall percentages of minimal requirements being met across security levels, as well as within individual indicators, with percentages ranging from 75% to 100%.

Table 3.4-6: Percentage of Minimal Requirements Met for Deemed Programs by Security Level

Level	Number of Programs	Enrollment	Student Planning	Curriculum	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Detention Secure	4	100%	75%	100%	100%	75%	100%	90%
Prevention	10	90%	90%	100%	90%	100%	90%	94%
Intensive Probation	5	100%	80%	100%	100%	100%	100%	96%
Mixed - Day Treatment	3	100%	100%	100%	100%	100%	100%	100%
Moderate Risk - Environmentally Secure	4	100%	100%	100%	100%	100%	100%	100%
Moderate Risk - Hardware Secure	4	100%	100%	100%	100%	100%	100%	100%
Moderate Risk - Staff Secure	2	100%	100%	100%	100%	100%	100%	100%
High Risk	2	100%	100%	100%	100%	100%	100%	100%

Level	# of Programs	Enrollment	Student Planning	Curriculum	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Maximum Risk	1	100%	100%	100%	100%	100%	100%	100%
Mixed - Commitment - Mod & High	1	100%	100%	100%	100%	100%	100%	100%
All Deemed Combined	36	97%	92%	100%	97%	97%	97%	97%

Note: The total number of programs across all program types includes only deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. The overall percentage of minimal requirements met for all deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract Management is not included in the calculation of the overall percentage of minimal requirements met for deemed programs in the 2001 QA review cycle.

Table 3.4-7 identifies the percentage of minimal requirements met for all deemed programs by supervising school district (not necessarily the county in which the program is located). Seventeen (17) of the 19 school districts supervising deemed programs met 100% of the minimal requirements.

Again, the indicator with the most variation across school districts is student planning. The only two districts that failed any indicator failed student planning. Minimal requirements for this indicator were met by 92% of all deemed programs.

Though the majority of school districts supervise no deemed programs, and many supervise only one or two programs, two school districts, Pinellas and Manatee, supervise six and four, respectively. Pinellas is unique in that it contracts with Eckerd Youth Alternatives, Inc. for educational services throughout the state. Eckerd maintains a number of deemed programs, but this year accounts for only one of the six deemed programs supervised by the Pinellas County School District.

Table 3.4-7: Percentage of Minimal Requirements Met for Deemed Programs, Alphabetical by Supervising School District (District-Operated and District-Contracted Educational Programs)

Supervising District	Number of Programs	Enrollment	Student Planning	Curriculum	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Alachua	1	100%	100%	100%	100%	100%	100%	100%
Broward	3	100%	100%	100%	100%	100%	100%	100%
Charlotte	2	100%	100%	100%	100%	100%	100%	100%
Collier	2	100%	100%	100%	100%	100%	100%	100%
Duval	1	0%	0%	100%	0%	100%	0%	40%
Glades	1	100%	100%	100%	100%	100%	100%	100%
Hillsborough	3	100%	100%	100%	100%	100%	100%	100%
Leon	2	100%	100%	100%	100%	100%	100%	100%
Manatee	3	100%	100%	100%	100%	100%	100%	100%
Monroe	1	100%	100%	100%	100%	100%	100%	100%
Okaloosa	1	100%	100%	100%	100%	100%	100%	100%
Okeechobee	1	100%	100%	100%	100%	100%	100%	100%
Palm Beach	4	100%	50%	100%	100%	75%	100%	85%
Pasco	1	100%	100%	100%	100%	100%	100%	100%
Pinellas	6	100%	100%	100%	100%	100%	100%	100%
Polk	1	100%	100%	100%	100%	100%	100%	100%
St. Lucie	1	100%	100%	100%	100%	100%	100%	100%
Sarasota	1	100%	100%	100%	100%	100%	100%	100%
Volusia	1	100%	100%	100%	100%	100%	100%	100%
All Deemed Combined	36	97%	92%	100%	97%	97%	97%	97%

Note: The total number of programs across all program types includes only deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. The overall percentage of minimal requirements met for all deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract Management is not included in the calculation of the overall percentage of minimal requirements met for deemed programs in the 2001 QA review cycle.

Table 3.4-8 identifies the percentage of minimal requirements met for all deemed programs by educational program provider (including school district-operated and district-contracted programs). All providers met 100% of the minimal requirements, except Palm Beach County School District and Children’s Comprehensive Services, Inc., which met 80% and 40% respectively.

Nearly one fourth of all deemed programs in 2001 were operated by PACE Center for Girls, Inc., which operated the educational components of eight deemed programs. In addition, since PACE operates 17 programs statewide, nearly half of their programs were deemed. With this in mind, it is clear that had these programs been reviewed and given scores, the overall rankings of PACE in Table 3.4-4 would have been substantially higher.

Table 3.4-8: Percentage of Minimal Requirements Met for Deemed Programs Alphabetical by Education Provider (Districts and Contractors)

Education Provider	Number of Programs	Enrollment	Student Planning	Curriculum	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Associated Marine Institutes, Inc.	5	100%	100%	100%	100%	100%	100%	100%
Broward School District	2	100%	100%	100%	100%	100%	100%	100%
Children's Comprehensive Services, Inc.	1	0%	0%	100%	0%	100%	0%	40%
Coastal Recovery, Inc.	1	100%	100%	100%	100%	100%	100%	100%
Collier School District	1	100%	100%	100%	100%	100%	100%	100%
Eckerd Youth Alternatives, Inc.	1	100%	100%	100%	100%	100%	100%	100%
Hillsborough School District	2	100%	100%	100%	100%	100%	100%	100%
Leon School District	1	100%	100%	100%	100%	100%	100%	100%
Manatee School District	3	100%	100%	100%	100%	100%	100%	100%
Okaloosa School District	1	100%	100%	100%	100%	100%	100%	100%
Okeechobee School District	1	100%	100%	100%	100%	100%	100%	100%
PACE Center for Girls, Inc.	8	100%	100%	100%	100%	100%	100%	100%
Palm Beach School District	3	100%	33%	100%	100%	67%	100%	80%
Pinellas School District	3	100%	100%	100%	100%	100%	100%	100%
Polk School District	1	100%	100%	100%	100%	100%	100%	100%
Volusia School District	1	100%	100%	100%	100%	100%	100%	100%
Youthtrack, Inc.	1	100%	100%	100%	100%	100%	100%	100%
All Deemed Combined	36	97%	92%	100%	97%	97%	97%	97%

Note: The total number of programs across all program types includes only deemed programs and represents only educational programs reviewed, not necessarily the number of DJJ facilities included in the reviews. The overall percentage of minimal requirements met for all deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract Management is not included in the calculation of the overall percentage of minimal requirements met for deemed programs in the 2001 QA review cycle.

Table 3.4-9 provides an overview of program performance. Of the 167 nondeemed programs, eight (5%) scored in the superior performance range and 55 (33%) scored in the high satisfactory performance. The largest proportion of programs (56 programs or 33%)

scored in the satisfactory performance range. Thirty-one (19%) programs scored in the marginal satisfactory performance range, and only 17 (10%) programs scored in the below satisfactory performance range. No programs scored within the poor performance range.

Table 3.4-9: Categories of Overall Performance by Number and Percentage for Nondeemed Programs

Overall Performance Category	Score Range	Number of Programs With This Score	Percentage of Programs With This Score
Superior Performance	7.00 - 9.00	8	5%
High Satisfactory Performance	6.00 - 6.99	55	33%
Satisfactory Performance	5.00 - 5.99	56	33%
Marginal Satisfactory Performance	4.00 - 4.99	31	19%
Below Satisfactory Performance	1.00 - 3.99	17	10%
Poor Performance	0.00 - 0.99	0	0%
Total		167	100%

Table 3.4-10 identifies the programs receiving poor or below satisfactory overall mean scores during the 2001 QA review cycle. There were no programs that scored overall in the poor range (0.00-0.99). However, 17 (10%) of the 167 nondeemed programs reviewed scored below satisfactory (1.00-3.99). It is notable that four of these below satisfactory programs were detention centers, since only 20 non-deemed detention centers were reviewed in 2001.

Table 3.4-10: Programs Receiving Poor or Below Satisfactory Overall Mean Scores in 2001, Rank-Ordered by Overall Mean Score

Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Seminole Regional Juvenile Detention Center	Seminole	Detention Secure	2.83	4.75	4.50	2.00	3.94
Hastings Youth Academy	St. Johns	Mixed - Commitment - Mod & High	2.67	4.50	4.67	4.00	3.94
Liberty Wilderness Crossroads Camp	Liberty	Moderate Risk - Environmentally Secure	3.17	3.83	4.29	4.00	3.79
Marion Regional Juvenile Detention Center	Marion	Detention Secure	2.83	4.25	4.17	5.00	3.69
Bristol Youth Academy	Liberty	Moderate Risk - Hardware Secure	2.50	4.00	4.50	4.00	3.67
St. Johns Regional Juvenile Detention Center	St. Johns	Detention Secure	2.50	4.00	4.50	2.00	3.63
Florida Institute for Girls	Palm Beach	Maximum Risk	2.50	4.17	4.50	6.00	3.50
Youth Achievement Center	Highlands	Intensive Probation	3.67	3.43	3.33	5.00	3.47
First Step Four	Seminole	Moderate Risk - Staff Secure	2.83	4.17	3.33	4.00	3.44

Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Kingsley Center - Levels 6 & 8 Combined	DeSoto	Moderate Risk - Hardware Secure	3.50	3.50	3.17	2.00	3.39
Price Halfway House	Lee	Moderate Risk - Staff Secure	2.33	3.17	3.83	0.00	3.11
Manatee Regional Juvenile Detention Center	Manatee	Detention Secure	2.17	4.00	3.33	2.00	3.06
Emerald Coast Marine Institute	Okaloosa	Mixed - Day Treatment - IP & CR	1.50	3.86	3.50	0.00	3.00
Duval Regional Juvenile Detention Center	Duval	Detention Secure	2.33	2.50	3.50	2.00	2.78
WINGS Women in Need of Greater Strength	Dade	Moderate Risk - Staff Secure	2.33	2.50	3.00	0.00	2.61
NAFI Hendry Youth Development Academy	Hendry	Moderate Risk - Staff Secure	1.17	2.17	1.50	0.00	1.61
NAFI Hendry Halfway House	Hendry	Moderate Risk - Staff Secure	1.17	2.17	1.50	0.00	1.61

*Standard Four: Contract Management is not included in the overall mean for the 2001 QA review cycle.

Table 3.4-11 identifies the programs receiving high satisfactory or superior overall mean scores during the 2001 QA review cycle. Of the 167 nondeemed programs reviewed during 2001, 55 (33%) programs scored in the high satisfactory range, and eight (5%) programs scored in the superior range. It should also be noted that many of the deemed programs likely would have scored very high if a full QA review had been conducted. These high scoring programs represent a wide variety of program types and providers.

Table 3.4-11: Programs Receiving High Satisfactory or Superior Overall Mean Scores in 2001 Rank-Ordered by Overall Mean Score

Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Dozier Training School for Boys	Washington	High Risk	7.67	7.17	7.29	6.00	7.37
PACE Broward	Broward	Prevention	7.67	7.29	7.00	6.00	7.32
Orange Regional Juvenile Detention Center	Orange	Detention Secure	7.17	6.76	7.50	6.00	7.19
Jackson Juvenile Offender Correction Center	Washington	Maximum Risk	7.50	6.83	7.17	6.00	7.17
PACE Orange	Orange	Prevention	7.50	7.29	6.50	6.00	7.11
Hillsborough Regional Detention Center - West	Hillsborough	Detention Secure	6.67	7.00	7.50	6.00	7.06
LEAF Group Treatment Home	Broward	Low Risk	7.17	7.50	6.57	6.00	7.05
ACTS Group Treatment Home (I & II Combined)	Hillsborough	Low Risk	6.17	7.17	7.67	6.00	7.00
PACE Upper Keys	Monroe	Prevention	7.00	7.14	6.67	6.00	6.95

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Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Stewart Marchman Terrace Halfway House	Volusia	Moderate Risk - Staff Secure	6.83	6.83	7.00	6.00	6.89
Stewart Marchman Lee Hall	Volusia	Moderate Risk - Staff Secure	6.83	6.83	7.00	6.00	6.89
Stewart Marchman Transitions Day Treatment	Volusia	Prevention	6.83	6.86	6.86	6.00	6.85
Stewart Marchman Pines Halfway House	Volusia	Moderate Risk - Staff Secure	6.83	6.83	6.71	6.00	6.79
Pensacola Boys Base	Escambia	Moderate Risk - Staff Secure	6.67	7.00	6.67	6.00	6.78
Sankofa House (Friends of Children)	Broward	Moderate Risk - Hardware Secure	6.50	6.83	6.67	6.00	6.67
Boy's Ranch Group Treatment Home	Broward	Low Risk	6.50	6.83	6.67	6.00	6.67
Umoja - Friends of Children	Broward	Low Risk	6.50	6.83	6.67	6.00	6.67
Akanke - Friends of Children	Broward	Low Risk	6.50	6.83	6.67	6.00	6.67
ATC for Boys	Orange	Moderate Risk - Staff Secure	6.60	6.83	6.42	6.00	6.62
Adolescent Therapeutic Center Dual Diagnosis	Orange	Moderate Risk - Staff Secure	6.60	6.83	6.42	6.00	6.62
Adolescent Therapeutic Center for Girls	Orange	Moderate Risk - Staff Secure	6.60	6.83	6.42	6.00	6.62
PACE Pensacola	Escambia	Prevention	6.00	6.86	6.83	6.00	6.58
Eckerd Youth Challenge Program	Pinellas	Moderate Risk - Environmentally Secure	6.33	6.83	6.50	4.00	6.56
Bay Regional Juvenile Detention Center	Bay	Detention Secure	5.83	6.75	7.17	6.00	6.56
Camp E-Kel-Etu	Pinellas	Moderate Risk - Environmentally Secure	6.17	6.83	6.57	5.00	6.53
STEP North (Nassau)	Nassau	Low Risk	6.60	7.00	6.17	2.00	6.53
Gulf Coast Youth Academy	Okaloosa	Moderate Risk - Hardware Secure	6.17	6.67	6.83	6.00	6.53
South Florida Intensive Halfway House	Broward	High Risk	6.83	6.50	6.14	6.00	6.47
NAFI Halfway House and SHOP	Walton	Mixed - Commitment - Mod & High	6.17	6.83	6.33	6.00	6.44
LEAF Halfway House	Pinellas	Moderate Risk - Staff Secure	6.17	6.67	6.50	6.00	6.44

2001 Annual Report to the Florida Department of Education: Juvenile Justice Educational Enhancement Program

Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Volusia Halfway House	Volusia	Moderate Risk - Staff Secure	6.67	6.67	6.00	6.00	6.44
Bay Boot Camp	Bay	Moderate Risk - Hardware Secure	5.33	7.17	6.83	6.00	6.44
LEAF Recovery	Pinellas	Low Risk	6.17	6.67	6.50	6.00	6.44
Vernon Place	Washington	Mixed - Commitment - High & Max	6.33	6.17	6.71	6.00	6.42
Orlando Marine Institute SAFE	Orange	Conditional Release	6.00	6.80	6.33	6.00	6.38
Hillsborough Regional Detention Center - East	Hillsborough	Detention Secure	5.83	6.75	6.67	6.00	6.38
PACE Duval	Duval	Prevention	7.33	7.00	6.33	6.00	6.33
Adolescent Residential Campus (Combined)	Osceola	Mixed - Commitment - Mod & High	7.67	5.17	6.17	6.00	6.33
Escambia Regional Juvenile Detention Center	Escambia	Detention Secure	6.33	6.75	5.83	6.00	6.30
First Step II Halfway House	Orange	Moderate Risk - Hardware Secure	6.17	6.17	6.50	6.00	6.28
San Antonio Boys Village	Pasco	Low Risk	5.67	6.33	6.83	6.00	6.28
Stewart Marchman Westside Aftercare	Volusia	Conditional Release	6.17	6.43	6.17	6.00	6.26
Florida Youth Academy	Pinellas	Low Risk	5.33	7.00	6.43	5.00	6.26
Youth Environmental Services	Hillsborough	Moderate Risk - Staff Secure	6.83	6.33	5.50	6.00	6.22
Eckerd Intensive Halfway House	Pinellas	Moderate Risk - Hardware Secure	6.67	6.33	5.67	6.00	6.22
Camp E-Tu-Makee	Pinellas	Moderate Risk - Environmentally Secure	6.83	6.17	5.67	6.00	6.22
Camp E-How-Kee	Pinellas	Moderate Risk - Environmentally Secure	6.17	6.50	6.00	6.00	6.22
Bay Point Schools - North	Dade	Moderate Risk - Staff Secure	6.17	6.17	6.33	5.00	6.22
Cannon Point Youth Academy	Broward	Moderate Risk - Hardware Secure	6.83	6.00	5.83	6.00	6.22
Marion Intensive Treatment	Marion	High Risk	5.00	6.67	6.83	6.00	6.17
Miami Halfway House	Dade	Moderate Risk - Staff Secure	4.83	6.50	6.71	6.00	6.16
Blackwater STOP Camp	Santa Rosa	Low Risk	6.00	6.50	6.00	6.00	6.16
Southwest Florida Detention Center	Lee	Detention Secure	6.17	5.75	6.33	6.00	6.13
Volusia Regional Juvenile Detention Center	Volusia	Detention Secure	5.67	6.00	6.67	6.00	6.13

Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
PACE Dade	Dade	Prevention	6.50	6.14	5.67	6.00	6.11
Polk Halfway House	Polk	Moderate Risk - Staff Secure	5.33	6.50	6.43	6.00	6.11
Camp E-Ma-Chamee	Pinellas	Moderate Risk - Environmentally Secure	6.00	6.67	5.50	5.00	6.06
Leslie Peters Halfway House	Hillsborough	Moderate Risk - Staff Secure	5.50	6.33	6.33	6.00	6.05
Tampa Marine Institute	Hillsborough	Mixed - Day Treatment - IP & CR	5.67	6.14	6.17	6.00	6.00
West Florida Wilderness School	Holmes	Moderate Risk - Environmentally Secure	6.33	5.83	5.83	6.00	6.00
Eckerd Youth Academy	Pinellas	Moderate Risk - Environmentally Secure	5.83	6.00	5.83	5.89	6.00
Escambia River Outward Bound	Escambia	Low Risk	6.33	5.00	5.00	5.44	6.00
Orange Halfway House	Orange	Moderate Risk - Staff Secure	5.83	6.00	6.00	5.94	6.00

*Standard Four: Contract Management is not included in the overall mean for the 2001 QA review cycle.

Table 3.4-12 identifies the overall mean QA review scores for programs grouped by the number of students at the time of the review. To determine if program size affects the overall quality of educational service, programs were grouped by the number of students enrolled during the time of the educational QA review. The largest programs (101 students and above) have substantially lower overall mean QA review scores compared to all other program groupings, and have the lowest scores among two of the four standards. Programs with 51 to 100 students received the highest overall mean score of 5.62 and had the highest scores on three of the four standards. For further discussion of the effects of facility size on program QA review score averages, see Chapter 14.

Table 3.4-12: Overall Mean Scores by Number of Students at Time of QA Review

Number of Students	Number of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
1-20	42	5.33	5.86	5.49	5.29	5.56
21-30	32	5.09	5.32	5.35	4.82	5.29
31-50	47	5.13	5.65	5.49	5.13	5.42
51-100	33	5.39	5.79	5.73	5.36	5.62
101 and above	13	4.73	5.57	5.30	4.31	5.27

*Standard Four: Contract Management is not included in the overall mean for the 2001 QA review cycle.

3.5 Comparison of 2001 and 2000 QA Review Scores

As stated earlier, the standards were modified for the 2001 QA review cycle, in keeping with a philosophy of continually striving for excellence through the annual “raising of the bar” in QA expectations. In general, however, the QA review scores of programs reviewed in 2001 continued to improve in relation to the scores of programs reviewed in previous years. For example, the number of superior or high satisfactory programs increased from 50 to 63, an increase of 26%. Conversely, the number of poor or below satisfactory programs decreased from 18 to 17, a decrease of six percent.

Of the 50 programs in 2000 that were either superior or high satisfactory, in 2001, 20 remained in one of these two designations. Of these 20 programs, in 2001, two decreased from superior to high satisfactory, three increased from high satisfactory to superior, and 15 were in the same category as in 2000. Additionally, 16 of the 50 programs that were either superior or high satisfactory in 2000 were deemed in 2001 and most of these likely would have earned either a superior or high satisfactory if they had received a full QA review in 2001 rather than a deemed QA review. Four programs closed prior to the 2001 QA review cycle, thus leaving only 10 programs that dropped out of the superior or high satisfactory category. Of these 10, eight scored in the satisfactory range, and two scored in the marginally satisfactory range.

Of the 18 programs in 2000 that were either poor or below satisfactory in 2001, five remained in one of these designations, two were closed, and 11 improved their scores so they were no longer classified as poor or below satisfactory. Of the 17 programs that scored poor or below satisfactory in 2001, four were new programs receiving their first QA review. Eight programs decreased from being satisfactory in 2000 to below satisfactory in 2001.

Of the 20 indicators listed in Table 3.5-1-Table 3.5-4, 15 had higher scores in 2001 than in 2000, and only 5 declined. For one of the indicators (Program Evaluations (SIP)) that had higher scores in 2001, the increase was statistically significant. None of the indicators that had a lower score in 2001 had a statistically significant decrease.

Table 3.5-1: 2000 and 2001 Mean QA Review Scores of Comparable Indicators for Residential and Day Treatment Programs

Indicator Number 2000 / 2001	Indicator Content Area	2000 Mean	2001 Mean	Change
<i>E1.01 / E1.01</i>	Enrollment	5.09	5.32	0.23
E1.02 / E1.02	Assessment	5.46	5.30	-0.16
E1.03 / E1.03	Student Planning	4.73	4.76	0.03
E1.04 / E1.04	Student Progress	5.20	5.25	0.05
E1.05 / E1.05	Guidance Services	5.56	5.78	0.22
E1.06 / E1.06	Exit Transition	4.85	5.06	0.21
E2.01 / E2.01	Academic Curriculum	5.43	5.55	0.12
E2.02 / E2.02	Practical Arts Curriculum	5.73	5.75	0.02
E2.03 / E2.03	Instructional Delivery	5.42	5.41	-0.01
E2.04 / E2.04	Classroom Management	6.00	5.99	-0.01
E2.05 / E2.05	Support Services (ESE)	5.46	5.29	-0.17
E2.06 / E2.06	Community Support	5.71	5.99	0.28
E3.01 / E3.01	Communication	5.66	5.97	0.31
E3.02 / E3.02	Teacher Qualifications	5.61	5.38	-0.23
E3.03 / E3.03	Professional Development	5.43	5.54	0.11
E3.04 / E3.04	Program Evaluations (SIP)	4.97	5.45	*0.48
<i>E3.05 / E3.05</i>	Program Management	5.13	5.27	0.14
E3.06 / E3.06	Funding and Support	5.25	5.42	0.17
E4.02 / E4.01	Contract Management	5.05	5.17	0.12
E4.03 / E4.02	Oversight and Assistance	5.03	5.03	0.00
All 20 Indicators	Overall Mean	5.37	5.49	0.12

*Difference is statistically significant at .05 level.

***Italics* = compliance indicator and **bold** = priority indicator. Note that for 2001, E4.02 was renumbered as E4.01 and E4.03 was renumbered as E4.02. Because the rating scale for performance indicators (score of 0 through 9) differs from the rating scale for compliance indicators (score of 0 or 4 or 6), comparisons between indicators should be made with caution.

Table 3.5-2: 2000 and 2001 Mean QA Review Scores of Comparable Indicators for Detention Centers

Indicator Number 2000 / 2001	Indicator Content Area	2000 Mean	2001 Mean	Change
<i>E1.01 / E1.01</i>	Enrollment & Assessment	4.10	4.20	0.10
E1.02 / E1.02	Daily Population Notification	4.38	5.10	0.72
<i>E1.03 / E1.03</i>	Student Planning	4.10	4.45	0.35
E1.04 / E1.04	Student Progress	4.62	4.70	0.08
E1.05 / E1.05	Guidance Services	4.67	4.95	0.28
E1.06 / E1.06	Exit Transition	4.86	5.05	0.19
<i>E2.01 / E2.01</i>	Curriculum	5.10	5.35	0.25
E2.02 / E2.02	Instructional Delivery	5.38	5.50	0.12
E2.03 / E2.03	Classroom Management	5.90	5.95	0.05
<i>E2.04 / E2.04</i>	Support Services (ESE)	5.33	5.30	-0.03
E3.01 / E3.01	Communication	6.10	5.95	-0.15
<i>E3.02 / E3.02</i>	Teacher Qualifications	6.33	6.10	-0.23
E3.03 / E3.03	Professional Development	5.67	5.65	-0.02
E3.04 / E3.04	Program Evaluations (SIP)	5.38	5.10	-0.28
<i>E3.05 / E3.05</i>	Program Management	4.67	5.10	0.43
<i>E3.06 / E3.06</i>	Funding and Support	5.62	5.30	-0.32
<i>E4.02 / E4.01</i>	Contract Management	5.24	4.80	-0.44
<i>E4.03 / E4.02</i>	Oversight and Assistance	4.95	5.20	0.25
All 18 Indicators	Overall Mean	5.14	5.24	0.10

*Difference is statistically significant at .05 level.

***Italics* = compliance indicator and **bold** = priority indicator. Note that for 2001, E4.02 was renumbered as E4.01 and E4.03 was renumbered as E4.02. Because the rating scale for performance indicators (score of 0 through 9) differs from the rating scale for compliance indicators (score of 0 or 4 or 6), comparisons between indicators should be made with caution.

Table 3.5-3: 2000 and 2001 Mean QA Review Scores of Comparable Indicators for Residential and Day Treatment Programs that Received Full Reviews in 2000 and 2001

Indicator Number 2000 / 2001	Indicator Content Area	2000 Mean	2001 Mean	Change
<i>E1.01 / E1.01</i>	Enrollment	4.91	5.34	0.43
<i>E1.02 / E1.02</i>	Assessment	5.27	5.27	0.00
<i>E1.03 / E1.03</i>	Student Planning	4.46	4.72	0.26
<i>E1.04 / E1.04</i>	Student Progress	4.97	5.21	0.24
<i>E1.05 / E1.05</i>	Guidance Services	5.31	5.72	0.41
<i>E1.06 / E1.06</i>	Exit Transition	4.62	5.04	0.42
<i>E2.01 / E2.01</i>	Academic Curriculum	5.18	5.53	0.35
<i>E2.02 / E2.02</i>	Practical Arts Curriculum	5.60	5.69	0.09
<i>E2.03 / E2.03</i>	Instructional Delivery	5.27	5.42	0.15
<i>E2.04 / E2.04</i>	Classroom Management	5.88	5.88	0.00
<i>E2.05 / E2.05</i>	Support Services (ESE)	5.31	5.23	-0.08
<i>E2.06 / E2.06</i>	Community Support	5.61	6.06	0.45
<i>E3.01 / E3.01</i>	Communication	5.44	5.94	0.50
<i>E3.02 / E3.02</i>	Teacher Qualifications	5.44	5.38	-0.06
<i>E3.03 / E3.03</i>	Professional Development	5.26	5.49	0.23
<i>E3.04 / E3.04</i>	Program Evaluations (SIP)	4.74	5.40	0.66
<i>E3.05 / E3.05</i>	Program Management	4.95	5.27	0.32
<i>E3.06 / E3.06</i>	Funding and Support	5.06	5.31	0.25
<i>E4.02 / E4.01</i>	Contract Management	4.86	5.14	0.28
<i>E4.03 / E4.02</i>	Oversight and Assistance	4.88	5.13	0.25
All 20 Indicators	Overall Mean	5.18	5.46	0.28

*Difference is statistically significant at .05 level.

***Italics* = compliance indicator and **bold** = priority indicator. Note that for 2001, E4.02 was renumbered as E4.01 and E4.03 was renumbered as E4.02. Because the rating scale for performance indicators (score of 0 through 9) differs from the rating scale for compliance indicators (score of 0 or 4 or 6), comparisons between indicators should be made with caution.

Table 3.5-4: 2000 and 2001 Mean QA Review Scores of Comparable Indicators for Detention Centers that Received Full Reviews in 2000 and 2001

Indicator Number 2000 / 2001	Indicator Content Area	2000 Mean	2001 Mean	Change
<i>E1.01 / E1.01</i>	Enrollment & Assessment	3.89	4.33	0.44
E1.02 / E1.02	Daily Population Notification	4.11	5.22	1.11
<i>E1.03 / E1.03</i>	Student Planning	4.11	4.50	0.39
E1.04 / E1.04	Student Progress	4.72	4.72	0.00
E1.05 / E1.05	Guidance Services	4.50	5.11	0.61
E1.06 / E1.06	Exit Transition	4.56	5.17	0.61
<i>E2.01 / E2.01</i>	Curriculum	5.06	5.39	0.33
E2.02 / E2.02	Instructional Delivery	5.44	5.56	0.12
E2.03 / E2.03	Classroom Management	5.94	5.83	-0.11
<i>E2.04 / E2.04</i>	Support Services (ESE)	5.33	5.56	0.23
E3.01 / E3.01	Communication	5.94	6.00	0.06
<i>E3.02 / E3.02</i>	Teacher Qualifications	6.33	6.11	-0.22
E3.03 / E3.03	Professional Development	5.78	5.78	0.00
E3.04 / E3.04	Program Evaluations (SIP)	5.44	5.39	-0.05
<i>E3.05 / E3.05</i>	Program Management	4.78	5.00	0.22
<i>E3.06 / E3.06</i>	Funding and Support	5.67	5.33	-0.34
<i>E4.02 / E4.01</i>	Contract Management	5.11	5.00	-0.11
<i>E4.03 / E4.02</i>	Oversight and Assistance	4.89	5.22	0.33
All 18 Indicators	Overall Mean	5.10	5.31	0.21

*Difference is statistically significant at .05 level.

***Italics* = compliance indicator and **bold** = priority indicator. Note that for 2001, E4.02 was renumbered as E4.01 and E4.03 was renumbered as E4.02. Because the rating scale for performance indicators (score of 0 through 9) differs from the rating scale for compliance indicators (score of 0 or 4 or 6), comparisons between indicators should be made with caution.

3.6 Summary Discussion

During the 2001 QA review cycle, JJEEP reviewed 203 educational programs. Of this number, 36 were programs with deemed status, including 14 residential commitment programs, 18 day treatment programs, and four detention centers. As stated previously, deemed QA reviews are shorter, focus on only six priority indicators, and do not receive numerical scores that can be compared to nondeemed scores. Consequently, the analyses presented in this chapter are separated by nondeemed versus deemed QA reviews.

Among the 167 regular (nondeemed) QA reviews conducted during 2001, 114 were of residential commitment programs, 33 were of day treatment programs, and 20 were of detention centers. Residential commitment programs scored the highest overall (5.50), followed closely by day treatment programs (5.44), and detention centers (5.24). The overall mean score for all programs reviewed was 5.46, showing which an increase from the previous year despite the “raising of the bar.” The highest rated standard in 2001 was Standard Two: Service Delivery, which averaged 5.66.

Standard Four: Contract Management, received an overall mean score of 5.09; the scores for this standard were not included in the calculation of the programs' overall mean scores because this standard was intended to measure only the performance of the supervising school districts.

Moderate Risk programs represented nearly half of all nondeemed programs in the state in 2001. Conditional release programs scored the highest of all security levels (6.32). With the exception of Intensive Probation and Mixed Day Treatment programs, all levels achieved an overall satisfactory performance. It is interesting to note that of the 19 programs, which comprise these two levels, 17 of them are operated by Associated Marine Institutes, Inc. (AMI).

Forty-six school districts supervised juvenile justice educational programs that received full QA reviews in 2001 (one other school district supervised a program that was deemed). School districts were broken down into four categories, based on the number of programs each supervised, to allow comparisons among school districts with a similar number of programs. The school districts supervised from one to 14 programs, with scores ranging from 1.61 to 6.95. Overall, 10 supervising school districts received scores in the high satisfactory range, and four received scores in the below satisfactory range. No supervising school districts received scores in the poor or the superior range. In overall performance in 2001, 63 programs (38%) scored in the high satisfactory or superior range, and 17 (10%) programs scored in the below satisfactory range.

There was substantial compliance among deemed programs in meeting the minimal requirements of the six priority indicators. As with nondeemed programs, the result for the indicator relating to contract management and cooperative agreement was not calculated in any deemed program's overall score. All deemed programs combined met 97% of the minimal requirements. Residential commitment programs met 100% of the minimal requirements. Day treatment programs met 95% of the minimal requirements. Detention centers met 90% of the minimal requirements. The indicator with the lowest percentage (92%) of minimal requirements met for deemed programs was student planning. Palm Beach County School District was one of only two districts that did not meet 100% of all minimal requirements. The other was Duval (which had only one deemed program).

JJEEP assumed responsibility for the QA review of Florida's juvenile justice educational programs in 1998. Since that time, statewide QA educational program performance has improved each year. This annual statewide QA performance improvement is particularly noteworthy given that the QA education performance standards and expectations have been raised each year to reflect emerging best education practices as determined by our ongoing literature reviews and related research. As this chapter has documented in Table 3.5-1, in comparing statewide mean QA review scores between 2000 and 2001 there was an improvement in 15 of 20 measurement indicators. Consequently, we can conclude that Florida's educational QA review system of juvenile justice programs is holding juvenile justice educational programs to continually higher performance standards, and that the majority of the state juvenile justice education programs are successfully meeting these higher performance standards.

The question that remains to be conclusively answered by JJEEP in its research efforts is whether these patterned QA educational program performance improvements are producing measurable pre- and post-academic gains for juvenile justice youths and subsequent successful community reintegration. In several subsequent chapters, various individual and program level findings will be presented that address this crucial education and delinquency policy question.

CHAPTER 4 CORRECTIVE ACTION

4.1 Introduction

This chapter describes the corrective action process that was implemented during the 2001 quality assurance (QA) review cycle. The corrective action process was initiated in 1999 to further the goal for each provider of education services in Florida's juvenile justice facilities to be of such high quality that all young people who make the transition back to their local communities will be prepared to return to school, work, and home settings as successful, well-educated citizens.

The corrective action process continues to be a structured and cooperative effort involving the school district, the program, JJEPP, and the Florida Department of Education (DOE). The corrective action process focuses on priority indicators, which are areas identified as critical to the delivery of quality educational services. This process has evolved from focusing on five priority indicators in 1999 to focusing on nine priority indicators during the current review cycle. This increase in the total number of priority indicators is in keeping with DOE's annual "raising of the bar" for quality educational services in Florida's juvenile justice facilities.

The corrective action process has been successful in improving the quality of educational services to Florida's adjudicated youths since its inception in 1999. Communication, cooperation, and shared decision making between programs, JJEPP, DOE, and the Department of Juvenile Justice (DJJ) have greatly increased as each of these groups has come together in considering the critical role of education in the successful community reintegration of juvenile justice youths. The corrective action process continues to be tied with the technical assistance provided by JJEPP and DOE to programs and school districts in need of assistance. This process has allowed programs and school districts the opportunity to receive training and assistance in the improvement of educational services and to comply with state rules and regulations as they relate to juvenile justice education.

This chapter is comprised of three subsequent sections. Section 4.2 discusses corrective action protocol for the 2002 review cycle. Section 4.3 presents a rationale of each priority indicator and an analysis of data related to corrective actions during the past two years, focusing on the 2001 review cycle. Section 4.4 is a summary discussion of future policy implications for the corrective action process.

4.2 Corrective Action Process

Corrective Action Protocol

Pursuant to section 230.23161, F.S., DOE is required to develop a comprehensive QA review process for the evaluation of educational programs in residential commitment programs, day treatment programs, and juvenile detention centers. This process must rate the school district's performance both as a provider and contractor. DOE, in consultation with school districts and providers, has established minimum thresholds for the standards and key indicators for educational programs in juvenile justice facilities. If a school district fails to meet the minimum standards, DOE may exercise interventions and sanctions as prescribed by Rule 6A-6.05281, FAC.

DOE, in collaboration with JJEPP, has revised the corrective action process for 2002. After a QA review occurs at a program, the reviewer will submit the QA report to DOE. If no deficiencies are identified, school district superintendents will be notified that the program is in compliance with state statutes and rule. If deficiencies are identified, JJEPP staff will notify the district juvenile justice education contact and identify additional information regarding the deficiencies that require corrective action, including a format for submission of the corrective action plan (CAP). JJEPP staff will also send a disk with the plan format for submission of the CAP. The CAP must be submitted to JJEPP's office within 35 days from the date of the letter. The CAP must be fully implemented within six months from the date of the letter, and successful implementation must be verified in writing by the school district superintendent and submitted to the JJEPP office. If the corrective action has been fully completed within the required time frame, the superintendent will be notified that no further action is required. Failure to fully implement the required corrective actions within the required time may result in interventions and sanctions by DOE, pursuant to Rule 6A-6.05281, FAC.

Interventions and Sanctions

The JJEPP QA coordinator monitors the corrective action process and reports to DOE as required by Rule 6A-6.05281, FAC. The following is an explanation of the rule and the interventions and sanctions associated with the rule, which states:

Each school district is responsible for ensuring appropriate educational services are provided to students in the district's juvenile justice programs, regardless of whether the service are provided directly by the school district or through a contract with a private provider.

DOE may initiate a series of interventions and graduated sanctions if an education program receives a below satisfactory on a priority indicator or does not meet minimal standards for the overall education review.

These interventions shall include:

- The provision of technical assistance to the program.
- The development of a corrective action plan with verification of the implementation of the corrective actions with (90) days.
- A follow-up review of the educational program.

The sanctions shall include:

- Public release of the unsatisfactory findings, the interventions, and/or corrective actions proposed.
- Assignment of a monitor, master, or management team to address identified deficiencies paid by the local school board or private provider if included in the contract.
- Reduction in payment or withholding of state and/or federal funds.

If the sanctions proposed above are determined to be ineffective in correcting the deficiencies in the educational program, the School Board of Education (SBE) shall have the authority to require further actions that include:

- Requiring the school board to revoke the current contract with the private provider, if applicable.
- Requiring the school board to contract with the private provider currently under contract with the DJJ for the facility.
- Require the school board to transfer the responsibility and funding for the educational program to another school district.

To date, the overall response to the corrective action process designed by JJEEP to follow Rule 6A-6.05281, FAC, has been overwhelmingly positive. Programs, school districts, DJJ, JJEEP, and DOE have worked cooperatively to correct problem areas as they occur. This cooperation has resulted in the overall improvement of educational services to students in juvenile justice facilities. In addition, no sanctions have ever been levied against a program. It is becoming increasingly likely, however, that sanctions will be imposed in the future, particularly for repetitive poor performance in the areas cited above.

4.3 Priority Indicators and Data Analysis

The 2001 educational QA priority indicators for residential commitment programs, day treatment programs, and detention centers are:

- **E1.01 Entry Transition: Enrollment**
The expected outcome of this indicator is that students are properly enrolled so they may progress toward a high school diploma or its equivalent. Failure to properly enroll students greatly effects their transition back to school and the community.

- **E1.03 On-Site Transition: Student Planning**
The expected outcome of this indicator is that programs develop individualized academic plans (IAPs) for non-ESE students and individual educational plans (IEPs) for students in exceptional student education (ESE) programs so that all students receive individualized instruction services. Prior literature and research indicates that individualized instruction is essential to student success.
- **E1.06 Exit Transition (not a priority indicator for detention centers)**
The expected outcome of this indicator is that the program assists students with reentry into school and/or work settings and transmits educational exit portfolios to appropriate personnel at the students' next education placements. Failure to provide appropriate exit transition services makes students less likely to experience successful community reintegration.
- **E2.01 Curriculum: Academic**
The expected outcome of this indicator is that students have the opportunity to receive an education that is appropriate to their future educational plans and allows them to progress toward a high school diploma or its equivalent. Curriculum equivalent to that offered in area schools is essential for student success and transition.
- **E2.05 Support Services**
The expected outcome of this indicator is that programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics. Federal law requires that special education services be provided for all identified students.
- **E3.02 Instructional Personnel Qualifications**
The expected outcome of this indicator is that the most qualified instructional personnel are employed to educate students in Florida's juvenile justice facilities. Research indicates that fully trained and credentialed teachers deliver a higher quality of educational services
- **E3.06 Funding and Support**
The expected outcome of this indicator is that funding provides high-quality educational services. Adequate funding and support is essential to providing quality educational services.
- **E4.01 Contract Management**
The expected outcome of this indicator is that there is a local oversight by the school district of educational services. It is essential for the local school district and program to work cooperatively in the provision of educational services.
- **E4.02 Oversight and Assistance**
The expected outcome of this indicator is that the school district provides adequate support to juvenile justice educational programs. Local school district support of students and educational services is essential to student success.

Data Analysis

During the 2001 review cycle, 197 identified deficiencies required corrective action. These deficiencies resulted in 80 programs having to develop CAPs.

Figure 4.3-1 shows the total number of corrective actions for each priority indicator. Standard One: Transition Services received the highest total number of correction actions. Transition accounted for 54% of all corrective actions issued. Priority indicator E1.03 posed the most difficulty for programs. The primary deficiency that required corrective action in E1.03 was poorly developed IAPs.

Figure 4.3-1: Total Corrective Actions by Priority Indicator in 2001

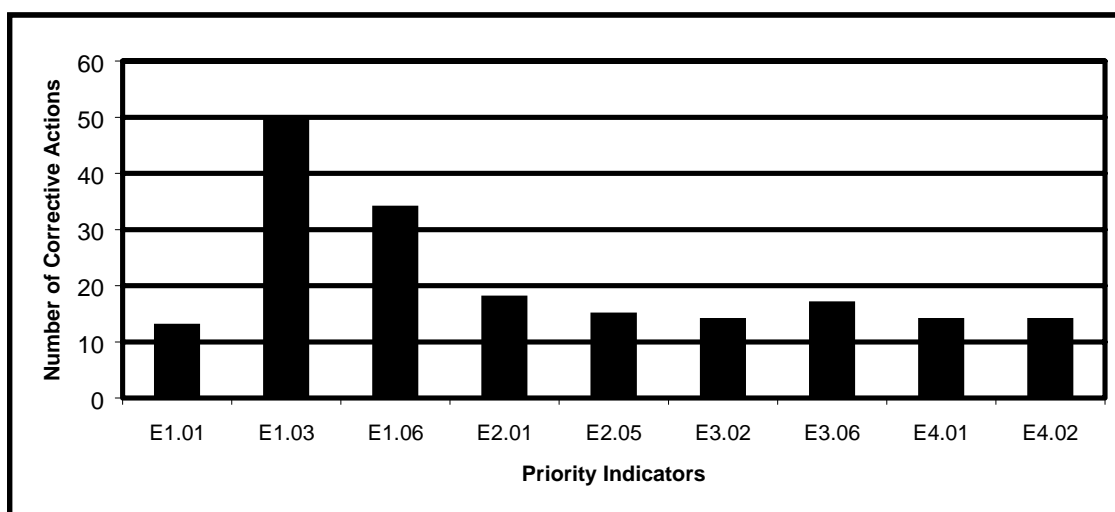


Figure 4.3-2 is a comparison of the total number of corrective actions in each priority indicator for the 2000 and 2001 review cycles. The trend continues for Standard One: Transition Services, which received the highest total number of corrective actions. There have been no significant changes from 2000 to 2001 in the transition standard. There was a 200% increase in the number of corrective actions for priority indicator E2.05 Support Services. The majority of the corrective actions in this area resulted from the lack of adequate ESE services. This is of great concern because 38% of all students in Florida's DJJ programs are eligible for exceptional student education (ESE) services. There was a significant decrease in corrective actions for E2.01 Curriculum: Academic, which indicates programs are incorporating a higher quality curriculum into their instructional delivery.

Figure 4.3-2: Comparative Analysis of 2000/2001 Corrective Actions

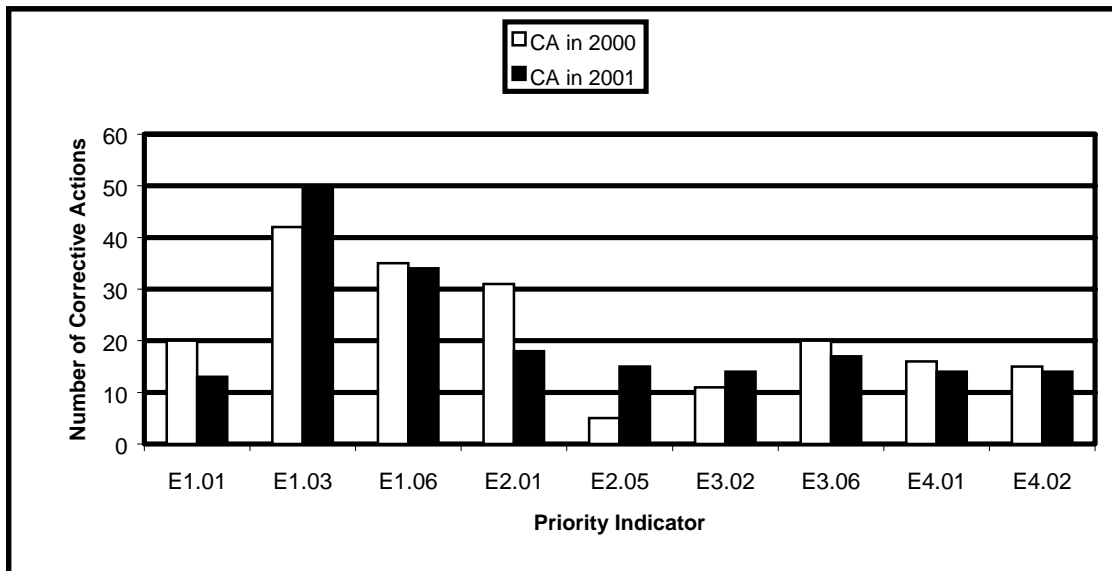


Table 4.3-1 and figure 4.3-3 illustrate the percentage of corrective actions required by each school district. The average percentage of corrective actions issued statewide is 18%. This percentage does not include exemplary counties (nine) that did not require corrective actions during the 2001 review cycle. Twelve school districts exceeded the 18% statewide average. Three school districts exceeded the 40th percentile.

