

PREFACE

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 juveniles in Florida's juvenile justice system. In 1986, §230.2316, F.S., referred to as the "Dropout Prevention and Academic Intervention 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 educational programs are ineffective, as demonstrated by high rates of student truancy, failure, disruptive behavior, and/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 student education (ESE) curricula and related services that support the programs' rehabilitative goals and lead to students obtaining 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 multidisciplinary assessment process and 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 dependant 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 juveniles.

In 1993, the Florida 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 Florida 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 quality assurance (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 QA 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 §230.23161, F.S. (Education Services in DJJ Programs). This legislation defined the specific requirements for juvenile justice educational services and required DOE to conduct educational QA reviews, annually revise the educational QA standards and key indicators, and write an annual report on the status of juvenile justice educational programs to be included in DJJ's annual report to the legislature. For the next two years, annual QA reviews of juvenile justice educational programs were conducted. Then, in 1998, DOE awarded a new discretionary project for a more comprehensive data-driven educational QA process to the School of Criminology and Criminal Justice at Florida State University, which created the Juvenile Justice Educational Enhancement Program (JJEPP).

In 1999, the Florida Legislature enacted comprehensive legislation relating to juvenile justice education reform. House Bill (HB) 349 amended several statutes relating to juvenile justice educational services and contained numerous requirements related to state, district, and program levels. The legislation included requirements for state-level accountability, a series of specific studies to be conducted, year-round schooling, a requirement for school districts to conduct contract management, and specific program requirements to provide a continuum of care for juveniles in the system. HB 349 also mandated DOE to conduct (or contract with an agency to conduct) annual educational QA reviews, provide technical assistance, implement sanctions on low-performing programs, and conduct and report on research relating to "best practices" in juvenile justice education. DOE has a discretionary project with JJEPP to fulfill these requirements. 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 DJJ or DOE. After much public debate, recommendations were provided 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.

HB 349 also required that DOE develop a State Board of Education (SBE) Administrative Rule for juvenile justice educational services. On March 16, 2000, Rule 6A-6.05281, FAC, was enacted. 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.

The 2000 legislative session saw only minor changes to juvenile justice education in the form of Senate Bill (SB) 2464. However, the legislature enacted several bills relating to the treatment, care, and supervision of juveniles in Florida. The 2000 legislative initiatives

included Juvenile Tough Love, 10-20-Life for Juveniles, and the reorganization of DJJ, which resulted in a more centralized correctional model for the agency. (See Chapter 2 of this report for further discussion of this legislation.)

JJEEP and DOE's mission is to ensure that each student who is assigned to a DJJ program receives quality and comprehensive educational services that increase the student's potential for future success. The vision of DOE and JJEEP is for the educational services in Florida's juvenile justice facilities to be of such high caliber that all youths transitioning back into their respective local communities will be prepared to return to community, home, school, and/or work settings as successful and well-educated citizens.

JJEEP's four major functions include:

- conducting annual QA reviews of educational programs in Florida's juvenile justice facilities (detention centers, day treatment programs, and residential commitment programs)
- providing technical assistance and corrective action to improve the various educational programs in Florida's juvenile justice facilities
- conducting research that identifies the "most promising educational practices" operating in Florida's juvenile justice facilities and follow up on outcome assessments and longitudinal research that validates "best educational practices"
- providing annual recommendations to DOE and the Florida Legislature regarding policy initiatives ultimately aimed at ensuring the successful transition of youths back into their community, home, school, and/or work settings

This annual report to DOE reviews and discusses the various activities conducted by JJEEP and DOE during 2000 in carrying out these four interrelated functions.