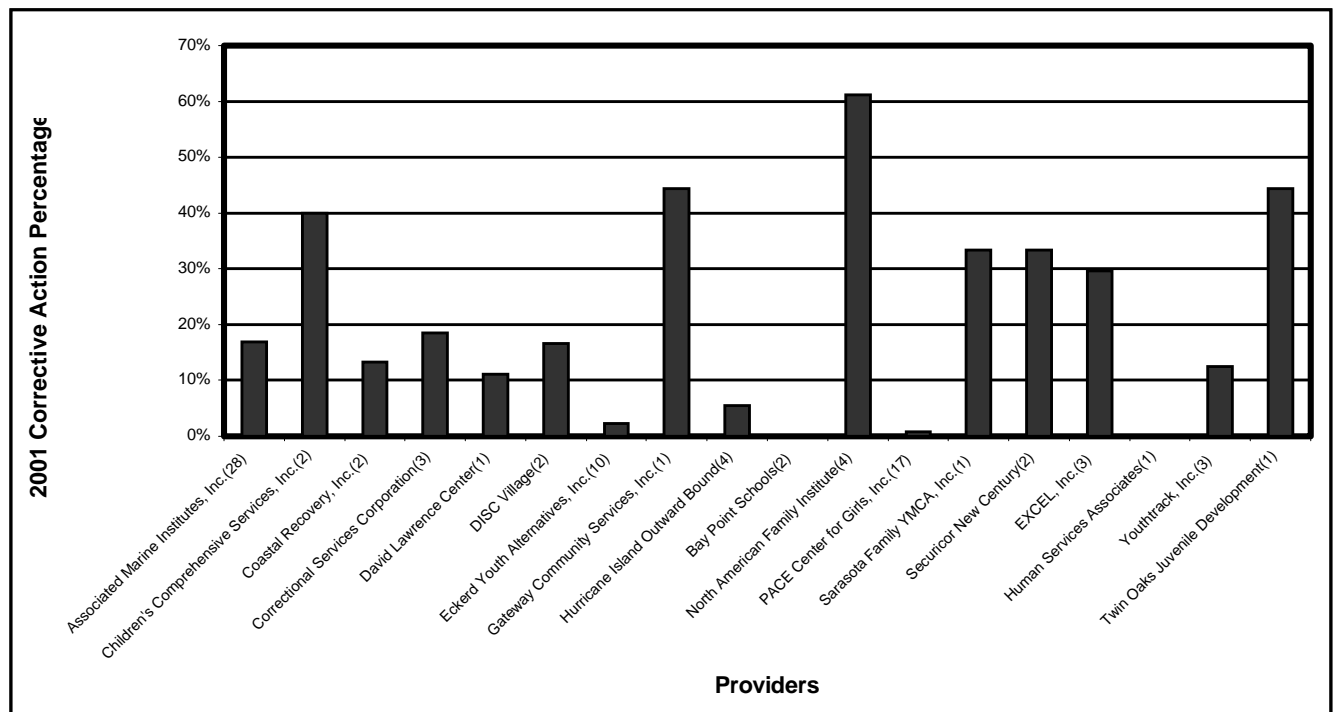
Table 4.3-1: Percentage of Corrective Actions by School District

2001 District	Number of Programs	Possible Number of Corrective Actions	Number of Corrective Actions Received	Corrective Action Percentage
Glades	1	6	0	0%
Hamilton	1	9	0	0%
Holmes	1	9	0	0%
Monroe	2	15	0	0%
Okeechobee	2	15	0	0%
Orange	10	89	0	0%
Osceola	2	17	0	0%
Volusia	9	77	0	0%
Walton	1	9	0	0%
Hillsborough	10	79	1	1%
Pinellas	15	144	2	1%
Escambia	5	44	1	2%
Broward	13	108	3	3%
Pasco	7	59	2	3%
Washington	1	36	1	3%
Leon	5	39	2	5%
Alachua	4	32	2	6%
Nassau	2	18	1	6%
Charlotte	3	21	2	10%
Collier	4	30	3	10%
Manatee	9	71	7	10%
Polk	9	77	8	10%
Bradford	1	9	1	11%
Brevard	5	44	5	11%
Levy	1	9	1	11%
Madison	2	18	2	11%
Santa Rosa	2	27	3	11%
Palm Beach	9	78	9	12%
Dade	11	98	13	13%
Sarasota	3	24	3	13%
Bay	4	35	5	14%
St. Lucie	2	14	2	14%
Martin	2	18	3	17%
Marion	5	44	8	18%
Okaloosa	5	40	8	20%
Citrus	1	9	2	22%
Hernando	1	9	2	22%
Union	1	9	2	22%
DeSoto	2	18	5	28%
Duval	9	77	24	31%
Seminole	4	35	11	31%
Highlands	1	9	3	33%
Jefferson	2	18	6	33%
Liberty	2	18	6	33%
St. Johns	2	17	7	41%
Lee	3	26	14	54%
Hendry	2	18	18	100%

*Corrective Action percentage is derived by taking the # of corrective actions received and dividing this number from the total possible number of corrective actions in each school district

As a further explanation of corrective action totals, the following graphs separate educational programs in all counties managed by private providers. Figure 4.3-4 illustrates a comparison of the number of problems requiring corrective action by each private company providing educational services in Florida's juvenile justice facilities. Noted in parentheses is the total number of programs each private provider manages in the state. The average percentage of corrective actions for privately operated programs in the 2001 review cycle is 18%. Eight providers exceed this average in the total number of problems requiring corrective actions.

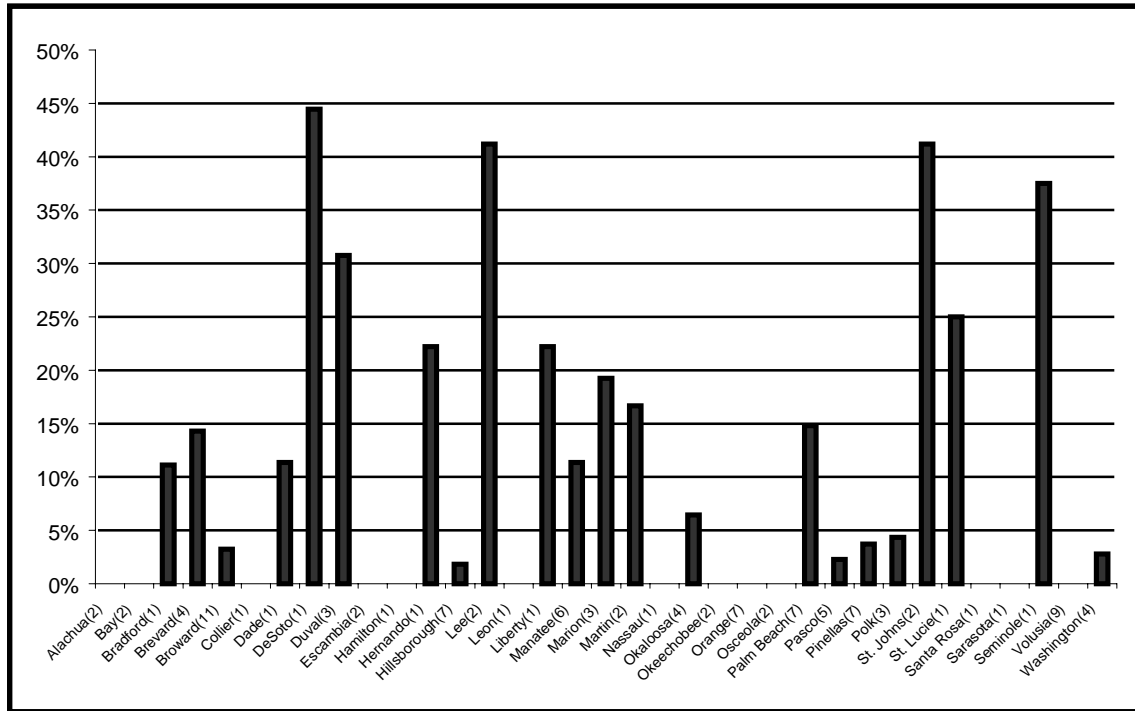
Figure 4.3-3: Comparative Analysis of Private Providers' Corrective Action Percentage



*Corrective Action percentage is derived by taking the # of corrective actions received and dividing this number from the total possible number of corrective actions in each school district.

Figure 4.3-4 shows the same totals for public school district operated educational programs. School district operated programs have an average corrective action percentage of 8%. These figures indicate that educational programs managed by school districts require fewer corrective actions, thus appear to provide a higher quality of educational services. For a complete discussion of private vs. public providers, see Chapter 11. It should be noted, however, that many factors affect the overall quality of an educational program. All private providers are required to work with the local school districts in the delivery of educational services. The responsibility for improving the quality of educational services is the responsibility of the private provider and the local school district.

Figure 4.3-4: Comparative Analysis of School Districts' Corrective Action Percentage



*Corrective Action percentage is derived by taking the # of corrective actions received and dividing this number from the total possible number of corrective actions in each school district

Table 4.3-2 identifies the juvenile justice educational programs that received consecutive corrective actions for the same indicator during 2000 and 2001. There were 30 programs with consecutive corrective actions out of the 80 programs that were required to develop corrective actions for 2001. JJEEP and DOE plan to target these 30 programs for technical assistance in their areas of deficiency.

Table 4.3-2: Programs with Consecutive Corrective Actions for the Same Indicator During 2000 and 2001

PROGRAM	INDICATORS
Panama City Marine Institute	E1.03, E3.02
Bay Hope	E1.03, E.106
Duval Halfway House	E1.06, E3.06
Tiger Success Center	E1.06, E3.06
Duval Regional juvenile Detention Center	E1.01, E1.03, E2.01, E2.04, E4.02
Jacksonville Marine Institute-East	E3.02, E4.01, E4.02
Jacksonville Marine Institute-West	E3.02
Escambia Bay Marine Institute	E1.03
Hendry Halfway House (NAFI)	E1.03, E2.01, E3.06
Hendry Youth Development Academy (NAFI)	E1.01, E1.03, E2.01, E3.06
Withlacoochee STOP Camp	E1.03, E1.06
Monticello New Life Center	E1.03, E2.05
Price Halfway House	E1.03
Southwest Florida Marine Institute	E1.01, E1.03, E1.06
Greenville Hills Academy	E1.06
Manatee Regional Juvenile Detention Center	E1.03
Silver River Marine Institute	E1.03, E1.06
Marion Regional Juvenile Detention Center	E.103
Marion Youth Development Center	E1.03
Jonathon Dickinson STOP Camp	E1.06
Emerald Coast Marine Institute	E1.03
Palm Beach Regional Juvenile Detention Center	E1.03, E1.06
Britt Halfway House	E1.06
Sabal Palm School	E1.03, 3.06
Hastings Youth Academy	E1.01, E1.06, E2.01
St. Lucie Regional Juvenile Detention Center	E1.03
Blackwater Career Development Center	E1.03, E1.06
Sarasota YMCA Character House	E1.06, E3.06
Seminole Regional Juvenile Detention Center	E1.01, E1.03
Grove Residential Program (GUYS) Excel Alternatives	E1.03, E1.06

4.4 Summary Discussion

The 2001 review cycle presented several new challenges to the corrective action process. The number of priority indicators remained constant from the 2000 review cycle, but in keeping with JJEPP's annual raising of the bar for quality education services in DJJ programs, the standards for some of the priority indicators became more stringent. These changes accounted for some programs being required to develop corrective action plans for the first time ever, while others continued to require corrective action plans in the same indicator areas. Most noticeable was the increase in the number of corrective action plans in the area of special education-related services. Special education is an area on which JJEPP continues to focus given the high percentage of students who are eligible for such services in our DJJ programs. (For more information on special education, please refer to Chapter 6.)

Overall, the response to the corrective action process has been excellent. Programs, school districts, DJJ, JJEPP and DOE have worked cooperatively toward the common goal of providing a quality education in Florida's DJJ programs. Of concern is the fact that Standard One: Transition Services continues to be the area for CAPs, with the highest number of corrective actions issued for three consecutive years. The goal of the corrective action process is not only for the problem area to be corrected in a timely manner but also for the CAP to then become practice in each program. Data suggest that this is not the case for some programs, as they continue to require corrective actions in the same area yearly. The majority of programs that receive corrective actions, however, make the needed changes and set policy and practice accordingly.

The intervention and sanction process resulting from Rule 6A-6.05281, FAC, is a clear and viable directive for ensuring programs initiate CAPs. Nevertheless, there appears to be a failure in the process between interventions and imposing sanctions. JJEPP has been limited by budget constraints in the type and quantity of technical assistance provided to programs, as well as in the provision of on-site follow-up for programs that do not meet quality standards of education, which is an essential part of the intervention process. In accordance with Rule 6A-6.05281, FAC, there are programs that should have received sanctions from DOE, but, to date, no programs have been sanctioned. The corrective action process must be improved to incorporate appropriate interventions or sanctions in the future. Since the inception of the corrective action process in 1999, the focus of JJEPP and DOE has been on providing assistance to programs that have identified problem areas. DOE has tried to avoid imposing sanctions, knowing that the withholding of funding, or changes in service providers can have a negative effect on the educational services provided to students. The 2001 review cycle data suggest, however, that this approach has been ineffective with some programs. Thus, the 2002 review cycle will see changes in the corrective action process to incorporate the use of sanctions as necessary.

For the 2002 review cycle, the corrective action protocol has been changed in several areas. Within two weeks following a QA review, an official document outlining the problem areas will be sent to programs and school districts along with the corrective action notification letter. Programs now have a 30-day time frame to submit a CAP instead of the 90 days allowed in the 2001 review cycle. The school district juvenile justice contact must sign and

submit the CAP within 35 days of the initial notification. Within six months of receipt of the CAP, the school district superintendent must verify by letter to DOE/JJEEP that the corrective action has been fully implemented. DOE will notify the district superintendent that the corrective action process is complete, and JJEEP will close out the process. The new protocol calls for timely, clear, and effective communication between JJEEP and DOE on CAP implementation or the lack thereof by programs, focusing on those that are in need of sanctions. The goal of these changes is that the corrective action process follows the intent of Rule 6A-6.05281, FAC. Those programs that fail to implement needed changes will incur interventions and/or sanctions as required by Rule 6A-6.05281, FAC, in the 2002 review cycle.

Along with changes to the corrective action process, changes in the provision of technical assistance by JJEEP and DOE will be initiated for the 2002 review cycle. As the corrective action process continues to evolve, it is JJEEP's intention that the process will be viewed as a process for improvement. Corrective actions are issued to ensure quality educational services to youths. The corrective action process will continue to be one of several methods used by JJEEP to improve the quality of educational services provided to all students in Florida's DJJ programs.

CHAPTER 5

TECHNICAL ASSISTANCE

5.1 Introduction

Staff from the Juvenile Justice Educational Enhancement Program (JJEPP) and the Florida Department of Education (DOE) provide a system for administering technical assistance to juvenile justice education programs, as required by **House Bill (HB) 349**. Technical assistance is guided by ongoing research of current promising practices. JJEPP quality assurance (QA) reviewers continued to provide the majority of technical assistance on site during their 2001 QA review visits. Reviewers answered questions, clarified Florida's policies, assisted principals and/or lead educators in networking with staff from other programs, and provided guidelines and examples for improving educational programs. Further, after conducting reviews, reviewers mailed, faxed, or e-mailed additional samples, and materials to principals and/or lead educators and school district contacts. The QA review reports, which contain specific recommendations, are mailed to school district and program administrators, as well.

DOE and JJEPP staff also made special site visits to programs and responded to requests from programs for technical assistance. Furthermore, DOE and JJEPP collaborated on technical assistance initiatives throughout the state, including sponsoring trainings; developing and disseminating technical assistance papers (TAPs), memoranda, and publications; and conducting electronic statewide surveys to educational providers regarding their technical assistance needs.

In June 2001, DOE and JJEPP sponsored the annual statewide Juvenile Justice Education Institute and Southern Conference on Corrections in Orlando. JJEPP QA reviewers and research staff offered a number of workshops on several requested technical assistance topics. During November 2001, JJEPP conducted three regional one-day conferences to clarify revisions in the 2002 educational QA standards and key indicators, and additional topics, including DOE funding and finance in juvenile justice, literacy and reading, vocational education update, and technical assistance resources. Moreover, QA reviewers and JJEPP research staff participated in and presented at workshops on the role, goals, and research findings of JJEPP at a number of statewide, national, and international juvenile justice education conferences.

DOE and JJEPP produced a TAP entitled, *Juvenile Justice Cooperative Agreements and Contracts* (See Appendix F). In addition, JJEPP's 2000 Annual Report to the Florida Department of Education received considerable national interest, which resulted in the publication of an edited book entitled, *Data-Driven Juvenile Justice Education*, which describes JJEPP's research and data-driven methodologies for those interested in continual quality improvement of juvenile justice education practices. Moreover, JJEPP's program overview

presented in a May 2001 conference sponsored by the U.S. Department of Juvenile Justice (DJJ), Office of Juvenile Justice and Delinquency Prevention (OJJDP), and the American Correctional Association (ACA) to all the states' juvenile justice heads and education directors was well received. ACA subsequently published an article on JJEPP in its December 2001 issue of *Corrections Today*.

In September 2001, JJEPP, in conjunction with DOE, conducted an electronic survey to all of Florida's school district DJJ contacts to determine technical assistance needs related to their juvenile justice educational programs. Twenty-six of the 47 school districts that house juvenile justice programs responded to the survey. The results of the survey are explained in detail in Section 5.4.

This chapter includes five subsequent sections. Section 5.2 provides a literature review. Section 5.3 describes the technical assistance JJEPP and DOE provide juvenile justice educational programs and school districts. Section 5.4 presents the frequencies of technical assistance provided in 2001. Section 5.5 provides annual comparisons of the technical assistance provided during 1998, 1999, 2000, and 2001. Section 5.6 closes the chapter with a summary discussion of JJEPP's provision of technical assistance within Florida and throughout the nation.

5.2 Literature Review

Citing numerous links between inadequate staff training, safety and security, and educational opportunities, the OJJDP study on conditions of juvenile commitment confirmed the need for additional staff training (Parent, Leiter, Kennedy, Livens, Wentworth, & Wilcox, 1994). Many concerns regarding the conditions of confinement occurred in facilities where the staff had deficits in specific knowledge and skill areas. This study and other bodies of research (Brown, 1982; Lucas, 1991; Roush, 1996) helped initiate juvenile facility personnel training efforts over the last decade. In recent years, knowledge about effective training in the public school sector has been applied to juvenile justice to more specifically meet the population needs of staff and students in juvenile justice facilities (Blair, Collins, Gurnell, Satterfield, Smith, Yeres, & Zuercher, undated; Cellini, 1995; Christy, 1989; National Training and Technical Assistance Center, 1998).

Friere (1972, 1985) and Giroux (1983, 1985a, 1985b, 1986) provided a foundation for the empowerment movement that emerged in training initiatives and technical assistance provisions in public schools. Their research noted that the evaluation process should encourage all the actors to join in the quest for a mutually agreed upon outcome. In order to make this process a viable one, Friere (1985), Shor (1980), and others (Gitlin and Goldstein, 1987) suggest that effective dialogue between parties is the key. The individuals being observed are no longer objects of evaluation, but critical subjects who add to the lives they have the ability to create (Friere, 1985). Friere's revelation is the basis of JJEPP's technical assistance process; it is the mutual sharing of information to empower the involved parties to collaborate in an effort to improve the comprehensive educational quality of life for students in juvenile justice educational programs.

5.3 Methods of Technical Assistance Delivery

Networking

One of the most effective ways of providing technical assistance, on site and by correspondence, is for reviewers to network programs with similar programs that utilize a promising practice approach in the area(s) of request. Using JJEEP's database, reviewers were able to identify programs with similar demographics that have demonstrated high QA review ratings over a consistent period. A list of these programs with contact information was sent upon request to interested parties. In addition, reviewers recommended contact individuals for networking either during the on-site QA review visit or upon being contacted by the interested parties at a later date.

Correspondence

After returning from a QA review, reviewers frequently communicated by telephone and corresponded by mail, fax, and e-mail with school district and program personnel. Reviewers responded to requests for samples of educational planning forms; assessments; school improvement planning documents; curricula; copies of state policies, legislation, statutes, and rules; and documentation of other program procedures. Correspondence also included sending copies of the educational QA standards, lists of relevant websites, including the JJEEP website, and lists of promising practices to both school district and program personnel.

Technical Assistance Site Visits

JJEEP and DOE personnel provided 120 on-site technical assistance activities to school districts and juvenile justice educational programs in 2001. The on-site technical assistance was provided during QA reviews and targeted follow-up reviews to address specific need areas. These efforts focused mainly on educational QA standards training and implementation, developing and completing appropriate corrective action plans, and initiating follow-up visits, when needed.

JJEEP and a DOE consultant conducted 33 site visits to provide technical assistance on overall educational program improvement. The DOE consultant provided technical assistance to six school districts and 10 programs within those districts during 2001. The recipient school districts were Collier, Desoto, Levy, Polk, St. Johns, and Volusia. In addition, via telephone, the consultant provided technical assistance to Duval and Santa Rosa County School Districts. The consultant serves on a DOE workgroup for exceptional student education (ESE)/vocational programming and the statewide Transition Taskforce for ESE Students. The consultant has participated in a variety of conferences and training opportunities, such as the QA peer review training, Florida Visions Conference, DJJ Education Institute Conference, Council for Exceptional Children (CEC)-Division of Career Development and Transition Conference, and the Dropout Prevention Conference.

Conferences

Over 250 practitioners participated in the June 2001 Juvenile Justice Education Institute and Southern Conference on Corrections co-sponsored by DOE, JJEEP, and the Department of Corrections (DOC). This annual event provided an opportunity for school districts, providers, and educators to network and share their ideas, strategies, and best practices. JJEEP staff, in conjunction with practitioners and private and public agencies, conducted technical assistance workshops on the following topics

- JJEEP Overview
- JJEEP Quality Assurance Workgroup and Training
- JJEEP Technical Assistance and the Corrective Action Process
- JJEEP Research Efforts

JJEEP staff were presenters and/or attended other regional, state, national, and international workshops and conferences, including

Regional

- JJEEP Regional Meetings, Fort Lauderdale, Tampa, and Tallahassee, November 2001
- FSU Sesquicentennial Event sponsored by the FSU School of Criminology and Criminal Justice, November 2001

Statewide

- Safe Schools Conference, Gainesville, Florida, April 2001
- Safe Schools Conference, Plantation, Florida, May 2001
- Juvenile Justice Education Institute and Southern Conference on Corrections, Orlando, Florida, June 2001
- QA Standards Revision Meeting, Orlando, Florida, September 2001
- Supplemental Academic Instruction (SAI) Conference, Haines City, Florida, November 2001

National

- OJJDP/ACA Conference, San Diego, California, May 2001
- National Juvenile Delinquency Association (NJDA) Conference, Pittsburgh, Pennsylvania, October 2001

International

- American Society of Criminology (ASC) Conference, Atlanta, Georgia, November 2001

A wide audience representing the educational, juvenile justice, and correctional systems from across the state, nation, and beyond attended these conferences and learned from presentations that focused mainly on the research being conducted by JJEEP on best practices.

Other topics presented addressed JJEEP's research on private/public educational programs at DJJ facilities, aftercare, the QA process, and the mission and structure of JJEEP.

Training

JJEEP provided regional training at meetings, offering updates on new QA and legislative requirements, clarification of the educational QA standards, and inservice training targeted at statewide areas of interest. A statewide meeting was held in September, before the regional meetings, during which 39 school district and program representatives were able to provide their input on revising the 2002 education QA standards. Two hundred thirty-two practitioners attended the three regional meetings held in November in Fort Lauderdale, Tampa, and Tallahassee. Attendees received training on the 2002 education QA standards, the corrective action process, DOE funding and finance in juvenile justice, literacy and reading, vocational education update, and technical assistance resources.

During the winter of 2001, practitioners from programs and administrators from school districts across the state assembled for two one-day trainings at the JJEEP offices in Tallahassee to be trained as peer reviewers. In addition to the intensive instruction that ensured their understanding of the education QA standards, the 41 peer reviewers were assigned shortly thereafter to shadowing experiences and active participation in the education QA review process. Each peer reviewer had at least one opportunity to serve as a member of a QA review team during 2001.

Technical Assistance Documents

In 2001, JJEEP and DOE staff developed a technical assistance document that promoted research-driven best practices entitled, *Juvenile Justice Cooperative Agreements and Contracts* (ESE10969).

DOE regularly sent memoranda to all school districts for dissemination to DJJ educational programs. Memoranda disseminated in 2001 were:

- *Educational Services for Students in Department of Juvenile Justice Facilities – Student Progress* (#2001-61)
- *Implementation of the New Provisions for District Cooperative Agreements and Contracts with the Department of Juvenile Justice* (#01-98)

In addition, a joint project with DOE and DJJ produced the document, *Vocational Education for Youth in Juvenile Justice Facilities* in 2000. In 2001, the document was implemented on a statewide effort through training initiatives. In addition, it served as a valuable resource for juvenile justice facilities and school districts.

JJEEP's website was introduced in May 2001. It provides fast and convenient access to current information on the program, QA review protocol and results, useful links, and current research in juvenile justice education. The site provides timely, comprehensive information for providers of juvenile justice programs, school district administrators, educational program personnel, parents, citizens, and other parties interested in knowing how JJEEP works to serve at-risk youths. From May 2001 through December 2001, the website received approximately 4925 total visitors and 2748 unique visitors, indicating those visitors who viewed the website on one occurrence. In addition, the website received over 11,000 hits by

visitors viewing JJEEP documents, averaging approximately four pages viewed per visitor. The website may be accessed at www.jjeep.org and includes the following resources

- JJEEP research
- Best practices
- Useful links
- Conferences/training
- QA database
- JJEEP personnel
- Contacts/networking
- Annual report

Requesting Technical Assistance

To request technical assistance for your program, e-mail ta@jjeep.org or call the JJEEP office at (850) 414-8355. When requesting technical assistance via e-mail, please include your name, the name of the program, and the type of technical assistance requested.

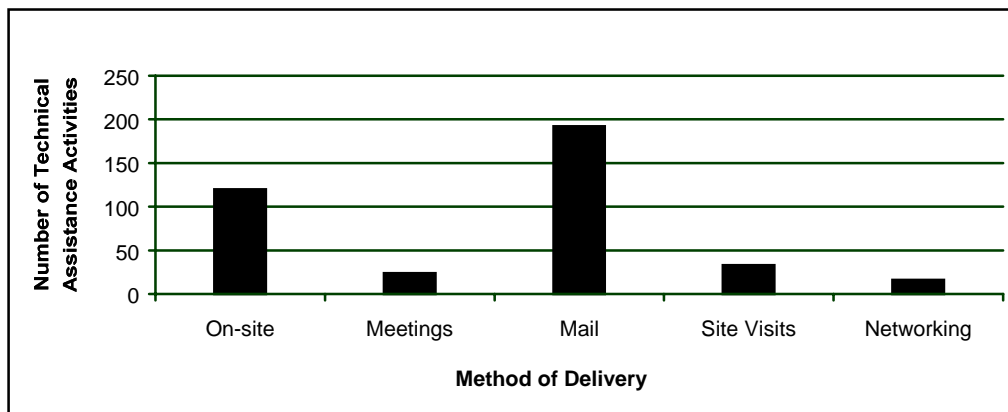
5.4 Frequency of Technical Assistance

Frequency of Technical Assistance by Method of Delivery

According to JJEEP monthly activity summary reports for 2001, QA reviewers and a DOE consultant provided on-site assistance 120 times during the year. In addition, 192 pieces of technical assistance-related correspondence were sent by mail, e-mail, fax, or provided by telephone. Additionally, 24 presentations were made at conferences, meetings, and training sessions. The DOE consultant and JJEEP reviewers made 33 special site visits to provide technical assistance. According to the QA reviewers, they provided networking information to approximately 16 programs during and following the QA review visits. Combined, these numbers total 385 instances of technical assistance being provided during 2001.

Figure 5.4-1 illustrates the most frequent methods of delivery of technical assistance provided by JJEEP and DOE during 2001. Note: Mail includes mail, fax, e-mail, or telephone.

Figure 5.4-1: Frequency of Technical Assistance by Method of Delivery



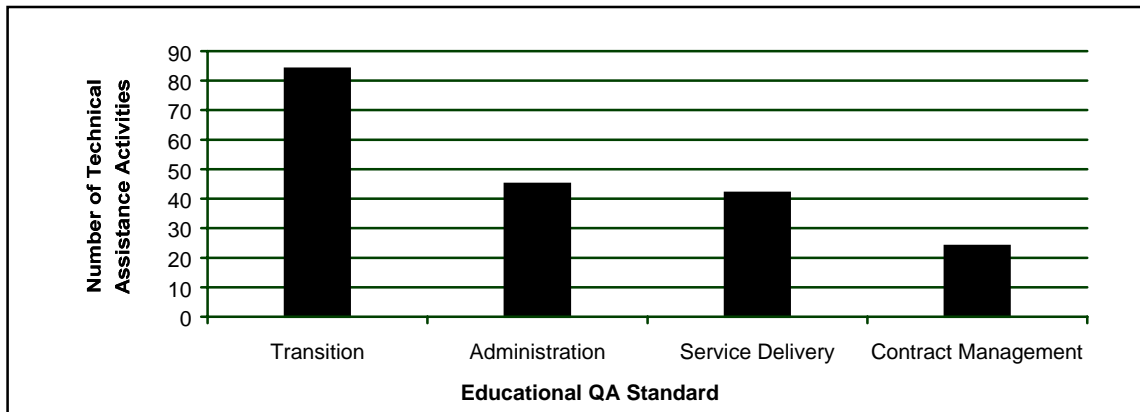
As illustrated in Figure 5.4-1, mail was the method of technical assistance that was used most often to disseminate requested information to juvenile justice programs. Networking was the least utilized method of providing technical assistance to programs. Last year, networking was the most frequently used method of delivery of technical assistance, providing technical assistance to approximately 140 programs. It is surmised that networking did not hold the same level of frequency during the 2001 QA cycle due to the capability of programs to network with one another on an informal basis as a result of JJEPP’s concerted effort in 2000 to encourage collaboration between programs.

In 2001, as in 2000 and 1999, transition continued to be the principal area for which programs and school districts requested technical assistance. Data show that the frequency of technical assistance activities provided during 2001 for each QA standard, in descending order, is

- transition—84
- administration—45
- service delivery—42
- contract management—24

Figure 5.4-2 illustrates this frequency. Note: Technical assistance was provided through the variety of methods previously described in this chapter.

Figure 5.4-2: Frequency of Technical Assistance for Each QA Standard



Frequency of Topics Generating Technical Assistance

The QA standard, the correlated most frequent topics, and the number of corrective actions required per standard for which technical assistance was provided in 2001 were, in descending order

- * E1.06 Exit Transition
 - placing all required educational information in DJJ discharge packets (30)
- * E1.03 On-Site Transition: Student Planning
 - developing individual academic plans (IAPs) with specific and individualized long-term goals and short-term objectives (23)
- * E1.03 On-Site Transition: Student Planning
 - initiating the provision of ESE services within 11 days of student entry to the program (20)
- * E1.06 Exit Transition
 - maintaining documentation of the transmittal of all required educational information in exit portfolios (19)
- * E1.03 On-Site Transition: Student Planning
 - developing IAPs with vocational long-term goals and short-term objectives (15)
- * E4.02 Oversight and Assistance
 - providing periodic evaluations of the program by the school district (14)
- * E1.01 Entry Transition: Enrollment and E1.03 On-Site Transition: Student Planning
 - enrolling students in the school district management information system (MIS) on a consistent basis (13)
 - developing IAPs which contain a schedule for determining student progress (13)
- * E3.02 Instructional Personnel Qualifications
 - hiring teachers who hold current Florida teaching certification or who are working toward certification (12)

- providing school board-approval for non-certified teachers (12)
- * E1.03 On-Site Transition: Student Planning
 - using IAPs and individual educational plans (IEPs) for lesson planning and instructional delivery (11)

Other topics for which technical assistance was provided in 2001 include

- placing current and past transcripts in students' educational files (9)
- administering academic and vocational assessments within the required time frame (9)
- fulfilling contractual obligations and agreements that pertain to the QA educational standards (8)
- developing IEPs and IAPs within the required time frame (7)
- developing a site-specific school improvement plan (SIP) or a school district umbrella SIP that addresses the program's unique needs (7)
- providing oversight in the development and implementation of the program's curriculum and other required areas by the school district (7)
- providing adequate instructional texts and media materials (7)
- documenting educational records requests (7)
- developing IAPs using assessment results and/or past records (6)
- developing exit plans with required information (6)
- attending exit transition staffings by educational personnel (6)
- providing academic modifications and instructional accommodations, as appropriate (6)
- providing required academic course work that is aligned with course descriptions, the school district's pupil progression plan, and the Florida Sunshine State Standards (FSSS) (6)
- generating transcripts with current grades or credits (5)
- providing a classroom management system that is consistent and fair (5)
- implementing the SIP at the program (5)
- providing adequate educational materials, and supplies to students and teachers (5)
- providing ESE services (4)
- developing IEPs (3)
- developing IAPs with remedial strategies (3)
- reviewing and/or revising IAPs as appropriate (3)
- providing a General Education Development (GED) diploma curriculum and diploma option (3)
- providing academic instruction and ESE services that are aligned with students' IEPs (3)
- developing written policies and procedures that address the educational QA standards (3)
- providing guidance services (2)
- documenting community and parent involvement activities (2)
- developing current professional development plans for all teachers (2)
- providing ESE services throughout the calendar year (1)
- documenting exit transition staffings (1)
- using academic assessments to guide instruction (1)

Technical Assistance Survey Results from JJEEP Meetings

A compilation of surveys presented to practitioners at various JJEEP training meetings amassed 88 respondents who shared their technical assistance requests. The survey results revealed preferred training arenas and technical assistance area needs. The type of technical assistance preferred is listed below in descending order of preference

- Regional meeting or training
- Web or Internet
- College course work
- TAPs

The above results demonstrate that the surveyed individuals prefer training that offers a face-to-face venue, which is more conducive to providing a more personalized, specialized, and open forum to discuss timely issues. The least preferred avenue to receive information is through TAPs.

The surveys also noted the areas of technical assistance requested by programs, school districts, and/or DJJ providers. The results are noted below in descending order of preference

- Developing and writing IAPs
- SIP process and development
- Curriculum development and implementation
- Process forms development (i.e., enrollment, transition)

In addition, the JJEEP regional meetings' surveys revealed the following technical assistance topic requests for upcoming training initiatives.

- IAP development
- Assessment tests (pre- and post-tests)
- Exit transitions
- ESE/general/vocational curriculum
- Classroom management
- FTE/ budget
- Promising practices in DJJ facilities – facilitated by successful practitioners
- Instructional design/enhancing teaching skills
- Workforce Development
- National trends in juvenile justice

DOE/JJEEP Technical Assistance Survey Results

In September 2001, JJEEP, in conjunction with DOE, conducted an electronic survey to determine the areas of technical assistance that would be beneficial to school districts and their juvenile justice programs.

The survey was distributed to school district juvenile justice contacts in each of the 47 school districts that house juvenile justice programs. Twenty-six school district administrators

responded to the survey. The survey used a 3-point Likert scale in which the respondents selected the priority technical assistance topics by one of the following criteria: Not Important, Somewhat Important, or Very Important.

The survey results are listed below in Table 5.4-1. Note: The responses below are those that rated in the Very Important cell.

Table 5.4-1: Electronic Survey Results

Topic	Number of Responses Out of 26
Behavior Management	22
Legislative Issues	20
Literacy Management Information System (MIS)	19
Student Files	18
ESE Regulations Effective Instructional Strategies Statutory Issues	17
Curriculum Development Curriculum Evaluations and Management Exit Transition	16
Educational Goals/Objectives	15
Enrollment Issues IAP Development Educational Process for Delinquent Youths Computer Technology in the Classroom Staff Supervision and Evaluation	14
Vocational Issues Support Services Aftercare Services Educational Leadership Contract Management Organizational Design Program Management QA Review Process Subject/Content Area(s)	12
Certification Issues	11
Educational Evaluation and Research	10
School-to-Work	9
Multiculturalism/Diversity	5

The electronic survey results reveal that the 26 survey respondents rated the need for technical assistance in the area of behavior management as the top priority, with 22 out of 26 ranking this topic as very important. Legislative issues ranked second with 20 respondents out of 26 indicating its very important status. The following 10 topics also rated as significant in descending order: literacy, and management information system (19); student files (18); ESE regulations, effective instructional strategies, and statutory issues (17); curriculum development, curriculum evaluations and management, and exit transition (16); and educational goals/objectives (15). In essence, all the surveyed topic areas were of note for further technical assistance training, with particular concentration in the top 12 ranked items indicated above.

To facilitate a cost and time effective method for delivering technical assistance to programs, JJEEP and DOE requested that the school district contacts identify persons within their school district who could function as local and regional trainers to the educational staff and administrators of juvenile justice educational programs. Twelve individuals and the Pinellas Juvenile Welfare Board indicated the desire to share their knowledge and expertise as trainers. In addition, 11 school districts volunteered to host upcoming regional trainings.

5.5 Topic Areas of Technical Assistance Provided During a Four-Year Period

Table 5.5-1 identifies the five main topic areas in which technical assistance was most frequently provided during 1998, 1999, 2000, and 2001. The information was collected by tabulating data from the JJEEP monthly summary reports, which document the provision of technical assistance to juvenile justice education programs.

Table 5.5-1: Top Five Topic Areas in Which Technical Assistance was Provided, 1998-2001

1998	1999	2000	2001
Curriculum development (23)	Academic plans for non-ESE students [IAPs] (70)	Academic plans [IAPs] (31)	Education information in DJJ packets (30)
Exit transition plans (18)	Curriculum development (26)	Academic/vocational curriculum development (30)	IAPs with specific goals/objectives (23)
Academic plans [IAPs] (17)	Exit transition (18)	Assessment (30)	ESE services (20)
Networking (17)	Career and vocational courses (14)	Exit transition (15)	Exit transition (19)
Enrollment (16)	Instructional design (10)	Contract/cooperative agreement (13)	Oversight and assistance (14)

Figure 5.5-1 illustrates the varying percentages for the top five topic areas in which technical assistance was provided during 1998, 1999, 2000, and 2001. Consistently throughout the last four years, exit transition and IAPs have ranked as two of the top five topic areas in which

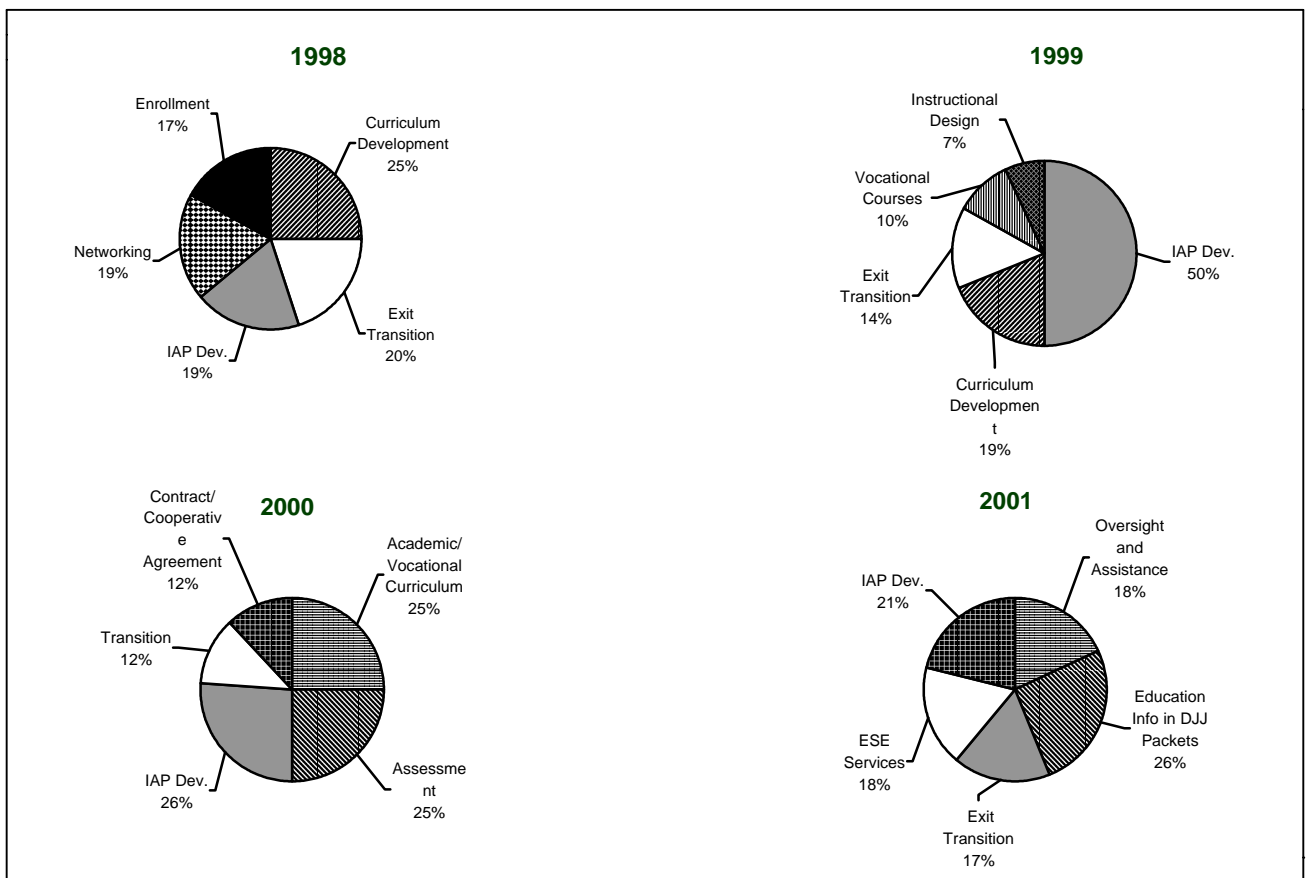
technical assistance was provided to juvenile justice facilities and school districts. In 2001, exit transition was noted as continuing to need technical assistance in the following areas: Facility staff need to provide all required educational information in the DJJ exit packets when a student departs from the program; and facility staff need to initiate, implement, and complete the exit transition process as required. In addition, the development of quality IAPs with specific and individualized long-term goals and short-term objectives in all curricular and vocational/technical areas that meet all QA educational requirements continued to be an area of significant technical assistance need for the last four years.

During the last two years, the importance of effective and ongoing collaboration between the school districts and the juvenile justice programs has been evident in the frequency of technical assistance required in the areas of contract/cooperative agreements (E4.01) and oversight and assistance (E4.02). Of particular note, documentation shows that there was a significant breakdown in communication, on-site assistance, and shared accountability between the school districts and the juvenile justice facilities. In 2000 and 2001, the lack of communication between the parties resulted in the need for additional technical assistance by the JJEEP staff to the school districts and DJJ programs.

For the first time, special education services ranked in the top five topic area categories in 2001 as an area of technical assistance need. JJEEP staff provided technical assistance to facilities and school districts due to the following areas of concern: No ESE services were provided to eligible students with disabilities; ESE services were lacking and did not provide for students' IEP provisions; IEPs were not developed; IEPs were not developed within the required time frame; and IEPs were not written in accordance with the Individuals with Disabilities Education Act (IDEA) regulations. (For further information, see Chapter 4, Corrective Action and Chapter 6, Special Education Services in Juvenile Justice Education).

Figure 5.5-1 provides the above information in a percentage representation.

Figure 5.5-1: Percentages of Top Five Topic Areas in Which Technical Assistance was Provided, 1998-2001



5.6 Summary Discussion

JJEEP and DOE provided technical assistance in 2001 not only to school districts and educational programs, but also to a much wider audience regionally, statewide, nationally, and internationally. During the last four years, the continual collaborative efforts of JJEEP, DOE, DJJ, school districts, and programs have brought increased uniformity and consistency to setting, revising, and applying the educational QA standards. Practitioners can identify areas of strength and weakness through the QA review process and request technical assistance necessary for improvement and growth.

In 2001, technical assistance on implementing a cohesive data management information system (MIS) between school districts and long-term juvenile justice facilities was provided to coincide with the introduction of Standard Four: Data Management, which relates to supervising school districts' accurate reporting of all MIS data for every student who exits the program, including academic entry and exit testing results, credits earned, and pupil progression.

Of particular note in 2001 was the sharp increase in the provision of technical assistance-related resources to juvenile justice facilities and school districts. In 2000, 93 pieces of technical assistance correspondence were delivered to programs and school districts; whereas, in 2001, 192 pieces of technical assistance mail were sent to facilities and school districts. The 2001 cycle demonstrated a significant decline in the total amount of technical assistance provided to facilities and school districts and in the number of programs that received networking information. In 2000, JJEOP and DOE conducted 361 technical-assistance activities (see *2000 Annual Report to the Florida Department of Education: Juvenile Justice Educational Enhancement Program*, 2001, p. 61) compared to 385 technical assistance activities occurring during the 2001 review cycle. In addition, during the 2000 cycle, 140 programs were provided assistance with networking opportunities, which is a significantly higher rate than the frequency of only 16 programs being provided networking activities during 2001. The data clearly shows that the provision of on-site technical assistance to programs and school districts and networking activities showed a slight increase during the 2001 cycle. The rationale for the minimal rise in these two areas can be attributed to budgetary limitations and personnel changes that have affected the availability of JJEOP educational specialists from providing targeted on-site technical assistance visits. To continue to provide programs with timely and desired resources in a more cost-effective manner, sending the information by mail, email, telephone, and/or facsimile were the preferred modes of communication. Conversely, the JJEOP website (www.jjeop.org) has been on-line since the spring of 2001. The website has provided a wealth of information to a growing audience as documented by over 11,000 hits recorded by visitors from May 2001 to December 2001.

The number of technical assistance activities that occurred simultaneously with on-site QA reviews and included follow-up responses to requests for information increased during 2001 due to collaborative efforts of JJEOP and DOE personnel. If the budget permits, it is anticipated that JJEOP QA reviewers will conduct more on-site technical assistance visits in 2002, due to the increased commitment of JJEOP to provide follow-up on site visits to programs that are required to develop corrective action plans.