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CHAPTER 1 INTRODUCTION

1.1 Introduction

This chapter describes the educational quality assurance (QA) review, technical assistance, and corrective action processes of the Juvenile Justice Educational Enhancement Program (JJEPP). Guiding the description is discussion of how the QA review, technical assistance, and corrective action efforts continue to be modified each year in relation to JJEPP's ongoing "best practices" research. This annual "raising of the bar" has resulted in numerous challenges not only for educational program providers in improving educational services, but also for JJEPP in helping and ensuring the programs do just that. Nonetheless, and notwithstanding these challenges, ongoing quality improvement means that juvenile justice youths are receiving ever-improving educational services.

This chapter is comprised of nine subsequent sections. Section 1.2 describes the procedures used in the educational QA review process. Section 1.3 discusses changes to the educational QA standards that will be implemented during the 2001 QA review cycle as part of JJEPP's continual quality improvement. Section 1.4 describes the educational QA rating system with regard to performance and compliance indicators. Section 1.5 reviews the multiple data-gathering methodologies employed in educational QA reviews. Section 1.6 documents the actual QA review process, from notification of a review to completion, including JJEPP's team meetings during which individual QA review findings are reviewed and discussed. Section 1.7 describes JJEPP's technical assistance methods. Section 1.8 describes the corrective action process. Section 1.9 provides discussion of how JJEPP's ongoing best practices research guides and structures the annual raising of the bar for QA, technical assistance, and corrective action processes. Section 1.10 provides a summary of the chapter.

1.2 Overview of the Processes Used to Implement Quality Assurance

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.) A QA review involves both qualitative and quantitative data collection and assessment of various components of an educational program. Data are collected during a QA review through (1) interviews of students, teachers, school administrators, and ancillary personnel, such as exceptional student education (ESE) 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 (SIPs), and policies and procedures. 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.

Each juvenile justice educational program is reviewed in relation to those indicators relevant for specific program types, namely: residential short-term commitment, residential long-term commitment, and detention centers. Short-term commitment programs are designed to supervise students for periods up to 60 days. Long-term commitment programs supervise students from 61 days to 3 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 they wait for placement in a commitment program. Because of the different time periods and purposes of these program types, each type is held to its own educational requirements. Though each program type is expected to perform specific functions within the three educational QA standards for which programs are responsible (transition, service delivery, and administration), each program type's set of indicators is tailored to meet the needs of students in that program type. The specific content and 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 for which program are responsible. Scores for Standard Four: Contract Management do not affect the overall mean for a program. Rather, they reflect the responsibilities of the supervising school district.

1.3 Educational Quality Assurance Standards

The educational QA standards are revised each year to (1) accommodate new Florida laws and Florida Department of Education (DOE) requirements and (2) reflect the most current best practices found in a review of the literature and JJEEP's best practices research results. Moreover, JJEEP's ongoing best practices research results (as discussed in Chapter 8) are used to raise the bar of the educational QA standards each year. During the QA standards revision process, JJEEP organizes annual statewide meetings of representatives from school districts and providers to obtain input on the QA standards from practitioners in the field. The following is a description of the 2000 educational QA standards for long-term commitment programs.

Standard One: Transition

The first of the four educational QA standards is transition because research demonstrates that transition is one of the most important factors regarding positive community reintegration outcomes. Without proper transition activities upon student entry into and exit from an educational program, the students' chances for success are impeded. Returning to the regular school system without proper credits for pupil progression, or without any credits, results in students who have been in a juvenile justice facility being at a further disadvantage than when they left the school system. 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, and exit transition activities. Transition activities ensure that students are placed in appropriate educational programs that prepare them for successful reentry into the community, home, school, and/or work settings. Table 1.3-1 identifies the purpose of each of the six indicators comprising Standard One: Transition.