The analysis of the technical assistance surveys that were conducted in 2001 demonstrates that juvenile justice practitioners, program administrators, and school district contacts request additional training in the following six areas: IAP development, behavior management, curriculum development and implementation, special education regulations and service delivery, entrance and exit transition processes, and promising practices in DJJ facilities. A focus in the upcoming year will be for the JJEOP and DOE staff to provide the aforementioned training at regional meetings and during the June 2002 Juvenile Justice Education Institute and Southern Conference on Corrections.

JJEOP and DOE have initiated a collaborative pilot project with Volusia County School District. The school district has requested to use JJEOP's QA standards as the tool to monitor their alternative education programs. JJEOP QA reviewers will assist with monitoring the educational progress of the schools using the QA process via on-site review visits. A future implication of this pilot project could be replication of Volusia County School District's QA driven approach to monitor alternative education programs.

The findings of JJEEP's research, and the impact of the findings on the educational practices utilized in serving Florida's adjudicated youths received widespread attention in 2001 due to presentations at national and international conferences, state and regional meetings, and dissemination of TAPs and other publications. Interest in JJEEP's research findings is expected to increase in the future, and efforts to assist school districts and programs, locally and nationally, by providing relevant technical assistance are a priority for JJEEP and DOE.

CHAPTER 6

SPECIAL EDUCATION SERVICES IN JUVENILE JUSTICE EDUCATION

6.1 Introduction

The proportion of youths with disabilities in juvenile justice programs is estimated to be three to five times greater than in public school settings. Currently, 23% to 75% of youths incarcerated in a juvenile facility are in need of special education services (Bullock & McArthur, 1994; Gemignani, 1992; Leone, 1997; Rider-Hankins, 1992). The provision of special education services continues to be difficult in public schools and even more so in juvenile justice facilities. Programs have been slow to respond to legislative mandates requiring the provision of special education services to all youths, including incarcerated youths (Blomberg, Waldo, & Yeisley, 2001). Special education mandates place significant duties on the juvenile justice system, yet it also provides important and needed resources to those working in the system. Many juvenile justice programs continue to provide inappropriate or inadequate services to students in need of special education services.

To illustrate, 20% of students with emotional disturbances are arrested at least once before they leave school, as compared with six percent of all students (Chesapeake Institute, 1994). By the time youths with emotional disturbances have been out of school for three to five years, 58% have been arrested. Likewise, by the time youths with learning disabilities have been out of school for three to five years, 31% have been arrested (SRI International, Center for Education and Human Services, 1997).

Florida continues to incarcerate large numbers of youths with disabilities. Juvenile Justice Educational Enhancement Program (JJEED) research focuses on assessing the quality of educational services provided for these incarcerated youths. Clearly, effective educational services are essential to this population of students. These students are typically below grade level and have higher rates of retention, absenteeism, suspension, and expulsion than their peers (Chesapeake Institute, 1994; Leone, 1997; SRI International, Center for Education and Human Services, 1997). The purpose of this chapter is to assess how Florida programs have performed on quality assurance (QA) standards related to special education. Such an assessment enables JJEED to identify weak areas and to develop strategies and/or policies to correct those identified areas.

This chapter includes five subsequent sections. Section 6.2 provides a selected review of current special education literature and review of best practices. Section 6.3 contains an overview of federal legislation for youths with disabilities, current litigation involving adjudicated students with disabilities, and the overall prevalence of youths with disabilities in Florida's juvenile justice facilities. Section 6.4 discusses the over-representation of youths

with disabilities in the juvenile justice system and current research addressing this problem. Section 6.5 presents a content analysis of QA indicators related to special education and a two-year comparison of program performance in Florida's facilities. Section 6.6 provides a summary discussion of future implications for the provision of special education services in Florida's juvenile justice education programs.

6.2 Literature Review

The Individuals with Disabilities Education Act's (IDEA's) comprehensive system of identification, evaluation, service delivery, and review has special relevance for juvenile justice professionals. The purpose of the special education system, like the juvenile justice system, is to provide individualized services designed to meet the needs of each youth with a disability. The enhanced behavioral intervention and transition service needs requirements in the 1997 IDEA amendments bring special education goals even closer to those of the juvenile court (Burrell & Warboys, 2000). Furthermore, the careful documentation of service needs and ongoing assessment of educational progress required by IDEA bring valuable informational resources to juvenile justice professionals.

The speedy time frame for juvenile court proceedings may provide for limited opportunities to comprehensively assess a youth's prior educational history. Juvenile justice professionals must be alert early for indicators of the youth's special education status or existing unidentified disabilities. This process, which should become part of the standard operating procedure, includes carefully interviewing the youth and his or her parents, routinely gathering educational records, obtaining examinations and assessments by educational and mental health experts, investigating educational services at potential placement facilities, and coordinating juvenile court proceedings with the youth's individual educational plan (IEP) team (Burrell & Warboys, 2000).

Juvenile justice professionals can learn to recognize disabilities by carefully reading the legal definition of each disability. It is important to understand that youths may have a variety of impairments, which are not immediately apparent. A school psychologist or an evaluation specialist may use numerous checklists and screening instruments that are available to help recognize characteristics of disabilities and to determine eligibility for special education services by the IEP team (National Council of Juvenile and Family Court Judges, 1991).

Many juvenile justice professionals have encountered cases in which a youth enters the juvenile justice system for a relatively minor offense and his or her stay escalates into a long-term incarceration because of the youth's inability to succeed in programs designed for low-risk delinquent youths. This may happen either because the disability-related behavior makes it difficult for the youth to understand or comply with program demands or because his or her behavior is misinterpreted as showing a poor attitude, lack of remorse, or disrespect for authority (Burrell & Warboys, 2000).

Unfortunately, youths with disabilities are detained disproportionately (Leone et al., 1995). Researchers argue that one reason for this is that many youths with disabilities lack the

communication and social skills to make a good presentation to arresting officers or intake probation officers. Behavior interpreted as hostile, impulsive, unconcerned, or otherwise inappropriate may be a reflection of the youth's disability. This is another reason why it is important to establish the existence of special education needs or suspected disabilities early in the juvenile justice process.

Juvenile justice professionals should ensure that youths with disabilities receive services in accordance with their IEPs, and these provisions should be considered and ordered at disposition. As part of this process, juvenile justice professionals should ensure that the youth's special education rights under IDEA are being protected. When modification of the disposition plan is needed, they should coordinate its development with the youth's IEP team. Juvenile justice professionals should respond appropriately to evidence of such disabilities by ensuring that appropriate medical, mental health, and other services are provided as required (Burrell & Warboys, 2000).

6.3 Special Education Legislation

Current special education services are based on several pieces of legislation, including section 504 of the Rehabilitation Act of 1973, the IDEA in 1975 (originally PL 94-142 Education for All Handicapped Children Act) with revisions in 1990 and 1997, and the Americans with Disabilities Act (ADA) in 1990. Each of the three legislative acts affect juvenile justice education with IDEA being of particular importance as it relates solely to the provision of educational services for students from birth to 21.

The ADA

The ADA (1990) prohibits discrimination of persons in employment, public services, and accommodations because of their disabilities. Although the law covers many areas, including public transportation, and access to buildings, it also requires that no student be discriminated against in receiving educational services.

Section 504 of the Rehabilitation Act

The Rehabilitation Act (1973) was enacted in 1973. Section 504 of this act prohibits discrimination against any person with a disability in a program or activity that receives federal funding. With regard to educational services, this provision includes regular education and special education services. Section 504 requires that all children with disabilities be provided a free, appropriate public education in the least restrictive environment, meaning that children with disabilities should be educated with non-disabled peers, except in cases where this is not possible because of the nature of the disability. The law also requires identification, evaluation, provision of appropriate services, notification of parents, an individualized accommodation plan, and procedural safeguards for students and their families. Additionally, the act mandates all persons with disabilities be provided equal

access to vocational education programs, which is particularly applicable to the incarcerated population.

IDEA

IDEA was enacted in 1975 and was originally named the Education for All Handicapped Children Act (1975). In 1990, it was revised and renamed IDEA. It was again revised in 1997. This legislation deals solely with the education of students with disabilities and provides federal financial assistance to state and local education agencies to guarantee special education services to all eligible students. Students whose ages range from birth to 21, with one or more of 13 specific categories of disabilities that require special education and related services, are covered under this act. The law requires that these students be provided a free and appropriate public education. Additionally, the law requires that a written IEP be developed. The IEP must contain specific content information, and certain persons must be present at the IEP meeting. Revisions in 1990 included the provision that children should be educated in the least restrictive environment to the maximum extent appropriate. In 1997, amendments were added specifically to improve the quality of special education services for students with disabilities. These amendments address inclusion, parent empowerment, IEP agendas, discipline, behavioral issues, and school administration/personnel improvements. The purpose of inclusion is to increase the frequency of including students who have disabilities with non-disabled peers in education activities. Congress further stipulated that increasing support from parents reinforces the student's education. Added requirements of the content of the IEP include determining whether a child needs assistive technology, what behavioral interventions are necessary, Braille instruction, communication services, and Limited English Proficiency (LEP). Finally, the inclusion of all students with disabilities into state and district-wide educational testing is required.

Definition of Disability

To be eligible under IDEA, a youth must have one or more of the disabilities listed in the statute and implementing final regulations and, because of that disability, require special education and related services [IDEA, section 1401(3)(A)]. The range of qualifying disabilities is broad, including

- Specific Learning Disabled (SLD)
- Emotionally Handicapped (EH)
- Severely Emotionally Disturbed (SED)
- Mentally Handicapped (MH)
- Speech or Language Impaired (SLI)
- Visually Impaired (VI)
- Deaf and Hard of Hearing (DHH)
- Visually Impaired (VI)
- Orthopedically Impaired (OI)
- Physically Impaired (PI)
- Traumatic Brain Injury (TBI)
- Other Health Impaired (OHI)

- Autism
- Multiple Disabilities

Disabilities that occur frequently among delinquents include SLD, EH, MH, OHI, and SLI. The two most common disabilities of youths in the juvenile justice system are SLD and EH. SLD is defined as “a disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, that may manifest itself in an imperfect ability to listen, think, speak, read, write, spell, or do mathematical calculations. It may include conditions such as perceptual disabilities, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia but not a learning problem that is primarily the result of environmental, cultural, or economic disadvantage” [IDEA, section 1401(26)(B)]. Emotionally handicapped is defined as

(i) a condition exhibiting one or more of the following characteristics over a long period of time and to a marked degree that adversely affects a child’s educational performance:

- An inability to learn that cannot be explained by intellectual, sensory, or health factors;
- An inability to build or maintain satisfactory interpersonal relationships with peers and teachers;
- Inappropriate types of behavior or feelings under normal circumstances;
- A general pervasive mood of unhappiness or depression;
- A tendency to develop physical symptoms or fears associated with personal or school problems;

(ii) EH also includes schizophrenia. EH does not apply to children who are socially maladjusted, unless it is determined that they have an emotional disturbance

[IDEA, section 1401(26)(B)].

Free Appropriate Public Education (FAPE)

Every youth with a disability, as defined by IDEA, is entitled to a “free and appropriate public education” (FAPE). This entitlement exists for all eligible children and youths, including those involved in the juvenile justice system “[b]etween the ages of 3 and 21, inclusive, including children with disabilities who have been suspended or expelled from school” [IDEA, section 1412(a)].

Section 1412 of IDEA also requires that, “to the maximum extent appropriate,” youths with disabilities, including those in public and private institutions or other care facilities, are educated with youths who are not disabled. Placement in special classes, separate schooling, or other removal from the regular education environment occurs only if the nature or severity of the disability is such that education in regular classes with the use of supplementary aids and services cannot be satisfactorily achieved. This provision is often referred to as the student being served in the “least restrictive environment”.

Identification, Referral, and Evaluation

IDEA requires school districts and other public agencies to seek out all youths who may have a disability. States and local education agencies (LEAs) must identify, locate, and evaluate all youths with disabilities and implement a system to determine which ones are currently receiving special education and related services. This is often called the *child find obligation*.

To determine eligibility for special education and related services, states must notify parents, obtain parental consent to evaluate, use a variety of assessment tools which are administered by knowledgeable personnel and appropriate to the youth's cultural and linguistic background, and provide for reevaluation [IDEA, section 1414(a)-(c)]. State policies and procedures typically set time limits for each step in the notice, consent, and evaluation/reevaluation process. Reevaluations must occur at least once every three years, but a child's parents and/or teachers may request it at any time [IDEA, section 1414(a)(2)].

The IEP

Under the amendments in IDEA, section 1414, a local education agency (LEA) is required to have an IEP in effect at the beginning of each school year for each youth with a disability in its jurisdiction who has a disability. Federal regulations call for no more than 30 days to pass between the determination that a child needs special education and related services and conducting the meeting wherein an IEP is developed for the child. A team that includes the following people develops the IEP.

- The child's parents
- At least one regular education teacher of the child (if the youth is or may be participating in a regular education environment)
- At least one special education teacher of the child or, if appropriate, at least one special education provider of the child
- A qualified representative of the LEA
- An individual who can interpret the institutional implications of evaluation results
- Others (at the discretion of the parents or the LEA) who have knowledge or special expertise regarding the youth, including related service personnel as appropriate, including (at the discretion of the parents or the LEA) probation officers, institutional staff, or other service providers with knowledge or special expertise regarding the youth
- The child with the disability (if appropriate)

IDEA requires each IEP to include the following basic elements.

- A statement of the child's present levels of educational performance.
- A statement of measurable annual goals, including benchmarks or short-term objectives.

- A statement of the special education and related services and supplementary aids and services to be provided to the child, or on behalf of the child, and a statement of the program modifications or supports for school personnel that will be provided to the child.
- An explanation of the extent, if any, to which the child will not participate with nondisabled peers in the regular class and in extracurricular and other nonacademic activities.
- A statement of any individual modifications in the administration of state or districtwide assessments that are needed in order for the child to participate in the assessment. If the IEP team determines that the child will not participate in a particular state or district wide assessment of student achievement (or part of an assessment), a statement of why that assessment is not appropriate for the child and how the child will be assessed is needed.
- A projected date for the beginning of services and modifications and the anticipated frequency, location, and duration of these services and modifications.
- A statement of how the child's progress toward the annual goals will be measured and how the child's parents will be regularly informed of their child's progress which must be at least as often as parents are informed of their nondisabled children's progress toward the annual goals, and the extent to which that progress is sufficient to enable the child to achieve the goals by the end of the year.

IDEA also requires IEPs to include

- A statement of transition service needs of the student that focuses on the student's courses of study if the youth involved is 14 years old (or younger if determined appropriate by the IEP team). The statement must be updated annually.
- A statement of needed transition services for the student, including, if appropriate, a statement of the interagency responsibilities of any needed linkages for transition services if the youth is 16 years old (or younger if determined appropriate by the IEP team).

Finally, the 1997 IDEA amendments require the IEP team to consider special factors in developing the IEP. Accordingly, the amendments direct the IEP to include

- In the case of a child whose behavior impedes his learning or the learning of others, consider, if appropriate, strategies, including positive behavioral interventions, strategies, and supports to address that behavior;
- In the case of a child with limited English proficiency, consider the language needs of the child as those needs relate to the child's IEP;
- In the case of a child who is blind or visually impaired, provide for instruction in Braille and the use of Braille unless the IEP team determines, after an evaluation of the child's reading and writing skills, needs, and appropriate reading and writing media (including an evaluation of the child's future needs for instruction in Braille or the use of Braille), that instruction in Braille or the use of Braille is not appropriate for the child;

- Consider the communication needs of the child, and in the case of a child who is deaf or hard of hearing, consider the child’s language and communication needs, opportunities for direct communication with peers and professional personnel in the child’s language and communication mode, academic level, and full range of needs, including opportunities for direct instruction in the child’s language and communication mode; and
- Consider whether the child requires assistive technology devices and services. [IDEA, section 1414(d)(3)(B)].

Special Education Related Services

Under IDEA, section 1401, special education means “[s]pecifically designed instruction, at no cost to parents, to meet the unique needs of a child with a disability.” It includes “instruction conducted in the classroom, in the home, in hospitals and institutions, and in other settings, and instruction in physical education.” IDEA also requires that related services be provided to help youths with disabilities benefit from special education services. These services include

[t]ransportation, and such developmental, corrective, and other supportive services as are required to assist the child with a disability to benefit from special education... (including speech-language pathology and audiology services, psychological services, physical and occupational therapy, recreation, including therapeutic recreation, early identification and assessment of disabilities in children, counseling services, including rehabilitation counseling, orientation and mobility services, and medical services, except that such medical services shall be for diagnostic and evaluation purposes only).

The term also includes social work services in schools and parent counseling and training.

Due Process

Section 1415 of IDEA discusses the importance of parental participation in the IEP process. Parents should be involved to the maximum extent possible. They should be provided with a full range of procedural safeguards, including the right to examine records, receive written notice of proposed actions (or refusal to take requested actions), and participate in meetings relating to the identification, evaluation, and educational placement of their child and the provision of FAPE to the child. Federal law also requires states to provide an opportunity for parents to initiate due process proceedings and the mediation of disputes with respect to identification, evaluation, and educational placement of their child and the provision of FAPE to the child.

Current Litigation

Nationally, the provisions of IDEA cover all state and local juvenile and adult criminal corrections facilities. A facility failing to comply with IDEA may be challenged through administrative proceedings, individual lawsuits, or class action civil rights litigation. Over

the years, federal court and administrative decisions have applied IDEA's protections to youths in juvenile detention centers and training schools and to those in jails and prisons (Youth Law Center, 1999). Dozens of federal decisions, rulings, and consent decrees address a range of issues, including identification of youths with disabilities, access to educational records, evaluation, IEP development, service delivery, staff qualifications, and timelines for compliance with required components in the special education program (Puritz & Scali, 1998; Youth Law Center, 1999). Additional decisions address such remedies as compensatory education for failure to provide special education services to youths in institutions.

There have been a number cases brought against juvenile justice facilities in the past several years. Most of the cases are based on students not being provided services mandated by IDEA.

In Andre H. v. Sobol, 84 Civ. 3114 (DNE) (1984), a suit was brought against New York City's Juvenile Detention Center, on behalf of all juvenile offenders in need of special education services because the facility had no screening process for identification, held no meetings to determine eligibility, and made no attempt to obtain records from schools previously attended. A settlement was reached in 1991 that required the detention center to provide services as mandated through IDEA. (Youth Law Center, 1999).

Nick O. v. Terhune, Case No. CIVS-89-0755 RAR-JFM (1989) was a class action challenging the failure of defendants to provide appropriate special education and related services to all current and future residents who have educational disabilities and are in need of special education and related services at the Northern Reception Center Clinic and nine other California Youth Authority (CYA) institutions. Defendants failed to properly identify, evaluate, and assess special education needs and develop IEPs in a timely manner and failed to provide needed special education or related services in violation of the IDEA, section 504, and the due process and equal protection clauses of the 14th Amendment. A settlement was reached in 1993 and stipulated the defendants to: ensure all class members are provided with a free appropriate public education, including special education and related services, in the least restrictive environment consistent with their unique needs in compliance with federal and state law; develop and implement procedures and policies to promptly identify youths entering the CYA facilities who have or may have disabilities as defined by federal law; fully assess and evaluate youths who have or may have special education needs; develop and implement appropriate IEPs; provide education in the amount and type specified in each youth's IEP; ensure that there are adequate numbers and qualified staff to provide these services; and fully protect the due process rights of youths and their families. (Youth Law Center, 1999).

W.C. v. DeBruyn, CAUSE No. IP 90-40-C (1990) was a civil rights class action on behalf of students who were confined to the Indiana Boys' School. Plaintiffs alleged violations of IDEA due to no educational services being provided to students. Under the consent decree, defendants agreed to the following conditions: To allow students to receive educational services; provide a continuum of services to students who were removed from school to an intensive treatment unit, and limit the removal up to 10 days or less unless an all parties

provided consent or held a case conference; offer a free and appropriate education to all students; identify all children who may have disabilities, and evaluate all identified children; convene case conferences on any child identified as a child with disabilities and provide all procedural protections required by federal law, with notice to the parents at the case conferences; develop an IEP for each student identified as a child with disabilities; provide related services as necessary and appropriate; have sufficiently trained staff to provide the free and appropriate education required by the IEP, as well as the related services; re-evaluate each IEP at least annually; and comply with all requirements of the IDEA. (Youth Law Center, 1999).

United States v. Puerto Rico, Civil Action No. 94-2080 (1994) was a civil rights action brought by the U.S. Attorney General, pursuant to the rights enumerated in the Institutionalized Persons Act, to enjoin the Commonwealth of Puerto Rico from depriving youths confined in its residential detention and training facilities of their constitutional rights, privileges, or immunities. Allegations related to special education include inadequate classification, inadequate education and special education services, and lack of due process. According to the settlement agreement, defendants agreed to provide academic and/or vocational education services to all youths confined in any facility for two weeks or more, equivalent to the number of hours the youths would have received within the public education system; to employ an adequate number of qualified and experienced teachers to provide these services; to abide by all mandatory requirements and time frames set forth under the IDEA, section 1401 et seq.; to screen youths for physical and learning disabilities; if a youth has been previously identified as having an educational disability, to immediately request that the appropriate school district provide a copy of the student's IEP; to assess the adequacy of the student's IEP and either implement it as written if it is an adequate plan, or if the IEP is inadequate, rewrite the plan to make it adequate, and then implement the revised IEP; to provide appropriate services for youths eligible for special education and related services; to provide each youth with educational instruction specially designed to meet the unique needs of the student, supported by such services as are necessary to permit the youth to benefit from the instruction, and to coordinate such individualized educational services with regular education programs and activities; and youths are not to be excluded from educational services to be provided pursuant to IEPs based on a propensity for violence or self-inflicted harm or based on vulnerability. (Youth Law Center, 1999).

Ashland School District v. New Hampshire, 681 A.2D 71 (1996). The Supreme Court of New Hampshire held that the school district must pay for the special education costs of the educationally disabled fifth grade student who was placed in a state residential facility under the state's delinquency statute. (Youth Law Center, 1999).

The above cases illustrate landmark decisions whereby juvenile justice facilities operated in violation of IDEA's mandates and were noncompliant in serving the educational needs of youths with disabilities. More specifically, the cases highlight discriminatory practices toward youths with disabilities who are committed to juvenile justice programs.

The federal requirement that special education students be educated, to the fullest extent appropriate, with students who are not disabled applies in the juvenile institutional context,

as well (IDEA, section 1412). Institutions may not provide a generic special education program and force all youths with disabilities to attend. Students may be placed in special education classes only as specifically called for in each IEP. As in the outside community, youths must be served with nondisabled students to the maximum extent appropriate. In addition, officials must include parents in the IEP process. Unless a court expressly limits their rights, parents of youths in juvenile justice facilities have all the rights that are accorded to parents of youths who are not in out-of-home placements [34 C.F.R., section 300.122(a)(2)]. If a youth is committed far from his or her parent's residence, teleconferencing may be essential. The burden is on the facility to keep all parties, especially parents, involved in the IEP process (Burrell & Warboys, 2000).

Litigation raises many issues related to special education services. In some cases it has helped to establish special education services where none existed. It has addressed the question of who is ultimately responsible for the provision of these services within varied juvenile justice facilities. The question of rehabilitation, least restrictive environment, and incarceration are areas where much research continues to be focused.

6.4 Over-Representation of Students with Disabilities in DJJ Educational Programs

While 8.6% of public school students have been identified as having disabilities that qualify them for special education services (U.S. Department of Education, 1998), youths in the juvenile justice system are much more likely to have both identified and undiscovered disabilities. For example, youths with learning disabilities or an emotional disturbance are arrested at higher rates than nondisabled peers (Chesapeake Institute, 1994; SRI International, Center for Educational Human Services, 1997), and studies of incarcerated youths reveal that as many as 70% suffer from disabling conditions (Leone et al., 1995).

A large number of incarcerated youths have experienced failure at school and are either marginally literate or illiterate (Center on Crime, Communities, & Culture, 1997). There has been no significant research that demonstrates a cause and effect relationship between disabilities and delinquent behavior. Various theories for the overrepresentation have been presented in literature. Some researchers view school failure as a possible link between delinquency and disability. Behavior problems and academic failure have been linked to both disability and delinquency. Another theory contends that students with disabilities are predisposed to delinquent behavior because they exhibit a lack of impulse control, poor reception of social cues, and have a diminished ability to learn from experience (Fink, 1990). A final theory is that youths with disabilities in the juvenile justice system are treated differently from other youths who engage in the same delinquent behaviors (Santamour, 1987).

Related to these theories are studies that have shown that youths with disabilities commit more acts of delinquency than their nondisabled peers (Keilitz & Dunivant, 1986). It has also been found that youths with learning disabilities were more likely to use marijuana and

alcohol, commit violent acts, and experience problems with school discipline (Bryan et al., 1989).

Over-representation most frequently occurs among youths with emotional and behavioral disorders, learning disabilities, and mild mental retardation (National Center on Education, Disability and Juvenile Justice, 2001). In Florida’s juvenile justice facilities, the over-representation problem is apparent in comparing the state average with the juvenile justice average.

Table 6.4-1 illustrates that the percentage of students with disabilities in Florida is approximately 2% higher than that of the national average for school years 1998-1999 and 1999-2000. In addition, students with disabilities who are adjudicated to juvenile justice facilities in Florida encompass 37% of that total student population in 1999-2000; compared to 36% of students during the 1998-1999 school year. These data demonstrate a continual overrepresentation of students with disabilities in juvenile justice programs in the State of Florida.

Table 6.4-1: Percentage of Children (ages 6-17) Served Under IDEA, Part B During the 1998-2000 School Years

School Year	% of ESE Nationwide*	% of ESE in Florida	% of ESE in Florida DJJ
1999-2000	11.26%	12.90%	37%
1998-1999	11.09 %	12.72%	36%

*Includes all 50 states and Washington, D.C. (U.S. Department of Education, Office of Special Education Programs, Data Analysis System)

Data regarding the overall prevalence of students with disabilities and the prevalence of specific types of disabilities for which students in the juvenile justice facilities are receiving special education services were collected from each of the 203 programs reviewed by JJEPP during the 2001 QA review cycle. For data collection purposes, the categories consisted of SLD, EH, SED, MH, and other (e.g., OHI, SLI). Table 6.4-2 illustrates these data.

Table 6.4-2: Number of Students with Specific Disabilities in Florida’s Juvenile Justice Programs During the 2001 School Year

Disability Type	Number of Students Receiving Special Education Services	Percentage of Students Receiving Special Education Services *
SLD	1,321	36%
EH	1,151	31%
SED	684	20%
MH	304	8%
Other **	260	7%
TOTAL	3,696	37%

* Percentages are calculated by dividing the number of students receiving special education services for a specific disability by the total population of students receiving special education services during the time of the QA review, which was 3696.

** Other indicates the following: Other ESE students [e.g., OHI] (97), SLI (94), DHH (26), gifted, (21), VI (14), and PI (8).

In Florida's 203 programs reviewed by JJEPP, there were approximately 10,048 students on any given day. Of these, 3,696 (37%) were identified as students with disabilities. Specifically, 1,321 (36%) were identified as SLD, 1,151 (31%) were identified as EH, 684 (20%) were identified as SED, 304 (8%) were identified as MH, and 260 (7%) were identified as having other disabilities.

6.5 ESE Services, Targeted QA Ratings, Case Studies, And Outcomes

ESE Services

In the most recent review of Florida's juvenile justice facilities, JJEPP has found that the quality of the services within the programs is affected by many variables. Those variables include whether the program is public or private, the type of facility in which the youth is being served, and if there is an ESE certified teacher on staff.

Public and Private Programs

Literature suggests that providing youths in juvenile justice facilities with quality educational services may improve their likelihood of living productive and crime-free lives (Brunner, 1993; Spellacy & Brown, 1984; Traynelis-Yurek & Giacobbe, 1989). In Florida, some facility providers are public (administered by DJJ), and some facilities are operated by private providers on a contractual basis. Some of the private providers are for-profit organizations, and some are not-for-profit organizations. The educational programs may also be operated by either public school districts, or for-profit or not-for-profit private providers.

Public education services are provided by the local or host school district (i.e., those school districts that provide funding, oversight, and assistance to DJJ programs). Public school districts should assimilate the juvenile justice programs within their educational structure, as with any school in their district. Please refer to Chapter 11 of this report for further detailed information.

ESE Certified Teachers

High quality personnel produce results and are an integral part of effective special education programs. High quality personnel are those teachers who understand and can deliver quality instruction. Good teachers need not know and utilize all effective instructional interventions, but they do possess a clear understanding of the philosophy and practices of specific interventions (Center for Resource Management, 1986). Furthermore, good teachers hold higher expectations for students with disabilities and respect them and their families (NICHY, 1993).

For as long as special education has existed, there have been shortages of qualified personnel, and these shortages have long been an impediment to the design and operation of effective special education programs (McLaughlin, Smith-Davis, & Burke, 1986). Table 6.5-1

illustrates current information regarding teacher certification issues in Florida. Of particular note, the recent status of special education certification is included.

Table 6.5-1: Comparative Analysis of Teacher Certification Status in Florida

	Total Number of Teachers	Number of Teachers Not Fully Certified	Percentage of Teachers Not Fully Certified	Number of Teachers Not Fully Certified, With Content Expertise	Percentage of Teachers Not Fully Certified, With Content Expertise
Florida Totals	107,607	3,692	3.43%	1,470	39.82%
Special Education- All Levels	20,776	1,019	4.91%	377	37.00%

*This information was provided by the Florida Department of Education as a partial submission for the 2000 Title 2 Annual Report, Washington, D.C.

Of Florida’s 107,607 teachers, 102,445 are fully certified. The 3,692 teachers who are not fully certified are those who currently are not listed in the Bureau of Educator Certification database, but who may be certified at a later “count” or who may be teaching under Rule 6A-1.0502, FAC, (i.e., expert in the field), or who may be temporary or full-time substitutes. The 1,470 teachers not fully certified, but with content expertise, are teachers who hold temporary certificates based upon completion of content knowledge, but without professional preparation.

The percentage of teachers who are not fully certified in special education is 4.91%. Non-certified special education teachers rank second to career/technical education teachers who include 22.27% of the total population of teachers who are not fully certified in their area of instruction. Thus, the need for certified special education teachers continues to remain a critical shortage area throughout Florida, as well as in its juvenile justice programs. (For further detailed information on teacher certification, please refer to Chapter 16).

Targeted QA Ratings

The following comparisons are drawn from results of QA scores from the last two years. The QA priority indicators E1.03 and E2.05 were selected because they include special education documentation, processes, and implementation of educational opportunities and related services (e.g., counseling, SLI, occupational and physical therapy).

E1.03 On-Site Transition (Student Planning)

This indicator requires that there be a current IEP for each student with a disability, which is in accordance with state and federal law. Documentation of provision of special education services must occur within 11 days of student entry into the facility, including obtaining current IEPs and reviewing and determining whether the IEP is appropriate. If the IEP is not appropriate, an IEP meeting must be convened in a timely manner. IEPs must be used by all

instructional personnel to assist in providing individualized instruction and educational services and placed in student files.

The QA scores from the 2001 cycle were examined and compared with the previous year. The comparison is to better identify the status of the provision of educational services for students with disabilities in regards to IEP development and implementation in a manner that is specific to each student.

E2.05 Support Services

This indicator is presently classified as indicator E2.04 for detention centers. The indicator requires that support services be available to students and include special education services for students with disabilities that, at a minimum, consist of regularly scheduled consultative services and instruction that is consistent with each student’s IEP. The QA scores from the 2001 review cycle were examined and compared to scores from the 2000 QA cycle. The comparison was to determine the quality of support services that are being offered to meet the needs of students with disabilities. Table 6.5-1 shows the mean QA scores for indicators E1.03 and E2.05 (which include ESE processes and service delivery) for 2000 and 2001. In addition, the table shows the total mean QA scores of all indicators for 2000 and 2001.

Table 6.5-1: Mean QA Scores for Indicators E1.03 and E2.05 During the 2000 and 2001 QA Review Cycles

QA Indicators	2000	2001
E1.03 *	4.58	4.60
E2.05 **	5.60	5.05
Mean QA Scores ***	5.33	5.42

*E1.03 may be scored as follows: Superior – 7,8,9; Satisfactory – 4,5,6; Partial – 1,2,3; or Nonperformance – 0

**E2.05 may be scored as follows: Full Compliance – 6; Substantial Compliance – 4; or Noncompliance - 0

***Overall mean QA scores for all key indicators

Table 6.5-1 illustrates that there was a minimal increase in the mean score for indicator E1.03 from the 2000 to 2001 review cycle, but this increase is not significant. Consideration should be given to the fact that indicator E1.03 encompasses both general education and special education services (e.g., IAP and IEP development). Thus, this score is not representative of only special education services. There was a marked decrease in the overall scores for indicator E2.05 in the year 2001, which suggests that more problem areas were identified in special education services. Conversely, indicator E2.05 exclusively identifies special education and related service provisions to students with disabilities. The need for additional training in the area of special education regulations, practices, and implementation of service delivery continues to be an area of need in Florida’s continued effort to implement best education practices throughout it’s juvenile justice detention and commitment facilities.

Case Studies

A representative sampling of DJJ facilities with high satisfactory to superior QA scores, and documented quality programming for youths with disabilities were selected to identify and

analyze correlates of exemplary special educational services for students with disabilities. To provide a comprehensive comparison of educational programming for students with disabilities in a variety of juvenile justice programs, detention centers, group treatment homes, preventative programs, wilderness camps, and residential facilities were selected. The variables were: DJJ commitment level, education provider, gender, maximum capacity, percentage of students with disabilities, ESE teacher certification, class size, mean QA score of all key indicators, indicator E1.03 score, indicator E2.05 score, service delivery models, and curriculum as noted below in Table 6.5-2 through Table 6.5-6. Please refer to Chapter 3 for further explanation of these variables.

Table 6.5-2: Case Study Analysis of a Preventive Female Juvenile Justice Program in Florida

DJJ Program/ County	Level	Pro-vider	Gender	Max. Capa-city	ESE Pop. %	ESE Teacher Certified	Class Size	Mean QA Score	E1.03 QA Score	E2.05 QA Score
PACE Collier	2	Not for Profit	Female	30	17%	No (0/4)	7:1	7.11*	8.00	6.00 Full Compliance
Service Delivery Model:	GE: Heterogeneous grouping; one-on-one; CAI; assistive technology; research projects; remedial, tutorial, and advanced; hands-on. ESE: ESE specialist (S.D.F.): daily resource, individualized, consultation, home visits. IEPs have strong parental involvement.									
Curriculum:	Individualized instruction in mathematics, English, social studies, science; Plato software; GED prep; SMARTgirls curriculum; "Ready, Set, Read" curriculum.									

*Signifies deemed programs. The recorded data were selected from the previous review's QA scores.

Table 6.5-3: Case Study Analysis of a Preventive Male Juvenile Justice Program in Florida

DJJ Program/ County	Level	Pro-vider	Gender	Max. Capa-city	ESE Pop. %	ESE Teacher Certified	Class Size	Mean QA Score	E1.03 QA Score	E2.05 QA Score
Eckerd Leadership Program Pinellas	2	Not for Profit	Male	26	19%	Yes (1/2)	13:1	7.62*	8.00	7.00**
Service Delivery Model:	GE: CAI; one-on-one, thematic units; hands-on; group projects; problem solving; and experiential learning. ESE: 1 / 2 certified teacher (+) part-time ESE specialist									
Curriculum:	Mathematics; English; science; social studies; career awareness; peer counseling; cultural diversity; substance abuse; Plato software; CAI; GED; experiential learning; life skills; employability skills.									

**Eckerd Leadership Program's E2.05 score was documented before its last two years' deemed status when this QA indicator was not a compliance indicator but was rated from 0-6.

Table 6.5-4: Case Study Analysis of a Group Treatment Home in Florida

DJJ Program/ County	Level	Pro-vider	Gender	Max. Capa-city	ESE Pop. %	ESE Teacher Certified	Class Size	Mean QA Score	E1.03 QA Score	E2.05 QA Score
ACTS GTH 1&2 Hillsborough	4	Public	Male	16	81%	Yes (2/2)	8:10	7.00	8.00	6.00 Full Compliance
Service Delivery Model:	GE: Thematic Units; CAI; hands-on; experiential; independent reading; small & large groups; peer tutoring; and writing projects. ESE: 2/2 ESE certified teachers (+) part-time ESE specialist. (S.D.F.) : one-on-one, small & large groups, consultation.									
Curriculum:	Thematic units in all subjects; employability skills; intensive reading; tutorial, remedial & literacy instruction; vocational – experiential community-service oriented.									

Table 6.5-5: Case Study Analysis of a Residential Treatment Center in Florida

DJJ Program/ County	Level	Pro-vider	Gender	Max. Capa- city	ESE Pop. %	ESE Teacher Certified	Class Size	Mean QA Score	E1.03 QA Score	E2.05 QA Score
Dozier Washington	8	Public	Male	191	63%	Yes (2/13)	15:1	7.0	6.0	6.0 Full Compliance
Service Delivery Model:	GE: Individualized; CAI; and performance-based. ESE: One ESE certified teacher and one ESE case manger, on-site resource consultation and support. EH students have BIPs.									
Curriculum:	GED; core curriculum; advanced coursework; reading and math remediation; employability skills; CAI; vocational-exploration, building trades, and maintenance; vocational and work experience programs.									

Table 6.5-6: Case Study Analysis of a Detention Center in Florida

DJJ Program/ County	Level	Pro-vider	Gender	Max. Capa- city	ESE Pop. %	ESE Teacher Certified	Class Size	Mean QA Score	E1.03 QA Score	E2.05 QA Score
Orange Detention Center Orange	Deten- tion	Public	Male/ Female	154	33%	Yes (1/11)	12:1	7.19	7.00	6.00 Full Compliance
Service Delivery Model:	GE: Lectures; CAI; discussion; interactive role-playing; teamwork; and assistive technology. ESE: One certified teacher, 3 full-time ESE aides, and part-time ESE specialist. (SDF): all ESE students are assigned to self-contained CAI classroom. Students are mainstreamed as appropriate. Support staff is in regular classrooms as needed.									
Curriculum:	GED; school-to-work; literacy course for reading and mathematics; reading, writing, science, social studies, and mathematics instruction; CAI.									

Vocabulary Used in Tables:

GE – general education, including students with disabilities

ESE – exceptional student education

IEP – individual educational plan

SDF – school district funded (e.g., an ESE specialist is provided by the host school district to serve the educational needs of students with disabilities per their IEPs)

CAI – computer-assisted instruction (CAI)

GED – General Education Development (GED)

BIP – behavioral intervention plan

Outcomes: Comparison of Case Studies

The cases presented were chosen as representative samples of programs providing quality special education services. A review of these five case studies has identified the following findings as key elements in the programs’ successful delivery of educational services to incarcerated youths with disabilities.

- The degree of individualization in all of these programs is evident. The curriculum is competency-based and individualized for each student using work packets and CAI. All of the programs place significant emphasis on a curriculum that addresses academics, vocational skills, employability skills, social skills, and life skills. Additionally, GED programs are offered to those who do not plan to complete high school. Curricula also focus on remediation and literacy skills.
- All the programs employ a variety of instructional strategies, such as CAI, group instruction, lecturing, class discussion, individual reading, group projects, hands-on learning, games, and one-on-one assistance.

- ESE services are provided on a daily basis. These support services are provided by all programs through an inclusion model, pullout model, or consultative model.
- All the programs have small class sizes and a low student-to-teacher ratio. The student-to-teacher ratio never exceeds 15:1 for any of the programs. This small number of students allows for increased success in the areas of behavior modification and academic individualization. Additionally, the small ratio allows teachers to be fully knowledgeable about each student's academic level, vocational interests, and treatment needs.
- All programs have adequate educational and support staff to carry out the operations of the program, which enables them to effectively meet individual treatment and educational needs of all students.
- All teachers, support staff, administrators, and community participants display a program-wide dedication to carrying out the mission and philosophy of the programs.
- There is no significant difference in the quality of special education service delivery dependent on provider type.
- The collaborative efforts between the programs and the school districts are strengths of all of these programs, without exception. These efforts foster healthy learning environments for the students and allow for more comprehensive programming. Additionally, teachers receive needed support, which creates a positive work environment, which in turn can contribute to reducing teacher turnover.

6.6 Summary Discussion

Special educators, administrators, and parents are exploring ways in which special education services might be enhanced to help students with disabilities achieve the outcomes desired for all students, namely, completion of high school and meaningful participation in post-secondary employment or education (NICHY, 1993).

Currently, 37% of all students in Florida's juvenile justice programs are eligible to receive special education services. These students tend to be the most vulnerable for school failure. Programs and school districts have historically been slow to respond to legislation aimed to protect these students from school failure. Many program personnel do not have complete knowledge of special education policies and, therefore, do not adequately provide needed services to students.

Review of the most current literature continues to confirm that students' educational histories are not adequately addressed during hurried juvenile court proceedings. It also indicates that students with disabilities tend to spend more time in juvenile justice facilities because their disability prevents them from successfully completing the programs. These two issues should be addressed to ensure that students with disabilities are placed in programs that are designed to meet their needs.

The review of current court cases indicates that students, parents, and teachers are becoming more aware of their rights under such laws as ADA and IDEA. Advocates are beginning to call on the juvenile justice system more frequently to demand that appropriate educational services be provided to all eligible students. Litigation will likely continue to grow as we see the overrepresentation of special education students in the juvenile justice system.

Special education services are being provided in many of Florida's juvenile justice programs. The quality of services ranges from superior to the complete absence of services in some instances. Most programs attempt to provide all necessary services, while others go beyond the minimum that the law requires. We need only to look at quality programs, such as those mentioned previously in the case studies, to see what is effective in providing services to students in these programs. It may be possible in the future to design a model program for the delivery of special education services based on research literature, law, and expert advice.

As special education services continue to be reviewed, new ways to enhance the process will be sought. The creation of an indicator or standard area that exclusively focuses on special education may be possible as soon as 2003. For the 2002 QA review cycle, the data collection process will now include the type of service delivery model used by each program. In addition, JJEEP staff will receive additional training on special education laws, service delivery, and best practices. JJEEP will continue to work closely with DOE and the Florida Inclusion Network (FIN) to provide training opportunities for school district and facility personnel.

Special education services are critical for students with disabilities. JJEEP seeks to continue to find ways in which programs and school districts can provide quality services within the limitations of juvenile justice system. By increasing knowledge and awareness in this area, JJEEP continues to strive toward the goal of ensuring that *all* students are provided with a quality education while in Florida's juvenile justice facilities.

CHAPTER 7 CONTRACTS AND CONTRACT MANAGEMENT

7.1 Introduction

The Florida Department of Education (DOE) and the Juvenile Justice Educational Enhancement Program (JJEPP) assist school districts in developing their respective juvenile justice education contracts and cooperative agreements, and conducting their contract management review. These activities are in compliance with Florida Statutes and State Board of Education rules, including Rule 6A-6.05281(9) and (11), FAC, that requires school districts to submit all cooperative agreements and contracts to DOE for review prior to the October Full-Time Equivalent (FTE) Reporting Survey. After the 1998 DOE and JJEPP implementation of monitoring functions for juvenile justice contracts and cooperative agreements, a number of developments occurred.

Noteworthy among these developments was the addition of a contract management standard (Standard Four) to the 2000 quality assurance (QA) review cycle. The standard was added to ensure that school districts carried out their contractual responsibilities as specified in their contracts and cooperative agreements with private providers and the Department of Juvenile Justice (DJJ). QA reviewers analyzed appropriate documents according to required components and assigned a compliance rating for indicator E4.01 based on their findings. Indicators E4.02 and E4.03 focused on evaluating school districts' contract management and their provision of technical assistance to the programs. In 2001, the task of evaluating the contents of contracts and cooperative agreements was removed from the QA review process.

In November and December 2000, DOE and JJEPP staff reviewed all 2000-2001 program contracts and cooperative agreements submitted to DOE. Contracts and cooperative agreements for 38 programs were not submitted to DOE.

During the 2001 cycle, under indicator E4.01, QA reviewers continued to ensure that a current contractual document existed and evaluate the quality of contract management. Additionally, they assessed technical assistance that school districts were providing to programs according to indicator E4.02 requirements.

The purpose of this chapter is to provide information about 2001 contract management findings, the technical assistance that has been provided by DOE, and the 2001-2002 contracts and cooperative agreements. The chapter includes four subsequent sections. Section 7.2 analyzes data gathered during the 2001 cycle for indicators E4.01 and E4.02. Section 7.3 discusses the June 2001 technical assistance paper (TAP) developed by DOE and JJEPP. Section 7.4 provides an overview of the response of school districts to

Rule 6A-6.05281(9) and (11), FAC, in 2000-2001 regarding submission of contracts and cooperative agreements to DOE. The section then presents findings on the 2001-2002 contracts and cooperative agreements, reviewed by DOE and JJEPP to ensure compliance with statutes and rules. Section 7.5 provides a summary discussion of the important and continuously evolving role of interagency collaboration and contractual agreements in the provision of quality education to DJJ students.

7.2 JJEPP's Evaluation of School District Contract Management Efforts

During the 2001 program review cycle, QA staff reviewed contracts and cooperative agreements to ensure that they existed and were current. According to the requirements of indicator E4.01, they also verified that school districts had designated contract managers. Contract managers' responsibilities included communicating regularly with the programs through visits, by e-mail and/or by telephone, ascertaining that the school district and the programs were fulfilling their contractual obligations and any other obligations required by state and federal law, and monitoring the use of funds provided by the school district for delivery of educational services.

QA reviewers also ensured that the contract managers and other school district personnel provided the technical assistance necessary to deliver quality educational services. Indicator E4.02 required documentation confirming that the school district:

- participated in the development of the school improvement plan (SIP);
- assisted with the development of the program's curriculum and annually approve any non-district curriculum;
- provided oversight of all required state and district-wide assessments;
- used the school district MIS to assist with the registration and withdrawal of all students and to provide permanent record cards and cumulative transcripts;
- offered access to school district professional development activities and to its pool of substitute teachers if stipulated in the contract; and
- conducted periodic evaluation of the programs' educational components.

Data gathered for the 2001 cycle provide the following information on ratings assigned to school district-operated educational programs and to private provider-operated educational programs for indicators E4.01 and E4.02. A total of 203 educational programs received a review during the cycle. Of these, 109 were operated by school districts, two were operated by governmental agencies, and private providers operated 92. Two hundred three (203) program reports were available for this analysis, of which 36 deemed programs were not included. As a result, data from 167 programs are presented.

The following tables provide a comparison of full compliance, substantial compliance, and noncompliance ratings for 167 public and private educational programs.

Figure 7.2-1 illustrates a public/private program comparison for indicator E4.01. One hundred twenty five programs received full compliance ratings for this indicator. Seventy-

nine were public-operated programs (72% of all public-operated programs); 46 were private-operated programs (50% of all private programs). Twenty-eight programs received substantial ratings for this indicator. Eleven were public-operated programs (11% of all public-operated programs); 17 were private-operated programs, (18% of all private programs). Fourteen programs received noncompliance ratings for this indicator. Four were public-operated programs (4% of all public-operated programs); 10 were private-operated programs (11% of all private programs).

Figure 7.2-1: Comparison by Percentage of E4.01 Ratings of Public-Operated Programs and Private-Operated Programs

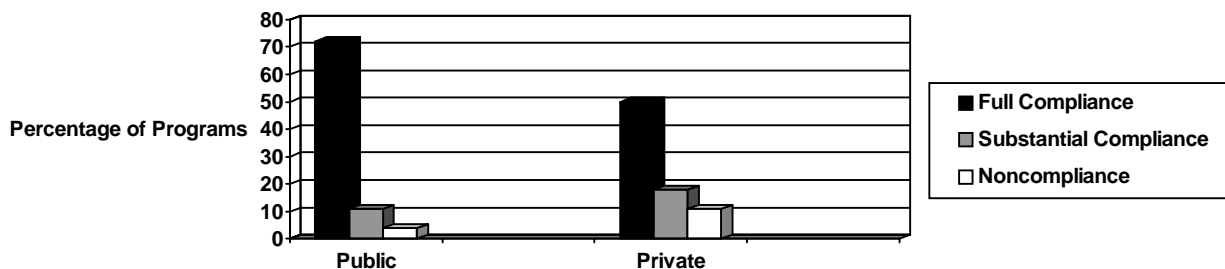


Figure 7.2-2 illustrates a public/private program comparison for indicator E4.02. One hundred fifteen programs received full compliance ratings for this indicator. Seventy-five were public-operated programs (69% of all public-operated programs); 40 were private-operated programs (40% of all private programs). Forty programs received substantial ratings for this indicator. Fifteen were public-operated programs (13% of all public-operated programs); 25 were private-operated providers (27% of all private programs). Twelve programs received noncompliance ratings for this indicator. Four were public-operated programs (4% of all public-operated programs); eight were private-operated programs (9% of all private programs).

Figure 7.2-2: Comparison by Percentage of E4.02 Ratings of Public-Operated Programs

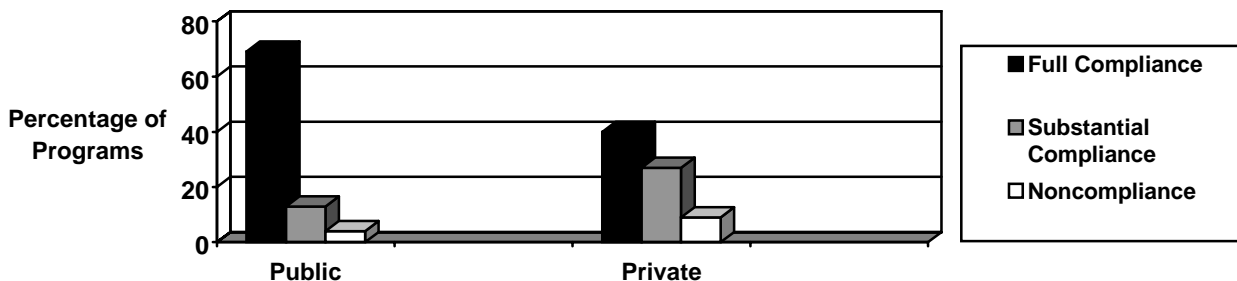
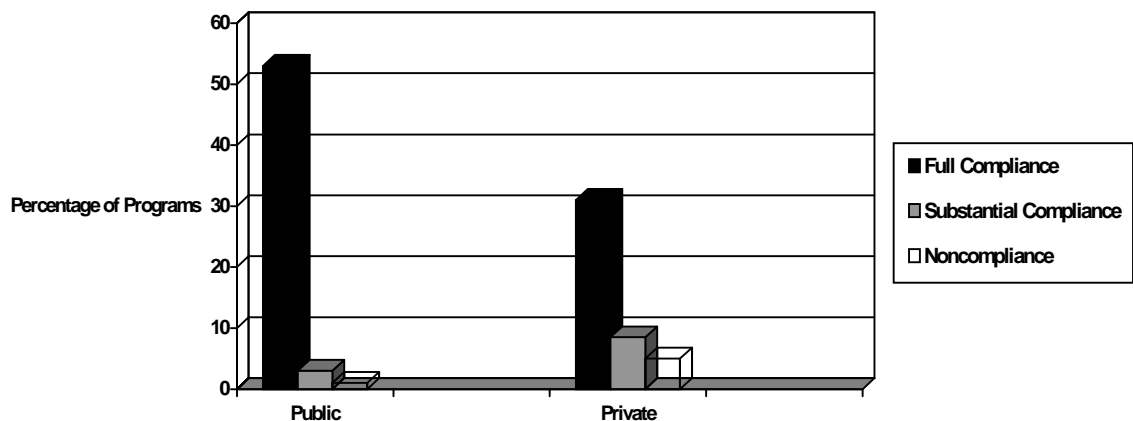


Figure 7.2-3 illustrates a public/private program comparison of the combined indicators E4.01 and E4.02. These data are drawn from 129 programs that received full compliance, substantial compliance, or noncompliance ratings in both indicators. One hundred five programs received full compliance ratings for these indicators: 69 public-operated programs

(53% of the total) and 40 private-operated programs (31 % of the total). Sixteen programs received substantial ratings for these indicators: five public-operated programs (4% of the total) and 11 private-operated programs (8.5% of the total). Eight programs received noncompliance ratings for these indicators: one public-operated program (.1% of the total) and seven private-operated programs (5% of the total).

Figure 7.2-3: Comparison by Percentage of Combined E4.01 and E4.02 Ratings of Public-Operated Programs and Private-Operated Programs



As the preceding findings demonstrate, most school districts provided adequate contract management and technical assistance to all DJJ educational programs during 2001. The quality of contract management services provided to school district-operated programs, however, was approximately 10%-15% higher than that offered to educational programs operated by private providers.

It should be noted that the ratings assigned to indicators E4.01 and E4.02 reflect the way school districts handle their responsibilities according to the terms of their contracts and cooperative agreements with private providers and DJJ. Therefore, school districts, and not programs, are rated for Standard Four.

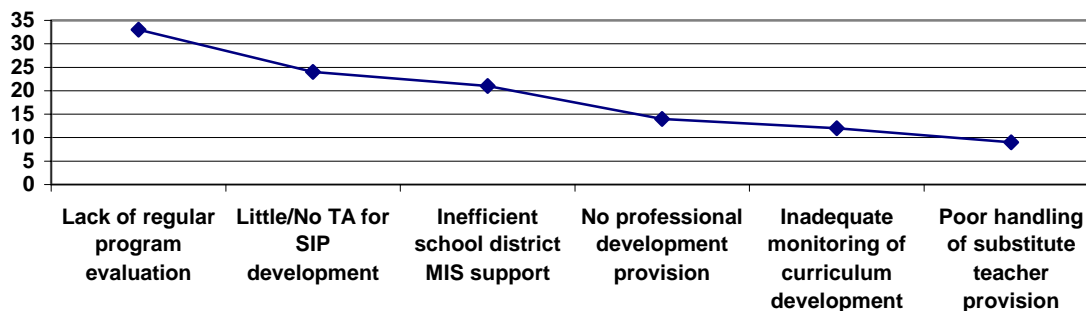
The findings for indicator E4.01 reported by QA reviewers in 2001 regarding the status of current contracts and cooperative agreements indicate that these documents either needed more detail or were in the process of development. Generally, school districts received noncompliance and substantial compliance ratings for indicator E4.01 because of a consistent lack of oversight and/or poor management to ensure that programs fulfilled their contractual obligations and the requirements of state and federal law. A specific area of weakness often cited was the provision of ESE services. Another weakness was in the school districts' follow-up and commitment to the implementation of corrective action plans. In several instances, school districts did not have an established system for contract managers to monitor the programs' use of educational funds.

School districts received substantial compliance and noncompliance ratings for indicator E4.02 for approximately 30% of all 167 programs analyzed. Reasons cited for these ratings were

- lack of regular program evaluation provided by school districts
- little or no technical assistance for the development of SIPs
- inefficient or no school district MIS support
- non-provision of professional development and inservice training
- inadequate monitoring of curriculum development and offerings
- poor handling of substitute teacher provision

Figure 7.2-4 illustrates the number of times each reason was cited and led to a substantial rating or a noncompliance rating.

Figure 7.2-4: Frequency of Reasons that Resulted in Low E4.02 Ratings



7.3 Juvenile Justice Cooperative Agreements and Contracts TAP

Cooperative agreements define and clarify responsibilities and procedures for school districts and DJJ to follow to ensure effective partnerships. Contracts between school districts and private providers should include all the statutory requirements. These requirements are stated in sections 228.081 and 230.2361, F.S., and Rule 6A-6.05281, FAC, which are specifically aimed at programs and services for youths in DJJ facilities.

In June 2001, DOE published a technical assistance paper (TAP) entitled, *Juvenile Justice Cooperative Agreements and Contracts*, on interagency collaboration and writing cooperative agreements and contracts between school districts, DJJ, and private providers for the provision of educational services. (See Appendix F.)

Section I of the TAP emphasizes the school board's responsibility for the educational services provided to students assigned to DJJ under the school board's jurisdiction, "whether or not the educational services are contracted through the school board or with a private contractor" (p.1). School boards and providers are obligated to follow the Florida Statutes and the State Board of Education Rules unless DOE has granted them waivers. Section II outlines the intent and extent of DOE involvement and monitoring of juvenile justice educational programs. Section III defines the scope and content of cooperative agreements and lists the specific components of the cooperative agreement. Section IV discusses contracts, the roles and responsibilities of the school board and the private provider, and includes the 12 requirements pursuant to Rule 6A-6.052781, FAC. Section V is a discussion of effective contract management. Section VI provides additional information in a question-and-answer format to emphasize that "a primary part of the management of a contract is the art of interpersonal skills coupled with educational requirements and best practices leading to student success" (p.12).

7.4 Compliance Review of Cooperative Agreements and Contracts

With a cut-off submittal date of December 31, 2000, DOE and JJEPP staff reviewed the 2000-2001 contracts and cooperative agreements. Seventy-seven cooperative agreements and 81 contracts were part of the review process. Thirty-eight programs did not submit contracts or cooperative agreements to DOE in 2000.

According to the reviewers' findings, all DJJ educational programs operated with a contract or cooperative agreement during the 2000 review cycle. Data collected and assessed on the documents and on contract management indicate that the specific content of contractual documents affects the quality of educational services being provided. The lack of specificity and/or addressing required components also have implications for the quality of contract management and technical assistance offered by the school districts, especially to private providers.

In compliance with Rule 6A-6.05281(9)(c), FAC, DOE and JJEPP conducted an annual review of 2001-2002 contracts and cooperative agreements between school districts, DJJ, and private providers. This review was completed in mid-December 2001. Feedback will be available from DOE to programs in January 2002.

The following findings are based on the 203 programs reviewed in the 2001 cycle. As of mid-January 2002, 59 contracts (64% of all contracts due) and 52 cooperative agreements (49% of all cooperative agreements due) had been submitted by 31 county school districts (two-thirds of the state's 47 counties that have DJJ programs). Table 7.4-1 lists all the school districts that submitted contracts and/or cooperative agreements for review as of January 2002:

Table 7.4-1: List of School Districts in Compliance with Rule 6A-6.05281(9)(c), FAC

Contracts	Cooperative Agreements
Alachua	Alachua
Brevard	Bay
Charlotte	Brevard
Citrus	Charlotte
Collier	Citrus
DeSoto	Collier
Highlands	DeSoto
Hillsborough	Duval
Holmes	Escambia
Leon	Highlands
Madison	Hillsborough
Miami-Dade	Holmes
Nassau	Lee
Okaloosa	Leon
Orange	Levy
Palm Beach	Manatee
Pasco	Martin
Pinellas	Miami-Dade
Polk	Orange
Seminole	Osceola
	Palm Beach
	Pasco
	Pinellas
	Polk
	Seminole
	Volusia
	Walton

Two JJEPP reviewers and two DOE staff members participated in the 2001-2002 contract/cooperative agreement review process. They used a written protocol, including a checklist of required and appropriate content. (See Appendix F.)

The quality of contracts and cooperative agreements for 2001-2002 varied widely both in format and in content. Contracts and cooperative agreements from several school districts are noted for their overall high quality in Table 7.4-2.

Table 7.4-2: High Quality Contracts and Cooperative Agreements

Contracts	Cooperative Agreements
Citrus	Bay
DeSoto	Charlotte
Highlands	Collier
Leon	Palm Beach
Palm Beach	Pasco
Pasco	
Polk	

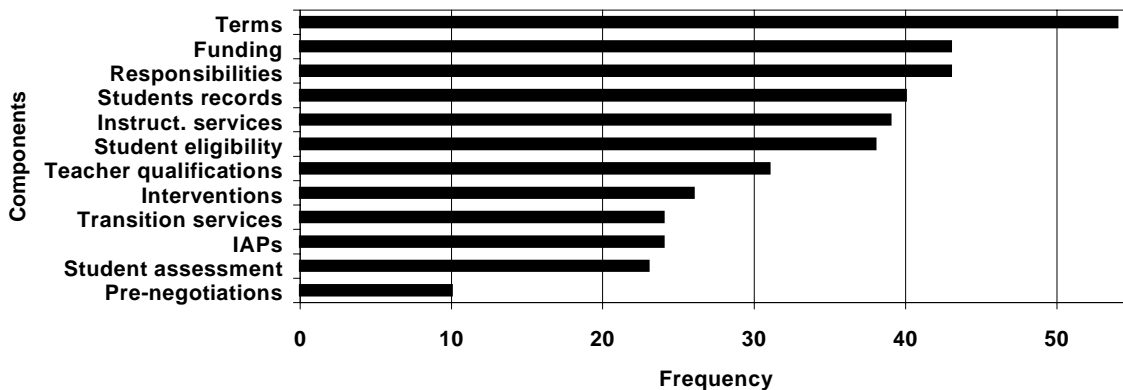
Only two cooperative agreements indicated that they were “umbrella” agreements (i.e., the one set of terms that a school district uses for contract management in all its DJJ alternative-education programs). Several documents were submitted without signature pages. Two school districts submitted documents with pages missing. Two others submitted documents with signatures dated from the previous year.

There was a wide range in the way school districts approached the required components of the documents. Some components were addressed in detail, some were referenced in attached documentation, some were mentioned, and others were not included in the terms of the contracts or cooperative agreements. Frequently, in the cooperative agreements, either references were made to relevant applicable statute and/or law or a list of statutes was provided with little or no elaboration. The required components of contracts are

- Terms of Agreement
- Funding
- Coordination (responsibilities of parties to the contract)
- Student records
- Instructional services and academic expectations
- Student eligibility (including special student services)
- Qualifications and procedures for selection of instructional staff
- Interventions and sanctions (including correcting deficiencies)
- Transition services
- Individualized academic plans (IAPs)
- Student assessment
- Pre-contract negotiation procedures (including workforce development)

Figure 7.4-3 illustrates how often required components were addressed in the 59 contracts.

Figure 7.4-3: Frequency of Required Components Addressed in 59 Contracts

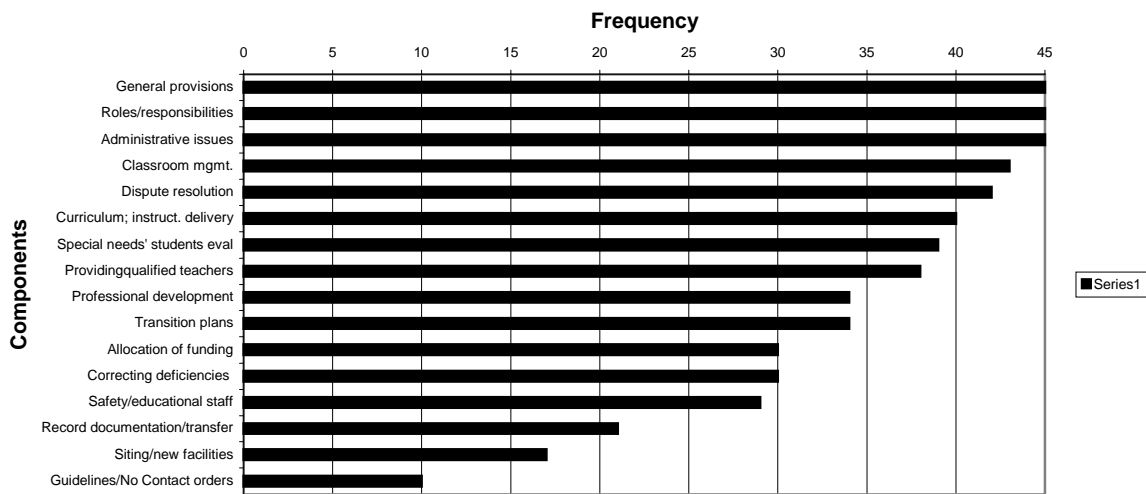


The required components of cooperative agreements are:

- General provisions
- Roles and responsibilities of each party
- Administrative issues including sharing information
- Classroom management procedures including attendance policies
- Methods for dispute resolution
- Curriculum and delivery of instruction
- Procedures for educational evaluation of students with special needs
- Procedures for providing qualified instructional personnel
- Provisions for professional development and training to work with juvenile delinquents
- Transition plans
- Allocation of resources including local, state, and federal funding
- Strategies for correcting deficiencies
- Provisions for ensuring the safety of educational personnel
- Procedures and timelines for credit documentation and records transfer
- Siting of new facilities
- Guidelines for No Contact orders

Figure 7.4-4 illustrates how often required components were addressed in a sampling of 45 cooperative agreements.

Figure 7.4-4: Frequency of Required Components Addressed in 45 Cooperative Agreements



Overall, these data reflect the quality of approximately 66% of contracts and cooperative agreements between school district, private providers, and other governmental agencies. Further, it is possible to draw from this sample a number of commonalities between the contracts and the cooperative agreements.

The majority of all reviewed documents state clearly the desire of all contract parties to coordinate their efforts in the provision of educational services at DJJ facilities. The contracts and the cooperative agreements appear equal in their emphasis on the areas of meeting the needs of special students and of selecting highly qualified teachers to provide students with appropriate instruction and curriculum. The school district funding component is addressed in detail in most contracts. Local and federal funding, however, is minimally addressed in contracts and cooperative agreements. Classroom management and attendance are heavily emphasized in cooperative agreements.

Transition services do not seem to be a priority in either contracts or cooperative agreements. While contracts frequently addressed the maintenance of student records, cooperative agreements give much less attention to this area of record keeping. Elements of workforce development issues are found in the language of only one-sixth of all reviewed contracts. Individual academic planning, student assessment, pre-contract negotiation procedures, which are required for contracts, and siting of new facilities; guidelines for the *no contact* order, which are required for cooperative agreements, stand out for being absent in approximately one-third of all reviewed documents, and only partially addressed in approximately two thirds of the documents

7.5 Summary Discussion

As minors and citizens of Florida, youths in the state's juvenile justice system are entitled to all services provided to students who attend public schools. According to section 230.23161, F.S., students must be registered in the school district that is responsible for the DJJ program in which they are committed. To provide quality educational, treatment, and transition services for these students, effective local interagency collaboration is essential. The document that defines this collaboration is the cooperative agreement or the contract.

The data presented in this chapter reveal a number of trends and issues. Problems resulting from these issues have contributed to a lack of consistency in the quality of educational services provided to incarcerated students across Florida. The development of future contractual agreements should address these deficiencies to ensure not only that programs are in compliance with state and federal law, but also that the needs of all students in DJJ facilities are being met through the execution of appropriate procedures that are clearly defined contractually.

CHAPTER 8 FUNDING

8.1 Introduction

The purpose of this chapter is to inform readers of the funding procedures for Department of Juvenile Justice (DJJ) educational programs and to alert readers to issues related to assuring that funds are provided from all appropriate sources and are being used to provide effective educational programs for adjudicated youths. Current statutes and State Board of Education (SBE) rules have created the necessity for state agencies, school districts, and private providers to establish “effective and high quality” educational programs for youths in DJJ programs [Rule 6A-6.05281(1)(a), FAC]. The development of an effective action plan for meeting the educational funding needs of students in DJJ programs requires appropriate decisive action by all stakeholders. Successful completion of this activity will allow a more effective quality assurance (QA) monitoring and technical assistance role by the Juvenile Justice Educational Enhancement Program (JJEPP).

This chapter includes four (4) subsequent sections. Section 8.2 addresses the funding process for DJJ educational programs with an overview of the DOE cost factor study for DJJ educational programs. Section 8.3 focuses on the collaborative process between the DOE, school districts, and private providers of educational services in DJJ educational programs. Section 8.4 identifies the present status and future direction for monitoring funding within the QA process. Section 8.5 provides a summary discussion of funding problems for juvenile justice education programs.

8.2 Funding Process for DJJ Educational Programs

Funding Process

The Florida Education Finance Program (FEFP) is the primary mechanism for the distribution of public funding to schools. Funding levels for DJJ schools are based on the annual state legislative appropriation for elementary and secondary schools. FEFP funds are generated by multiplying the number of full-time equivalent (FTE) students in each of the funded programs by the legislated cost factors to obtain a weighted FTE. Weighted FTE is then multiplied by a base student allocation and by a district cost differential to determine the state and local FEFP dollars. In 1998-1999, the dropout prevention cost factor previously applied to school district alternative programs was discontinued except for DJJ educational programs where a “hold harmless” calculation was applied, which guarantees funding for all basic DJJ students at 1998-1999 levels. During the 1999-2000 school year, modified attendance reporting procedures and FTE survey dates were unique to DJJ educational

programs. Since that school year, however, attendance reporting and FTE survey dates have reverted to the same attendance procedures and survey dates as used for all other public schools. In addition, in 2000-2001, DJJ educational programs were approved for year-round funding. Adjustments to basic FTE funding is provided by the Exceptional Student Education (ESE) Guaranteed Allocation, Supplemental Academic Instruction (SAI), the hold harmless calculation, and state categoricals, such as technology and instructional materials.

As required by section 228.081(2)(g), F.S., and section 237.34(3)(a), F.S., at least 80% of the FEFP funds generated by students in DJJ programs must be spent on instructional costs while 100% of the formula-based categorical funds generated by these students must be spent on appropriate categoricals, such as instructional materials and technology for the students. All programs have a legislated expenditure requirement of 80% except grades K-3 and ESE programs 254 and 255, which have a 90% requirement. Program expenditure requirements are monitored based on *district aggregate* totals. These data are reported in annual cost reports by school districts to the DOE. The cost report shows the amount of the school district's educational contract with the private provider but does not delineate how the private provider spends the dollars received. Without cost reporting on a DJJ school site basis, it is not possible for DOE to monitor legislated expenditure rates by the various private providers of educational services in school districts. This elevates the priority for school districts to monitor funding through their contracts for educational services, to require reports of expenditures for instructional purposes from private providers, and to include contracted program instructional cost data by school site in their annual cost reports to DOE. Collecting and reporting uniform cost data for each contracted DJJ school site is a critical element to future cost-effectiveness studies of DJJ educational programs that may compare funding and expenditures for instruction with program and student performance assessments.

The DOE 2000 DJJ Funding Study

The Commissioner of Education is delegated authority by the state legislature to compute program cost factors relative to the base student allocation for each funded program in section 236.081(1), F.S. Pursuant to this authorization, the DOE was authorized to conduct a cost study to recommend a unique FEFP funding level (cost factor) for students in juvenile justice education programs. This study was completed by the Division of Support Services-Bureau of School Business Services and published in February 2001.

JJEEP assisted DOE in developing a stratified statistical sample from all DJJ educational program sites during the 1999-2000 QA review cycle. The sites selected were controlled for public/private management, QA rating, gender of student population, security level, facility size, and students in ESE programs as a percentage of total students. The methodology resulted in the random selection of 20 schools. A thorough on-site cost analysis was conducted for each school. Eleven schools were operated directly by school districts and 9 by private providers. Schools operated by private providers served nearly twice the number of FTE students as the public schools.

The funding study made the following two recommendations:

- The study findings provide the basis for consideration of a new program cost factor of 1.602 for all students except ESE students served in levels III, IV, and V. ESE levels III, IV, and V should be funded in the same manner as regular schools.
- Prior problems experienced in the administration of funding for juvenile justice education programs demonstrate the need for consideration of a funding standard requirement to be developed and incorporated into the established annual QA review of DJJ educational programs (p.15).

Current problems experienced in the funding of juvenile justice education programs identified in the study include the continued disparity in the proportion of earned education dollars allocated to DJJ educational programs by school districts, the amount of funds received from all sources by private providers, and the actual amount spent per FTE student on classroom related activities.

The Florida Legislature opted not to implement the DJJ education cost factor that resulted from this study for fiscal year (FY) 2001-2002. Furthermore, due to the recent catastrophic events of September 11th and the resulting down turn in the economy, it appears that further delay will be necessary. Additionally, due to action in the recent special legislative session, a 2.5% reduction of basic FEFP funds will apply for the current year to all state educational programs, including DJJ programs. This action was in direct response to Florida's dismal economy and 2002 revenue projections.

This reduction in funding will be applied after application of the hold harmless provision for all DJJ educational programs to 1998-1999 levels. The 2000 DJJ funding study has added significantly to an understanding of the issues and concerns related to the funding of "high quality and effective" educational programs for adjudicated youths. A complete reading of the study is recommended.

8.3 Stakeholders Partnership

From a reading of the statutes and rules relevant to DJJ educational programs, it is clear that a collaborative effort by DJJ, DOE, school districts, and private providers of educational services is expected and thought to be essential to the provision of quality educational programs and for students to become productive members of their communities. The Florida Legislature has found that a quality educational program is the "single most important factor in the rehabilitation of adjudicated delinquent youth in the custody of the Department of Juvenile Justice in detention or commitment facilities" [section 230.23161(1), F.S.]. Additionally, the SBE has established in its rules that collaboration (among these parties) is essential (Rule 6A-6.05281, FAC). The priority for working together to meet educational needs of students cannot be stated more clearly. Appropriate decisive action by all stakeholders is necessary for this goal to be achieved.

Section 230.23161, F.S., *Educational Services in Department of Juvenile Justice Programs*, is the primary controlling statute for juvenile justice educational programs. Relative to funding, this statute requires that DJJ educational programs shall generate local, state, and federal funding, and this funding shall be allocated by school districts to DJJ educational programs at the same or higher level of funding for equivalent students in the county school system. The legislative intent is that school districts maximize their available local, state, and federal funding to a juvenile justice program. The contracts, which school districts may initiate with private educational providers, shall include an allocation of resources, including maximization of local, state, and federal funding. The DOE is authorized to exercise sanctions as prescribed in State Board of Education Rules and is given authority to adopt any rules necessary to implement the provisions of this section.

State Agency

Rule 6A-6.05281, FAC, *Educational Programs for Youth in Department of Juvenile Justice Detention, Commitment, Day Treatment, or Early Delinquency Intervention Programs*, is the primary rule for implementing the requirements of section 230.23161, F.S. Regarding process and funding, the rule recognizes that collaboration by the educational service stakeholders is essential and that high quality and effective educational programs shall be provided by local school districts. Section (8)(b) of the rule requires that 80% of the basic FEFP funds generated by students in DJJ programs must be spent on instructional costs and 100% of the categorical funding generated by these students must be spent on appropriate categoricals such as instructional materials and public school technology. If private contracts for educational services are used by the school district, an accounting of the expenditures as specified in section (8)(b) of this rule shall be required. Contracts must address requirements of the school district and private provider for meeting the contents of this rule. Contracts shall be submitted to DOE before the October FTE Reporting Survey for review to verify compliance with this Rule. Interventions and sanctions by DOE are provided consistent with the requirements of the authorizing statute.

School Districts

A major decision for districts is whether or not to directly provide the educational services for adjudicated youths in their school districts. In the event that a district school board decides to provide the educational services for the program, planning issues are similar to the start-up of any other public school, with priority given to the unique programming needs of students and to public safety and security through cooperative agreements with the DJJ and/or private facility provider. Public school programs are funded consistent with the FEFP outlined in statutes, and school districts submit monthly expenditure reports to the DOE for review.

In the event that the local school board opts to contract with a private educational services provider, then the primary school district responsibilities become contract development, contract management, and oversight and assistance to the program.

Contract and/or Cooperative Agreement Development—In addressing allocation of resources in contracts by school districts with private contractors or other agencies, the

school district must assure that “the school district shall fund the educational program of the DJJ facility at the same or higher level of funding for equivalent students in the county school system based on the funds generated by state funding through the FEFP for such students” [section 230.23161(13), F.S.].

A review of 2001-2002 school district contracts for educational services with private providers indicates that 94% of the DJJ educational programs received 80% or higher of the district-earned basic FTE funding for the program. The other six percent of the programs did not address funding in their contracts. Sixty-one percent of the school district contracts addressed some level of categorical funding to be provided to the DJJ educational program. Technology and instructional materials were the most common categorical areas addressed in contracts. Basic adjustments to the FEFP, such as supplemental academic instruction, ESE guaranteed allocation, and the hold harmless calculation to 98-99 levels for DJJ students were not mentioned with any detail or specificity in provider contracts, except for one contract that addressed SAI. None of the contracts submitted to DOE addressed the provision of local funding to DJJ programs, and only five contracts referred to the provision of Title I federal funds. None of the submitted contracts addressed the provision of federal funds for vocational programming, tax incentives for public/private partnerships, or workforce development programs. Language of workforce development issues was included in approximately one-sixth of the contracts and had minimal visibility in the cooperative agreements. In this respect, it is apparent that school districts’ contracts and QA standards are not aligned with the State Plan for Vocational Education for Youth in DJJ Commitment Facilities.

From the foregoing, it is clear that school district contracts for educational services with private providers are incomplete and/or represent a disparity of earned education dollars being allocated to DJJ educational programs by school districts. These data also bring into question the efforts of school districts to meet legislative requirements that they “maximize funding from all available sources to DJJ educational programs.”

The reader should refer to the Florida Department of Education (DOE) technical assistance paper on contract/cooperative agreement development in DJJ programs for guidance on contract development.

Contract Management—Regarding funding, contracts should be appropriately developed and monitored by the school district contract manager to ensure that the use of educational funds provided through the school district are appropriately allocated and spent on classroom related activities. Private providers of DJJ educational services should report expenditures of public educational funds to the school district. See Rule 6A-6.05281(8)(c), FAC. The QA review and the private provider development of this cost report should be based on the format and methodology prescribed by the fiscal management section of DOE. Fifty-two percent of the 2001-2002 contracts submitted to DOE for review addressed the requirement that private providers must submit a report of expenditures of public educational funds to the school district for review.

Oversight and Assistance—All provisions of the contracts/agreements should be implemented as agreed. Since the school district has the responsibility to provide “a high

quality and effective educational program,” assistance should be provided by the school district to the private provider as necessary to maintain this standard of educational service delivery. The school district should be active in oversight activities such as program evaluation and school improvement in order to improve contract development, delivery of educational services, and to stay abreast of program needs and successes.

A review of QA reports for DJJ programs visited during the 2000-2001 review cycle indicates that school districts were in noncompliance of QA standard E4.02 Oversight and Assistance in four percent of the public-provided DJJ educational programs and in nine percent of the private-provided DJJ educational programs.

Private Providers

Private providers have the responsibility to cooperate with the school district to ensure that public education funds, which are provided through the school district, are appropriately allocated and spent on classroom related activities. The contract should address the expenditure reporting intervals and format in a way that is consistent with DOE and legislative requirements.

Providers of educational services in DJJ programs are encouraged to develop partnerships with other public and private businesses, state agencies, and other organizations and individuals that have the potential to meet the educational needs of adjudicated youths. Cooperation among school districts, area vocational-technical schools, community colleges, and DJJ educational programs is essential to meeting individual student needs for a “high quality and effective” educational program for adjudicated youths. Dual enrollment partnerships by DJJ programs with existing public educational programs (i.e., community colleges and area vocational-technical schools) should be developed using the same funding mechanism that is provided for other public schools. This is especially suited to small long-term residential programs where DJJ educational program vocational facilities and equipment are not economically feasible and consequently are not available to meet the job training needs of students.

8.4 Quality Assurance and Funding

Present Status

Current DJJ program reviews consider funding issues in four indicators. Funding and Support (E3.06) is rated based on data collected from documents, interviews, and observations of the instructional setting. Depending on the type and size of the program, instructional materials, technology, support services, student to teacher ratio, and media materials, should be appropriate to the student population. From an analysis of the ratings contained in Table 8.4-1 and Table 8.4-2, which are based on QA criteria, it is apparent that private DJJ educational programs are less likely to provide critical instructional components that reflect appropriate funding and support. The reasons for this difference in funding support could be the topic of further research. Aside from educational management and

pedagogical issues in private vs. public education, it appears that there is a failure to fund DJJ educational programs at the same or higher levels as other public educational programs. In addition, there is concern that funds that are provided to contracted educational programs are not consistently used to meet educational needs of students. A review of school district contracts relative to funding and expenditure reporting requirements indicates that the existing disparities in allocation of funds by school districts and expenditure of public education funds by private providers are in need of increased fiscal review.

Table 8.4-1: 2000 QA Ratings for Indicator E3.06 for Public, Not-for-Profit, For-Profit, and Governmental Agency Educational Program Providers

Education Provider	Mean Rating	Number of Programs	Number of Programs Less Than Satisfactory	Percentage of Programs Less Than Satisfactory
Public	5.58	96	6	6
Private Not-for-Profit	5.05	59	10	17
Private for Profit	4.33	9	3	33
Governmental	3.00	2	1	50

Table 8.4-2: 2001 QA Ratings for Indicator E3.06 for Public, Not-for-Profit, For-Profit, and Governmental Agency Educational Program Providers

Education Provider	Mean rating	Number of Programs	Number of Programs Less Than Satisfactory	Percent of Programs Less Than Satisfactory
Public	5.77	94	7	7
Private Not-for-Profit	5.13	63	7	11
Private for Profit	3.63	8	2	25
Governmental	4.50	2	0	0

Funding is also considered in indicator E3.04 Program Evaluations. While the primary issue considered in this indicator is school improvement, QA reviews for 2000 indicate that 19% of all programs reviewed do not address funding in their school improvement plans (SIPs). In the 2001 review of contracts submitted to the DOE, one school district contract specifically allocated lottery funds to its DJJ programs for school improvement, and six other districts referred to “other” categorical funds that *may* be provided to the DJJ program in addition to instructional materials and technology. Thirty-nine percent (39%) of the contracts submitted did not refer to any categorical funding to be provided to the program.

School district contract/cooperative agreement development and monitoring the use of educational funds provided to private providers are addressed in indicators E4.01 Contract Management and E4.02 Oversight and Assistance, respectively.

New Directions

The *2002 Educational Quality Assurance Standards for Juvenile Justice Commitment Programs* contain minor changes from 2001. Standard indicators E3.04 School Improvement and E3.06 Funding and Support will remain unchanged.

Indicator E4.01 Contract Management currently has a component that addresses the school districts' responsibility to "monitor the use of educational funds provided through the school district." This component has been changed to "monitoring and documenting the expenditures of all state and federal educational funds provided through the school district" for 2002, which reflects an increase in accountability. Indicator E4.02 will remain unchanged.

Indicator E4.03 Data Management is primarily a consolidation of existing data management issues in other standards but does contain a new school district requirement for long-term residential programs. This additional requirement in the 2002 standards addresses the data management needs of the program through "funding that is based on the contract and/or the cooperative agreement, and accurate educational program membership, attendance data, and current school enrollment." This change stresses priority for alignment of school district contracts and actual allocation of funds to DJJ programs and for DJJ programs to maintain correct records and report accurate attendance and membership data. Future QA standard revisions should include a review of school district contracts with private providers of DJJ educational services, reports of funding provided to the school district, reports of funding provided by the school districts to private providers, and expenditures of those funds.

8.5 Summary Discussion

Annual review of funding and expenditures by DJJ educational programs and annual review of contracts/cooperative agreements by DOE and JJEEP are both necessary and useful. These reviews should take place during the fall because annual district cost reports and contracts are being submitted to DOE at this time. An annual summary of expenditures for instructional services for each DJJ educational program is necessary for determining how much of the school district funding allocations is being expended in DJJ classrooms. Funding and contract management continues to be an area in need of greater oversight and accountability. Moreover, given Florida's current K-20 school reform that is focused upon the alignment of funding to performance and ongoing accountability, it is likely that more oversight and accountability of DJJ education funding and contract management will be forthcoming.

CHAPTER 9

INTEGRATING DATA SOURCES

9.1 Introduction

This chapter examines Juvenile Justice Educational Enhancement Program (JJEPP) efforts to integrate multiple data sources in evaluating education services in Florida's juvenile justice system. Validation of best practices and their corresponding effect on community reintegration requires the development of a comprehensive database of program-level and individual-level indicators from several sources, including the Florida Department of Education (DOE), Florida Department of Juvenile Justice (DJJ), Florida Department of Law Enforcement (FDLE), Florida Department of Corrections (DOC), and JJEPP's own educational quality assurance (QA), pre- and post-data and longitudinal data.

A major component of JJEPP pre/post test and longitudinal studies is the development of a comprehensive database of both program-level and individual-level measures of juvenile justice education effectiveness. The goal is to establish an understanding of the characteristics and educational needs of juvenile offenders, as well as to develop effective educational programming and identify outcome measures for evaluation of best practices. This chapter explores the procedures involved in such efforts and the obstacles encountered in attempting to integrate various data sources and conduct evaluations of juvenile justice education. The focus here is the methodology involved in this process.

The chapter is divided into seven subsequent sections. Section 9.2 provides discussion of the purpose and objectives of juvenile justice education evaluation, including an overview of JJEPP research. Section 9.3 examines specific data sources used in JJEPP evaluation research and the logistics involved in identifying various sources of information on education services administered to youths in Florida's juvenile justice system. Section 9.4 discusses units of analysis with regard to program-level and individual-level outcome measures in education evaluation. Section 9.5 provides a comprehensive overview of the techniques involved in obtaining the data necessary to conduct effective evaluation of juvenile justice education, and Section 9.6 describes the complexities of integrating different datasets created using varying software packages and approaches to tracking client-level information. Section 9.7 explores measurement issues, including reliability, validity, and measurement error. Section 9.8 concludes the chapter with a summary discussion of the issues related to methods of integrating multiple data sources and future research initiatives.

9.2 Purpose of Research

Effective educational programming is crucial for all youths but is perhaps even more important for those youths at risk and involved in the juvenile justice system. JJEEP has developed a comprehensive research design that includes pre- and post-test assessments as well as longitudinal analyses. The primary objectives of these evaluations are twofold and interrelated. The first goal is to explore the relationship between quality juvenile justice education and successful academic and community reintegration outcomes. The second related goal is to identify significant differences in outcome measures between high-performing and low-performing educational programs. While the longitudinal and pre/post test analyses are distinct initiatives, the need for comprehensive, triangulated data applies to both. The pre- and post-test component of the study includes educational data obtained for all youths served in Florida's more than 200 juvenile commitment programs during fiscal year 2000-2001. The longitudinal research design involves the collection of data from 22 juvenile justice programs selected based on their representativeness in terms of security level, program type, and demographic profile of youth served. Individual- and program-level data are obtained for each facility. In an effort to triangulate and expand upon the information obtained from the programs, data are currently being collected from multiple education, employment, and juvenile justice statewide databases. To date, no study of this magnitude has been performed, and the findings from this research will provide the unique opportunity to identify micro- and macro-level indicators of effective juvenile justice education programming and provide the data necessary for sophisticated analyses of educational outcomes, best education practices, and correlates of delinquent/non-delinquent behavior.

9.3 Data Sources

Evaluation research necessarily involves the process of determining the types of data needed for effective assessment. Based on theory and prior research, JJEEP staff identified major categories of data needed for effective evaluation: demographic, school, employment, economic, family, referral/arrest history, juvenile and criminal justice involvement, peer involvement, behavioral history, and physical/mental health history. JJEEP analyses focus on each of these categories in relation to the successful community reintegration of youths following program release.

The pre- and post-test and longitudinal studies involve collecting pre-commitment, program-specific, and post-commitment data. The data elements include:

Pre-Commitment Data

- Demographic: student name, address, date of birth, race, sex
- Prior school: last school attended, last grade completed, number of school credits earned, grade point average, special education information, prior school behavior, attendance record
- Employment: whether previously employed, length of employment, type of employment
- Legal: past DJJ commitments, current offense, prior delinquency history

- Other: parents' employment, family behavioral history, peer activity, gang activity, substance abuse

Program-Specific Data

- Date of program admission, date of program exit, academic pre- and post-test scores, special education program information, academic gains, such as grade level increases, diplomas granted, vocational training, and behavioral improvements

Post-Commitment Data

- Demographic: address after program release, residents at the address
- Aftercare program: youth's juvenile probation officer, type of aftercare received, duration and intensity of services and supervision
- School: whether student returned to school and/or vocational instruction, community college, or a four-year (private or public) college; school activities; absences; attitudes; behavioral indicators; educational achievements
- Employment: whether student is employed, type of employment, length of employment, pay, on-the-job training, raises, future work goals
- Behavioral: alcohol and drug use, criminal activity, and other at-risk activities such as gang involvement
- Other: peer group involvement and activities, family activities, and family relations

Education Data Sources

Data from DOE provide specific educational information for youths in the pre/post test and longitudinal studies. DOE's statewide database and its school district management information system (MIS) database are used to obtain the school-based information on youths. These data elements include:

- credits earned
- last grade completed
- grades
- standardized test scores
- attendance records
- disciplinary infractions
- school lunch program involvement
- educational instruction (such as special education programming, learning disabled programming, and emotionally disabled programming)

In addition, basic labor and socioeconomic indicators are obtained, as available, from the Florida Education and Training Placement Information Program (FETPIP) system. This system includes data on educational histories, placement and employment, military enlistments, public assistance participation, and other outcome measures of former participants in Florida's educational and workforce development programs.

Juvenile Justice System Data Sources

The Juvenile Justice Information System (JJIS), maintained by DJJ, is used to collect data on youths' prior delinquent behavior as part of the longitudinal study as well as the pre- and post-test analysis.

These data include:

- prior referrals
- prior adjudications
- prior commitments
- seriousness of prior adjudications
- age at first referral
- seriousness of committing offense
- date of admission to program
- date of release from program
- length of confinement in program
- whether youths successfully completed the program
- any subsequent referrals or adjudications

To date, it has been difficult to retrieve information of this type in any substantive form directly from delinquency programs. The data obtained from the JJIS, therefore, plays an integral role in addressing this gap in the data collection process.

Criminal Justice System Data Sources

Data from DOC and FDLE are obtained to determine whether youths served in the juvenile commitment programs were subsequently arrested as adults or entered the adult correctional system. Youths may enter the adult correctional system through an adult arrest and incarceration (as a result of their legal status as an adult) or through a transfer to adult court and subsequent incarceration in the adult system (in which case, the youth was initially considered a child by virtue of his/her age).¹ In examining outcomes, it is therefore important to also capture whether youths are entering the criminal justice system after release from a commitment program. Data obtained from DOC and FDLE include all subsequent arrests, convictions, incarcerations, sentence lengths, and committing offenses.

¹ Persons under the age of 18 in Florida are considered children or youths and are generally processed in juvenile court, unless certain offender/offense characteristics dictate the processing of the youths in adult court.

JJEEP Data Sources

As noted previously, JJEEP maintains a database comprised of program-level information collected by the QA reviewers during annual program reviews and based on interviews, observations, and document reviews. Additionally, each program is asked to complete a supplemental data form that provides general information about the facility, educational provider, facility and educational program staff, and current student demographics. The database contains more than 100 fields of data for each program, which can be summarized in the following categories: information on QA review scores, contact information, program information, provider information, educational information, and student information. Some of the variables included in the database are program name, school number, supervising school district, program type, security level, maximum capacity, QA scores, type of academic assessments used, number of females and males, number of students receiving special education services, and youths' average length of stay.

Finally, self-reported data are currently being collected from youths and their parents/guardians through a telephone survey administered by JJEEP research staff. See Chapter 10 for description of these surveys.

9.4 Units of Analysis

Evident from the descriptions of the data sources is the dual emphasis on individual and program-level data. All too often, evaluation research provides merely a cross-sectional assessment of only individuals or, conversely, only groups. This research provides the unique opportunity to explore the concurrent impact of student characteristics and program attributes on the relationship between juvenile justice education and successful community reintegration. The unit of analysis for this evaluation research moves from the juvenile offender to the juvenile justice institution. Findings are reported by youths and by the program, ultimately enabling specification of what works best and for whom.

9.5 Data Availability

One of the most difficult obstacles for evaluation researchers is the process of obtaining data, particularly data maintained by governmental agencies. Even when working for a project, the existence and administration of which is statutorily mandated, political hurdles must be overcome to attain access to government databases. The current study is no exception. To obtain data from DOE, DJJ, DOC, and FDLE, working agreements had to be drafted between JJEEP and the corresponding agencies. This process required much negotiation before formal agreements could be reached. During this time, JJEEP staff began to request data directly from juvenile justice programs. Data elements are often unavailable in educational program files. In talking with programs, staff members have found that it may be difficult to obtain accurate information on youths' prior delinquency histories from the programs.

Additionally, the programs maintain no adult criminal justice system data and very little information on education, employment, or vocational training.