Table 1.3-1: Purpose of Each Indicator of Standard One: Transition

Indicator	Purpose
E1.01 Entry Transition: Enrollment	to ensure that students are properly enrolled to progress toward a high school diploma or its equivalent
E1.02 Entry Transition: Assessment	to ensure that 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	to ensure that programs develop academic plans for non-ESE students and individual educational plans (IEPs) for students enrolled in ESE programs so that all students receive individualized instruction and services
E1.04 On-Site Transition: Student Progress	to ensure that students are making progress toward their educational goals and that instructional objectives are relevant to the students' changing needs and interests as they progress during their commitment
E1.05 Guidance Services	to ensure that students receive assistance in setting realistic goals and making appropriate decisions about their futures
E1.06 Exit Transition	to ensure that the educational program has and uses procedures that assist students with reentry into community, home, school, and/or work settings

Standard Two: Service Delivery

Standard Two: Service Delivery is aimed at ensuring that educational services are individualized to meet the diverse needs of the students. The service delivery standard is comprised of six key indicators 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 community, home, school, and/or work settings. Table 1.3-2 identifies the purpose of each of the six indicators comprising Standard Two: Service Delivery.

Table 1.3-2: Purpose of Each Indicator of Standard Two: Service Delivery

Indicator	Purpose
E2.01 Curriculum: Academic	to ensure that 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
E2.02 Curriculum: Practical Arts	to ensure that 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
E2.03 Instructional Delivery	to ensure that educational instruction addresses each student's needs, goals, and learning styles to stimulate ongoing student participation and interest
E2.04 Classroom Management	to ensure the promotion of mutual respect and understanding between instructional personnel and students and to ensure the environment is conducive to learning
E2.05 Support Services	to ensure that programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics
E2.06 Community Support	to reduce students' isolation from the community, involve the community in the students' education, and assist in preparing the students for successful transition back into the community

Standard Three: Administration

Standard Three: Administration addresses leadership, organization, and commitment by local agencies and providers to accommodate the needs of the students they serve. The administration standard is comprised of six 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 purpose of each of the six indicators comprising Standard Three: Administration.

Table 1.3-3: Purpose of Each Indicator of Standard Three: Administration

Indicator	Purpose
E3.01 Communication	to ensure that instructional personnel and educational staff are well-informed about the program's and the school district's purpose, policies, expected student outcomes, and school improvement initiatives
E3.02 Instructional Personnel Qualifications	to ensure that the most qualified instructional personnel are employed to educate students in Florida's juvenile justice facilities
E3.03 Professional Development	to ensure that 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	to ensure the promotion of ongoing program improvement through self-evaluation and planning
E3.05 Program Management	to ensure the promotion of effective organization and consistency between school districts and the educational components of juvenile justice facilities
E3.06 Funding and Support	to ensure that funding provides high-quality educational services

Standard Four: Contract Management

Only a small percentage of Florida’s school-age children receive educational services in a juvenile justice program, and private providers operate approximately 50% of the juvenile justice educational programs. However, local school districts are ultimately responsible for the educational services provided to juvenile justice students; therefore, Standard Four: Contract Management was developed to create stability in the oversight of juvenile justice educational programs.

The contract management standard is comprised of three compliance indicators that define the roles and responsibilities of all agencies involved with juvenile justice students and guide local oversight of juvenile justice educational programs. Contract management indicators are evaluated for both direct-service (i.e., 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. Table 1.3-4 identifies the purpose of each of the three indicators comprising Standard Three: Administration.

Table 1.3-4: Purpose of Each Indicator of Standard Four: Contract Management

Indicator	Purpose
E4.01 Contract and/or Cooperative Agreement	to define the roles and responsibilities of each agency (including school districts, the Florida Department of Juvenile Justice (DJJ), and providers) and to ensure collaboration among these agencies in maintaining an effective educational environment for all students
E4.02 Contract Management	to ensure that there is local oversight by the school district of educational services in juvenile justice facilities
E4.03 Oversight and Assistance	to ensure that the school district provides adequate support to juvenile justice educational programs

1.4 Educational Quality Assurance Rating System

The same methodology and rating scales are used to determine the educational QA review scores for every juvenile justice educational program. As previously mentioned, the scores for the indicators of Standard Four: Contract Management are not averaged into any program’s overall QA review score. There are two different rating scales, one for performance indicators and one for compliance indicators. Performance indicators are rated using the 10-point scale identified in Table 1.4-1.