Once access to statewide government databases is granted, whether this information is available or not depends in part on issues of timing and resources. Timing is a concern in that there is often a lag between the time events occur and the point at which the information is entered into a database. Data requests that are dependent upon state agency staff manipulating the files for general use may also be delayed according to staff timing constraints and resources. Such is the case with the DJJ data. Each year, this agency produces data extracts of youths who have recidivated. By statute, DJJ examines recidivism in terms of whether a youth reenters the system within one year after release from a commitment program. To track youths released from programs during fiscal year 2000-2001, one must wait until June 30, 2002, for the one-year period to have passed.

Another issue that arises when using large statewide databases is missing data. Missing data fields can occur for various reasons:

- database users fail to input all necessary information
- database users do not have the necessary information in the case file to fill out the fields in the database
- data entry error
- insufficient training of database users such that they do not understand the appropriate values to use in entering the data
- options in the data field that are neither mutually exclusive nor exhaustive

Researchers can generally do very little to overcome these obstacles in data availability. It is possible to run checks on the data to identify problems and potential solutions. For example, if database users are routinely leaving a particular field blank, it may be that they feel they have already entered the information into another field. Careful analysis of the variables contained in the database may reveal fields containing multiple indicators that can be recoded into more than one measure, thus providing further information.

The importance of careful inspection of data from statewide databases cannot be underestimated. The availability of data is only as good as the evaluator's understanding of the data. In obtaining data from multiple state agencies, JJEEP staff members have worked to obtain as much background information as possible on the development of the statewide databases and the definitions used in the coding of fields. A number of the staff members also have direct experience working with these databases. One of the easiest and most often overlooked practices that can be used when obtaining secondary data from statewide databases is the process of running cross-checks on the data to identify logical inconsistencies. For example, if data obtained from DOE indicate that a youth attended a boot camp, but other fields from the same database, and data from the other agency databases indicate the youth was committed to a halfway house, it is likely that the reference to the boot camp is a data entry error.² Alternatively, if a youth's release date from a program is

² It is imperative, however, to set strict rules regarding the identification of logical inconsistencies. To ensure data integrity, these rules must always be followed and must be stated at the outset of the research study and any publication of the findings.

logically inconsistent with their date of admission into the program (e.g., the release date precedes the admission date), the researcher knows that it is necessary to check other data sources to obtain the accurate date.

9.6 Data Integration and Matching

Once staff members obtain data from the different state agencies and check the data for errors and inconsistencies, it then becomes necessary to integrate the various databases. Matching data is a very complex process requiring the availability of common identifiers within each data source. Generally, agencies maintain their own unique identifiers making it difficult to match records with other agency databases. For example, FDLE uses an arrest-based offender tracking number that does not correspond to any identification numbers used by DJJ. In addition, agencies often are dealing with different units of analysis. DOE is generally more interested in school-based performance and, as such, the agency's databases are often built around programs as the unit of analysis (as opposed to students). Until recently, DOE maintained very little information on juvenile justice educational programs, making it difficult to identify the students attending these programs and impossible to match education information to delinquency data contained in the DJJ information systems. Such difficulties are certainly not surprising given the divergent missions and goals of the various state agencies from which data are drawn for the JJEPP analyses.

JJEPP has sought to bridge the gap between the various agency missions and data indicators by matching database records at the individual level and utilizing recent technological improvements in the databases to identify juvenile justice educational programs and macro-level variables. The first step in the process is to attempt to create an accurate listing of the population of juvenile justice educational programs in Florida. While DOE has now begun to track these programs by assigning each with a unique school-based identification number, the program names do not always correspond with the more current facility information maintained by DJJ. It is common for programs to close, change providers,³ or be one of many facilities run by the same provider and referred to by the same program name. As such, DOE data will be matched to the DJJ data using both the program identifier and current program/provider information from JJIS to accurately identify each juvenile justice educational program.

The importance of minimizing measurement error is critical, a point to which we will return. Two data sources are being used to select the pool of youths for the longitudinal study. First, each of the 22 programs selected for the study were contacted to obtain a list of the youths released in 2000-2001 directly from program staff. In an effort to verify this information, a similar list was obtained from the JJIS database, which includes placement histories for all youth entering the juvenile justice system. The information in this database is updated daily, and its accuracy is vital given its usage by the court in establishing prior records. The lists obtained from the programs and JJIS are now being compared for any discrepancies, and

³ Providers are private businesses that operate juvenile justice facilities in Florida. These programs are distinguished from state-run facilities that are operated by DJJ.

names of youths that do not match are being manually checked in JJIS to further minimize error.

Difficulty arises in the process of matching youths in the program pools to their corresponding prior history records, adult court records, and educational records. Where available, social security numbers are used to match the data sources. In the absence of social security numbers, a pseudo-identification number is created. This string variable consists of the first digit of a youth's first name, middle name, and last name in addition to their date of birth (e.g., John M. Doe born on 06/10/85 would have the pseudo identification number of: JMD061085). The newly created pseudo identification numbers are then used to further match data and attempt to accurately identify education, delinquency, and criminal histories for each youth in the pool. Given the possibility of having more than one youth with the same pseudo id number, a score is also created to rank the likelihood of an accurate match. Seven variables in each data source are checked for correspondence: first name, middle initial, last name, date of birth, sex, race, and home zip code. A score of five or greater is considered a good match, while scores under five are manually checked to determine whether an accurate match has been made.

As with all secondary data sources, it is important to clean data during the matching process. JJEEP researchers check for duplicate records, matching errors, and discrepancies between the various data sources. Syntax programming is used to attempt to match prior delinquency records one-to-one with arrest data from FDLE and with education data from DOE. Given that records in JJIS are based on delinquency referrals, rules must be created for matching the data sources. For example, a youth may have received five delinquency referrals in the last two years. Since there is no common identifier to link the referrals to juvenile justice educational program data for youths, matches need to be based on placement histories coupled with dates and proximity in time.

The increased complexity of matching and need for syntax programming may correspondingly increase the likelihood of measurement error. While this issue is discussed in more detail below, it is important to keep in mind that juvenile justice education evaluation is in its relative infancy. The JJEEP analyses represent an initial step in the process of establishing more rigorous methods of evaluation. It is argued that integration of multiple data sources provides a rich profile of triangulated information invaluable to the evaluation process.

9.7 Measurement Issues

Measurement is a process involving an observable event that represents an underlying unobservable concept (Trochim, 2000). Because so many basic concepts used in education and criminal justice research are difficult to define and operationalize, measuring them is challenging. This section discusses problems with measurement error as well as reliability and validity, two basic properties of empirical measurements, both of which are a matter of degree.

Reliability of Indicators

Reliability or the consistency of measurements is affected by random measurement error, but the effects of such error are unsystematic (Trochim, 2000). Random error subsumes all chance factors that confound the measurement of concepts. Random error exists in the use of both official statistics and survey data. In the current study, numerous people enter data into JJIS, the DOE database, the school district MIS, and the FETPIP system, thereby increasing the potential for data entry errors. The availability of resources may also affect reliability. Specifically, the lack of resources, be it fiscal resources, personnel, technology, etc., may decrease consistency in the way data are collected and made available. Subjective judgment may also decrease the reliability of measures. For example, a police officer has the discretion to decide if a youth caught engaging in delinquency should be arrested or released with a verbal warning. Arresting the youth would include the youth in official measures of delinquency, whereas releasing the youth with a warning would exclude the youth from those measures, even though the youth engaged in delinquency.

Using self-reported data is one potential way to overcome some of the limitations of official data. That is, asking youths to report their own behavior eliminates the bias of subjective judgment and is not affected by the lack of agency resources. The use of self-reported data, however, is not without its own limitations, especially in the case of juveniles. In order to interview juveniles, consent must first be obtained from the parents or guardians. Once this consent is received, assent from the youths themselves must be obtained. If the youths agree to participate, it is likely that their parents will be in the same room during the telephone interview. Because of the sensitive nature of questions that pertain to family relationships, use of drugs and alcohol, and involvement in delinquent activity, youths may be reluctant to give honest answers. Furthermore, the youths will be interviewed six months and 12 months after their release, which may make recall difficult. In other words, youths may have trouble remembering the educational program and events that have happened since release. These factors may increase error on the part of respondents.

Reliability and validity concerns are common to all research, but the goal is to minimize potential problems and use appropriate caution when interpreting findings based on the data. One way the JJEEP strives to increase reliability is by using different data sources with overlapping measures to allow for triangulation in the effort to make compelling arguments. By using both official and self-reported data, more confidence can be placed in the findings if the data from different sources are congruent. For instance, if a youth reports that upon release from a juvenile justice institution, he/she returned to school, and the DOE database indicates that the student was enrolled in school during that particular time, it is likely that the student actually was enrolled in school. Additionally, triangulation provides greater knowledge of different aspects of the youths' experiences. By using several data sources collected by different agencies and survey data provided by the youth, the breadth of the evaluation is greatly expanded.

Validity of Indicators

The second technical consideration is the validity of measures or how accurately indicators represent what they purport to measure (Trochim, 2000). Non-random error lies at the heart of validity and, unlike random error, it has a systematic biasing effect. Invalidation arises when indicators represent something other than the intended theoretical concept.

In this project, JJEPP staff intend to measure whether youths successfully reintegrate into the community. In terms of validity, then, the following questions arise. First, how is “successful community reintegration” measured? Second, do the indicators representing this concept actually capture “success”? While it is imperative that characteristics of incarcerated youths, such as learning, emotional, and behavioral disabilities, and academic performance levels be further established, it is likewise important to integrate our current understanding of these characteristics into the ways in which we evaluate juvenile justice educational programs. Very little research has been done in the area of juvenile justice program evaluation, and virtually no research has been conducted on the educational programs of these institutions. The research that has been conducted primarily uses recidivism as the basic outcome to evaluate the program. JJEPP seeks to move beyond the traditional measure of recidivism and incorporate assessments of grade retention, job acquisition, emotional and behavioral change, disciplinary infractions, improved relationships, and other measures that reflect reconnection with mainstream institutions.

The nature and extent of the youths’ successes will be examined in several different areas: education, employment, relationships, community activities, and delinquent activities. Each of these outcomes will be measured in numerous ways. Because of the higher prevalence of learning disabilities and academic deficiencies among juvenile justice populations, conventional standards of success may not be appropriate. Since youths who are involved in delinquent activities are more likely than peers their age to be absent from school and disconnected with the academic process, simply returning to school upon release from a juvenile justice facility may be considered a success. Fewer absences, less frequent disciplinary infractions, and lower grade retention may also be signs of success. Successes in the area of employment could include obtaining a job, retaining a job, and receiving vocational training. Improved relationships with family members, spending less time with delinquent friends, and greater involvement in community activities are also indicators of success. Additionally, less involvement in delinquent activities is considered a success. Many of these outcomes are interdependent, and the validity of one is dependent on the validity of others. Some of these indicators may not be considered signs of success from a conventional standpoint, but may be appropriate given the special needs of the population under consideration. To elaborate, many youths experience some behavior and related adjustment problems shortly after institutional release, but then adjust and maintain non-criminal life styles. If the only measurement of community reintegration were mere recidivism (official or self-report), then such youths would be judged to have not successfully reintegrated back into their communities. As such, multiple indicators are needed and must be measured over time if more accurate assessments of community reintegration are to be determined.

9.8 Summary Discussion

JJEEP seeks to advance evaluation research on educational programs in the juvenile justice system through the integration of data from multiple statewide education, employment, criminal justice, and juvenile justice databases. JJEEP analyses are intended to validate best practices in juvenile justice education and assess the degree to which quality education corresponds with successful community reintegration outcomes. Moving from compliance monitoring to evaluation-driven policy and implementation, data integration is essential to these efforts. Such initiatives are not without methodological, political, and bureaucratic impediments, however. This chapter has investigated the data integration process and identified the methods JJEEP is implementing to overcome these various obstacles. The scope of these initiatives is large and unprecedented. Final data sets constructed from this process will include both qualitative and quantitative data as well as official records and self-report data. This triangulation of information is rich with potential. Not only may best practices in juvenile justice education be validated, but also the scope of the data may allow for tests of theory and corresponding improvement in educational research evaluation techniques. It is hoped that we may begin to bridge the gap between mainstream education research and the relatively little studied area of educational programming within the juvenile justice system.

CHAPTER 10

SELF-REPORT RESEARCH

10.1 Introduction

The Juvenile Justice Educational Enhancement Program (JJEED) carries out multiple functions which are guided by ongoing “best education practices” evaluation research. Integral to this research is validating whether better education programs as measured by annual quality assurance (QA) scores are producing greater academic outcome gains, and if so, whether these gains translate into successful community reintegration outcomes.

Prior research conducted by JJEED on best education practices has shown that those “promising education practices” identified in the research literature are more prevalent in juvenile justice educational programs with higher QA review scores. Consequently, a major function of the JJEED is to conduct evaluation research to determine whether higher quality performing educational programs that produce positive academic outcome gains result in better community reintegration of youths who leave these programs and return to their respective home communities.

This chapter is comprised of five subsequent sections and provides a detailed description of the research methods involved in our current statewide study of educational program quality and official and self report community reintegration measures. Section 10.2 describes the project generally. Section 10.3 provides the methods involved in conducting the project, including the program selection process, program descriptions, student selection, developing and administering the survey instruments, and receiving necessary approval. Section 10.4 describes data entry and data analysis. Section 10.5 describes an additional aftercare component to the project. Section 10.6 concludes the chapter with a summary discussion.

10.2 Project Overview

Using annual QA scores, high-performing and low-performing programs were selected. Youths released from these programs in fiscal year 2000-2001 will be tracked to obtain outcome data for a period of one-year after their release. JJEED will obtain official and self-reported follow-up data on the youths. The official data will be obtained from several different sources. From the JJEED database, program data on the 22 programs will be gathered. The Florida Department of Education (DOE) statewide database in conjunction with the DOE district management information systems (MIS) will be used to obtain academic information on the youths, such as transcripts, grades, credits earned, days missed from school, number of suspensions, and diploma track. The Juvenile Justice Information System (JJIS) of the Florida Department of Juvenile Justice (DJJ) will be used to gather legal

variables, such as re-arrests, reconvictions, and recommitments. Finally, the Florida Education and Training Placement Information Program (FETPIP) will be used to obtain employment information, including type of job, hourly wage, and length of time on the job.

To obtain self-reported data, a telephone survey of approximately 1600 youths and their parents will be completed. Parents will be interviewed about their child's behavior since release from the facility, the child's school performance, peer groups, and involvement in community activities. Youths will then be interviewed about the educational services they received in the program and the aftercare services they received after release, and how each influenced or affected current school performance, job opportunities, and involvement in the community. Youths also will be asked about their perceptions of their school performance, their employment status and job descriptions, if relevant, relationships with family members and friends, and their involvement in community and delinquent activities. One half of the population will be interviewed at 6 months after release, and the full sample will be interviewed 12 months after release.

The data collected can be grouped into three main categories: pre-commitment, program-specific, and post-commitment. Pre-commitment data include demographic information, such as student name, address, date of birth, race, and sex. Prior school information includes last school attended, last completed grade level, number of high school credits earned, grade point average, exceptional student education (ESE) information, prior school behavior (e.g., suspensions and expulsions), and attendance record. Information on whether the student was previously employed, including length and type of employment, will also be collected. Legal information includes past DJJ commitments, current offense, and prior delinquent history. Program-specific information includes date of admission, date of exit, academic assessment pre- and post-test results, ESE program information, and academic gains, such as grade level increases, credits earned, diplomas granted, vocational training, and behavioral improvements. Post-commitment data will include, but not be limited to, recidivism measures, length and type of employment, return to school, grades, family relationship measures, self-reported delinquency, and involvement in community activities.

The official and self-report data collected will be used to determine if there is a relationship between quality juvenile justice education, measurable academic gains, and community reintegration and to determine differences in outcomes between high performing and low performing programs. Individual level and program level data will be used in these assessments.

10.3 Longitudinal Research Methods

Program Selection

In the current study, 12 pairs of programs were matched on several key criteria, including QA scores, security level/type of facility, provider status (public, private for-profit and private not-for profit), gender served by the program (male, female, or combined) and facility size. QA score was the primary focus because this project wanted to match a high scoring

program with a low scoring program to allow for greater quality differences between educational programs. Using this method, a reasonable representation of the different types of facilities throughout the state was obtained.

This project began with a list of each of the 175 long-term commitment programs reviewed by JJEPP in 2000. The most recent QA score for each program was used. This means that the study relied primarily upon scores from 2000 because the selection process began in March 2001, and the 2001 QA review cycle began in February. If, however, a 2001 review had already been conducted on a program, the 2001 score was used. If a program was deemed in 2000, the score from the most recent full review was located. The programs were arranged in descending order by QA score. A score of 5.00 was considered “average,” and programs with scores between 5.00 and 6.00 were eliminated so that “above average” and “below average” programs would remain.

The programs were then split into two lists – above average (scores greater than or equal to 6.00 included 68 programs) and below average (scores below 5.00 included 55 programs). Fifty-two (52) programs were cut from the original list. Within the two groups, the programs were ordered by level and information about provider status, gender, and facility size was included. An attempt was made to match a high scoring program with a low scoring program whose provider status, gender served, and facility size were the same or as closely matched as possible. From these lists 24 programs – 12 matched pairs were selected.

Program Information

The 2000 QA reports on the 24 programs were reviewed to examine the programs in full detail and to identify anomalies and other distinguishing information. Once the programs were contacted, it was discovered that several programs had closed or changed providers. Pinellas Juvenile Justice Day Treatment, Children and Adolescent Treatment Services (CATS), and Boy’s Ranch Group Treatment Home had closed, but they were open for the entire release period used; that is, fiscal year 2000-2001. Charter Pinellas Treatment Center Level Six and Level Eight changed providers at the beginning of fiscal year 2000-2001. All youths in these facilities were released or transferred by October 1, 2000; therefore, our list of students from those programs reflects students released between July 1, 2000 and October 1, 2000.

To have more comparable populations between Hastings Youth Academy, which houses Level Six and Level Eight (now called moderate risk and high risk, respectively) offenders, and Dozier School for Boys, which is only Level Eight and houses sex offenders, the Level Six youths from Hastings and the sex offenders from Dozier were removed from the sample. Table 10.3-1 provides an overview of the final 22 programs included in the study.

Table 10.3-1: Program Descriptions

JJEEP Program Name	QA score	Level	Education Provider Profit Status	Gender	Max. Capacity
Palm Beach Marine Institute	2.72	2	Not for Profit	Combined	30
Eckerd Leadership Program	6.67	2	Not for Profit	Combined	30
Children and Adolescent Treatment Services – CATS	3.72	4	Not for Profit	Female	12
Sheriffs Teach Adolescent Responsibility - STAR	6.78	4	Not for Profit	Female	24
Boys Ranch Group Treatment Home	4.78	4	Public	Male	8
ACTS Group Treatment Home I and II	6.94	4	Public	Male	16
NAFI Hendry Youth Development Academy	3.17	6	Not for Profit	Male	32
Crossroads Wilderness Institute	6.94	6	Not for Profit	Male	35
Blackwater Career Development Center	2.61	6	Public	Male	25
Pensacola Boy’s Base	6.78	6	Public	Male	28
Deborah’s Way	3.50	6	Public	Female	46
Charter Pinellas Treatment Center – Level 6	7.29	6	Public	Female	18
Bay Behavioral HOPE Program	2.72	6	For Profit	Female	17
Camp E-Nini-Hassee	6.11	6	Not for Profit	Female	60
Hastings Youth Academy	3.06	6&8	Public	Male	185
Dozier School for Boys	7.00	8	Public	Male	193
Vernon Place	4.89	8	Public	Female	40
Charter Pinellas Treatment Center – Level 8	6.72	8	Public	Female	96
Polk Youth Development Center	4.11	8	For Profit	Male	350
Eckerd Youth Development Center		8	Public	Male	143
Okeechobee Juvenile Offender Correction Center	4.83	8&10	Public	Male	96
Jackson Juvenile Offender Correction Center	6.06	8&10	Public	Male	96

Student Selection

The student sample was comprised of youths released between July 1, 2000, and June 30, 2001. Using this student sample enabled the start of our interviews in July 2001 for a one-year follow-up period for the full sample and a six-month follow-up for half the sample. The study did not want to use students released in fiscal year 1999-2000 because it was thought that recall would be difficult for the interviewees. Using fiscal year 2000-2001 would hopefully increase reliability and validity in that regard, but obtaining official information for 2000-2001 will be delayed because of lag time involved.

JJEEP began contacting the programs at the end of June 2001. Each of the 24 programs was contacted and asked to submit information on all students who exited the program between July 1, 2000 and June 30, 2001, including student name, entry date, exit date, social security number, date of birth, name of county prior to entering facility, named of county released to upon exit, home phone number, name(s) of parent(s) or legal guardian(s), successful completion of program (yes, no), and if no, the reason. Seven programs did not provide the, but JJEEP was able to obtain a list of students from the JJIS for five of those seven: STAR, Bay Behavioral, Charter Pinellas Level 6, Charter Pinellas Level 8, and CATS. JJEEP was not able to obtain information from Stewart Marchman Transitions Day Treatment and Pinellas Juvenile Justice Day Treatment from the program or the JJIS. Since they were paired, they were eliminated from the study.

As previously mentioned, once JJEEP began contacting the programs, it was discovered that several programs had closed or changed providers. Pinellas Juvenile Justice Day Treatment, Children and Adolescent Treatment Services (CATS), and Boy's Ranch Group Treatment Home had closed, but they were open for the entire release period used for the study, that is, fiscal year 2000-2001. Charter Pinellas Treatment Center Level Six and Level Eight changed providers. All youths in these facilities were released or transferred by October 1, 2000, resulting in a truncated release period for those programs. That is, the list of students consists of only those released between July 1, 2000 and October 1, 2000. As already mentioned, to have more comparable populations between Hastings Youth Academy, which houses Level Six and Level Eight offenders, and Dozier School for Boys, which is Level Eight and houses sex offenders, we removed the Level Six youth from Hastings and the sex offenders from Dozier from our sample. As a crosscheck on the lists obtained from the programs, JJEEP obtained a list of students released from the 22 programs from the JJIS.

In July 2001, JJEEP began selecting the sample of students. It was decided to include all of the students from programs with up to 30 students released in fiscal year 2000-2001. Using a random numbers table, 30 youths were selected from programs with 31 to 60 releases and half of the students were selected from programs with greater than 60 students released. A sample size of approximately 900 was anticipated. Once JJEEP began administering the survey at the end of July, however, it realized the difficulties involved in locating the youths. In August, it was decided that a larger pool of names from which to choose was needed; therefore, with the exception of two programs, all students released in fiscal year 2000-2001 from each of the 22 programs were used. This increased the sample size to approximately 1600. Because of the high number of releases from two of the large programs, a 50% random sample of students from Polk Youth Development Center and Eckerd Youth Development Center was used. The names of students were arranged in ascending order by social security number, and the first half of the list was selected.

The list of students provided by the program was compared to the list of students obtained from the JJIS. There were approximately 175 names that did not match, either because they were on the program list and not in the JJIS or vice versa. JJEEP began investigating the discrepancies. At the beginning of September, it was discovered that the list of names provided by Camp E-Nini-Hassee included some girls who were not DJJ students but were private placements. JJEEP sent this list back to the Camp and asked them to identify which

students were not DJJ placements. Subsequently, the approximately 40 names identified from the list were removed. Some of the names that were on the program list and not in the JJIS were later found in the JJIS but had been improperly entered in the JJIS by the program.

For all students released between January 1, 2001, and June 30, 2001, JJEEP will attempt to conduct an interview 6 months after their release date and 12 months after their release date. Students released between July 1, 2000, and December 31, 2000, will be interviewed 12 months after their release date.

Survey Development

JJEEP conducted a literature review of longitudinal evaluations of juvenile justice education programs and found little research in this area. Even when the search was broadened to include evaluation of juvenile justice programs, in general, not much was found that was useful for purposes of the study. JJEEP had consulted with Dr. Delbert Elliott, an expert in this area, on a prior longitudinal project and used his suggestions to develop our current survey instruments. During February through May, JJEEP developed and revised the survey instruments. JJEEP pre-tested the instruments in-house; that is, the research staff administered the survey to each other. Then JJEEP pre-tested the instruments on students released from a local juvenile justice facility (Tallahassee Marine Institute) and their parents.

After making numerous rounds of revisions based on the pretests and more thought, JJEEP established a final survey April 27, 2001. The survey and informed consent forms, to be discussed below, were submitted to the Florida State University Human Subjects Committee (HSC) and approved in May 2001. After receiving approval, the survey was further reviewed and it was decided that a section of delinquency questions would be added to the student survey, which required re-review by the HSC. JJEEP received approval on the changes in June 2001. This information is discussed in more detail in this chapter in the “Human Subjects Committee” subsection.

As the survey was administered, JJEEP encountered issues that needed to be resolved. As parents were interviewed, it was discovered that many students had been committed to another juvenile justice facility since release from the program in the study. To address this, JJEEP began using a revised survey on September 13, 2001, which included six additional questions added to the beginning of the parent survey and five questions added to the beginning of the student survey to determine if the student had been in any other commitment programs and to determine how long they had been in the community. JJEEP will use this information to determine a minimum amount of time a student must be in the community to be included in the analysis.

Another issue that needed to be addressed was the degree of integrity of the answers given to the self-reported delinquency questions. Interviewers expressed the concern that students were not honestly answering these questions, perhaps, because the students thought their delinquent behavior would be reported, despite JJEEP’s assurances of confidentiality. In response, JJEEP altered the wording of the questions on the original survey in a way that might elicit more honest responses. The new questions were edited in such a way that

responses from the old questions and the new questions would be coded the same. October 10, 2001 JJEEP began administering this revised student survey. The final survey instruments can be found in Appendix G1 and Appendix G2.

Human Subjects Committee

Before administering the survey, JJEEP needed the project approved by the HSC. The HSC required the development of informed consent forms, which were intended to be read to the participants in the project before beginning a telephone interview. JJEEP developed an informed consent form for parents and an assent form for the youths. The HSC application was completed and submitted along with copies of the informed consent/assent forms and the parent and student surveys. Because JJEEP was using minors and delinquents in the project, the project required full-committee review by the HSC. The project was reviewed at the May 10, 2001, HSC meeting and officially approved June 01, 2001. After the project was approved, JJEEP decided to add a section of questions to the student survey regarding involvement in delinquent activities. This required submitting a memo to the HSC committee detailing the changes made to the research protocol. This was submitted May 31, 2001, and the HSC reviewed the changes and officially approved them on June 12, 2001.

Cooperative Agreement

To obtain information from the juvenile justice facilities, JJEEP needed approval from the DJJ. On June 25, 2001, JJEEP received an official letter from DOE Commissioner Charlie Crist and DJJ Secretary William “Bill” Bankhead regarding the commitment between DOE and DJJ for providing mutual assistance in several areas. One of the areas specified in the letter was conducting research. This letter gave JJEEP permission to receive information on the youths in the project from the programs and through the JJIS. JJEEP composed a letter explaining the longitudinal research project, which was sent to the programs.

Administering the Survey

JJEEP began administering the survey at the end of July 2001 rather than the anticipated start date of July 1. Because of the late start and the shortage of interviewers, it was decided not to make any of the planned July calls to students who exited from Charter Pinellas Level Eight, Eckerd Youth Development Center, Hastings Youth Academy, and Polk Youth Development Center. These four programs had a large number of students released in fiscal year 2000-2001, and JJEEP assumed it would have a sufficient number of interview completions even without the students released in July.

The need for additional interviewers was immediately apparent, and JJEEP hired four part-time interviewers in the beginning of October. A calling protocol was developed to increase consistency among the callers, and several forms and databases were created to aid in the calling and tracking process. A “Daily Call Log” tally sheet is used by the callers to keep track of the calls they make and the outcome of each attempted call as successful or unsuccessful and, if unsuccessful, why it was unsuccessful. A “Contact Log” is placed in

each student file and used to keep track of each attempt at contacting the parent/student. The date and time of the call, the caller's name, and detailed comments of what happened on that attempt are recorded. A "Weekly Progress Report" is filled out by each caller with a list of the names of interviews they completed in a particular week. A "Monthly Contact Log" is electronically maintained to keep track of the information received on each student. The contact log contains student names arranged according to the month they should be contacted. It allows JJEEP to enter the date it completes a parent interview and a student interview and the dates it receives DOE, DJJ, and FETPIP data on each student.

As previously mentioned, JJEEP encountered several concerns as it administered the survey. Resolution of two of the concerns discussed above involved revising the survey instrument itself. Other concerns centered on locating and interviewing the youths. Review of contact logs revealed that numerous unsuccessful calls were made on a substantial number of student files. One remedy was to leave a message for respondents after 15 unsuccessful attempts to reach them, which was started the end of October. Another solution was to stop trying to contact youths for a six-month follow-up after two months of unsuccessful attempts. In other words, it was decided that JJEEP would try to contact youths for a "six-month" follow-up between six and eight months after their release date. JJEEP decided on a 4-month calling period beyond the 12-month release dates. This system was started on December 4, 2001. A third solution was to implement a system for obtaining the most current phone numbers for the youths, whereby JJEEP would begin contacting juvenile probation officers (JPOs). It was decided that, after a phone number is clearly identified as a dead end (disconnected, person answers and says it is the wrong number, number not in service, etc.), JJEEP would remove the file from circulation among the interviewers and try to contact the student's JPO.

As surveys are completed, student folders are filed according to program and whether or not it was a 6-month interview or a 12-month interview. Interviews continue until one-year follow-ups have been completed on the June 30, 2001, releases or until November 01, 2002, whichever comes first.

10.4 Data Entry and Analysis

Based on the survey responses and relevant demographic and program information, JJEEP developed an SPSS database and corresponding codebook. The codebook provides the variable name as it appears in the SPSS database, the variable description as defined in SPSS, values to be entered into SPSS and their corresponding labels, and the location of the variable information on the surveys. Close-ended survey questions are coded according to the provided response categories. The open-ended survey questions are coded with close-ended categories as well. By examining open-ended responses from approximately 40 completed surveys, one from each program for 6-month completions and one from each program for 12-month completions, JJEEP develops broader categories into which the responses will fall. For ease of data entry, JJEEP has developed a coding sheet to be filled out for each completed survey. Each survey question is numerically coded and those numbers are entered into the SPSS database.

In this project, JJEEP staff intend to measure whether youths successfully reintegrate into the community. This raises two important questions. First, how is “successful community reintegration” measured? Second, do the indicators representing this concept actually capture “success?” While it is imperative that characteristics of incarcerated youths, such as learning, emotional, and behavioral disabilities, and academic performance levels, be further established, it is likewise important to integrate our current understanding of these characteristics into the ways in which JJEEP evaluates correctional education programs. Very little research has been done in the area of juvenile justice program evaluation, and virtually no research has been conducted on the educational programs of these institutions. The research that has been conducted primarily uses recidivism as the basic outcome to evaluate the program. JJEEP seeks to move beyond the traditional measure of recidivism and incorporate assessments of grade retention, job acquisition, emotional and behavioral change, disciplinary infractions, improved relationships, and other measures that reflect reconnection with mainstream institutions.

The nature and extent of the youths’ successes will be examined in several different areas: education, employment, relationships, community activities, and delinquent activities. Each of these outcomes will be measured in numerous ways. Because of the higher prevalence of learning disabilities and academic deficiencies among juvenile justice populations, conventional standards of success may not be appropriate. Since juveniles who are involved in delinquent activities are more likely than peers their age to be absent from school and disconnected with the academic process, simply returning to school upon release from a juvenile justice facility may be considered a success. Fewer absences, less frequent disciplinary infractions, and lower grade retention may also be signs of success. Successes in the area of employment could include obtaining a job, retaining a job, and receiving vocational training. Improved relationships with family members, spending less time with delinquent friends, and greater involvement in community activities are also indicators of success. Additionally, less involvement in delinquent activities is considered a success. Some of these indicators may not be considered signs of success from a conventional standpoint, but may be appropriate given the special needs of the population under consideration. To elaborate, many youths experience some behavior and related adjustment problems shortly after institutional release, but then adjust and maintain non-criminal lifestyles. If the only measurement of community reintegration were mere recidivism (official or self-report), then such youths would be judged to have not successfully reintegrated back into their communities. As such, multiple indicators are needed and must be measured over time if more accurate assessments of community reintegration are to be determined.

To date, JJEEP has completed approximately 500 interviews with parents and 300 interviews with students. The data presented in Table 10.4-1 are based on 235 student interviews and provide a preliminary overview of the successes that the students as a whole are achieving.

Table 10.4-1: Percentages of Successful Community Outcomes

Community Outcomes	Percentage
Enrolled in school	67%
Obtained a job	75%
Have not used alcohol	57%
Have not used marijuana	69%
Have not used other drugs	87%
Have not taken property	90%
Have not damaged property	90%
Have not physically harmed someone	80%
Have not been involved in gang activity	97%
Have not been in trouble with the police	67%
Have not been involved in activities that could have gotten them in trouble with the police	83%

As mentioned above, conventional measures of success may not be adequate for this population, and JJEEP has chosen to use broader measures of successful community reintegration. The measures presented in Table 10.4-1 are a select few of the indicators measured by the surveys and the results are preliminary in that they are not based on the entire sample. The data indicate that 67% have reported being enrolled in school at some point since release from one of the 22 programs in the study. The overwhelming majority of students, that is 75%, reported that they had obtained at least one job. The next three indicators were based on survey questions that inquired about alcohol, marijuana, and other drug use and the results show that most youths have reported not using alcohol or drugs since release. Nearly all students have reported not taking property that did not belong to them or damaging property, and most have reported not physically harming someone. Virtually no students reported involvement in gang activities. Finally, 67% have reported not getting in trouble with the police, and 83% reported not doing something that could have gotten them in trouble with the police. Overall, these data indicate that youths are reporting several measures of success upon return to their communities.

To date, too few interviews have been completed to analyze the results according to programs, but future analyses will examine the data at the program level. Additionally, a larger number of outcomes will be examined within each of the areas presented above as well as in the areas of family, friends, and community involvement.

10.5 Aftercare Study

An extension of the longitudinal research study will include a comparative study of aftercare programs in the State of Florida. Most of the aftercare literature has focused on high-risk youths. In fact, all the empirical studies have addressed the need for intensive aftercare services for high-risk youths, those typically characterized by habitual and serious offending (Altschuler & Armstrong, 1998; Fagan, 1990; Goodstein & Sontheimer, 1997; Greenwood, et al., 1993), and often with a history of substance abuse (Catalano et al., 1989; Sealock, et

al., 1997). Results have been mixed, however, and it is still unknown what type of aftercare programming is effective in producing positive outcomes for these youths reentering their communities. In Florida, there are a variety of aftercare programs available, ranging from low levels of monitoring to intensive day treatment programs with night and weekend surveillance. Further, within each general aftercare category, the level of supervision and services the students receive varies. Aftercare services will be an intervening variable in the larger longitudinal study and this comparative case study will provide us better knowledge of the aftercare services provided to Florida’s youths.

Arthur G. Dozier School for Boys (Dozier) and Jackson Juvenile Offender Corrections Center (JJOCC) are residential facilities that serve high-risk male offenders. Dozier has been in operation since 1899 and was the first juvenile facility in the State of Florida. JJOC is located very near Dozier and has been in operation for three years. The educational programs for both facilities are operated by the Washington County School District, while the facilities are operated by the DJJ. Both residential programs serve juveniles with long histories of delinquency. These youths often have histories of drug offenses and violent offenses. In addition, the programs serve a large population of sexual offenders. The youths exiting Dozier and JJOC come from all over Florida, but are concentrated in a northern tri-regional area, extending from Orlando to Pensacola to Jacksonville.

Since the inception of QA reviews for the juvenile justice educational programs, Dozier has been recognized for its extensive treatment programs and continuous high quality academic and vocational training. JJOC began operation in 1998, and the educational program has received high satisfactory ratings for the past two years. Table 10.5-1 provides brief program descriptions of youths exiting Dozier and JJOC.

Table 10.5 -1: Program Descriptions of Youths Exiting Dozier and JJOCC for Case Study

Program Descriptions	Dozier	JJOCC	Combined
Sample Size	137	76	213
Range of Stay	1-35 mo.	3 –17 mo.	1-35 mo.
Average Length of Stay	13.3 mo.	11.3 mo.	12.6 mo.
Age Range	14.8-19.0	16-18.9	14.8-19
Average Age	17.6	17.4	17.5
Range of Total Number of Offenses	1-88	1-34	1-88
Average Number of Charges	16	16	16
1998 QA Rating	Deemed	NA	NA
1999 QA Rating	Deemed	5.67	NA
2000 QA Rating	7.00	6.06	6.53

Due to the full range of aftercare services youths receive upon return to their communities, this would be a useful comparative study. The types of aftercare services these youths receive will range in type, from minimal community-based monitoring services to intensive day treatment services. The intensity and duration of aftercare services will vary, along with the quality of service delivery. Program variables, such as educational, vocational, and treatment gains can be controlled. Individual variables, such as age, race, and educational

achievement, and legal variables, such as offense seriousness, prior offense history, and judicial jurisdiction, can be controlled. Additionally, various community, family, and peer group variables can be controlled, such as socioeconomic status, parental abuse or neglect, family conflict, and association with delinquent peers.

Comparative analyses will provide answers to several research questions regarding the effectiveness of aftercare services and the continuum of care for high-risk youth offenders in the State of Florida. Community reintegration variables can be analyzed, such as continuing education and gainful employment, in addition to variables such as self-esteem, family and peer relations, community involvement, and delinquent activity.

10.6 Summary Discussion

One of the major functions of JJEEP is to conduct evaluation research to determine whether higher QA performing educational programs produce better academic performance outcomes in comparison to lower QA performing programs. The ultimate goal of the longitudinal research study is to determine how quality education relates to various community reintegration outcomes. Preliminary findings demonstrate that the youths in this study are experiencing success in the areas of education and employment and in terms of decreased involvement in delinquent activities. Our current research and subsequent findings will be able to demonstrate whether better quality educational programs that produce greater academic gains result in success upon return to the community among juvenile justice youths. As a result, these statewide evaluation findings should have a direct impact on policies for youths in juvenile justice facilities. Improving educational opportunities through quality educational programs could emerge as a salient component in the continuing effort to reduce criminal behavior among youths.

CHAPTER 11

LONGITUDINAL OUTCOMES AND QUALITY ASSURANCE

11.1 Introduction

Since the inception of the Juvenile Justice Educational Enhancement Program (JJEED) in 1998, a fundamental goal has been to implement an evaluation research capacity to conclusively determine the role of quality juvenile justice education upon pre- and post-academic gains and the subsequent community reintegration experiences of juvenile justice youths. During 2000, for example, JJEED conducted a pilot pre- and post-academic outcome and longitudinal assessment. Among the findings of this pilot study were a positive relationship between high educational program quality assurance (QA) review scores and the pre- and post-measures of academic test scores, credits earned, and diplomas and certificates received. With regard to longitudinal outcomes of recidivism and return to school, it was found that educational programs with higher QA review scores were sending more youths back to public schools and fewer back to juvenile justice facilities compared to educational programs with lower QA review scores. These findings were reported with considerable caution because of the small number of programs included in the study and the voluntary nature of the program's participation in the study.

During 2001, JJEED and the Florida Department of Education (DOE) continued to expand both the pre- and post-academic outcome data collection for every juvenile justice educational program and the longitudinal data collection through the integration of several state data bases and the implementation of a self-report study. This chapter presents some of the longitudinal findings related to recidivism and return to public school. No pre- and post-academic outcome data were available for analyses in 2001 because of the necessary start-up time required for school districts to implement data collection and methods for entering these various data into their respective management information systems (MIS). Once these data collection and entry systems are in place, JJEED will be able to assess pre- and post-academic gains for every juvenile justice educational program throughout the state.

The chapter is comprised of four subsequent sections. Section 11.2 reviews the results of three annual recidivism studies of Florida's juvenile justice facilities covering fiscal years (FY) 1996-1997, 1997-1998, and 1998-1999 to describe what is known about juvenile recidivism without consideration of the role of facility type, namely, the five different levels of restrictiveness. Section 11.3 presents recidivism findings for youths released between July 1999 and June 30, 2000, in relation to educational program QA review scores from 1999 to 2000. Section 11.4 presents findings on return to public school and length of stay in school for 1999-2000 and 2000-2001 in relation to educational program QA review scores for 2000. Section 11.5 closes the chapter with a summary discussion of JJEED's expectations for

subsequent research on educational program quality and pre- and post-academic gains and multiple measures of community reintegration.

11.2 Prior Recidivism Studies of Florida's Juvenile Justice Facilities

In its 1999 annual report, the Juvenile Justice Accountability Board (JJAB) reported recidivism findings on youths released to the community from juvenile justice programs during FY 1996-1997. These findings were reported in relation to the security level of the program from which the youths were released. When the Florida Legislature transferred the JJAB from the legislative branch to the executive branch, the Department of Juvenile Justice (DJJ) integrated the JJAB and its staff, and assumed the statutory responsibility for producing the annual Outcome Evaluation Report. Therefore, the 2000 and 2001 Outcome Evaluation Reports, examining FY 1997-98 and FY 1998-99, respectively, were produced by DJJ using a similar methodology and contained similar findings. These annual evaluations assessed program performance using three recidivism indicators for each program: subsequent referrals to DJJ (the juvenile equivalent of an arrest), subsequent adjudications (the juvenile equivalent of a conviction), and subsequent commitments, probation, or prison for offenses which occurred within one year of a youth's actual release date from the program. Although the evaluations of 2000 and 2001 included an examination of re-offending from all five security levels, the 1999 report was unable to incorporate level 10 (now called maximum risk) programs because there were no releases to the community from level 10 programs in FY 1996-1997 (JJAB, 1999).

During the periods covered in these reports, the security levels for DJJ commitment programs included: non-residential (level 2), low-risk residential (level 4), moderate-risk residential (level 6), high-risk residential programs (level 8), and maximum-risk residential programs (level 10). (DJJ no longer uses non-residential commitment as a security level.) Level 2 programs were designed to serve those youths who pose the least risk to the public and themselves and do not require residential programs. Day treatment programs are now intended to serve this population, but youths are not formally committed to these programs. Level 4 (now called low-risk) programs serve those youths who are considered to be at low risk to themselves and the community and require only minimal special services, such as substance abuse or mental health treatment. These programs are the least restrictive residential programs available and consist of short lengths of stay (JJAB, 1999).

In contrast, level 6 (now called moderate risk) residential programs have a larger population capacity than do level 4 programs, are more structured, and provide services that are more specialized. These programs serve youths who are deemed to be of moderate risk to themselves or the public. Level 8 (now called high risk) programs provide a longer length of stay to youths who are considered high risk to themselves or the public. Unlike the lower-level programs, these programs do not allow the youths to leave the facility for educational or vocational purposes. Finally, the level 10 (as noted earlier, now called maximum risk) programs provide services to those youths who are considered the most serious offenders. These facilities are physically more secure than the lower security level programs and have a

mandated minimum length of stay of 18 months, but can serve youths for as long as three years (JJAB, 1999).

While the 1999 study's findings demonstrated a consistent recidivism pattern across all three recidivism indicators, the 2000 and 2001 studies found that the recidivism patterns by security level varied according to which recidivism indicator was examined (DJJ, 2000; DJJ, 2001). For example, in FY 1998-1999, juveniles released from level 10 programs had one of the higher rates for subsequent referrals or arrests but the lowest rates for subsequent adjudications or convictions and subsequent commitments, probation, or prison (DJJ, 2001).

Similar recidivism patterns do appear, however, across the three years of program evaluations. The youths released from the level 2 non-residential programs consistently had a low rate of recidivism across all three recidivism indicators in comparison to level 4, 6, and 8 program releasees, a condition which persisted across all three outcome evaluations. Similarly, in the 2000 and 2001 reports, youths released from maximum-risk residential programs also had low rates for readjudication or conviction and recommitment in contrast to those youths released from level 4, 6, and 8 programs. Youths released from the low-risk, moderate-risk, and high-risk programs showed similar rates of re-offending based on the three recidivism indicators across all three years (DJJ, 2000; DJJ, 2001; JJAB, 1999).

When looking at program security level and recidivism, therefore, it appears that the relationship is lowest for those youths released from the two extremes of restrictiveness, namely the minimum-risk non residential and maximum-risk residential programs. A variety of other factors, such as age, race, gender, length of stay, and number of prior commitments have been found to further impact recidivism rates and should be considered (DJJ, 2000). It is also important to consider that at the time of these evaluations, there were only two level 10 programs in Florida (presently there are three), and the youths in these programs tend to be older and have longer lengths of stay, on average, than their peers at lower security levels. It is also possible that when an offense serious enough to warrant level 10 commitment is present, that a disproportionate number of these youths are transferred to the adult system (either through direct file or judicial or prosecutorial discretion). Because such a determination denotes a change in legal status, once a youth is transferred to adult court, that youth is treated as an adult for all subsequent arrests and prosecutions. DJJ is able to match to these systems and captures many reoffenses, but since the burden of proof is substantially greater in adult court than in juvenile court, some offenses, which might have been adjudicated, may result in a not-guilty verdict in adult court. In addition, the JJAB's research has shown that an offender's age is negatively correlated with recidivism. Maximum-risk offenders are often older than their peers at lower security levels and, because of the longer length of stay in maximum risk programs, this age gap widens considerably before youths are released. Youths who are transferred to adult court at an early age may bypass the maximum risk security level altogether and become young, chronic recidivists plaguing the adult system. Any or all of these factors could contribute to the drop in recidivism rates among maximum risk programs.

One important area of examination, which is often overlooked by program evaluators, is the quality and impact of a program's educational services on recidivism. Each security level

has distinct educational provisions and components. For example, in comparison to levels 4, 6, 8 and 10 programs, the level 2 programs allowed many more of their youths to attend off-site educational programs, including their home public school (JJAB, 1999), which could influence recidivism.

An examination of the length of stay and size of the educational programs may also contribute to a further understanding of the recidivism patterns. While level 10 programs have a minimum length of stay of 18 months and maximum of 36 months, level 4, 6, and 8 programs, in general, have significantly shorter lengths of stay. Furthermore, the level 10 programs have a minimum of 100 residents within the program. In comparison, level 4, 6, and 8 programs have a variety of sizes, ranging from approximately 6 to in excess of 100 residents. Many of these programs are much smaller than the level 10 facilities (JJAB, 1999). Finally, the impact of education QA scores and various educational program variables in relation to recidivism community reintegration outcomes is essential if we are to understand the role of education upon delinquency. Sections 11.3 and 11.4 provide findings from such analyses.

11.3 Recidivism and Educational Program Quality

Arguably, the most important outcome to be expected of any juvenile justice educational program is successful community reintegration of juvenile justice youths upon release. Often presented as an inverse (or negative) outcome, a lack of successful community reintegration can be operationalized using recidivism as a proxy variable. The purpose of this analysis is to examine how educational QA performance indicators may relate to re-offending when controlling for the effects of other factors that may also affect recidivism.

The data used in this analysis were obtained from two sources: program performance indicators collected during QA reviews in 1999 and 2000, and program-level recidivism data obtained from the DJJ's Juvenile Justice Information System (JJIS) for students released between July 1999 and June 30, 2000. (Please note that none of the data in this analysis uses results from the 2001 review cycle because of the time required for conducting recidivism research.)

For the purposes of this analysis (and consistent with DJJ's own methodology), recidivism is defined as any adjudicated referral (except for a few administrative exceptions) for an offense that occurred within one year of a student's actual date of release from the program. Because the measurement of recidivism requires the passage of at least one year from the date of release, the most recent data on recidivism are those for youths released from juvenile justice facilities in FY 1999-2000. Program-level recidivism rates are calculated by dividing the number of youths who recidivated within one year of release from the program by the number of youths released from that program during the same period. The program-level recidivism rates ranged from 0.09 to 0.78.

Although of particular interest to JJEEP researchers, QA indicators of educational programs within juvenile justice facilities are not the only factors that can potentially affect recidivism

at the program level. Previous research indicates that security level, length of stay in the program, gender, and race may also have an impact on recidivism. These four variables are included in this analysis. By controlling for the effects of these variables, JJEEP researchers were able to estimate the *net* effect of QA-related education performance. In other words, the effects of education QA indicators are estimated as unique effects after accounting for the impact of other factors included in the model.

There are approximately 203 programs in the JJEEP database that received education QA reviews during 2000. It was not possible, however, to collect complete information for all of these programs. As a result, any program with missing data on the variables used in the analysis, including education QA indicators, security level, average length of stay, percentage of males, and percentage of African Americans, was excluded. Also excluded from the analyses were the deemed programs because they received only an abbreviated review designed to determine compliance with minimum education standards. Finally, day treatment and detention centers were also excluded from the analysis in an effort to control for variability among program type and the fact that the QA standards are different for these programs. Due to these deliberate exclusions, methodological inconsistencies and missing or incomplete data, JJEEP was able to use only 62 of the 203 programs in its database to conduct this analysis. The results in Table 11.3-1 are based on the 62 non-deemed residential commitment programs with valid data on the variables included in the analysis.

The dependent variable is the variable the researcher is trying to explain, so in Table 11.3-1 the dependent variable is recidivism. To estimate the effect of each of the education QA indicators, each indicator was entered into a statistical formula (multivariate regression model) along with the four control variables. Because the performance indicators are highly correlated, it was necessary to enter only one indicator at a time into the statistical equation. To enter more than one indicator into the equation at the same time would make it difficult or impossible to distinguish the independent effect of any single indicator.

Table 11.3-1: Effects of QA Indicators on Program-Level Recidivism

QA Standard Indicator	Coefficient	t-test
Transition:		
Enrollment	-0.003	-0.59
Assessment	-0.006	-0.83
Student Planning	-0.011	-2.13*
Student Progress	-0.012	-1.87*
Guidance Services	0.003	0.38
Exit Transition	-0.004	-0.62
Service Delivery:		
Academic Curriculum	-0.002	-0.40
Practical Arts Curriculum	-0.013	-1.48
Instructional Delivery	-0.002	-0.29
Classroom Management	-0.005	-0.75
Support Services	-0.004	-0.33
Community Support	-0.004	-0.48
Administration:		
Communication	0.001	0.09
Instructional Personnel Qualifications	-0.004	-0.53
Professional Development	0.006	0.85
Program Evaluations	0.003	0.42
Program Management	0.005	0.61
Funding and Support	0.002	0.33
Contract Management:		
Contract and/or Cooperative Agreement	-0.002	-0.41
Contract Management	0.007	1.12
Oversight and Assistance	0.000	0.05
Standard Mean Scores:		
Standard One Mean Score: Transition	-0.009	-1.22
Standard Two Mean Score: Service Delivery	-0.008	-0.79
Standard Three Mean Score: Administration	0.004	0.44
Standard Four Mean Score: Contract Management	0.002	0.29
Overall Mean Program Score	-0.006	-0.55

*Significant at the 0.05 confidence level for one-tailed test

Table 11.3-1 lists the performance indicators in the first column. There are four different standards: transition, service delivery, administration, and contract management. In addition to individual indicators, mean scores for the four standards and the overall mean program score are contained in the last five rows of the tables. Numbers in the **Coefficient** column indicate the relationship between each of the indicators and recidivism. The coefficient for each indicator is interpreted as the percentage change in recidivism that is produced by a

change of 1.0 (from 4.0 to 5.0, 5.0 to 6.0, etc.) in the indicator. The last column contains *t*-test values used to determine whether the relationship between the independent variable and recidivism is statistically significant, meaning it could not occur simply by chance.

As shown in Table 11.3-1, five of the six transition indicators (guidance services is the exception) are negatively related to recidivism. The indicators that are most strongly related to recidivism are student planning and student progress. A unit increase in the scores of these indicators (for example, an increase from four to five) is associated with more than one percent decrease in recidivism rates at the program level. The relationship between each of these two indicators and recidivism is statistically significant at the .05 level. This means that a coefficient of this magnitude could occur by chance only five times out of 100.

Indicators of service delivery also are negatively related to recidivism as predicted. A unit increase on any indicator in this category is associated with a decrease in recidivism rates. With the exception of Practical Arts Curriculum, however, most of the relationships are weak. None of the coefficients in this category is statistically significant.

The findings for the remaining two categories are mixed. There are more positive relationships than negative ones. It should be noted that all of these relationships are weak, and none are statistically significant. Factors in these two categories do not appear to have a significant impact on recidivism regardless of whether the effect is positive or negative. This set of results suggests that the indicators in these two standards are only marginally related to recidivism.

The overall mean program score is negatively related to recidivism as predicted, although the strength of this relationship is weak and non-significant. Among the four standard mean scores, transition and service delivery are negatively related to recidivism while administration and contract management are positively related to recidivism. The effects of transition and service delivery, however, are much stronger than those of administration and contract management. While both transition and service delivery are associated with a one percent reduction in recidivism, administration and contract management show only a very small impact on recidivism. Once again, none of the standard coefficients reaches an acceptable level of statistical significance.

Despite these weak and inconsistent findings, the overall results of this longitudinal study can be considered encouraging. The programs that performed well in student transition and service delivery tended to have slightly lower recidivism rates. The mean QA score was also negatively related to recidivism although this relationship was not as strong as those associated with some of the individual indicators. Transition and service delivery are the two sets of standards with the most direct impact on individual students; therefore, it is encouraging that facilities with higher QA scores in these areas would be linked to lower recidivism rates.

The preceding results should be interpreted with caution. Potentially many factors can affect recidivism. This analysis included only four control variables. Among the four variables, length of stay in the program had the strongest effect on recidivism. Facilities with longer

average lengths of stay had lower recidivism rates. Higher security level, on the other hand, was positively related to recidivism. Holding all other variables constant, the facilities with higher levels of security tended to have higher rates of recidivism.

Other factors that may potentially affect recidivism at the program level include average severity of prior offenses, average age at first referral, access to non-educational treatment programs, number of students with strong family ties and social bonds, and availability of aftercare. Due to current data limitations, JJEEP was unable to include these variables in the analysis although security level may serve as a "proxy" for some of them. It is certainly possible that the relationships between QA indicators and recidivism will change when these variables are included. Another reason for caution in interpreting these results is the selection of our sample. Sixty-two programs were included in the analysis based on availability of data. Because this sample is not randomly chosen, it is questionable whether the results drawn from this sample can be generalized to the entire population of Florida juvenile justice facilities with educational programs. The study needs to be replicated using the entire population of such facilities, and future studies of this type will move in this direction.

More than anything else, this analysis provides a demonstration of what is possible using data available from DJJ, JJEEP, and DOE. These results should not be considered as definitive, however, concerning the relationship between education QA and recidivism. As data collection and analytical techniques are refined, JJEEP will use data from these and other sources to develop progressively more complete and definitive findings and conclusions on the relationship between educational QA and recidivism.

The lack of a relationship between the QA score in the administration and contract management standards, and the lack of any significant relationship with particular indicators in these standards, is not unexpected. Administration standards evaluate the organizational structure of the school programs and, therefore, do not necessarily affect the way teachers and students interact.

On the other hand, the transition and service delivery standards directly evaluate the interaction between educational staff and students. Moreover, the transition and service delivery indicators have incorporated most of the promising practices found in the JJEEP literature reviews, such as individualization of services and instruction, assessment testing, transition planning, parent involvement, and the use of a multifaceted curriculum that addresses the individual needs of students in academic, vocational, General Education Development (GED), literacy, and psychosocial education.

The transition standard, which had the strongest relationship to recidivism, is designed to address community reintegration outcomes through the implementation of a specific process from student entry into a juvenile justice education program through exit. This process includes (1) identifying individual student needs through evaluation of past records and assessing students both academically and vocationally, (2) developing individual student goals and objectives relevant to identified student needs and deficiencies, tracking each student's progress on goals and objectives through multiple means of evaluation, and (3)

preparing the student for return to school and the community by developing exit plans and education portfolios that will assist students with meeting their community reintegration goals.

The two indicators within the transition standard that had the greatest relationship with recidivism were Student Planning and Student Progress. As described above, these indicators relate to the second phase in the transition process, which is the development of individual student goals and objectives relevant to identified student needs and deficiencies, and tracking each student's progress on goals and objectives through multiple means of evaluation. These indicators relate directly to the extent of individualized services and individualized instruction within the educational program.

It is important to note that in implementing these specific promising practices in transition and service delivery requires highly trained and qualified teachers who possess specific skills and knowledge. Through multiple years of college education and experience (gained through student teacher interaction), teachers gain specific knowledge and skills related to successful teaching. The more skills teachers gain through schooling and experience, the more likely it is that they are able to implement promising and/or best education practices during student/teacher interactions. In fact, one of the most widely recognized best education practices is the use of certified and experienced teachers. Chapter 15 on teacher certification highlights the positive relationship between high QA findings and the prevalence of professionally certified teachers within each program.

11.4 Returning to School, Number of Days in School, and Educational Program Quality

A direct community reintegration measure of juvenile justice education outcomes is returning to school. If a juvenile justice educational program is successful, it could be expected that students released from the facility would return to public schools at a greater rate than those released from an unsuccessful educational program. Furthermore, it could be expected that students from successful programs would stay in public schools longer than those from unsuccessful programs. To test these relationships, JJEEP computed two variables as measures of educational outcomes. One is *returning to school*, measuring whether the student returned to a regular public school in the following semester after he or she was released from a juvenile justice facility. The other is *survival time in school*, which measures the number of days the student stayed in the public school.

To conduct this study of educational outcomes, JJEEP needed two years of consecutive data on release date and school enrollment for a sample of students. Currently, JJEEP has this information for about 2,200 students in the database. We surveyed these students last year in our study of pre- and post-educational outcomes. For this analysis, JJEEP matched its survey data with student enrollment data obtained from the DOE for the school years of 1999-2000 and 2000-2001. Using the students' social security numbers, 1,826 students were identified in the DOE database. Of the 1,826 students, 1,623 (89%) were released from the juvenile facilities during the 1999-2000 school year, including 613 released in the fall semester of

1999, and 1,010 released in the spring semester of 2000. The analysis in this section was based on these 1,623 students. For those students released in the fall semester of 1999, JJEEP examined whether they were enrolled in a public school in the spring semester of 2000 and how long they stayed in the school. For those released in the spring semester, JJEEP examined if they returned to a public school in the fall semester of 2000 and the number of days they stayed in the school before the semester ended.

To test the relationship between QA scores and educational outcomes, JJEEP computed proportion of students returning to public schools and average number of days the students stayed in the school for each program with five or more students enrolled in regular schools in a given semester. JJEEP then correlated QA scores with proportions of students returning to school and average number of days in school. By requiring at least five students per program, we minimized the impact that students with extreme values on length of stay would have had on the correlations between QA scores and the outcome measures.

Table 11.4-1 provides the correlations between QA scores and proportion of students returning to public schools at the program level. Both zero-order correlation and partial correlation with several variables controlled are listed. The number of programs used to compute each correlation coefficient is also listed. In the partial correlation analysis, average age, percentage of males, security level, and average days served in the program were included as control variables. If any of these variables affected both QA scores and educational outcomes, the relationship between these variables would not be measured accurately by zero-order correlations. As a result, the partial correlations represent more accurate measures of these relationships with the effects of four other variables controlled.

Table 11.4-1: Correlations between QA Scores and Return to School

	Zero-Order	Partial
Correlation	0.09	0.17
Number of Programs	38	37

As shown in Table 11.4-1, QA scores are positively correlated with returning to school as predicted. Programs with higher QA scores tended to have a higher proportion of students returning to school. The strength of this relationship, however, is weak. After controlling for the effects of age, gender, security level, and time served, the correlation increased considerably, from 0.09 to 0.17, but neither of these coefficients is statistically significant.

Table 11.4-2 shows the correlations between QA scores and number of days in school. The relationship between these two variables is strong and positive. Both the zero-order correlation and the partial correlation are statistically significant. The correlation coefficient increased only slightly after the control variables were introduced, suggesting that the QA scores might be positively related to days of staying in school across age, gender, security levels and lengths of time served in the program.

Table 11.4-3: Correlations between QA Scores and Number of Days in School

	Zero-Order	Partial
Correlation	0.47**	0.49**
Number of Programs	30	29

**Significant at the 0.01 confidence level

Overall, these correlation analyses suggest that QA scores have a strong and positive relationship with one of the two indicators used to measure educational outcomes, namely, length of time the students remained in public schools after they were enrolled in these schools. Programs with higher QA scores appeared more likely to have students who remained in public schools for a longer period. This relationship between QA scores and days in school seems to hold constant for all DJJ programs included in this analysis, regardless of age and gender distributions, security level, and average length of time served at these institutions.

QA scores are related in the expected direction to whether a DJJ student would return to a public school after he or she was released from a correctional facility, but this relationship was neither strong nor statistically significant. A separate analysis (not shown here) suggested that age was the strongest predictor of returning to a public school. Younger students were more likely to return to public school than older students. How the programs performed in terms of the QA scores was not strongly related to the percentage of students returning to public school at the program level.

Like the recidivism results, these results need to be interpreted with caution. These analyses were based on a small sample of programs. The results from these analyses may not be generalizable to the entire population of programs. As JJEPP receives more data from DOE, DJJ, and other sources, it will be possible to conduct similar analyses to verify these findings using more programs. In addition, it is important to recognize that correlations do not, by definition, establish cause/effect relationships that enable empirically based predictions. Rather, JJEPP's analyses show that QA scores are positively correlated with number of days in public schools. To establish a causal relationship between these two sets of variables requires more rigorous testing procedures, which will be possible once more comprehensive data are available.

11.5 Summary Discussion

These data analyses represent JJEPP's continuous effort to improve juvenile justice education through evidence-based research. The analyses demonstrate how data from JJEPP, DOE, and DJJ can be integrated and used to evaluate educational and community reintegration outcomes. With more comprehensive data and more sophisticated methodologies, JJEPP will be able to produce more reliable evidence about what works and for whom in juvenile justice education in Florida. The immediate steps that JJEPP is taking toward achieving these goals is to replicate the findings presented in this chapter using a

larger sample, possibly the entire population of juvenile justice programs. Students will be followed for a longer period to evaluate whether programs with higher QA scores will help students achieve not only short-term academic gains but also long-term successes in community reintegration.

Future analyses will include more control variables obtained from DJJ, DOE, and JJEEP's self-reported survey. Larger datasets and more refined measurements will enable us to use more rigorous statistical methods, such as multilevel hierarchical modeling and survival analysis, to establish compelling cause/effect relationships between educational program indicators and community reintegration outcomes. With the new data that JJEEP expects to receive this year from its self-report study and DJJ, DOE and the Florida Education and Training Placement Information Program (FETPIP) databases, it will be possible to assess a series of interrelated community reintegration outcomes in relation to specific juvenile justice educational program characteristics and resulting pre- and post-academic gains. Some of these community reintegration outcomes include various self-report indicators of post-release behavior and experiences, grades earned in public schools, high school completion rate, percent of students receiving diplomas and certificates, students enrolled in post-secondary educational programs, employment, and earnings.

Together, these educational programs and multiple self-report and official outcome data will enable JJEEP to provide comprehensive empirical descriptions, explanations, and predictions concerning the complex relationship between the education of juvenile justice youths and their subsequent community reintegration experiences.

CHAPTER 12 GENDER ISSUES

12.1 Introduction

The number of girls in juvenile justice facilities has increased significantly in the past few years. Because boys have dominated the juvenile justice system, juvenile justice programming has developed around male needs (Scahill, 2000). As female participation in criminal activity rises, it is essential to examine the unique treatment and education needs and characteristics of girls (Morash, 1998). Girls are victims of abuse, particularly sexual abuse, at rates higher than those of their male counterparts (Widom, 2000). Female juvenile delinquents are also more likely to engage in substance abuse (Scahill, 2000). According to the 1995 Uniform Crime Report Data, one in four arrests for females were for shoplifting. In addition, roughly half of all female arrests are accounted for by larceny and running away. It is also interesting to note that running away accounts for 21.1% of female arrests. With regard to violent offenses, there were 90,687 male arrests for violent offenses as compared to 15,503 female arrests for violent offenses (UCR, 1995).

It is quite clear that girls' emotional needs differ from those of boys in significant ways (Obeidallah, 1999). Historically, the small proportion of girls in juvenile justice facilities has resulted in lack of funding, resources, knowledge, and interest in developing gender-specific programming for female juvenile delinquents. As female participation in criminal activity rises, it is essential to examine the unique treatment and education needs and characteristics of girls. Scrutiny of female participation in delinquency will enhance criminological understanding of these behaviors and allow the development of effective, replicable best practices in educating and treating female delinquents.

This chapter focuses on the significance of gender-specific programming and services to incarcerated females. The chapter is comprised of three subsequent sections. Section 12.2 identifies most promising practices in female programming. Section 12.3 presents JJEEP data and findings. Section 12.4 provides a summary discussion of the need for gender-specific programming and introduces a longitudinal research proposal as it relates to incarcerated females.

12.2 Identification of Most Promising Practices

Despite increasing participation of females in juvenile delinquency, girls account for a relatively small proportion of crime. The sheer volume of male criminal activity has demanded substantial attention and efforts from the academic and research community. As social, political, and economic conditions have shifted throughout the last half of the 20th century, greater interest has focused on females and girl delinquency in particular. This

academic work remains preliminary rather than definitive or comprehensive in nature. There are two tasks at hand in addressing the research questions posed by female participation in juvenile delinquency. First, the problem must be described and understood.

Previous descriptive and analytic approaches have long suffered from an overwhelming male-oriented and paternalistic approach. For example, Broidy and Agnew (1997) pose the question, “How can we explain the higher rate of crime among males?” rather than contextualizing the issue as a female problem by asking, “How can we explain the lower rate of crime among females?” A recent trend has developed, however, from a variety of disciplines that embarks on appropriate description of sex and gender differences between men and women, girls and boys. Heimer (1996); and LaGrange (1999) found that self-control explains much of the “gap” between male and female crime in adults and suggest that more intense social constraints experienced by women also play a key role in sex differences. Similarly, exposure to delinquent peers and the strength of relationships with peers and family explains some of the sex differences (Mears, Ploeger, & Mark, 1998; Agnew & Brezina, 1997; Anderson 1999, Koita & Triplett, 1998). The field of psychology has also examined sex differences, examining delinquency as a problem of adolescence and anti-social behavior (Baldwin, Harris, Shanette, & Chambliss, 1997; Casper, Belanoff, & Offer 1996; Pajer, 1998; and Silver, 1996). Although this previous research touches on various aspects of gender and sex differences, the phenomenon is a complicated and intricate combination of social, biological, and psychological factors. Given the extended complexities of the problem of describing gender and sex differences, it is clear that much work remains to be done in this area.

Secondly, best practices for the treatment and education of females must be identified. This task, which is so clearly of paramount social importance for all criminal offenders, is fraught with difficulties even before introducing the problem of sex and gender differences. In the extant academic literature, however, three primary themes emerge: education, treatment for abuse, and drug and alcohol treatment (Acoca, 1998; Chesney-Lind, 2001; Corrado, Odgers, & Cohen, 2000; Maughan, Pickles, Hagell, Rutter, & Yule, 1996; Pepi, 1997; Schaffner, Shick, & Stein, 1997). Chesney-Lind (2001) also suggests an all-female environment that explicitly addresses sex and gender issues throughout the educational and treatment services. This suggests that facilities that attempt to serve both males and females may be less successful in meeting the needs of girls than those facilities that are segregated by sex. Although there are a variety of suggestions for best practices in the academic literature, few of these concepts have been empirically evaluated and further research is clearly called for.

Many juvenile justice facilities in Florida, those serving females only, as well as those serving combined populations, offer a variety of gender-specific programming options. These program offerings are not universal, however, and vary substantially from one program to another. Table 12.2-1 summarizes findings from a 1999 Florida Department of Juvenile Justice (DJJ) report (using 1999 restrictiveness level designations) that indicates the gender-specific programming offered in Florida at that time.

Table 12.2-1: Overview of Gender-Specific Services by Levels (DJJ 1999)

Gender-Specific Programming Categories	Percentage of Programs Providing Services			
	Level 2	Level 4	Level 6	Level 8
Pregnancy/sexuality/parenting instruction	17%	82%	82%	80%
Health and hygiene services	5%	71%	71%	100%
Relationship building	5%	53%	24%	20%
Sexual/physical abuse counseling	2%	53%	41%	80%
Self-image development and body awareness	2%	47%	29%	40%
Promotion of self-esteem	2%	29%	53%	60%
Communication and anger management counseling	5%	24%	47%	60%
Female mentoring models	10%	12%	18%	0%
Cultural activities	10%	12%	6%	20%
Domestic violence counseling	5%	6%	29%	0%

Because current JJEEP education QA standards do not address gender-specific programming, QA scores reflect general program performance rather than the volume, content, or quality of sex-based offerings.

Practical Academic Cultural Education (PACE)

PACE day treatment prevention programs provide comprehensive, gender-specific services that center on a strong educational and social service delivery model for girls aged 12 to 18. A pilot program for girls aged 8 to 11 began this year in Broward County. Programs also provide transition services that provide aftercare services to students and their families. According to DJJ Prevention Outcome Evaluation Reports, PACE was identified as the only prevention program in Florida that statistically showed a relationship between successful completion of their program and avoidance of subsequent delinquent activity for two consecutive years (1998 & 1999).

By implementing gender-based programming in a sex-segregated environment, PACE programs employ the promising best practices identified in the literature. These programs consistently receive high QA review scores, indicating a positive correlation between the identified promising practices and QA scores. In fact, of the 19 PACE centers operating in 2001, two of the facilities had special deemed status which required no program review in 2001 and deemed program reviews for the next two years, eight of the facilities had deemed status which required an abbreviated QA review, while nine facilities received a full QA review. The high proportion of deemed and special deemed PACE programs (53%) indicates not only that the PACE program provides especially high quality educational programs, but that the PACE model is replicable and can be implemented with consistently high performance across PACE programs. Table 12.2-2 summarizes the mean QA scores by standard and overall mean of the nine PACE facilities that received a full QA review.

Table 12.2-2: PACE Mean Scores of Standards and Overall Mean QA Score*

Program Type	Number of Programs	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four: Contract Management	Overall Mean QA Score
PACE female-only day treatment	9	6.44	6.49	6.22	5.67	6.33

*Does not include deemed programs. Contract Management is not included in the Overall Mean QA score.

Although the PACE programs are exemplary, they cannot be generally compared to other juvenile justice programs in Florida for several reasons. First, PACE is selective in deciding which students to accept into their programs. Most of them are not committed and, as such, DJJ treats and evaluates this program as a prevention program. Second, PACE programs are nonprofit and receive high levels of funding from outside sources; therefore, they can provide inclusive program offerings more readily than other juvenile justice programs. Nevertheless, the PACE gender-specific model and key elements of its programming could be successful in other juvenile justice programs for females.

12.3 JJEEP Data and Findings

Girls received services in 97 juvenile justice facilities in 2001. The majority of the facilities in Florida serve males only. Because fewer facilities serve girls, girls may have to travel greater distances from home to programs than boys. Table 12.3-1 shows the number of DJJ facilities (including deemed) that serve females only, males only, and that serve both (combined).

Table 12.3-1: Number of Facilities by Gender

Facility Type	Number of Programs
Female Only	41
Male Only	106
Combined	56
Total	203

Most programs that serve females, whether in combination with males or not, are prevention or day treatment programs. Table 12.3-2 indicates the number of programs (including deemed) in each facility type and security level according to the gender of the student population.

Table 12.3-2: Number of Facilities by Security Level and Gender

Security Level	Female Only	Male Only	Combined	Total
Prevention	16	2	4	22
Intensive Probation/ Conditional Release	2	3	5	10
Day Treatment*	0	0	19	19
Low Risk	3	15	1	19
Moderate Risk - Environmentally Secure	0	19	1	20
Moderate Risk - Hardware Secure	6	16	2	24
Moderate Risk - Staff Secure	9	26	0	35
Mixed Moderate and High Risk	0	6	0	0
High Risk	3	15	0	18
Mixed High and Maximum Risk	1	1	0	2
Maximum Risk	1	3	0	4
Detention (Secure)	0	0	24	2
Total	41	106	56	203

*This category includes some programs that are combined with intensive probation, conditional release, or group treatment home.

During the 2001 QA review cycle, 21% of the youths served in juvenile justice facilities were female. Of the female students, a little more than one third were in PACE programs. For those programs that received a full review in 2001, JJEEP is able to compare QA scores for programs that serve females only, males only, or have combined populations. Table 12.3-3 shows the comparison of female-only programs with male-only programs.

Table 12.3-3: Comparison of Female-Only and Male-Only Programs by Mean Scores of Standards and Overall Mean QA Score*

Program Type	Number of Programs	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four: Contract Management	Overall Mean QA Score
Female Only	32	5.54	5.78	5.71	5.15	5.66
Male Only	91	5.26	5.74	5.55	5.28	5.54

*Does not include deemed programs. Contract Management is not included in the Overall Mean QA score.

Although the programs that serve females have a higher overall mean QA and higher mean scores on three of the four standards, none of the differences were statistically significant. Single sex facilities were then compared to facilities that serve both males and females. The results are summarized in table 12.3-4.

Table 12.3-4: Comparison of Female-Only and Male-Only Programs with Combined Programs (Including Detention) by Mean Score of Standards and Overall Mean QA Scores*

Program Type	Number of Programs	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four: Contract Management	Overall Mean QA Score
Female Only	32	5.54 ^a	5.78	5.71	5.15	5.66
Male Only	91	5.26	5.74	5.55	5.28	5.54 ^b
Combined	44	4.79 ^a	5.41	5.23	4.66	5.13 ^b

*Does not include deemed programs. Contract Management is not included in the Overall Mean QA score. Statistically significant relationships for a and b at the 0.05 level.

Table 12.3-4 indicates that single sex facilities have higher mean QA scores both for individual standards and for the overall mean QA score. Two of these relationships, the comparison of the Standard 1 mean score of female only programs to combined programs, and the overall mean QA score of male only programs to combined programs, were statistically significant. These comparisons do include detention centers, which serve both girls and boys. Because educational services provided in detention centers differ greatly from all other juvenile justice facilities due to the unique constraints and constant changes in the students served by detention centers, the same comparison was conducted with detention centers excluded. The results of this comparison are summarized in Table 12.3-5.

Table 12.3-5: Comparison of Female Only and Male Only Programs with Combined Programs (Excluding Detention) by Mean Scores of Standards and Overall Mean QA Score*

Program Type	Number of Programs	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four: Contract Management	Overall Mean QA Score
Female Only	32	5.54	5.78	5.71 ^a	5.15	5.66 ^b
Male Only	91	5.26	5.74	5.55 ^c	5.28	5.54 ^d
Combined	24	4.82	5.31	4.99 ^{ac}	4.38	5.05 ^{bd}

*Does not include deemed programs. Contract Management is not included in the Overall Mean QA score. Statistically significant relationships for a, b, c, and d at the 0.05 level.

Table 12.3-5 indicates that when detention centers are excluded from the analysis, the difference in program performance between single sex programs and combined facilities increases. In particular, programs that serve both boys and girls perform lower on Standard 3 Administration as well as the overall mean QA score. In addition, it should be noted that 17 of the 24 facilities serving a combined population are Associated Marine Institute (AMI) day treatment facilities, which tend to receive lower than average QA scores.

12.4 Summary Discussion

As female involvement in the juvenile justice system increases, it is essential to address the unique education needs of girls. Because boys significantly outnumber girls in the system, girls face fewer programmatic options. Academic literature emphasizes the description of gender differences as well as the particular needs of girls. Specifically, prior research suggests the need for gender-segregated as well as gender-based programming. Although there is not a plethora of identified promising practices, realistic implementation and replication of those practices that have been identified should be initiated and encouraged. In particular, elements of the PACE program, which embodies promising practices and appears to be replicable, should be considered for inclusion in other programs to enhance the quality of juvenile justice education for girls.

CHAPTER 13 PRIVATIZATION

13.1 Introduction

A large body of literature suggests that providing youths in juvenile justice facilities with quality educational services likely improves their chances of living productive and crime-free lives. Among important characteristics of juvenile justice facilities that influence effectiveness of educational programs are the auspices under which programs operate. In Florida, for example, many different entities operate juvenile justice facilities. Some providers are public (administered by the Department of Juvenile Justice [DJJ]), and some are contracted out to private providers. Furthermore, while some of the private providers are for-profit organizations, there are many not-for-profit organizations as well. Further complicating the matter, the educational programs within these facilities may be operated by public school districts, private for-profit providers, or private not-for-profit providers.

In recent years, the number of privately operated juvenile justice programs has been growing. In the United States, between 1983 and 1991, the number of youths admitted to private juvenile programs increased 57%, from 88,806 to 139,813, while the increase in admissions to public facilities increased 29% (Office of Juvenile Justice and Delinquency Prevention (OJJDP), 1995). The trend toward privatization appears to have been driven by a cost-effective rationale, which implies that privately operated facilities can deliver comparable, if not better, services for less money. Privately operated facilities are said to achieve this by having lower student to staff ratios; providing a wider variety of services; and being smaller, more flexible, and more selective (Bartollas, 1990). To date, while there have been several evaluation studies of education in privatized adult correctional settings, little research on privatized juvenile justice education has been published. It is yet to be determined whether these cost-savings claims are correct. Clearly, there is need for research on juvenile justice privatization and education, and this chapter addresses this need.

The chapter is comprised of six subsequent sections. Section 13.2 contains a literature review on a variety of interconnected topics, including, education and delinquency, privatization, juvenile justice privatization, correctional privatization, and educational privatization. Section 13.3 describes the types of programs in Florida operated by public and private agencies by capacity size, security level, and type of program. Sections 13.4 and 13.5 aim at evaluating the services provided by public and private entities. Section 13.4 provides an analysis of quality assurance (QA) scores for different public/private program designations for the 2001 QA review cycle. Section 13.5 describes teacher certification findings related to the privatization status of programs. Section 13.6 provides a summary discussion of the chapter and discusses some of the implications raised for future research and policy.

13.2 Literature Reviews

Because of the variety of issues related to juvenile justice education and privatization, the prior literature reviewed here is as follows: relationship between education and delinquency, overview of privatization, juvenile justice privatization, correctional privatization, and educational privatization.

Education and Delinquency—Current literature indicates that several educational factors are correlated with juvenile delinquency. These factors include school performance, attitudes toward school, and graduation rates. For example, in a recent national workshop on education and delinquency sponsored by the National Research Council; McCord, Widom, Bamba, and Crowell (2000) reported that poor school performance, truancy, and leaving school at a young age appeared to contribute significantly to juvenile delinquency. The workshop further confirmed that serious and violent delinquents had more school-related problems, such as low grades, truancy, suspension, and school dropout than non-violent youths. Youths who had trouble academically were more likely to engage in criminal and delinquent behavior, offend more frequently, commit more violent and serious offenses, and persist in their delinquent behavior for a longer period. McCord et al. also reported that educational programs that teach self-control, social skills, and provide parental training were more successful in improving educational outcomes than those that provide only remedial education. Moreover, according to Hansen (1998), one out of every two adolescents was at serious or moderate risk for school failure.

Privatization—The term privatization refers to the contracting out of public services to private providers by local, state, or federal levels of governments. Some of the services that are commonly placed under contract include garbage collection, healthcare, law enforcement, education, fire protection, corrections, public transit systems, construction, and airport operations. The concept of privatization has been with us for centuries. While having historical precedent, privatization has experienced a dramatic gain in popularity during the last 25 years (Grimes, 1994; Lopez-de-Silanes, Cain, & Vishny, 1997). This trend has been fueled by concerns over fiscal scarcity, governmental inefficiency, and the increasing size of the public sector. The growth of privatization of public services has stimulated lively discussion about the efficacy of private providers in delivering services that have traditionally been provided by government agencies.

Proponents argue that privatization enhances competition by offering financial incentives to those who achieve expected or desired outcomes, and increased competition is claimed to improve the overall quality of service delivery. This laissez-faire argument appeals to many Americans because of concerns over state monopolies and a strong appreciation for competition. There is general acceptance in America of free enterprise and a prevalent belief that private operation of anything “must be cheaper and better” than the same operation by the government (Shichor & Sechrest, 1995). Many Americans criticize public monopolies on services for ineffectiveness and inefficiency. Private providers offer an alternative approach that has been widely endorsed by the public.

Proponents of privatization claim that private contractors provide comparable or better services at a relatively lower cost than public providers. Some critics argue, however, that private companies are able to provide the same level of service at a reduced cost primarily by paying employees 11% to 20% lower wages, using fewer employees, and offering inferior employee benefits packages (Lopez-de-Silanes et al., 1997). Critics contend that this will reduce the quality of the employees, which, in turn, will reduce the quality of the services provided. In fact, some believe that public investment in the private provision of services compromises the efficacy of government-operated programs. Opponents believe privatization usurps valuable resources from public sources, thereby crippling the public sector, reducing the overall quality of service provision, and undermining the primary role of government—to create the greatest good for the greatest number of people (Brown & Hunter, 1996).

Juvenile Justice Privatization—Juvenile justice privatization first emerged in the State of Florida in 1974 when Associated Marine Institutes, Inc. (AMI), a not-for-profit privately operated juvenile justice initiative, was officially established (AMI, 1996). Since then, the number of private providers and privately operated programs has grown, and this trend has been encouraged by current state statutes [section 230.23161(8), F.S.]. Critics have been concerned, however, that the movement toward juvenile justice privatization has occurred without evidence demonstrating that private contractors are capable of providing comparable or better services at a lower cost. Unfortunately, very little research evaluating the efficacy or cost savings of juvenile justice privatization has been or is now available.

Critics suggest that the sparse amount of research that has been done indicates a need for a closer look at juvenile justice privatization. Shichor and Bartollas (1990) compared youths placed in public and private programs. While they found that youths in public facilities are very similar to those in private programs, they also found that some of the justifications behind privatization are flawed. For example, Shichor and Bartollas suggest:

1. While private programs are often said to provide more services, they rarely have the qualified staff necessary to provide this level of care.
2. Private programs are said to have lower student to staff ratios, and while this may be true, the staff are often held to lower standards than their publicly employed counterparts.
3. Private facilities are often found to house hard-core delinquents with lower-level offenders, a practice in opposition to the recommendations of the Juvenile Justice Delinquency Prevention Act. This practice increases the likelihood of victimization and violence (Bartollas, Miller, & Dinitz, 1976).
4. Privatized programs are often driven by money rather than humanitarian vision. Private operators often lobby for additional clients and advertise their services to people who can fill beds. This is true even though there is a body of research suggesting that the free enterprise system's involvement in public and human services

causes problems and compromises quality (Chandler, 1986; Hurst, 1989; Benenson, 1985).

5. Privatized juvenile justice often results in the politicization of juvenile care. In California, when a juvenile is sent to a public facility, 50% of the cost is covered by the state and the county covers 50% of the cost. When a juvenile is sent to a private facility, 95% of the cost is covered by Aid to Families with Dependent Children (AFDC), which is a federal program, and the county covers only five percent of the cost. In a state system environment that is perpetually characterized by resource scarcity, there is increasingly political and fiscal pressure to send youths to privatized programs.

The privatization research relating to recidivism also provides reason for skepticism, but includes results suggesting both positive and negative effects. For example, Greenwood, Turner, and Rosenblatt (1989) found that youths completing private placements were less likely to be re-arrested and re-committed to a correctional institution. Shichor and Bartollas, on the other hand, concluded that youths committed to private facilities do not have different recidivism rates than those completing public programs. Similarly, Terry, Stolzenberg, and D'Alessio (1997) found no significant differences between privately and publicly operated facilities in terms of the probability of re-arrest. Youths completing private placements are just as likely to recidivate, the severity of crime committed is just as severe, and the time to failure is similar to their publicly oriented counterparts. They went on to say that youths completing private placements are no worse off than youths finishing public placements, and that privatization might be a worthwhile alternative if it is less costly. At the same time, they also found that placing youths in private facilities is actually more expensive.

Correctional Privatization—While the research on juvenile justice privatization is limited, there are research studies on privatization in related areas, such as adult corrections, that are helpful in identifying relevant issues requiring further research in the juvenile justice area. Adult corrections has a long history with privatization. Several of the first penitentiaries in the United States, including Louisiana's first state prison and New York's Auburn and Sing Sing penitentiaries, were privately operated (Smith, 1993).

There are a number of studies comparing privately operated and publicly operated correctional facilities in terms of cost and quality. The United States General Accounting Office (USGAO, 1996) analyzed five separate studies that were conducted in five states: California, Tennessee, Washington, Texas, and New Mexico. The USGAO was unable to draw any conclusions, however, because the studies found either little difference or mixed results concerning cost efficiency. Similarly, the studies found that the quality of services offered by public and private correctional providers were virtually the same. The USGAO, therefore, concluded that the existing research on privatization is characterized by uncertainty and that additional research is needed to determine potential differences between private and public correctional facilities.

One controversy over the privatization of prisons can be seen in Tennessee. Corrections Corporation of America (CCA) proposed to manage Tennessee's entire prison system by

offering the state \$100 million dollars in cash in exchange for management rights. Additionally, CCA offered the state \$250 million dollars in up-front capital expenditures in return for CCA being paid a first-year management fee of approximately \$170 million, which was equivalent to Tennessee's adult correctional budget for the 1986-87 fiscal year. After much consideration, the state agreed. When the time came to conduct a comparison review between public and private prisons, the Select Oversight Committee on Corrections (SOCC) concluded that, while all the prisons scored remarkably high on American Correctional Association (ACA) accreditation scores, the public and private prisons operated at essentially the same level of performance (Kyle, 1998).

Recent studies comparing the cost of private and public adult correctional facilities in Florida also reported equivocal findings. The Florida Department of Corrections (DOC) and the Correctional Privatization Commission analyzed the same data, yet reached different conclusions. The Florida Office of Program Policy Analysis and Governmental Accountability (OPPAGA) conducted another review and concluded that an independent third party should conduct additional research to clarify the issue (OPPAGA Report, 1997), but this research has yet to be undertaken.

Educational Privatization—The idea of private education is not new and, in fact, has been around as long as the educational process itself. Adam Smith offered the first identified proposal for the privatization of public education in his 1776 publication, *Wealth of Nations* (Noguera, 1994). Critics of public education promote privatization as a solution to many of the problems that beset public schools. It is not the concept of private education that is new, however, but rather it is the idea that the government should sponsor private education that has recently emerged. This is what most writers mean today when they refer to privatizing education, and this movement has been gaining momentum daily. Rockler (1996) examines several options that have been suggested for the privatization of education, such as voucher programs, charter schools, the Edison Project, and the corporate takeover of public schools. Economist, Milton Friedman, who is credited with initiating the concept of government-sponsored private education (Rockler, 1996), first proposed the voucher plan in 1955. According to his plan, parents would receive vouchers, which were equivalent to the cost of a public education. Parents had the option of using the voucher for a free public education or paying the additional cost of a private school; however, the private schools were free to establish their own tuition charges.

Another option suggested for the privatization of education is the use of charter schools. These schools are detached from the local school districts and receive charters from the state department of education.

The Edison Project, founded by Christopher Whittle, offers a different approach. The main purpose of this project is to design and build a chain of corporately owned for-profit schools. This project would utilize more technology and use more paraprofessionals for teaching than are currently used in most public schools.

Educational Alternatives, Inc. (EAI) has provided a final method of privatization. This for-profit organization has contracted to administer public schools in several school districts

while receiving the funds normally spent by each school it has contracted to administer. Their responsibilities include operating the school, employing teachers and administrators, purchasing materials, and accounting for student progress to parents and the state department of education. Nevertheless, even while employing paraprofessionals as classroom aides and interns in order to minimize personnel costs, EAI has operated at a loss (Rockler, 1996; *The Economist*, 1999).

Although a large body of related research has emerged, the research results are inconclusive, and some of these results have been challenged. For example, one popular perception is that private schools provide higher quality service than public schools. This perception has been supported by several research studies. For example, Coleman, Hoffer, and Kilgore (1981) reported that students in private schools learn more than their public school counterparts. While these findings are based on a national high school survey, the study's research methods have been widely questioned. Critics cite the fact that Coleman et al. (1981) did not control for the self-selectivity of private school samples. In addition, several researchers (Goldberger & Cain, 1982; Murnane, Newstead, & Olson, 1985) point out that students are not randomly distributed between private and public schools, thus the findings of Coleman et al. (1981) may be skewed by selection bias. Using the same national survey, but correcting for selection bias, Noell (1981) did not find any significant learning differences between private parochial school students and their public school counterparts. Furthermore, research by Grimes (1994) compared the quality of economic education provided to private and public school students. Controlling for student ability, aptitude, and prior exposure to economic concepts, the study concludes that students in public schools learn more about economics than students in private schools.

Numerous private contractors have tried to succeed in the education industry, with mixed results. Companies like EAI entered into several contracts with Florida, Maryland, and Connecticut. Each of the EAI contracts has since been terminated due to program failure (Brown & Hunter, 1996; Rockler, 1996). Findings such as these have led many to question the success of the privatization of education (Brown & Hunter, 1996; Molnar, 1996; Rockler, 1996).

Proponents of the privatization of education argue that it will substantially cut costs while bringing stability to staffing. This is believed achievable by making it easier to release poor teachers and keep the better ones. They also contend that competition will initiate advancement. They argue that their key advantage is that, by contracting out schools, there will be a better consensus reached on the goal of education. This will occur by splitting the issue of purchasing and providing education between bureaucrats and private companies (*The Economist*, 1999). As Eddy (1996) concludes, a contractor or provider may have more financial resources than those of an educational institution.

In contrast, some researchers claim that the privatization of education has negative consequences. Levin (1991) argues that privatization simply produces additional layers of bureaucracy, a point that directly contradicts the privatization argument that public schools suffer due to governmental bureaucratic inefficiency. Rinehart and Jackson (1991) and Russo and Harris (1996) claim that privatization further complicates the provision of

education by increasing the need for state action (such as monitoring and contract management) and due process guaranteed under the Fourteenth Amendment to assure equal provision and equal access to education.

Other privatization opponents argue that the development philosophy, which encompasses intellectual, moral, physical, social, and spiritual growth, will be greatly compromised. Moreover, they maintain that it will be difficult to change privatization contracts, particularly if the change affects the result of the contractor. They also raise questions about the interactions between such contractors and students (Eddy, 1996). Challengers also argue that privatization of education involves the segregation of children so that private schools will house the rich and elite children while the public schools will be reserved for the poor and handicapped who may be barred from a private education for financial reasons. In short, they envision an educational system in which there will exist a segregation based on wealth (Rockler, 1999).

The research on privatization in juvenile justice, adult corrections, and education is still inconclusive. Nevertheless, privatization enjoys growing popularity in all of these areas. In Florida, for example, private providers have been contracted to operate both juvenile justice facilities and the educational programs within these facilities.

Many state governments continue to strongly encourage privatization. For example, the State of Florida recently changed section 230.23161(7), F.S., which addresses the provision of educational services in DJJ programs. In 1996 and 1997 the section of the statute addressing educational privatization in DJJ programs read as follows:

The school district *may contract* with a private provider for the provision of educational programs to youths placed with the Department of Juvenile Justice and may generate local, state, and federal funding, including funding through the Florida Education Finance Program for such students [emphasis added].

In 1998, the statute (changed to section 230.23161(8), F.S.) was amended to read:

School districts are authorized *and strongly encouraged* to contract with a private provider for the provision of educational programs to youths placed with the Department of Juvenile Justice and shall generate local, state, and federal funding, including funding through the Florida Education Finance Program (FEFP) for such students [emphasis added].

While the wording of this statute remains intact today, it appears that many of these unresolved questions regarding the purported benefits of privatization are beginning to be called into question. In recent months, there have been major state initiatives aimed at increasing the accountability and even de-privatizing several private providers of public services. It appears that there may be mounting support within the current political and social climate in the State of Florida for a de-privatization movement coupled with greater accountability. This may be the beginning of a trend, which JJEEP will continue to monitor over the coming year.

13.3 Overview of Privatization in Florida’s Juvenile Justice Facilities

Since the emergence of juvenile justice privatization in the State of Florida in 1974 with AMI, a not-for-profit privately operated juvenile justice initiative, the number of private providers and privately operated educational programs has grown, encouraged by current state statutes [section 230.23161(8), F.S.]. The current number of privately operated facilities and publicly operated education providers are summarized in this section.

The numbers presented in this section are based upon the 203 juvenile justice programs with full-time educational components that were reviewed in 2001. These programs had either DJJ-operated or privately contracted facility components, and either school district-operated or privately contracted education components.