Table 1.4-1: Performance Indicator Rating Scale and Definitions

Rating	Definition
Superior Performance 7 8 9	The purpose of the indicator is clearly being met; there are few, if any, exceptions to the specific requirements of the indicator; and the program has exceeded overall requirements of the indicator through an innovative approach, extended services, or clearly demonstrated program-wide dedication to the overall performance of the indicator.
Satisfactory Performance 4 5 6	The purpose of the indicator is being met and all requirements of the indicator are being met, or there are only minor exceptions or inconsistencies in the specific requirements for the indicator.
Partial Performance 1 2 3	The purpose of the indicator is not being met, and/or there are frequent exceptions and inconsistencies in meeting the specific requirements of the indicator.
Nonperformance 0	The purpose of the indicator is clearly not being met, and the specific requirements of the indicator are not being addressed.

Compliance indicators, whose scores are averaged into each program’s overall scores, are rated by the 3-tiered scale identified in Table 1.4-2.

Table 1.4-2: Compliance Indicator Rating Scale and Definitions

Rating	Definition
Full Compliance 6	The purpose of the indicator is clearly being met, and all of the requirements of the indicator are being met, or there are few, if any, exceptions or inconsistencies to the specific requirements of the indicator.
Substantial Compliance 4	The purpose of the indicator is clearly being met, but there are some minor exceptions or inconsistencies to the specific requirements of the indicator.
Noncompliance 0	The purpose of the indicator is clearly not being met, and/or there are patterned exceptions and inconsistencies to the specific requirements of the indicator.

1.5 Educational Quality Assurance Methodology

As previously stated, the QA review process uses multiple data sources to determine the quality of educational services provided in each juvenile justice educational program. Information about educational performance is gathered by QA reviewers through (1) review 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 then based on substantiated information using these multiple data sources to verify program practices. The current guidelines for QA reviewer methodology are described below.

For a program (not including detention centers) that has more than 60 students, more than one reviewer is sent. The reviewer should make every attempt to interview all teachers, the school district administrator, and the ESE consultant. Other personnel that should be interviewed include guidance counselors, data-entry clerks, registrars, Title I personnel, and classroom paraprofessionals. Ten student files should be reviewed, with one file for every ten students over the first sixty. Student files should be selected at random and should

represent a stratified sample based on the student demographics of the program, including age, ESE status, gender, length of stay, and grade level. All classrooms should be observed at least once. Treatment teams, transition staffings, and faculty meetings should be observed if they are conducted during the QA review. Eight students should be interviewed (one or two at a time), with two more added for every twenty students over the first sixty. Students should also be selected at random to represent a stratified sample. Five closed DJJ commitment files should be reviewed, with one more added for every ten students over the first sixty.

1.6 Educational Quality Assurance Review Process

For the QA review process to function effectively, open communication between all involved parties is essential. The current QA communication loop is between JJEPP administrators, the bureau chief of the DOE Bureau of Instructional Support and Community Services, and the bureau chief of the DJJ Bureau of Quality Assurance. There is also ongoing communication between JJEPP's QA coordinator, the program administrators for DJJ's five juvenile justice regions, and the school district contacts throughout the state who are directly responsible for juvenile justice educational services.

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 educational QA 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 educational reviewer will arrive at the facility.

In 1999, JJEPP's QA coordinator established a process of faxing (prior to each program's scheduled QA review) a request for specific documents to be made available to the educational reviewer during the review. The fax request includes (1) a list of documents that the reviewer will need to review on-site; (2) a list of items in the student files that the reviewer will examine; and (3) a data collection form, which the program completes and returns to the reviewer. The data collection forms are used to collect supplemental research data, which are utilized in writing QA review reports and conducting various research analyses on juvenile justice education.

To establish consistency and to 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. However, given the daily reality and fluctuation in a juvenile facility, 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.