Of the total 203 juvenile justice programs that were reviewed in 2001, 56 (28%) were publicly operated facilities, whereas 147 (72%) of the facilities were privately operated (110 facilities were not-for-profit and 37 were for-profit). The 56 public facility providers have a maximum capacity of 3,397 (33% of the total capacity) youths. The 147 private facility providers have a maximum capacity of 6,909 (67%) youths (4,376 in not-for-profit facilities and 2,533 in for-profit facilities). Table 13.3-1 summarizes these findings.

Table 13.3-1: 2001 Overview of Florida’s Juvenile Justice Facilities by Type of Facility Provider

Facility Provider	Security Level	Number of Programs	Max Capacity	Average Capacity
Public	Detention	24	1,986	82.8
	Low Risk	3	62	20.7
	Moderate Risk	24	957	39.9
	High Risk	3	246	82.0
	Maximum Risk	2	146	73.0
	Total Public		56	3,397
Not-for-Profit	Prevention	20	814	40.7
	Conditional Release	2	60	30.0
	Intensive Probation	6	174	29.0
	Low Risk	12	249	20.8
	Moderate Risk	45	1,864	41.4
	High Risk	3	223	74.3
	Mixed	22	992	45.1
	Total Not-for-Profit		110	4,376

Facility Provider	Security Level	Number of Programs	Max Capacity	Average Capacity
For-Profit	Prevention	2	25	12.5
	Intensive Probation	2	68	34.0
	Low Risk	3	51	17.0
	Moderate Risk	11	738	67.1
	High Risk	12	1,034	86.2
	Maximum Risk	2	143	71.5
	Mixed	5	474	94.8
Total for-Profit		37	2,533	68.5
Total for All Facility Providers		203	10,306	50.8

The majority of publicly managed juvenile justice facilities in Florida are detention or moderate risk residential commitment facilities (24 each). The majority of private not-for-profit facilities are moderate risk residential commitment facilities (45 facilities), and private for-profit facilities are mainly high-risk residential commitment facilities (12 facilities) or moderate risk residential commitment facilities (11 facilities). Public-operated detention centers have the greatest capacity when compared to the other public facilities (1,986), whereas private not-for-profit moderate risk residential commitment facilities have the greatest capacity (1,864) amongst the other private not-for profit facilities. Private for-profit facilities have the greatest capacity in high-risk residential commitment programs (1,034).

Of the total 203 juvenile justice programs reviewed in 2001, 11 (56%) had public education components, whereas 89 (44%) of the education components were privately contracted (79 private education providers were not-for-profit and 10 were for-profit). The 114 public education providers have a maximum capacity of 6,101 (59%) youths. The 89 private education providers have a maximum capacity of 4,206 (41%) youths (3,369 in not-for-profit education providers and 837 in for-profit education providers). Table 13.3-2 summarizes these findings.

Table 13.3-2: 2001 Overview of Florida’s Juvenile Justice Facilities by Type of Education Provider

Education Provider	Security Level	Number of programs	Maximum Capacity	Average Capacity
Public	Prevention	1	20	20.0
	Intensive Probation	5	114	22.8
	Conditional Release	1	20	20.0
	Detention	23	1,873	81.4
	Low Risk	14	250	17.9
	Moderate Risk	46	1,950	42.4
	High Risk	14	1,071	76.5
	Maximum Risk	3	193	64.3
	Mixed	7	610	87.1
Total Public		114	6101	53.5

Education Provider	Security Level	Number of programs	Maximum Capacity	Average Capacity	
Not-for-Profit	Detention	1	113	113.0	
	Prevention	19	794	41.8	
	Intensive Probation	2	80	40.0	
	Conditional Release	1	40	40.0	
	Low Risk	4	112	28.0	
	Moderate Risk	31	1,344	43.4	
	High Risk	1	30	30.0	
	Mixed	20	856	42.8	
	Total Not-for-Profit		79	3,369	42.6
	For-Profit	Prevention	2	25	12.5
Intensive Probation		1	48	48.0	
Moderate Risk		3	266	88.7	
High Risk		3	402	134.0	
Maximum Risk		1	96	96.0	
Total For-Profit			10	837	83.7
Total for All Education Providers		203	10,307	50.8	

Most publicly contracted juvenile justice education components in Florida are in moderate risk residential commitment facilities (46 facilities with public education). Similarly, most private not-for-profit contracted education providers are at moderate-risk residential commitment facilities (31 facilities). Of the 10 private for-profit education components, 6 are at moderate or high-risk facilities.

13.4 Analysis of QA Scores

The Sample—The present study includes the 147 juvenile justice day treatment and residential commitment programs that received full review in 2001. These programs had either DJJ-operated or privately contracted facility components, and either school district-operated or privately contracted education components.

Among the 147 day treatment and commitment programs, 122 (83%) contracted through DJJ to private providers (both for-profit and not-for-profit) to administer the facility component, and 25 (17%) were DJJ-operated. With regard to the educational services, 71 (48%) of the 147 commitment programs contracted with private educational providers, while 76 (52%) were school district-operated. Of the 122 programs with privately operated facility components, 91 (75%) were operated by not-for-profit private providers, and 31 (25%) were operated by for-profit private providers. Of the 71 programs with privately operated education components, 63 (89%) were operated by not-for-profit private providers, and 8 (11%) were operated by for-profit private providers.

Method of Analysis—The data generated by the Juvenile Justice Educational Enhancement Program (JJEED) during the 2001 QA review cycle are analyzed through comparison of descriptive statistics for each site. Mean overall QA scores, as well as mean scores for each QA standard, are calculated for each program and the programs are divided into their respective designations (public/private, for-profit/not-for-profit). Mean scores are then compared using *t-tests* to determine if the quality of educational services, as indicated by mean QA scores, is significantly different. Levene’s test for equality of variances aided in determining whether or not to assume equal variances when determining the significance of the *t-test* comparisons. These analyses provide the basis for theoretical discussion about the causes and consequences of differences in performance in public and private (both for-profit and not-for-profit) facilities and educational programs.

Findings—For all 147 programs, the mean overall QA score is 5.48.¹ The mean QA score for Standard One: Transition is 5.25. The mean QA score for Standard Two: Service Delivery is 5.68. The mean QA score for Standard Three: Administration is 5.49. The mean QA score for Standard Four: Contract Management is 5.10.²

Table 13.4-1 presents a comparison of QA scores for facilities that are either public or privately operated. The first comparison is of the mean QA scores for facilities operated by public or private providers. There are 25 programs that are publicly operated facilities, and 122 programs that are privately operated. The results of these comparisons are summarized in Table 13.4-1.

Table 13.4-1: 2001 Mean QA Scores and *t*-test Results* for Public and Private-Operated Facilities

Provider	N	Mean Overall QA Score	Standard One: Transition Mean QA Score	Standard Two: Service Delivery Mean QA Score	Standard Three: Administration Mean QA Score	Standard Four: Contract Management Mean QA Score
All Facilities	147	5.48	5.25	5.68	5.49	5.10
Public	25	5.54	5.20	5.81	5.60	5.36
Private	122	5.47	5.26	5.65	5.47	5.05

*None of the *t*-test results in this table were statistically significant at the 0.05 level.

The mean overall QA score between public and privately operated facilities is not significant at the 0.05 level. Additionally, while within each of the four standards some slight differences are found, none of the differences between public and private operators on the specific mean QA scores for any of the standards was significant at the 0.05 level. While not statistically significant, publicly operated facilities score higher than privately operated facilities on all standards except Standard One where private facilities scored minimally

¹ Last year, the overall mean QA score was 5.36. The mean QA score for Standard One: Transition was 5.14. The mean QA score for Standard Two: Service Delivery was 5.62. The mean QA score for Standard Three: Administration was 5.34. The mean QA score for Standard Four: Contract Management was 4.99.

² Standard Four: Contract: Management is included in the tables in this chapter, but is not averaged in the mean overall QA scores.

higher (5.26 vs. 5.20). It is interesting to note that last year the opposite pattern existed. Privately operated facilities scored slightly higher than public facilities on all standards except Standard Two. Similar to this year's findings, none of the comparisons between publicly and privately operated facilities were statistically significant last year.

The second comparison is of the mean QA scores for programs that have a public or private provider for the education component, regardless of the status of the facility provider. There are 76 day-treatment and commitment programs with publicly operated education components and 71 such programs with privately operated education components. The results of these comparisons are summarized in Table 13.4-2 and are considerably different from the findings presented in Table 13.4-1.

Table 13.4-2: 2001 Mean QA Scores and t-test* Results for Public and Private-Operated Education Components

Providers	N	Mean Overall QA Score	Standard One: Transition Mean QA Score	Standard Two: Service Delivery Mean QA Score	Standard Three: Administration Mean QA Score	Standard Four: Contract Management Mean QA Score
All Facilities	147	5.48	5.25	5.68	5.49	5.10
Public	76	5.72 ^a	5.45	5.93 ^b	5.79 ^c	5.54 ^d
Private	71	5.24 ^a	5.04	5.41 ^b	5.18 ^c	4.64 ^d

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the 0.01 level.

Juvenile justice programs with public education had a mean overall QA score of 5.72, while juvenile justice programs with private education had a mean overall QA score of 5.24; a difference that is statistically significant at the 0.01 level. Within each of the four standards, the patterns of performance remained the same, with public education providers consistently scoring higher than the private providers. These scores for the public education providers were significantly higher than the scores for the private education providers for Standards Two, Three, and Four at the more stringent 0.01 significance level. It should be noted that the significance of difference between provider scores on Standard One was significant at the 0.066 level, minimally missing the 0.05 significance level. The largest difference between the two types of education providers was on Standard Four (5.54 vs. 4.64). While the same basic pattern was found in the 2000 report, the differences observed in 2001 are even greater than those found in 2000 between public and private education providers. This reflects a potentially troubling trend because while QA scores improved overall in 2001, virtually all of the improvement occurred in publicly operated educational programs (see Appendix D for a comparison of 2001 and 2000 scores).

The third basic comparison is of the mean QA scores combining the public/private categories used in the first two tables for facility operators and education component operators. This produces four general program designations: programs with (1) public facilities and public education (n = 24), (2) public facilities and private education (n = 1), (3) private facilities and

public education (n = 52), and (4) private facilities and private education (n = 70). Comparisons of the mean overall QA scores, the mean QA scores for each of the four standards, and the *t*-test results for these four program designations are summarized in Table 13.4-3.

Table 13.4-3: Mean QA Scores and *t*-test Results* for Three³ Public/Private Facility and Education Component Combinations

Providers		N	Mean Overall QA Score	Standard One: Transition Mean QA Score	Standard Two: Service Delivery Mean QA Score	Standard Three: Administration Mean QA Score	Standard Four: Contract Management Mean QA Score
Facility	Education						
All Facilities		147	5.48	5.25	5.68	5.49	5.10
Public	Public	24	5.52	5.20	5.78	5.56	5.33 ^a
Private	Public	52	5.81 ^b	5.56 ^c	6.00 ^d	5.90 ^e	5.63 ^f
Private	Private	70	5.22 ^b	5.04 ^c	5.40 ^d	5.16 ^e	4.62 ^{a,f}
Public	Private	1	6.11	5.33	6.50	6.43	6.00

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the 0.05 level.

The juvenile justice programs with private facilities and public education (n = 52) received the highest meaningful mean score (5.81). Juvenile justice programs with public facilities and public education (n = 24) received the next highest score (5.52). Juvenile Justice programs with private facilities and private education (n = 70) received the lowest mean score (5.22). This ranking of provider types by scores is the exact pattern that existed in the 2000 findings. All three categories showed improvement over the scores reported in 2000, but the two categories with public education providers had the greatest amount of improvement.

The mean score difference between privately operated facilities with public education (5.81) is significantly higher than the score obtained by privately operated facilities with private education components (5.22). Juvenile justice programs with private facilities and public education (n = 52) had considerably higher and statistically significant QA scores when compared to programs with private facilities and private education (n = 70). This difference is statistically significant across all four standards. In fact, this statistically significant difference was significant at the more stringent 0.01 significance level with the exception of Standard One where the difference was significant at the 0.05 level.

In the initial analysis presented in Table 13.4-4, no statistically significant differences were found when comparing across standards for privately and publicly operated facilities. To determine the validity of these findings a fourth comparison was done due to the possibility

³ In terms of mean overall QA scores, the one juvenile justice program that is a public facility with private education had the highest score (6.11), but with only one program in this category, the score can be misleading. (For example, in 1999 there were two programs in this category, and the mean score was 4.79, the lowest score.) Additionally, in order to compute a meaningful *t*-test comparison between provider types, it is necessary to have more than one program per category.

that significant findings may exist when comparing publicly operated facilities to private for-profit or private not-for-profit facilities. These potential significant findings may be masked when collapsing private for-profit and private not-for-profit facilities into the one category of privately operated facilities. This fourth comparison deals with the differences in mean QA scores for public facility operators, not-for-profit private facility operators, and for-profit private facility operators. There are 25 programs with publicly operated facilities, 91 programs with not-for-profit privately operated facilities, and 31 programs with for-profit privately operated facilities. The results of these comparisons are summarized in Table 13.4-4.

Table 13.4-4: 2001 Mean QA Scores and t-test Results* for Public, Private Not for-Profit, and Private For-Profit Facilities

Providers	N	Mean Overall QA Score	Standard One: Transition Mean QA Score	Standard Two: Service Delivery Mean QA Score	Standard Three: Administration Mean QA Score	Standard Four: Contract Management Mean QA Score
All Facilities	147	5.48	5.25	5.68	5.49	5.10
Public	25	5.55	5.20	5.81	5.60	5.36
PNFP	91	5.55	5.38 ^a	5.71	5.50	4.95
PFP	31	5.25	4.91 ^a	5.48	5.38	5.35

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the 0.05 level.

PNFP = private not-for-profit
PFP = private for-profit

For the overall QA score combining Standards One, Two, and Three, juvenile justice programs with public facilities and programs with private not-for-profit facilities had an identical QA score of 5.55. The for-profit private facilities had a lower score of 5.25. Because of the small number of publicly operated facilities (25), none of the comparisons with the public facilities produced statistically significant differences at the 0.05 level; however, public facilities had higher QA scores on three of the standards. The comparison of programs with not-for-profit private facilities with for-profit private facilities produced differences favoring the not-for-profit programs, with the notable exception of Standard Four. The only statistically significant difference between the private not-for-profit and private for-profit facility providers was on Standard One, where the private for-profit facilities on average scored higher.

The fifth comparison is of the mean QA scores for public, private not-for-profit, and private for-profit education providers. There are 76 programs with publicly operated education components, 63 programs with private not-for-profit education components, and eight programs with private for-profit education components. These comparisons are summarized in Table 13.4-5.

Table 13.4-5: 2001 Mean QA Scores and t-test Results* for Public, Private Not-for-Profit, and Private for-Profit Education Providers

Providers	N	Mean Overall QA Score	Standard One: Transition Mean QA Score	Standard Two: Service Delivery Mean QA Score	Standard Three: Administration Mean QA Score	Standard Four: Contract Management Mean QA Score
All Facilities	147	5.48	5.25	5.68	5.49	5.10
Public	76	5.72 ^{a e}	5.45	5.93 ^{b f}	5.79 ^{c g}	5.54 ^d
PNFP	63	5.29 ^a	5.08	5.48 ^b	5.22 ^c	4.59 ^d
PFP	8	4.84 ^e	4.75	4.91 ^f	4.86 ^g	5.00

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the 0.05 level.

PNFP = private not-for-profit

PFP = private for-profit

With the exception of Standard Four, a striking pattern is presented when public education providers have the best scores, private not-for-profit are next, and private for-profit education providers have the lowest score. Juvenile justice programs with public education had a mean overall QA score of 5.72, programs with private not-for-profit education had a mean overall QA score of 5.29, and programs with private for-profit education had a mean overall QA score of 4.84. Comparisons of the overall QA scores show that public education providers scored statistically higher in comparison to both the private not-for-profit and private for-profit providers.

The public program scores were higher on all of the standards when compared to the private not-for-profit and the private for-profit educational programs. These differences were significant at the 0.05 level between public and private not-for-profit providers on Standards 2 (5.93 vs. 5.38), 3 (5.79 vs. 5.22), and 4 (5.54 vs. 4.59). In comparing the public with the private for-profit programs, the public programs consistently have higher scores; however, the differences are only statistically significant at the 0.05 level for Standard Two (5.93 vs. 4.91) and Standard Three (5.79 vs. 4.86). Comparison of the private not-for-profit programs with the private for-profit programs showed no statistically significant differences across any of the four standards.

The sixth and final comparison can be made between nine logical, specific program designations. These nine program designations are: public facility, public education (n = 24); public facility, not-for-profit education (n = 1); public facility, for-profit education (n = 0); not-for-profit facility, public education (n = 29); not-for-profit facility, not-for-profit education (n = 62); not-for-profit facility, for-profit education (n = 0); for-profit facility, public education (n = 23); for-profit facility, not-for-profit education (n = 0); and for-profit facility, for-profit education (n = 8). Because three of these logical combinations of categories do not have any programs that fall into that specific combination and one category has only one program⁴, four categories are eliminated from the analysis.

⁴ In examining the scores, public facilities with private not-for-profit education providers have the highest score for Standards Two, Three, and Four. However, the sample size (n) of only one (1) would make this a very misleading comparison with the

The mean overall QA scores, the standard-specific mean QA scores, and the results of the *t*-tests for the five specific program designations are summarized in Table 13.4-6.

Table 13.4-6: 2001 Mean QA Scores and *t*-test Results* for Nine Specific Program Designations

Providers		N	Mean Overall QA Score	Standard One: Transition Mean QA Score	Standard Two: Service Delivery Mean QA Score	Standard Three: Administration Mean QA Score	Standard Four: Contract Management Mean QA Score
Facility	Education						
All Facilities		147	5.48	5.25	5.68	5.49	5.10
Public	Public	24	5.52 ^{av}	5.20 ^b	5.78 ^e	5.56 ^c	5.33 ^d
PNFP	Public	29	6.15 ^{afip}	6.03 ^{bhmq}	6.26 ^{irw}	6.16 ^{cjos}	5.76 ^k
PNFP	PNFP	62	5.27 ^f	5.07 ^h	5.46 ⁱ	5.20 ^j	4.57 ^{dku}
PFP	Public	23	5.39 ^j	4.97 ^m	5.68 ^{vw}	5.56 ^o	5.48 ^u
PFP	PFP	8	4.84 ^{pv}	4.75 ^q	4.91 ^{erv}	4.86 ^s	5.00
Public	PNFP	1	6.11	5.33	6.50	6.43	6.00

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the 0.05 level.

PNFP= private not-for-profit

PFP= private for-profit

Private not-for-profit facility providers with public education components have the highest overall mean QA score (6.15). This score is statistically higher than all other provider-type categories. The eight facilities that have a private for-profit facility provider and a private for-profit education provider⁵ had the lowest overall mean QA score (4.84) and the lowest score on Standard One (4.75), Standard Two (4.91), Standard Three (4.86).

In general, the private not-for-profit facilities with public education providers had better scores on each of the four standards than all groups. These scores were significantly higher than all other groups for the overall mean QA score and Standards One, Two, and Three. It is important to note that the comparisons between private not-for-profit facilities with public education providers and private not-for-profit facilities with private not-for-profit education providers were significantly different at the 0.001 level across all four standards and the mean overall QA score. This finding is similar to the results reported in the 2000 Annual Report where significant results were found well beyond the 0.05 level.

The above analyses shows that public educational providers have higher QA scores than private providers. These analyses excluded all of the deemed programs that received an

other categories. Therefore, *t*-test comparisons are not performed on this designation in comparison to the other provider-types. While this one program is noteworthy, a statistical comparison with the other categories is problematic because it is a "sample of one" and, thus, it will not be considered in the remainder of the discussion about this table.

⁵ It should be noted that due to the small sample size of this category, only eight programs, equal error variances are not assumed when calculating the *t*-test comparisons with the other provider-type categories.

abbreviated review, however. Therefore, these findings should be interpreted with some caution. Public education providers had 19 deemed programs, private not-for-profit education providers had 15 deemed programs, and private for-profit education providers had only two deemed programs. It is unknown how the results of this analysis would have changed if deemed programs were reviewed and scores included. It is likely, however, that the difference between not-for-profit and for-profit private providers would have been substantially greater due to the inclusion of 15 private not-for-profit deemed programs as opposed to only two private for-profit deemed programs.

13.5 Analysis of Teacher Certification

In general, public providers of education received higher QA scores than private providers, differences that were even greater than in 2000. As noted in the literature review, many critics of privatization contend that the services provided by private facilities are substandard in comparison to public facilities. It is hypothesized that services are marginalized in order for private facilities to net a profit. One way to evaluate the services provided by public and private educational programs within the State of Florida is to compare the credentials of the instructional staffs employed by the various provider types.

The following results are based upon 129 non-deemed day treatment and residential facilities with teacher certification data. Staff identified as vocational teachers who did not teach non-vocational classes have been removed from this analysis to avoid biasing the results (arguably professional teacher certification is not as critical of an issue in vocational courses as it is in academic courses). Lead educators that did not teach in a classroom were also removed from this analysis.

As seen in Table 13.5-1, public education providers had significantly more professionally certified teachers when compared to private education providers (71% vs. 26%). Private facilities had significantly more employees with temporary certifications, statements of eligibility, and were non-certified/district approved. All differences between public and private education providers were statistically significant at the stringent 0.001 level, with the exception of the comparison for temporary certification that was significant at the 0.02 level.

Table 13.5-1: 2001 Teacher Certification Status and t-test Results* for Type of Education Provider

Education Provider	Number of Programs	Professional Certification		Temporary Certification		Statement of Eligibility		Non-Certified / District Approved		Number of Teachers^	Total %
		%	N	%	N	%	N	%	N		
Public	63	71% ^{a ei}	160	14% ^{bf}	32	5% ^{c gi}	11	10% ^{d h k}	22	225	100%
Private	6	26% ^a	75	22% ^b	64	28% ^c	81	24% ^d	68	288	100%
PNFP	58	26% ^e	62	23% ^f	57	29% ^g	70	22% ^h	53	242	100%
PFP	8	28% ⁱ	13	15%	7	24% ^j	11	33% ^k	15	46	100%
Total	129	235		96		92		90		N = 513	

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the 0.02 level.

^ Percentages and total number of teachers is based upon missing data relating to the certification status of some teachers.

Total number of teachers = 234 public; 293 private; 243 not-for-profit; and 50 for-profit

PNFP = private not-for-profit

PFP = private for-profit

When comparing public education providers with private not-for-profit education providers, public facilities employed significantly more professionally certified staff and less teachers with temporary certifications, statements of eligibility (SOE), or non-certified/school district approved. Again, these significant differences between public education providers and private not-for-profit education providers are statistically significant at the 0.009 level. Public providers employed a significantly larger percentage of professionally certified teachers in comparison to private for-profit providers (70% vs. only 28%) and less teachers with temporary certificates, SOE, and non-certified/school district approved. Statistically significant differences were found when comparing public providers of education with private for-profit providers in all categories except temporary certificates. These findings were significant at the 0.006 level. No significant findings exist when comparing private not-for-profit education providers with private for-profit providers.

In general, the results indicate that the instructional staff hired by private educational providers are less qualified than those hired by school districts. While certification does not automatically equate to quality, the relationship is sufficiently strong to raise some concerns. It can be assumed that there are substantial differences between the quality of teachers employed by public and private providers of juvenile justice education, and it remains to be seen what the educational impacts are on the youths' education under these different systems.

13.6 Summary Discussion

Several interesting findings emerge from the comparisons between public and private juvenile justice programs in Florida. The auspices of the facility administration—public, private not-for-profit, or private for-profit—are not significantly related to the quality of educational services provided to students. This finding is consistent with QA score comparisons between public and private facilities from 2000. This finding, at least in part, is

a function of the fact that the education components in most juvenile justice programs are largely autonomous from the facility administration. School districts in all cases maintain ultimate legal responsibility for the education of all children within their jurisdictions, regardless of school placement or auspices of the direct educational service provider. All schools, including those in juvenile justice programs, generate independent funding for mandatory educational services and take responsibility for students during at least five hours each day. The administration of juvenile justice facilities has a minimal impact on the educational component in most cases.

Of greater importance, however, is the finding that the educational program provider is very significant in determining the quality of educational services. At first, the distinction appears simple; however, a closer examination reveals a very complex situation that must be unraveled. In general, public providers of education received higher QA scores than private providers. When examining the certification status of teachers within Florida's facilities, it is evident that the majority of teachers hired by public education providers are professionally certified, 71%, in comparison to only 26% of the teachers hired by private education providers. This finding may begin to explain some of the significant differences in QA scores when comparing across education provider-types.

CHAPTER 14

FACILITY SIZE, EDUCATION, AND OTHER PERFORMANCE MEASURES

14.1 Introduction

The vision underlying the juvenile court from its inception at the turn of the 20th century was that of a surrogate for troubled children's parents or guardians. The court was to handle various childhood-related problems that often extended beyond mere lawbreaking. The stated intention of juvenile courts was to provide individual diagnosis and treatment of each troubled child, thus ensuring ultimate rehabilitation and full societal participation by these children. This vision of the juvenile court was unquestioned until the 1960s when reform was centered upon the development of prevention and treatment alternatives to institutions and the juvenile court altogether. The reasoning was that the juvenile court and custodial institutions would do more harm than good by labeling and stigmatizing troubled children as delinquent, thereby contributing to subsequent delinquent behavior patterns. The resulting reforms of diversion and deinstitutionalization were aimed at keeping children out of the formal juvenile justice system and, thus, avoiding delinquent labels, stigmas, and subsequent delinquent behavior.

Beginning in the 1980s and continuing today, a "get tough" approach to the treatment of offenders has resulted in an increasing number of youths being treated as adults. Specifically, youth offenders are increasingly being subject to adjudication in adult courts rather than juvenile courts and confined in adult or adult-like institutions. For example, Florida, beginning in 1996 following the recent vacating of the *Bobby M.* consent decree, which required Florida to reduce its juvenile justice institutional populations, embarked upon the development of larger and more secure custody institutions with populations of 150 or more. These facilities closely resemble adult prisons. Increased facility size and custodial character present a number of important policy questions related to juvenile justice education and other treatment outcomes. Specifically, if Florida is to continue to develop and operate larger juvenile justice facilities, what consequences will this have for the education provided to youths in those facilities? Stated differently, how will juvenile justice education fare as Florida continues to move away from smaller facilities and toward larger and more custody oriented facilities?

In examining the literature addressing juvenile justice facility size and educational outcomes, the reported results are fragmented and overly general (see JJEEP's 2000 Annual Report for a detailed overview of the literature). As a result, the specific effects of facility size are generally unclear, which gives little guidance to decision-makers. This chapter seeks to identify key issues and available data that relate to facility size and the impact that facility size has upon education and various other outcomes.

The chapter is comprised of three subsequent sections. Section 14.2 identifies and delineates the various dimensions of facility size and discusses pertinent concerns regarding each of the identified dimensions. Section 14.3 presents data on Florida facilities. Section 14.4 provides a summary discussion of the chapter and concludes with identification of future research needs related to this important policy area.

14.2 Dimensions of Facility Size

There are different dimensions to the concept “facility size.” One dimension is the number of youths in a facility. Another dimension is the total square footage and the physical design of a facility, and a third is a ratio of these two dimensions; that is, a ratio of number of youths to square feet. Each dimension raises different concerns for the administration of juvenile justice facilities, and each will be discussed separately in the following sections.

Physical Design

A fundamental perception underlying juvenile justice is recognition that youths are different from adults. This difference has been addressed in the program offering and physical design of juvenile institutions. One of the key distinctions between juvenile and adult facilities is the size of housing units, with larger units common in adult jails and prisons and smaller units utilized in juvenile facilities (Witke, 1999). Housing units with capacities of 25 to 40 are common in adult facilities, whereas, juvenile facilities commonly employ housing units of 12 to 16 residents. Juvenile programs try to avoid larger resident groups because larger groups of youths are more difficult to manage, and it is more difficult to move larger groups for various program activities. Smaller group size in juvenile facilities is important for classification reasons, and it enhances the staff’s ability to get to know the youths living in their areas and work effectively with them. Smaller housing units also minimize the institutionalized feeling of large dormitories.

Another key distinction between juvenile and adult facilities is that juvenile facilities ostensibly provide a normative or non-institution-like environment. That is, the environment should be as normal as possible in appearance, rather than institutional, to encourage positive behavioral responses from youths (Witke, 1999). Until recently, juvenile justice institution designers saw their chief role as producing environments that encourage better behavior and facilitate rehabilitation (Russell, 1998; Niedringhous & Goedert, 1998). Recently, there has been a philosophical shift in the planning and design of juvenile facilities that has followed the general trend toward tougher penalties for youth offenders (Niedringhous & Goedert, 1998). New juvenile correctional facilities are larger and better equipped with security hardware and technology and exhibit features similar to those found adult facilities (Roush & McMillen, 2000).

Site selection is another complex decision jurisdictions face when developing juvenile facilities. Many communities resist having a facility located near their homes for fear that the neighborhood will be unsafe and that property values will decline. As a result, planners may have to select remote sites that are incompatible with operational needs, such as public

access, adequate land area, proximity to the population served, proximity to courts, and compatibility of adjacent land uses (Roush & McMillen, 2000). Being located in remote areas is particularly germane to large institutions, which typically require more space than is available in most communities. Facilities in these remote areas typically end up being staffed by underpaid and undertrained individuals who are culturally and ethnically different than the population they serve (Roush & McMillen, 2000). Additionally, transition back into the community may be more difficult when the facility is not located in the community from which the youths came since distant locations may alienate youths from their families and the institutions in their home communities. Successful reentry into the community plays a key role in reducing recidivism.

Many decisions must be made when planning and building a juvenile justice facility. In the past, decision makers operated under the belief that youths are different from adults, but the current thinking calls for harsher treatment of youths in a manner similar to that of adults. This has been reflected in the design and program offering of juvenile justice institutions and is emerging as a prototype in Florida despite numerous policy and unresolved performance questions.

Density/Crowding

Two related concerns are that of density and crowding. While density is a physical condition, crowding is a subjective feeling that people may experience when density reaches a certain level.

There is general agreement that crowding in various settings and among different populations produces negative effects. Research and experience typically show that most people do not like crowds and crowded conditions. Crowding is an especially acute problem when experienced by confined populations who do not have the opportunity to remove themselves from the situation. Both quantitative and qualitative evidence indicates that crowding in juvenile facilities is a problem and that crowding contributes to unhealthy and unsafe conditions for both the youths and the staff. High density and crowding have been studied in relation to a number of factors. Some of that research is briefly summarized below.

In an article outlining trends in juvenile detention, the researchers attribute crowded conditions for the severe curtailment of education services in some facilities and the limitation of those services in other facilities (Wordes & Jones, 1998). Burrell (1998) details the conditions in one crowded detention center and portrays education as “a privilege.” She states that there is space in the school for about half of the students and that youths only receive three hours of academic work daily.

Nearly half of the youths confined in juvenile detention centers, reception centers, training schools, and ranches are detained in overcrowded facilities (Parent et al., 1994). As discussed above, crowding has negative consequences. Furthermore, crowding often obfuscates the purpose of the juvenile justice system. That is, crowding subverts the ability of juvenile justice facilities to provide for the care and treatment of youths in accordance with their individual needs because programming and services cannot adequately be

provided. When crowding increases, incarceration becomes warehousing, the ability to classify youths diminishes, (Toch, 1985) and security is given priority over programming. In particular, educational services, including vocational and life-skills training, are often truncated, thereby diminishing the capacity of youths to gain the skills necessary for successful re-entry into the community.

Number of Youths

The third dimension of facility size involves the sheer number of youths within a facility. This is a salient issue since the trend in Florida seems to be toward larger juvenile institutions. In 2001, the average population of facilities in Florida was 55 youths with newer facilities being built with over 100 beds. This follows the “get tough” trend in the treatment of youths, and it is imperative to examine the effects this trend may have.

As discussed in JJEEP’s 2000 Annual Report, a review of criminal justice literature indicates that it is generally acknowledged that larger juvenile institutions are problematic, at best, and detrimental or destructive at worst. Overall, professional statements and the criminal justice literature indicate that smaller facilities are better than larger facilities as the context for implementing various treatments and in the reduction of recidivism. Education, however, is not addressed specifically in relation to facility size in the juvenile justice literature. As a result, the education literature was reviewed to determine the effects of school size on outcomes.

Overall, studies conducted in the last 30 years have found school size to have an independent negative effect on exam performance measures and student participation, satisfaction, discipline, and attendance. That is, as school size increases, exam scores decrease, and other outcomes are adversely affected as well. It seems reasonable that these findings are applicable to juvenile justice populations, who are arguably a special group of students. Children with disabilities, especially learning disabilities, are over-represented in the juvenile correctional population (Leone, et al., 1991). High-risk populations, such as these, are especially vulnerable to the impact of institution size.

14.3 Data in Florida

As previously stated, Florida is moving toward larger facilities. While only 18 of the 203 facilities JJEEP reviewed in 2001 housed 101 or more youths, nearly a third of juvenile justice students were served by these facilities. It is important, therefore, to determine the consequences that being in a large facility has upon the youths in such facilities. Quality assurance (QA) scores for programs grouped by their maximum capacities are presented in Table 14.3-1. As evidenced by the scores, there is not a clear trend upwards or downwards as each subsequent category is considered. The largest facilities, however, have the lowest overall mean QA score.

Table 14.3-1: Overall Mean QA Scores by Size of the Facility

Number of Students	Number of Programs	Transition	Service Delivery	Administration	Contract Management*	Overall Mean
1 – 20	42	5.33	5.86	5.49	5.29	5.56
21 – 30	32	5.09	5.32	5.35	4.82	5.29
31 – 50	47	5.13	5.65	5.49	5.13	5.42
51 – 100	33	5.39	5.79	5.73	5.36	5.62
Over 100	13	4.73	5.57	5.30	4.31	5.27

*Standard Four: Contract Management is not included in the overall mean.

Table 14.3-2 presents the findings of facility size in relation to recidivism. A program’s recidivism score is calculated as the proportion of total youths released from that program between July 1, 1999 and June 30, 2000, inclusive, who had any adjudicated referral within one year from their exact release date. The recidivism scores presented are weighted averages of the scores for each facility within each size category. While a clear linear trend is not apparent in the results, larger facilities have the highest recidivism score.

Table 14.3-2: Recidivism Scores by Size of the Facility

Number of Students	Recidivism Score
1 – 20	.38
21 – 30	.41
31 – 50	.39
51 – 100	.38
Over 100	.43

Future research conducted by JJEEP will look at the effect of facility size on pre- and post-academic outcomes and, subsequently, will examine the effect of academic outcomes on community reintegration, including recidivism, self report delinquency, employment, and return to school. This research will help JJEEP ascertain how education in Florida’s juvenile justice institutions likely will fare if the trend toward larger institutions continues.

14.4 Summary Discussion

The “get tough” era that the nation has embraced for adults now extends to youth offenders. One of the results has been the move toward larger, more prison-like facilities for youths. Florida is no exception to this trend as newer facilities are in excess of 100 beds and are designed with security as a top priority. The research highlighted in this chapter demonstrates the negative consequences of larger facilities on education and other outcomes in schools and juvenile justice facilities. Specifically, larger schools have a negative impact on exam performance measures and student participation, satisfaction, discipline, and attendance. Larger juvenile justice institutions frequently have high recidivism rates and low

success implementing various treatments. Whether one considers the square footage in a facility, the number of youths in a facility, or measures of density/crowding, the accumulated research evidence supports the notion that larger facilities have negative consequences.

Facility size is an important area for JJEEP to consider because one of the negative effects that have been documented is that of larger institution size on education. As the agency that monitors the educational services of juvenile justice institutions in Florida, policy decisions that affect the quality of education provided in these institutions is germane to the mission of JJEEP. Not only is quality education important in and of itself, but there is also a well-established link between education and delinquency. If education is negatively impacted by larger facility size, increased delinquency and other anti-social behaviors are likely results. Preliminary analyses using JJEEP data show that larger facilities have lower overall mean QA scores and higher recidivism scores.

Research shows that small, community-based programs seem to offer the greatest hope for rehabilitating youth offenders by equipping them with the skills necessary for successful community reintegration. The smaller environment allows staff to work more closely with each youth, thereby providing more individualized treatment. The smaller environment also allows for greater emphasis on treatment rather than security. Because community-based programs are located in the community, they allow easier access for parents, often resulting in greater parental involvement, and they potentially make transition back into the community occur more smoothly. Moreover, given the demonstrated increased effectiveness of smaller facilities, long term and substantial cost savings are a likely result.

The trend toward larger schools that has occurred over the past 50 years and the resulting poor performance of those schools as measured by numerous indicators has led politicians and others to call for education reform. For example, education reform has been at the top of the President's agenda. This is important for policy makers to recall as decisions regarding juvenile justice facility size are being made. Florida has experienced much success since the reforms resulting from *Bobby M.* Subsequent legislation has mandated DOE to conduct education QA reviews and the resulting data are used to revise the QA standards in an effort to increase quality education. If the trend toward larger facilities continues in Florida, we risk losing the gains we have made since *Bobby M.*

CHAPTER 15

TEACHER CERTIFICATION

15.1 Introduction

Throughout juvenile justice programs, as well as in public schools, the nation continues to struggle in the effort to hire more teachers who are qualified. Over the past several years, there has been an increase in teacher certification requirements and a simultaneous demand to employ additional certified teachers based upon the belief and experience that certified teachers are more qualified and effective in the classroom.

This chapter argues that teacher certification is essential for quality education. The chapter examines literature relevant to teacher quality and Juvenile Justice Educational Enhancement Program (JJEEP) data on teacher certification trends in Florida's juvenile justice education programs.

The chapter is comprised of four subsequent sections. Section 15.2 briefly discusses the prior literature on teacher preparation in relation to working with at-risk and delinquent youths. Section 15.3 discusses Florida's Juvenile Justice Teacher of the Year award recipients' comments concerning appropriate teacher preparation for working with juvenile justice youths. Section 15.4 discusses teacher certification trends for Florida's juvenile justice education programs and discusses quality assurance (QA) teacher certification scores. Section 15.5 provides summary discussion of the importance of qualified teachers in the continuing search for juvenile justice education best practices.

15.2 Teacher Preparation

Research shows that there is a relationship between teacher knowledge and effective instructional practice. Teachers with more explicit and organized knowledge tend to provide instruction that has conceptual connections and appropriate and varied representations for active and meaningful student discussions. Stein, Baxter, and Leinhardt (1990) found that poorly organized teacher knowledge often leads to less effective instruction.

Preparation of qualified teachers should include education and training in specific curriculum areas as well as the study of actual teaching techniques and instructional strategies (Compston, 1998; Darling-Hammond, 1998; Shanker, 1996). Effective teaching requires that instructors have a balance of knowledge of content, instructional strategies, and classroom management techniques (Shanker, 1996).

In a study conducted by the National Commission on Teaching and America's Future, Ferguson (1991) found in Texas that a teacher's competency, as measured by his/her possession of a master's degree, experience, and scores on a licensing exam, accounted for 40% of measured variance in student achievement gains in math and reading. Ferguson repeated this study with Ladd (1996) and found that 31% of the predicted differences in achievement were explained by teacher qualifications, while only 29% were explained by home life. Similar to these results, a study in New York City conducted by Armour-Thomas, Clay, Domanico, Bruno, and Allen (1989) indicated that differences in teacher qualifications accounted for more than 90% of the variation in student achievement in reading and math across grade levels. Further, another study in Texas suggested that students do better on state exams when their instructors are certified in the subjects they teach. These researchers also reported that schools with the most needy students are more likely to employ teachers who are unqualified and ill prepared (Johnston, 1999). This study, like the Ferguson and Ladd study, further supported the finding that teacher quality matters more than family background.

Overall, Haberman and Dill (1994) found that successful teachers prepared to work with at-risk and delinquent youths:

- are not judgmental; as teachers interact with incarcerated youths, their first thought is not to decide the goodness or badness of things but to understand events and communication
- are not moralistic; teachers know and understand the difference between teaching and preaching
- are not easily shocked; teachers do not think on their own reactions to horrific events or unthinkable neglect
- listen, hear, and understand; teachers acquire useful information and they keep an ear to the ground for parent information
- do not see themselves as isolated; instead they network
- clearly enjoy interacting with all children and they do not shy away from children with problems
- include diverse cultural perspectives in their classrooms
- define their work as eliciting effort; effort and growth of effort define success both for themselves and their students
- do not see themselves as saviors but as individuals who may be able to affect changes in students' lives

The prior literature mentioned above can be summarized as providing consistent support for the conclusion that well-prepared and professionally certified teachers who teach in their areas of certification are the most effective classroom instructors for diverse learners. It is clear that the use of well-prepared and certified teachers is an emerging best practice in juvenile justice education.

15.3 Teacher of the Year Survey Results

Interviews conducted with the statewide winner of the Juvenile Justice Teacher of the Year award and the regional winners of the award shared common views on preparation techniques for working with at-risk and delinquent youths. Margaret Wilson, an experienced teacher at Miami Halfway House in Miami, stated that, “in working with young people at risk, you have to have tolerance, patience, respect and, above all, love for what you’re doing, and care about your students.” She further stated that imparting humanistic qualities, a sense of understanding, and helping students to build self-esteem are important factors a teacher must have to ensure that students are receiving a quality education.

Holley Griffin, an experienced teacher at Marion Intensive Residential Facility for Youths in Lowell stated, “teachers preparing to work with at-risk youths must have training on how to understand the negative and criminal thinking of youths. They should be prepared to know how to verbally calm student’s volatile emotions prior to a student’s reaction. Additionally, teachers must be able to recognize and understand the uniqueness, the different learning modalities of students, and how to assist them in increasing their self esteem.” Finally, she suggested that teachers use a variety of hands on activities and few lectures when working with at-risk or delinquent youths.

JoAnna Scaglione, the 2000 Juvenile Justice Teacher of the Year statewide winner, teaches at the Orient Road Jail in Tampa. She stated that, “teacher preparedness for working with at-risk delinquent youths requires individuals to have compassion, understanding, a sense of fairness and firmness and most of all, total alertness and awareness of their surroundings.”

These comments are generally consistent with the prior research concerning teacher preparedness. While it is essential for teachers to be organized, knowledgeable, and certified in the subject areas they teach, they must also be sensitive and flexible when working with at-risk or delinquent youths.

15.4 Teacher Certification Trends in Florida

To evaluate the relationship between the quality of education in juvenile justice programs and the qualification of teachers employed by them, JJEEP gathered certification information during its 2000 and 2001 QA reviews. The information was obtained from an educational staff information form, which is completed each time a reviewer conducts a quality assurance (QA) review. The educational staff information form (Appendix E) provides data on teachers and on-site educational support/administration, such as the lead educator, principal/assistant principal, exceptional student education (ESE) coordinators, and guidance personnel to assist the reviewer in rating priority indicators E3.02 Instructional Personnel Qualifications and indicator E3.06 Funding and Support. The educational staff information form also identifies the number of teacher aides that are full-time and part-time, the number of school district consultative services, such as ESE, English for Speakers of Other Languages (ESOL), and guidance. Additionally, JJEEP has collected information including teacher name, credit-bearing courses taught, and the percentage of time spent in each area

(teaching, administrative, ESE, guidance). It is important to note that the percentage of time in each area will not necessarily add up to 100% because many educational staff work beyond regular hours to complete their job duties. The form also identifies the area of certification; type of certification, such as professional, temporary, SOE; non-certified or school district-approved; whether or not the teacher is in-field, out-of-field, or both; and if the teacher is full-time or part-time. Table 15.4-1 identifies and describes the variables in the teacher certification database.

Table 15.4-1: Variable Descriptions

Field	Description
Descriptives	program name, program school number, year of review, number of teacher aides full-time, number of teacher aides part-time, number of teacher aides total, number of district consultative ESE services, number of school district consultative ESOL services, number of school district consultative guidance services, and teacher name
Courses Taught	math, English, social studies, science, physical education, life skills, career employability skills, vocation, General Education Development (GED) prep, technology, type of vocational course, and other
Time Spent in Each Area	time spent teaching, time spent administrative, time spent in ESE, and time spent in guidance
Area of Certification	certified math, certified English, certified social studies, certified science, certified physical education, certified elementary education, certified business education, certified health, certified ESE, certified ESOL, certified psychology, certified adult education/vocational teaching certificate, certified guidance, certified administrative, certified-other, and area of vocational teaching certificate
Type of Certification	type of certification (i.e. professional, temporary, statement of eligibility, non-certified district approved, non-certified, adult education or vocational district/state certified, vocational license, and area of vocational license)
Teaching and Administrative/Support Personnel In-Field Variables	teaching in-field, teaching in-field, teaching both in- and out-of-field, administrative in-field, administrative non-certified, ESE in-field, ESE non-certified, guidance in-field, guidance non-certified
Employment Status	employment status-full-time and employment status-part-time

As shown in Table 15.4-2, there were 901 juvenile justice teachers teaching in the State of Florida in 2001. Of those, 308 were teaching math, 347 were teaching English, 288 were teaching social studies, and 263 were teaching science. Further, there were 464 teachers teaching in non-core academic areas, including 75 teaching physical education, 156 teaching life skills, 100 teaching career employability skills, 23 teaching GED preparation, 33 teaching technology courses, and 77 teaching vocational courses. It is important to note that the total number of persons teaching exceeds 901 because it is possible for a teacher to be teaching in more than one subject area.

Table 15.4-2: Total Number of Teachers and Number of Certified Teachers Teaching in Area for 2001

Course Taught	Number and Percent Teaching		Number Teaching and Certified in Area	Percentage of Teachers in Field
	Number	Percent		
English	347	39%	65	19%
Math	308	34%	34	11%
Science	263	29%	36	14%
Social Studies	288	32%	81	28%
Non Core Academic Teachers	464	51%	Not Applicable	Not Applicable
Total Teachers	901		216	18%

Note: includes teachers who teach for any portion of time, in any subject area from 5% or more of the time.

Of these 901 teachers, 216 were teaching in their area of certification for the core curriculum areas of math, English, social studies, or science. Of these, 34 were certified math teachers teaching math, 65 were certified English teachers teaching English, 81 were certified social studies teachers teaching social studies, and 36 were certified science teachers teaching science. The highest percentage of certified teachers teaching in their subject areas of certification is in social studies with 28%, while the lowest percentage of certified teachers teaching in their area of certification was in math, with only 11%.