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 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 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 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.

Deemed and Special Deemed Programs—In 1996, DJJ implemented a new policy regarding QA reviews for conferring “deemed” status upon programs that meet certain criteria. Using DJJ’s rating scale, which includes other calculations not included in JJEEP’s rating scale, any program that achieves a performance rating of at least 70% and a compliance rating of at least 90% are given special consideration. Special consideration is designated on two levels: “deemed status” and “special deemed status.” Deemed status is awarded to programs that achieve a performance rating between 70% and 79%, inclusive, and a compliance rating of 90% or above during their annual QA reviews. For the next two years, each deemed program is assessed by DJJ using a short-form review format, which is a condensed version of a typical on-site QA review. Special deemed status is awarded to programs that achieve a performance rating of 80% or higher and a compliance rating of 90% or above during their annual reviews. A QA review is not conducted for one year, and, for

the subsequent two years, DJJ reviewers assess the program using a short-form review format. DJJ hopes that this incentive encourages juvenile justice programs to achieve the highest level of quality. If a short-form review of a deemed or special deemed program indicates that the program has failed to maintain at least a satisfactory level of performance, the program immediately loses its deemed or special deemed status, and a full QA review is conducted within 90 days.

Because of the important role that education plays in the success of juvenile justice programs and the lives of juveniles, JJEPP, in coordination with DJJ, decided that the educational components of deemed and special deemed programs are to be reviewed annually using a shorter version of the educational QA review process. Starting in 1999, JJEPP incorporated “deemed/special deemed QA reviews” into its schedule of reviews.

Deemed/Special Deemed Program QA Review Protocol—Deemed QA reviews are one-day reviews in which the educational QA reviewer focuses on whether the deemed/special deemed program is meeting the minimal requirements of specific “priority” indicators. Priority indicators represent critical areas that required immediate attention if the program under review was operating below expected standards. In the 2000 QA review cycle, 10 indicators were identified as priority. Six of the ten priority indicators in the 2000 educational QA standards for long-term commitment, six of the nine priority indicators in the 2000 educational QA standards for short-term commitment, and six of the nine priority indicators in the 2000 educational QA standards for detention centers represent critical areas that require immediate attention if the deemed/special deemed program does not meet the minimal requirements of those indicators. The six priority indicators for deemed/special deemed programs are:

- E1.01 Entry Transition: Enrollment and Assessment (for short-term commitment programs and detention centers) and E1.02 Entry Transition: Enrollment (for long-term commitment programs)—each requires that students be properly enrolled with the corresponding school district and that records are requested and received in a timely fashion
- E1.02 On-Site Transition: Student Planning (for short-term commitment programs and detention centers) and E1.03 On-Site Transition: Student Planning (for long-term commitment programs)—each requires that IEPs for students assigned to ESE programs and academic plans with specific long-term educational goals and short-term instructional objectives for non-ESE students be developed, reviewed, and, as necessary, revised
- E2.01 Curriculum (for short-term commitment programs and detention centers) and E2.01 Curriculum: Academic (for long-term commitment programs)—requires the use of a school district-approved curriculum and appropriate use of the General Education Development/High School Competency Test (GED/HSCT) exit option
- E3.02 Instructional Personnel Qualifications (for all three program types)—requires certified academic instructional personnel or school district-approved use of noncertified personnel
- E3.06 Funding and Support (for all three program types)—requires an adequate number of textbooks, materials, supplies, and instructional personnel

- E4.01 Contract and/or Cooperative Agreement (for all three program types)—requires that the roles and responsibilities of each agency are defined and that there is collaboration among the agencies to create an effective educational environment for all students

Additionally, corrective actions may be initiated for deemed/special deemed programs that do not meet minimal requirements of any of the six priority educational indicators for that program type. Currently, it is not specified what impact an educational QA review finding of “does not meet minimal requirements” for a deemed/special deemed program has on that program’s deemed status; however, in the future, sanctions may result in follow-up within 90 days and/or the loss of the deemed/special deemed status.

After completing an educational QA review (full or deemed), each educational reviewer generally discusses his or her findings with JJEEP staff during weekly staff meetings and then writes the formal QA review report. The reports include key indicator summaries and justifications for ratings, recommendations for any of the indicators, and problems requiring a corrective action plan (CAP), 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 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 CAP, which will be discussed in Section 1.8.

JJEEP’s QA system is designed to ensure continual improvement in the provision of educational services for juvenile justice students. Unlike most compliance systems, it is research-driven, and the minimum educational QA standards are continually raised to reflect current best practices. The process relies not only on program policies, but also on their practices, peer and professional judgment, and the understanding that there is always room for improvement. Each program is reviewed annually to ensure that educational services are effective in meeting the ever-changing needs of the different students in the system.

1.7 Improving Program Performance Through Technical Assistance

To effectively address the goal of continual program and student performance, JJEEP and DOE have developed and implemented a comprehensive system for providing technical assistance to educational practitioners. Technical assistance is guided by research in current best practices and is integrated into all of JJEEP’s activities, including the QA review site visit.

The educational QA reviewers provide the majority of technical assistance on-site during their QA review visits 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. After conducting a QA review, reviewers often mail, fax, or e-mail additional samples, examples, and various other materials to the principal and/or 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, DOE and JJEEP make site visits and respond to telephone calls from programs requesting technical assistance. Further, DOE, with assistance from JJEEP, 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. JJEEP and DOE also conduct regional conferences and hold workshops to determine school district and program recommendations for the annual revision of the educational QA standards.

On-Site Technical Assistance

On-site technical assistance is provided in several ways. During reviews, educational QA reviewers frequently provide school district contacts, the principal and/or lead educator, teachers, and program staff with suggestions and sample materials. In addition, reviewers make written recommendations for program improvement for all key performance indicators for which the program receives below superior ratings. These recommendations are part of the QA review report and are sent to the superintendent of schools, the school district contact, and the principal and/or lead educator. When programs receive below satisfactory ratings for priority indicators, are out of compliance with laws, or are found to have outstanding deficiencies, a CAP is required (see Section 1.8). Following a QA review visit, reviewers often are contacted by school district and program personnel who are requesting further information and technical assistance, which the reviewer provides by telephone, mail, fax, and e-mail.

Networking

One of the most prevalent ways of providing technical assistance, both on-site and by correspondence, is for reviewers to network programs with similar programs that, in the opinion of the reviewer, utilize a best practice related either to a specific key indicator or other educational area. Using JJEEP's database, reviewers are able to identify programs with similar demographics that received high QA review ratings over an extended period of time and obtain contact information for those programs. A list of the similar programs is compiled and sent to interested parties upon request. Reviewers recommend persons or programs for networking by either providing the information on-site or relaying it after the QA review visit to the interested parties.

Technical Assistance Site Visits

JJEEP and DOE personnel also make special site visits to provide technical assistance to school districts and juvenile justice educational programs. In 2000, JJEEP personnel visited a number of school districts and programs within those school districts specifically to provide technical assistance. These efforts focused mainly on educational QA standards training, developing CAPs, and initiating appropriate follow-up. DOE program specialists and consultants also provided technical assistance to a number of school districts and educational programs. For example, one DOE consultant visited 15 school districts and 9 programs within those school districts during the year. The consultant held seven assessment testing workshops, five curriculum development training sessions, two facility planning workshops, two quality improvement follow-up sessions, one school district alternative education workshop, and one contract improvement mediation.