JJEEP also examined the relationship between certified administrative, ESE, and guidance services in relation to certification for 2001. JJEEP included any person who had any amount of administrative, ESE, or guidance duties in the data. Theoretically, a person may teach 95% of the time but is engaged in guidance duties five percent of the time. Therefore, if a teacher teaches a majority of the time but is involved with any of the above functions, JJEEP has included them in these data. A person's major responsibility need not be in either administrative, ESE, or guidance, but rather, must be involved in those duties part of the time. The majority of programs also receive ESE consultative services provided by the school district on a regular basis. The data shown in Table 15.4-3 indicate that there were 177 people with some amount of administrative responsibilities. Only 10 (5.6%) of those 177 were certified in administration. Of the 69 people with ESE responsibilities, 20 (28.9%) were certified in ESE. Guidance had the lowest number of certified people with three qualified certifications out of 234 personnel (1.2%).

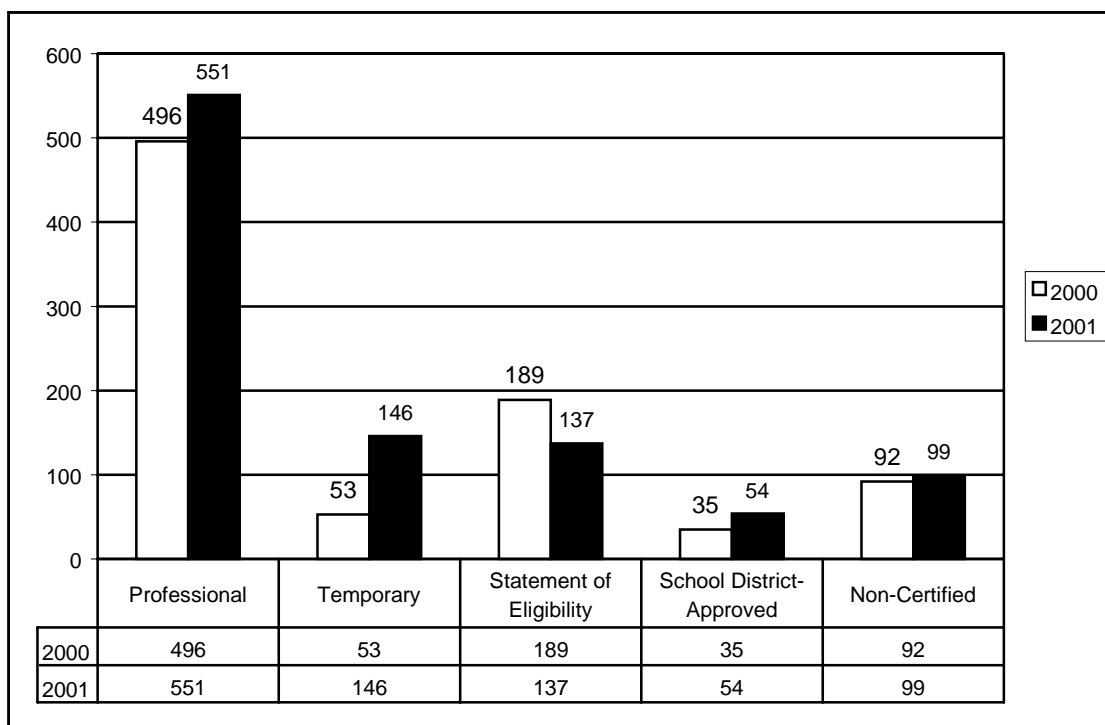
Table 15.4-3: Number of Certified Administrative and Support Personnel in 2001

Administrative and Support Duties	Number of Personnel	Number of Personnel Certified in Area	Percentage in Field
Administration	177	10	5.6%
Guidance	234	3	1.2%
ESE	69	20	28.9%
Total	480	33	6.9%

Note: includes administrators and support personnel who perform these duties for any portion of time including 5% or more of the time.

To assess trends within certification types, a comparison was completed between 2000 and 2001 data. As Figure 15.4-1 illustrates, the number of professional certification, temporary certification, non-certified school district-approved, and non-certified teachers increased between 2000 and 2001. The number of teachers with statements of eligibility (SOEs) decreased from 189 in 2000 to 137 in 2001. It is important to keep in mind while evaluating these data that if a teacher was in the application process, it was entered as SOE, and out-of-state certifications were also entered as SOE. Nevertheless, the decline in SOE certification from 2000 to 2001 can be interpreted as being positive since many SOE certifications may have been replaced with professional certification or temporary certificate by the next year.

Figure 15.4-1: Comparison of Certification Types in 2000 and 2001



To evaluate teacher certification in relation to QA scores for residential commitment and day treatment programs, deemed programs and detention centers were excluded. JJEEP also excluded teachers who teach only vocational classes because they may not be required to have a professional teaching certificate. Teachers that were teaching any amount of time were included, and all administrative, ESE, and guidance personnel who did not teach were removed. Analyses were then conducted using the percentage of certified teachers in each program, the overall QA score, and the overall service delivery for the 130 programs with 527 teachers. Results of these analyses can be found in Table 15.4-4.

Table 15.4-4: 2001 QA Scores Related to Teacher Certification

	Mean Program Score by % of Certified Teachers	Standard Two Mean Score: Service Delivery by % of Certified Teachers	E3.02: Instructional Personnel Qualifications by % of Certified Teachers	E2.01: Academic Curriculum by % of Certified Teachers	E2.03: Instructional Delivery by % of Certified Teachers	E2.04: Classroom Management by % of Certified Teachers
Two-tailed p-value of the Correlation Coefficient	.034*	.041*	.000*	.146	.001*	.037*

*Statistically significant at the .05 alpha level.

As seen in Table 15.3-5, all indicators except for E2.01 Academic Curriculum were significantly correlated with the percentage of professionally certified teachers. Although we anticipated a correlation for this indicator, one explanation may be that programs are able to provide teachers with a packaged curriculum. Therefore, professional certification may not affect this indicator. As expected, the strongest correlation, however, is between indicator E3.02 Instructional Personnel Qualifications and the program percentage of professionally certified teachers, with a .000 level of significance. It is also interesting to note that the program percentage of professionally certified teachers had a strong correlation with indicator E2.03 Instructional Delivery, with a .001 level of significance.

A comparison of teacher certification and QA scores could not be conducted on deemed programs, because deemed programs do not receive numerical scores, but rather a pass/fail score on each of six priority indicators. Certification data were collected on the 36 deemed programs for 2001. There were 134 teachers in the 36 deemed programs. Of those 134 teachers, 56% were professionally certified, 17% were temporarily certified, and 16% had SOEs.

15.5 Summary Discussion

Studies have found that teachers who are fully prepared and certified in their teaching area are more successful with students than teachers without full preparation. Furthermore, teachers who have received more education in techniques of teaching are considerably better at meeting the needs of diverse learners (Darling-Hammond, 1998).

When examining data on teachers in Florida's juvenile justice education system, it is clear that Florida is not meeting the best practice of hiring professionally certified teachers to teach in their area of certification. While core academic areas are most important for teachers to be teaching in field, only 11% of Florida's juvenile justice math teachers are professionally certified in math, 14% of science teachers are professionally certified in science, 19% of English teachers are professionally certified in English, and 28% of social studies teachers are professionally certified in social studies. This is especially problematic as juvenile justice students are often deficient in core subject areas. Additionally, only 1.2% of guidance personnel are certified to be delivering guidance services to students. Although ESE services are crucial to providing students with special educational services, only 28.9% of Florida's ESE personnel in DJJ programs are certified in ESE. With the prevalence of students in need of special education services, it is imperative that Florida's juvenile justice facilities continue to hire ESE-certified teachers to accommodate the educational needs of all students.

Between 2000 and 2001, all juvenile justice programs in Florida increased the number of certified teachers teaching in educational programs. Specifically, the number of teachers with professional and temporary certification increased in 2001, and there was a slight decrease in the number of teachers with statements of eligibility. As mentioned previously, the decline in SOE certification from 2000 to 2001 can be attributed to teachers obtaining either professional certification or a temporary certificate by the next year. Although there was an increase in the number of non-certified but school district-approved teachers and non-certified teachers, the increase was minor.

After reviewing the prior literature, Teacher of the Year award recipients' comments, and Florida's teacher certification trends, it is evident that teacher quality substantially contributes to the effectiveness of a program's educational services. Until teacher certification becomes a priority in juvenile justice education, the most effective educational services will not be available to incarcerated students.

CHAPTER 16

TOWARD A QUALITY ASSURANCE LITERACY STANDARD

16.1 Introduction

Nationally, there is a recognized disparity in the quality of educational programs in juvenile correctional facilities. Reasons attributed to this lack of quality include competition for limited resources between public school and security functions within correctional facilities, ignorance of the educational rights and needs of delinquent youths, and a general erosion of public support for correctional education programs (National Center on Education, Disability, and Juvenile Justice, 2001). The decline of public support is often linked to the media. “Today, buzzwords such as ‘super predator’ are used increasingly in the press and by politicians to describe the new type of youths – ruthless young men and women who see crime as a rite of passage and who are unconcerned with the consequences of their actions” (Gluck, 1997, p. 63). The policy response has seen increasing calls to simply “get tough” with youth offenders. The emphasis on punishment versus rehabilitation began nationally in the 1980s in response to an increase in the number of violent crimes committed by adolescents, particularly those crimes that were gang-related (Duggan, 1999).

Regardless of how they are perceived by politicians and the public, there is little doubt that education must be an integral part of the correctional process if these youths are to successfully reintegrate back into their communities. An 18-month study conducted by the National Office for Social Responsibility provided findings that support the importance of education in the community reintegration process. “For too long, education has been regarded as just another service for incarcerated youth. For too long, yesterday’s pedagogy has failed to educate delinquent youth for today’s world. It is time for change” (Gemignani, 1994, p. 1). Clearly, Florida has been a state, which has responded to the call for change in its development of an evidence-based quality assurance (QA) system for its juvenile justice educational programs. The Juvenile Justice Educational Enhancement Program (JJEEP), administers this system through its four interrelated functions that include

- conducting research that identifies most promising educational practices and validates best practices,
- conducting QA reviews of the educational programs in Florida’s juvenile justice facilities,
- providing technical assistance to improve educational programs, and
- providing policy recommendations to the Florida Department of Education (DOE) to ensure the successful transition of students back into the school, community, and/or work.

The manner in which these functions are interrelated demonstrates a cyclical process that allows research to inform education practice and policy. For example, one of the major systemic impediments to the development and delivery of effective educational programs is overcrowding. “One of the results ‘of the get tough mentality’ has been the move toward larger, more prison-like facilities for juveniles. Florida is no exception to this trend as newer facilities are in excess of 100 beds and are designed with security as a top priority” (JJEEP, 2001, p. 203). Clearly, vigilant efforts must be made to ensure that overcrowding is addressed so that it does not adversely affect the educational programs in these facilities. Arguments against overcrowding can be strengthened when they are supported by research findings.

Facility size is one of the areas of research targeted by JJEEP. Other areas include aftercare, privatization, special education services in juvenile justice facilities, gender, contracts and contract management, teacher certification, pre- and post-longitudinal assessment to validate best education practice. Utilizing a methodology referred to in the literature as “action research,” JJEEP’s purpose in conducting research is to “...directly drive and shape juvenile justice education policy” (JJEEP, 2001, p. 17). To accomplish this goal, JJEEP has instituted an ongoing evaluation research process that combines critical examinations of educational programs in Florida’s juvenile justice facilities with the provision of technical assistance to improve these programs.

As previously described, the QA review process provides an examination of juvenile justice education programs in detention, day treatment, and commitment programs. Programs are evaluated through the use of a variety of standards and indicators that include transition activities, service delivery, administration, and contract management.

Transition activities involve enrollment, assessment, planning, and guidance activities that support a successful exit from the program to the school, community, or workplace. A transition plan must be written for each student, with supporting documents that include “...next educational placement, aftercare provider, job or career plans, behavioral goals, and any continuing educational needs or goals to assist in the transition back into the community” (JJEEP, 2001, p. 235).

Service delivery activities refer to the academic and vocational curricula offered to students, as well as instructional delivery, classroom management, support services (which may include psychological and other counseling services) and community involvement.

Administration standards involve the qualifications and professional development of instructional personnel, the school improvement planning process, program management, funding, and support.

Contract management deals with activities that center upon the contract-related relationships among the agencies that serve juvenile justice students. One of the most common partnerships is the one between the local school district and either the Department of Juvenile Justice (DJJ) or private providers that manage programs. Florida statutes require that cooperative agreements between agencies be written and approved on an annual basis. These

agreements are to delineate the roles and responsibilities of each partner to ensure cooperation in the provision of services to incarcerated students (DOE, 2001).

The service delivery standards, like the other QA standards, are revised annually by JJEPP to "... 'raise the bar' for juvenile justice education programs, based on changed statutory and regulatory requirements and 'best practices' research" (DOE, 2001). Service delivery includes an expectation that students will be provided a comprehensive educational program that includes "...academic, vocational, ESE, and GED diploma preparation" (JJEPP, 2001, p. 233). The academic program must provide a basic curriculum that includes reading, writing, math, social studies, and science content. In addition to the transition plan described above, an academic plan must be written for each student. This plan must include, "...specific and *individualized* [emphasis added] long-term goals, short-term instructional objectives, and a schedule for determining progress toward meeting the goals and objectives" (JJEPP, 2001, p. 233). In order to accomplish this purpose in the area of reading, it is important to look closely at issues in adolescent literacy. This chapter's purpose is to provide a close look at adolescent literacy issues in an effort to move toward the development of a literacy standard for future QA reviews of Florida's juvenile justice education programs.

This chapter includes four subsequent sections. Section 16.2 provides a selected review of current reading literacy literature and review of best practices. Section 16.3 contains an overview of literacy research, educational pedagogy, and policies relating to the implementation of effective reading initiatives to encourage all youths to be successful readers. Section 16.4 discusses the rationale, design, and implementation of the research study on reading literacy. Section 16.5 closes the chapter with a summary discussion of future implications for the provision of quality, data-driven reading curriculum standards in juvenile justice programs.

16.2 Literature Review

In May 1999, the Board of Directors for the International Reading Association's Commission on Adolescent Literacy approved a position paper on adolescent literacy. The paper concluded that there are no easy answers to the challenges faced by adolescents. It is clear, however, that literacy skills are crucial for students' success in today's society. According to the National Center on Education, Disability, and Juvenile Justice, "Helping youth acquire educational skills is also one of the most effective approaches to the prevention of delinquency and the reduction of recidivism. Literacy skills are essential to meet the demands of a complex, high-tech world in school and at work" (Gemignani, 1994, p. 1; NCEDJJ, 2001, p. 1). The delivery of those literacy skills, especially in a juvenile justice facility, must be carefully planned and must take into consideration the psychological and social, as well as the academic, needs of at-risk adolescents.

Individualized curriculum is emphasized by JJEPP and is considered a best practice based on research conducted over the past three years. Individualized academic and transition plans as well as individualized methods of instructional delivery, are clearly a recurrent theme in the research conducted and are the practices expected by JJEPP. Specific curricula standards

such as literacy, math, science, and social studies have yet to be developed as part of the QA review process. As a result, QA reviewers have primarily focused upon program and procedural compliance rather than curriculum-specific standards related to classroom instruction.

A Rationale for Curriculum-Specific Standards

Adolescents entering the adult world in the 21st century will read and write more than at any other time in human history. They will need advanced levels of literacy to perform their jobs, run their households, act as citizens, and conduct their personal lives. They will need literacy to feed their imaginations so they can create the world of the future. *In a complex and sometimes even dangerous world, their ability to read will be crucial* [emphasis added] (Santa, 1999, p. 99).

The ability to read *is* crucial, and literacy is perhaps more crucial for adolescents who are incarcerated in juvenile justice facilities across the United States. These students exhibit a wide variety of risk factors, including those that relate to their academic lives. “Most incarcerated youth lag two or more years behind their age peers in basic academic skills, and have higher rates of grade retention, absenteeism, and suspension or expulsion.... These youth are also disproportionately male, poor, minority, and have significant learning and/or behavioral problems that entitle them to special education and related services” (National Center on Education, Disability, and Juvenile Justice, 2001). As mentioned in Chapter 1 of this report, the following characteristics of students who were served in Florida’s juvenile justice programs during 2001 is similar to the national profile of incarcerated adolescents

- 74% were enrolled in grades 8-10, with 42% in grade 9
- 79% were male
- 21% were female
- 46% were African-American, 44% were white, and 10% were of other race/ethnic backgrounds
- 37% were eligible for exceptional student education (ESE), and
- 73% were overage for grade placement (on average they are one to two years behind their peers, and they are two to three years behind their peers based on commitment entry test scores).

Clearly, it is essential that the educational programs provided to these students offer effective reading instruction. “Higher levels of literacy are associated with lower rates of juvenile delinquency, re-arrest, and recidivism” (NCEDJJ, 2001).

Reading ability is closely aligned to academic success for all students and particularly for those incarcerated students who exhibit a wide variety of risk factors. A national survey conducted in 1993 to gather information about reading programs for incarcerated juvenile offenders found that “...89% of the teachers who responded to the survey reported that they had students who required remediation in reading and writing skills” (Casey, 1999, p. 2). Findings from a study that examined the records of 549 delinquent males committed to the Youth Rehabilitation and Treatment Center, a state correctional facility in Kearney, Nebraska

supported “...prior research identifying factors associated with recidivism (e.g., age at first commitment, academic achievement). The results also support the need for intensive academic remediation for incarcerated youths, since higher academic improvement is associated with lower rates of recidivism” (Katsiyannis & Archwamety, 1999, p. 99). These youths exit the juvenile justice programs daily and are making the transition back to their schools and communities. No matter how in-depth the transition process is and no matter how individualized the transition plan, they will have difficulty in the community if they are struggling to

Reading Instruction for Adolescents

The International Reading Association’s position paper describes literacy as a right and states that “...adolescents deserve nothing less than a comprehensive effort to support their continued development as readers and writers. A productive first step is for all involved in the lives of adolescents to commit themselves to definite programs of literacy growth” (Santa, 1999, p. 101). Some of the principles recommended for adolescent literacy programs include

- Adolescents deserve access to a wide variety of reading material that they can and want to read.
- Adolescents deserve instruction that builds the skill and desire to read increasingly complex materials.
- Adolescents deserve assessment that shows them their strengths as well as their needs and that guides their teachers to design instruction that will best help them grow as readers.
- Adolescents deserve expert teachers who model and provide explicit instruction in reading comprehension and study strategies across the curriculum.
- Adolescents deserve reading specialists who assist individual students having difficulty learning how to read.
- Adolescents deserve teachers who understand the complexities of individual adolescent readers, respect their differences, and respond to their characteristics.
- Adolescents deserve homes, communities, and a nation that will support their efforts to achieve advanced levels of literacy and provide the support necessary for them to succeed.

The principles delineated above and the best practices recommended by Florida’s JJEEP indicate a need for the design of individualized instructional programs.

Individualized Instruction

Juvenile correctional education settings scream out for the teaching methodology of individualized instruction. Teachers in these environments never know who will attend class, how many new students will arrive or when, or which established students will not be seen again. Teachers must also adapt to multiple ages and achievement levels in their classrooms. These variables produce the constructs of an environment precluding successful, routine group teaching (Muse, 1998, p. 73).

In a study conducted in a North Carolina training school for juvenile delinquents, Muse (1994) found that utilizing individualized instruction led to measurable gains in literacy skills as measured by achievement test scores and General Education Development (GED) graduation rates. His approach included the availability of a wide variety of reading materials, individual assignments, an expectation for quality work, and the flexibility to change the levels of difficulty of materials to meet the needs of the learner.

In their review of research related to effective instruction in alternative education and correctional settings, Guerin and Denti (1999) found that intensive reading instruction within a supportive classroom environment that meets the needs of individuals is an instructional practice that promotes student and teacher success. “Detention programs, while providing security and confinement, can create an atmosphere that supports learning and personal development” (p. 88). Gemignani (1994) emphasized the importance of providing, “...instruction that involves multiple strategies appropriate to each learner’s interests and needs” (p. 2).

The integration of technology as an instructional tool in juvenile justice facilities has been shown to have merit in the support of individualized instruction. In 1999, Bewley echoed the need for creative thinking in the design of instructional programs for incarcerated juveniles. “From the perspective of an educator teaching in a correctional setting for juvenile offenders, the task can, at times, be a frustrating and discouraging experience. Multi-aged classes and below grade-level functionality added to the rejection of traditional classroom practices, sending the reflective practitioner back to the drawing board” (p. 130). In a study conducted in a state-operated training school environment serving male and female adjudicated adolescents between the ages of 12 and 17, Bewley found that the use of multimedia and hypermedia in the delivery of instruction increased students’ positive attitudes, motivation, and participation.

16.3 From Research to Pedagogy to Policy

In his discussion for the need for reform within juvenile correctional education, Gemignani (1994) emphasized the need for a change in pedagogy. “Teachers in correctional institutions should incorporate innovative teaching methods to stimulate incarcerated youth to learn” (p. 1). Ohlin (1998), when writing about the future of juvenile justice policy and research (1998), argued that, “...juvenile justice policies cannot be successfully dealt with outside the context of a more general youth policy” (p. 152). Since reading ability and recidivism are linked, and success in reading is crucial for a successful transition back to the community, it could also be argued that juvenile justice education policies cannot be successfully dealt with outside the context and content of a highly effective reading program. Therefore, it is crucial for best practices in reading instruction to become a part of the QA review standards and the daily instruction provided to these students. What students learn depends upon the quality and effectiveness of the instruction they receive. In order for reading instruction to become viable in these environments, best practices must be developed that are based upon a solid foundation of research. In order to achieve the successful identification, evaluation, and

implementation of best practices in literacy instruction, “...process as well as outcome research—especially scientifically designed, rigorous studies of effective educational programs and practices—is needed to assist practitioners” (Gemignani, 1994, p. 3).

Ultimately, a dynamic menu of promising and best practices for literacy instruction should be available for teachers of incarcerated students so that these teachers will have the opportunity to choose from an array of empirically validated strategies that relate to specific types of reading difficulties. This will enable these teachers to answer the question, “What works best...and for whom?” In order to reach this important goal, a research study is being developed that will include a case study of JJEEP and a best evidence synthesis of research studies that have been conducted to address literacy programs for adolescents at risk, especially those who are incarcerated.

The purpose of the case study is to critically examine JJEEP in terms of its efforts to focus on data-driven juvenile justice education. In effect, the study will be an analysis of JJEEP in its entirety, with a methodology comparable to the QA review process that is currently employed by JJEEP to assess the effectiveness of juvenile justice education programs across the state of Florida. This methodology will include interviews with JJEEP administrators and QA reviewers, as well as teachers, site administrators, and others connected to or affected by JJEEP. In addition, documents will be reviewed, including QA review reports, annual reports to the legislature, and other data sources that will assist in the analysis. The purpose of the study is to answer the following research questions.

- What are the substantive and methodological factors that influence the effectiveness of the reading instruction in juvenile justice facilities?
- What specific variables are associated with student literacy (age, grade level, reading and writing levels, etc.)?
- How can specific instructional strategies be articulated in relation to the typology of student literacy characteristics described above?

As it critically examines the JJEEP organization as a unit of analysis, this case study will frame the beginning of an ongoing, systematic comprehensive analysis that will support JJEEP’s efforts to “...conduct research that identifies most promising educational practices and validates best practices” (JJEEP 2001, p. 17). The overarching goal of the study is to identify research-based promising and best practices in reading instruction that can inform the development of an effective, individualized instructional delivery process within these facilities.

The goals of this study support the Executive Order issued on September 7, 2001, by Jeb Bush, the Governor of Florida. This order established *Just Read, Florida!*, a reading initiative designed to help every student in the state become a successful, independent reader. Some of the language in this executive order is found below.

- Whereas, the Florida Constitution provides that the education of children is a fundamental value of the people of the State of Florida and instructs the Executive and Legislative branches to make adequate provision for the education of ‘all children’ residing within the State’s borders,

- Whereas reading is the most powerful common denominator in education and paramount to an individual's success,
- Whereas Florida's goal is that every student read at or above grade level, and
- Whereas teachers need improved access to innovative, creative, and effective strategies to help children learn to read more proficiently.

Executive Order No. 01-260, 2001

In order to reach these goals, this executive order requests that DOE, in conjunction with local school districts, "...recommend statewide standards for reading programs based on the latest scientific research.... These standards should support the work of successful teachers and reflect the findings of the National Reading Panel and the National Institute of Child Health and Human Development" (Executive Order No. 01-260, 2001). The methodology used to prepare the National Reading Panel Report is similar to the methodology that will be used in the research study described above.

The National Reading Panel Report

In 1997, the United States Congress asked the Director of the National Institute of Child Health and Human Development to, "...convene a national panel of literacy experts to assess the status of research-based knowledge, including the effectiveness of various approaches to teaching children to read" (National Institute of Child Health & Human Development, 2001, p.1). The committee was then asked to provide a report that would

- present conclusions
- indicate readiness for classroom application of the results
- develop a strategy for rapidly disseminating information to facilitate reading instruction
- recommend a plan for additional research (National Institute of Child Health & Human Development, 2001)

The committee worked on this task from 1997 to 1999, when it asked for an extended period of time to complete what had become a daunting task. Reviewing the research on teaching children to read was arduous due to the sheer volume of studies conducted (over 100,000 studies were published since 1966, with another 15,000 published in the preceding years) and the wide range of difference in quality in these studies. In order to overcome these challenges, the committee chose to utilize the following methodological plan to accomplish the goals that Congress had set before them.

- Conduct a review and analysis of research utilizing stringent criteria similar to that used in medical research,
- Hold regional public hearings to hear directly from the consumers of information about their needs and to listen to the voices of those who would need to consider implementation (National Institute of Child Health & Human Development, 2001).

16.4 Research Design

The Current Study and the National Reading Panel Report—Comparing Methodologies

In order to meet the goal of conducting a review of research-based promising and best practices in reading instruction that can inform the development of an effective, individualized instructional delivery process within Florida's juvenile justice facilities, this study will utilize a review method called *best-evidence synthesis*.

Best-Evidence Synthesis Defined

Best-evidence synthesis is a methodological procedure designed by Robert Slavin (1986). It was primarily designed as, "...an alternative to both meta-analytic and traditional reviews that is designed to draw on the strengths of each approach and avoid the pitfalls characteristic of each" (pp. 5-6). It is a review of the literature that utilizes a priori criteria in the selection of studies and uses effect size (as opposed to statistical significance alone) to determine and analyze treatment effects.

Rationale—Before discussing the rationale behind the choice to use a best-evidence synthesis, a definition of the methods that it serves as an alternative to should be presented. Gall, Borg, and Gall (1996) define meta-analysis as, "...a statistical procedure that can be used to search for trends in the magnitude of effects observed in a set of quantitative research studies all involving the same research problem" (p. 144). They describe narrative reviews as those written in a narrative style that, "...emphasized better-designed studies and organized their results to form a composite picture of the state of knowledge on the problem or topic being reviewed" (p. 154).

Slavin (1986) stated that, "...while it is difficult to justify a return to haphazard study selection procedures characteristic of many narrative reviews, it is also difficult to accept the meta-analysts' exhaustive inclusion strategy" (p. 6). He believes that the development of a priori inclusion criteria provides a consistent and defensible rationale for the decision to include or reject studies.

Essentially, best-evidence synthesis provides the best of both the meta-analytic and narrative review methods. The inclusion of an explanation describing the rationale behind the a priori criteria provides the necessary structure and addresses the issue of researcher bias. The fact that an exhaustive inclusion method is not used allows the researcher time to thoroughly discuss the methodological and substantive details of each study included. This gives the reader the benefit of understanding, "...what the original evidence is" (Slavin, 1986, p. 7). Slavin (1986) argues that, "...all other things being equal, far more information is extracted from a large literature by clearly describing the best evidence on a topic than by using limited journal space to describe statistical analyses of the entire methodologically and substantively diverse literature" (p. 7).

Following the comprehensive literature search, effect sizes are computed, and a table of study characteristics and effect sizes is established. According to Slavin (1986), this table should include, "...the names of the studies, sample size, duration, research design, subject matter, grade levels, treatments compared, and effect size(s)" (p. 9). Finally, each study included is reviewed in a narrative style that clearly delineates substantive and methodological issues.

Procedure for Literature Search—As suggested by Gall et al. (1996), a search for preliminary and secondary sources will be followed by a review of primary sources. *Educational Resources Information Center* (ERIC) sources like *Current Index to Journals in Education* (CIJE) and *Resources in Education* (RIE) will be utilized. Slavin (1986) suggests using *Psychological Abstracts*, *Social Science Citation Index* and the bibliographies of other reviews or meta-analyses. In addition, electronic search engines like the *First Search* and *Dissertation Abstracts International* databases will be used.

The University of South Florida's Florida Mental Health Institute (FMHI) participates in juvenile justice-related research, so references found in the FMHI library will be accessed.

A Priori Criteria for Inclusion of Studies—The a priori criteria for the inclusion of studies in the this best-evidence synthesis were selected based upon their relevance to the topic of reading instruction in juvenile justice facilities and their methodological adequacy. The selection criteria outlined below are modeled upon those suggested by Slavin (1986 and 1990).

- Studies must be available in English. There are no restrictions regarding date of publication or location of study.
- Studies found in peer-reviewed journals will be preferred; however, doctoral dissertations and some unpublished works may be included if they are particularly applicable.
- Achievement data from standardized or teacher-made tests are presented.
- Research is conducted in commitment settings where students are housed for at least 60 days.

The National Reading Panel's methodological overview does not mention best-evidence synthesis by name; however, its procedure for selecting criteria a priori to narrow the field of studies to be analyzed matched Slavin's definition of the procedure. "In what may be its most important action, the Panel then developed and adopted a set of rigorous research methodological standards. These standards guided the screening of the research literature relevant to each topic area addressed by the Panel. This screening process identified a final set of experimental or quasi-experimental research studies that were then subjected to detailed analysis" (National Institute of Child Health & Human Development, 2001).

The National Reading Panel utilized regional public hearings to communicate directly with stakeholders. This study has utilized, and will continue to utilize, the regional meetings conducted by JJEEP on an annual basis to communicate primary stakeholders. These include teachers as well as on-site and district-level administrators of public and private facilities that provide instruction to youths who are under the supervision of DJJ. The regional meetings

offer stakeholders the opportunity to participate in the annual revision of the QA standards, receive information about the revised standards, and communicate with their peers, as well as staff from the JJEPP office and DOE.

A preliminary survey was conducted at the QA standards review meeting held in Orlando in September 2001, as well as three regional meetings conducted in November 2001. The purpose of this survey was to gather some preliminary information from teachers and administrators who work directly with youths under the supervision of the DJJ. The survey asked participants to rate 10 variables on a Likert scale of 1-5 in terms of their opinions of the influence of these variables on the delivery of reading instruction in DJJ sites. These variables included

- teacher certification
- flexibility in grouping for instruction
- computer-assisted instruction (CAI)
- teacher training
- individualized instruction (tutorial)
- access to a variety of reading materials
- sensitivity of program staff (DJJ or private provider) to the needs of the educational program
- class size
- type of program (detention, residential, day treatment)
- integration of reading instruction across content areas (including vocational)

Survey participants were invited to indicate any additional areas they believed have a strong influence on reading instruction in these facilities and to identify sites with what they believed to be highly effective reading programs. They were also asked to indicate their interest in being interviewed as a part of the study.

Preliminary survey results indicated that the respondents believe that teacher training, access to a variety of materials, and class size (in that order) are the three variables with the highest level of influence on the delivery of reading instruction in DJJ sites.

16.5 Summary Discussion

The regional public hearings held by the National Reading Panel as a part of its information gathering process yielded several key themes. Some of these themes included

- the need for clear, objective, and scientifically based information on the effectiveness of different types of reading instruction and the need to have such research inform policy and practice;
- the importance of applying the highest standards of scientific evidence to the research review process so that conclusions and determinations are based on findings obtained from experimental studies characterized by methodological rigor with demonstrated reliability, validity, replicability and applicability;

- the importance of the role of teachers, their professional development, and their interactions and collaborations with researchers, which should be recognized and encouraged; and
- the importance of widely disseminating the information that is developed by the Panel

(National Institute of Child Health & Human Development, 2001)

Two of the future reading research opportunities identified by the panel were student populations and teacher education. Both of these areas will be affected by the study currently being developed. Although the panel specified learning disabled students in its discussion of student populations, the idea of addressing the needs of special populations of students clearly applies to those under the supervision of DJJ, many of whom are eligible for ESE services.

Teacher education is, and should be, an ongoing process that honors the knowledge and experience of teachers as it provides them with new ideas and strategies to try with their students. This is part of the rationale that supports the need for the development of a dynamic menu of promising and best practices for literacy instruction that will empower teachers to choose from an array of empirically validated instructional strategies as they practice both the art and science of teaching reading. In order to achieve a balance that supports curriculum standards while honoring the creative process of teaching, it is crucial that the cyclical process of research to practice to policy that is espoused by JJEPP and the National Reading Panel be continued. The present study is an attempt to begin the process of formulating curriculum standards to ensure the delivery of quality, data-driven reading instruction for all students under the supervision of DJJ.

CHAPTER 17

CONCLUDING DISCUSSION

17.1 Introduction

This chapter provides concluding discussion of several themes that emerge from the Juvenile Justice Educational Enhancement Program's (JJEPP's) major 2001 activities. These activities included quality assurance (QA) reviews, technical assistance, corrective action, research, and policy related initiatives.

The chapter is comprised of four subsequent sections. Section 17.2 reviews and discusses QA, technical assistance, and corrective action, particularly in relation to the future challenges involved in moving toward QA standards that place a greater emphasis on the core academic curriculum. Section 17.3 identifies several challenges in the areas of contracts, contract management, and funding challenges in relation to the continuous quality improvement of juvenile justice education. Section 17.4 summarizes JJEPP's best practices, research findings, and their implications. Section 17.5 concludes the chapter with a brief review of special policy related initiatives.

17.2 Quality Assurance, Technical Assistance, and Corrective Action

As in previous years, the 2001 statewide QA scores improved over the 2000 QA scores in 15 of the 21 indicators. This means that despite the development and application of higher performance QA standards, the majority of Florida's juvenile justice educational programs are meeting these higher standards. This pattern of increasing QA performance may be much harder to maintain in the future, however, as JJEPP moves toward the development and application of QA standards in the core academic subjects beginning with literacy and continuing with math, science, English, and social studies. The challenge that will be faced by JJEPP and the Florida Department of Education (DOE) in this effort will be to effectively assist juvenile justice educational programs in moving from a largely component and compliance QA system toward a more specific process and education service delivery system.

As a result, the role of technical assistance and corrective action will become more essential in years to come. As documented through JJEPP's annual literature reviews over the past three years, there is little consensus or agreement on best educational practices. In fact, and as cited by JJEPP previously, the one hundred leading education researchers of the National Academy of Education concluded that they were a long way from being able to identify standards and associated best practices to help teachers, educational policymakers, or

education researchers. One of the academy's researcher's claimed that the entire process of delineating standards and associated best practices may be counterproductive because such delineation may actually discourage new and innovative teaching methods and insights. One implication to be drawn from such reasoning is that appropriate teaching practices are more like art than a learned profession. This, then, will be the challenge facing not only JJEEP and DOE in the development and implementation of curriculum standards, but juvenile justice educational programs and their teaching personnel as well.

In the development of core academic subject standards, it will be essential to gain input and build consensus between JJEEP, DOE, and juvenile justice education program personnel throughout the state. Our regional meetings format for the annual QA standards revision is a model that could be replicated and expanded in the development of these curriculum standards. In this instance, technical assistance will be ongoing and more multi-directional, involving several different providers of technical assistance and interactions between JJEEP, DOE, and teachers. It will be essential to sequentially build consensus on the content of these curriculum standards and exactly how QA will function in the implementation and use of these curriculum standards. The underlying key to the success of this process will be the active and meaningful involvement of all stakeholders. JJEEP's experiences with the annual revision of QA standards have demonstrated that when the educational program personnel are actively involved in the revision process, and consensus emerges on the standard's content and review methods, appropriate statewide implementation generally occurs. This is one of the salient factors contributing to the annual statewide increases in QA scores, despite increasing QA performance standards.

Beyond these refinements in the vision and methods of technical assistance, there is now emerging a clearer conception and set of processes for corrective action that is likely to continue in the near future, particularly in relation to the appropriate implementation of curriculum standards. What is clear from the past two years of experience with the corrective action process is that as the QA performance standards have increased so have the number of corrective actions. Of particular concern during the 2001 cycle has been the noticeable increase in the number of corrective action plans in the area of special education related services. More specifically, QA priority indicators EI.03 On-Site Transition: Student Planning and EI.06 Exit Transition received the highest number of corrective actions during 2001, generally reflecting poorly developed individual academic plans (IAPs). The move toward curriculum standards will necessarily require even greater attention to IAPs in relation to a research-based but non-prescriptive menu of specific curricular and instructional designs and methods from which teachers employing their professional judgment can select in relation to the needs of individual students. Consequently, the appropriate development and use of IAPs will be integral to this overall process.

During 2002, the corrective actions protocol has been codified with several additional checks and balances. Overall, the new protocol is centered upon timely and regular communication between JJEEP, DOE, and the educational programs implementing corrective actions. An underlying reason for these protocol changes has been a growing realization that in some instances, sanctions for noncompliance may be forthcoming.

17.3 Contracts, Contract Management and Funding

In the past two years, DOE and JJEPP have begun monitoring contracts and school district contract management of Florida's juvenile justice education programs. What has emerged from these monitoring efforts has been documentation of considerable variation in the content of contracts, their timeliness and management. These findings prompted DOE and JJEPP to develop a contract-related technical assistance paper (TAP) that was distributed to school districts in June 2001. Given the increasing expectations for Florida's juvenile justice educational programs and the number of provider contracts, meaningful and clear contracts with appropriate contract management by school districts are becoming increasingly important.

Concerns over funding levels continue to be voiced throughout the state. It is clear from Florida's legislation that the intent of the law is to ensure that DJJ education students are funded at the same or higher level of funding for equivalent students in public schools. Clearly, as JJEPP and DOE develop and implement curriculum standards, adequate funding, and clear and well-managed contracts will be essential.

17.4 Best Practices Research

JJEPP continues to implement a comprehensive data collection effort that is culminating in a valuable database. When the JJEPP database is integrated with DOE, DJJ, and the Florida Education and Training Placement Information Program (FETPIP) databases, JJEPP's capacity to provide comprehensive descriptions of individual juvenile justice education programs and practices located in over 200 facilities throughout Florida will be greatly enhanced. Ultimately, it will be these comprehensive descriptions of educational programs and practices that will enable empirically informed explanations and predictions regarding what works best in juvenile justice education and for whom.

The 2001 longitudinal results reported in Chapter 11 and the 2000 pilot study of pre- and post-academic gains and outcomes, while preliminary, provide a basis for cautious optimism in the potential of quality education to positively influence the lives of juvenile justice youths. What these data suggest, is that higher scoring QA educational programs appear to result in higher academic gains for their exiting students than do lower QA performing educational programs. Further, and in terms of successful community reintegration, JJEPP's initial self-report findings indicate that 67% of the surveyed youths reported being enrolled in school, 75% reported having obtained a job, and 67% reported not getting in trouble with the police. In terms of official data and community re-integration in relation to educational program quality, several additional preliminary findings are encouraging. The recidivism results revealed that educational programs that performed well in student transition and service delivery had lower recidivism rates compared to programs that scored lower in these areas. Moreover, the higher QA performing programs had more of their students returning to school and remaining in school longer than in the lower performing programs.

While these results must be viewed with caveats given the limited number of programs represented and other data limitations, it appears that the receipt of quality education, producing measurable academic gains may be very important in the ultimate community reintegration success of juvenile justice youths.

17.5 Special Policy Initiatives

Since JJEEP's beginning efforts in 1995 to conduct best practices research, several special topics have continued to receive attention and have often been featured in chapters of our annual report. For example, special education services have been addressed in an individual chapter in each of our previous three annual reports. In 2002, 37% of all students in Florida's juvenile justice facilities were eligible to receive special education services. Despite this large proportion of eligible special education students, the provision of these services ranges from superior to a complete absence. While most programs attempt to provide at least the minimal necessary services, some programs go well beyond what the law requires. Clearly, there is need for more technical assistance in this area, and JJEEP plans to work closely with the Florida Inclusion Network (FIN) to provide targeted training in special education during 2002.

As JJEEP continues to review special education services, it seeks new ways to enhance this critically important process. The creation of an indicator or standard area that exclusively focuses on special education will be initiated during the 2003 review cycle. For the 2002 QA review cycle, the data collection process will now include the type of service delivery model used by each program. In addition, JJEEP staff will receive additional training on special education laws, service delivery models, and best practices. JJEEP will continue to work closely with DOE and the Florida Inclusion Network (FIN) to provide training opportunities for school district and facility personnel in special education services.

In the ongoing effort to continue to provide technical assistance to juvenile justice education programs, when an educational program scores a noncompliance rating in indicator E2.05 Support Services, DOE will conduct a follow-up investigation into the concerns in order to ensure the provision of appropriate services to students with disabilities. JJEEP staff and DOE staff together will provide on-site technical assistance to the identified deficient programs. Moreover, follow-up assistance will be provided as needed.

Special education services are a fundamental critical component for students with disabilities. JJEEP seeks to continue to find better ways in which programs and school districts can provide quality services within the limitations of the juvenile justice system. By increasing knowledge and awareness of this area, JJEEP continues its efforts to ensure that all students are provided with a quality education while in Florida's juvenile justice facilities.

Gender has been another special topic studied by JJEEP. The number of girls admitted to Florida's juvenile justice facilities has increased considerably in recent years. While the literature calls for gender-specific programming for girls, there is a general lack of research-based promising practices in this area. Fortunately, in Florida, the Practical Academic

Cultural Education (PACE) program operates throughout the state and handles a significant proportion of the state's girls who have not been committed and are largely pre-delinquents. PACE provides gender-based programming and has been found to have an excellent success rate, although the program is essentially a delinquency prevention program and therefore not comparable to these state commitment programs.

Facility size has received attention from JJEEP in 2000 and 2001. The trend toward larger facilities in Florida prompted this interest. Over the past several years and in relation to tough love and economy of scale rationales, the average population of Florida's juvenile justice facilities has increased from approximately 35 to 55. Moreover, while only 18 of the 203 juvenile justice facilities in Florida with education components housed 101 or more youths, these 18 facilities housed nearly 1/3 of all juvenile justice youth combined. Prior research suggests that larger institutions have a number of negative consequences on education and other outcome measures, such as recidivism. Clearly, it is important even in light of recent budget cuts and increasing demands for cost cutting, that Florida's policymakers think through the full set of consequences associated with the move toward larger juvenile justice facilities. What JJEEP's QA scores and associated longitudinal research demonstrate is that the larger facilities have the lowest overall mean QA review scores and the highest rates of recidivism. While these data are preliminary, it is clear that Florida should temper any subsequent development of larger juvenile justice facilities.

Privatization continues to be an important area of JJEEP's research, particularly in relation to the inconclusive literature on the cost/effectiveness of privatization. Moreover, and as briefly discussed in Chapter 13 of this annual report, there is an emerging context in which privatization is now subject to a new level of skepticism. In fact, in Florida de-privatization has become a strategy prompted by some privatization skeptics. What JJEEP's QA results show is that public providers of juvenile justice educational programs generally receive higher QA scores than do private providers. In JJEEP's efforts to account for these QA differences, an examination of the proportion of certified teachers was completed. Public education providers employed 71% professionally certified teachers compared to 26% for private providers. This disparity certainly helps account for some of the QA score differences, and this gap could be reduced if private providers employed more professionally certified teachers. Specific contract requirements, contract management, and appropriate funding levels are required, however, if more professionally certified teachers are to be employed by private providers. Clearly, school districts need to consider new contract management and funding provisions that could facilitate the additional employment of certified teachers by private providers.

Certified teachers teaching in their area of certification is recognized as a best practice. Yet, the availability of certified teachers throughout the country remains limited for both public schools and juvenile justice educational programs. Nonetheless, between 2000 and 2001, the number of certified teachers teaching in Florida's juvenile justice educational programs increased. The number of certified teachers who were teaching in their areas of certification was particularly low, however, in the academic core subjects of math, science, English, and social studies. It is important to continue to advance the quality of Florida's juvenile justice

teachers. It is clear that well prepared, certified, and skilled teachers are indeed integral to quality and effective education.

In closing, the State of Florida is now in the early stages of planning the implementation of a K-20 seamless educational system. This effort represents one of the most far reaching and ambitious education reforms in Florida history. A prominent theme running throughout this reform initiative will be a performance-based incentive and accountability system. Precisely how this K-20 seamless education will operate and how the performance-based and accountability components will be defined, operationalized, and implemented remains unknown. It is fundamentally clear, however, that given today's national and global challenges, effective and accountable education has come to assume unprecedented importance. In our earlier age, America's education was focused upon preparing the young for physical labor and operating simple machinery. These past industrial age education procedures have and will continue to undergo major reform and revitalization. Moreover, while many of today's technological and global challenges are new, they rest upon the ever-continuing need to develop greater capacities for literacy and numeracy. These basic skills take on different definitions and applications as individuals move from early childhood through adolescence and college. Florida is now in the process of attempting to implement the educational infrastructure to respond to these ever increasing education needs.

In sum, Florida's current K-20 reform initiative is well beyond mere fad. Increasing recognition of accelerating conditions of scarcity, globalization, and increasing economic competition mandates for reaching changes in education today, and tomorrow. It is and will continue to be necessary for our education system to routinely and incrementally "raise the bar" as society, technology, and change collide.

JJEEP's model of a research-driven, continuous improvement, and accountability methodology for juvenile justice education provides a number of potentially relevant lessons for the K-20 seamless reform. In fact, during 2002, JJEEP will begin, for the first time, collaboration with Volusia County to apply JJEEP's quality assurance system to the county's alternative education school-discipline programs. We anticipate and look forward to future collaborative efforts with other education components as we strive for proven effective education in Florida and throughout the country.