Conferences, Meetings, and Trainings

JJEEP also facilitates meetings and training sessions, including annual regional meetings, to provide (1) updates on new QA and legislative requirements, (2) clarification of the educational QA standards, and (3) inservice training that targets statewide areas of deficiencies. In 2000, JJEEP also began training school district and provider personnel as QA peer reviewers. With assistance from JJEEP, DOE hosts the Juvenile Justice Education Institute, an annual conference that promotes the collaboration of researchers and practitioners and the sharing of best practices. JJEEP also participates in several state and national conferences, including dropout prevention conferences, the Youth In Turmoil Conference, the Severely Emotionally Disturbed Network (SEDNET) conference, the Circles of Care conference, DJJ-sponsored conferences and training sessions, the National Juvenile Detention Association conference, the American Society of Criminology conference, the International Conference on Adolescents, the National Association of Family and Juvenile Court Judges conference, and the Southern Conference on Corrections.

Technical Assistance Documents

To promote research-driven best practices and to broadly disseminate information, JJEEP has written and developed several related publications, including an edited book, *Data-Driven Juvenile Justice Education; A Transition Guidebook for Educational Personnel of Juvenile Justice Programs*; and numerous other best practice research articles, which are published in JJEEP's annual reports to DOE and other publications. As further research is completed, JJEEP plans to develop more technical assistance documents and post them to the JJEEP website (www.jjeep.org). It should be noted that JJEEP receives numerous requests from throughout the country for various reports, documents, and publications.

JJEEP has learned that there is an overwhelming need by practitioners, programs, and school districts for technical assistance. Program administrators, school district administrators,

teachers, and private providers are extremely interested in learning what works best in educating juveniles. The need for technical assistance—and requests for it—can appear to be overwhelming; however, after baseline criteria are established for both minimum standards and promising practices and some high-performing programs are identified, several effective strategies can be employed to assist practitioners with program improvement. Strategies employed by JJEPP in the last two years include (1) identifying low-performing programs and networking them with high-performing programs that have similar demographics, (2) facilitating practitioners conferences, (3) providing regional training around the state relative to program performance, and (4) developing technical assistance documents for statewide distribution.

Critical to both the educational QA process and the provision of technical assistance has been the development of the corrective action process. To ensure that program deficiencies are corrected in a timely manner and that technical assistance has been implemented at the program level, the corrective action process includes follow-up on the identified program deficiencies.

Florida Juvenile Justice Teacher of the Year Awards for 2000

The second annual Florida Juvenile Justice Teacher of the Year Awards were presented during the JJEPP regional meetings held in the fall of 2000. These awards are given to recognize the efforts that teachers of youths in juvenile justice facilities make in order to improve the educational services provided to these students. There is one regional winner selected from programs in each of the five DJJ regions, and a state winner is selected from the five regional winners. The state and regional recipients of these awards for 2000 are:

- Florida: JoAnna Scaglione, Hillsborough Group Treatment Home II
- Region 1: Wanda Moore, Leon Drill Academy
- Region 2: Holley Griffin, Marion Intensive Residential Treatment Facility for Youth
- Region 3: Henry Tilmans, Eckerd Youth Academy
- Region 4: JoAnna Scaglione, Hillsborough Group Treatment Home II
- Region 5: Margaret Wilson, Miami Halfway House

1.8 Corrective Actions

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

The corrective action process began during the 1998 QA review cycle. When a reviewer found a serious problem area in an educational program, a concern form was forwarded to DOE. Many of these concerns resulted in efforts by both DOE and JJEPP personnel to

provide technical assistance to both school districts and juvenile justice programs to correct the identified problems. This technical assistance was provided in a variety of ways, including meetings with school district and program administrative personnel, written correspondence, and telephone contacts. DOE audits could have been conducted if the areas of concern involved practices stipulated in legislation (i.e., ESE or funding issues). However, too often, minimal follow-up was conducted to ensure that programs successfully corrected the identified concerns.

Before the 1999 QA review cycle began, new educational QA standards, which included 21 indicators, were developed for residential long-term commitment programs. Five of these indicators were designated as priority. In the 2000 QA review cycle, 10 indicators were identified as priority. It was decided that a below satisfactory finding for any one of these priority indicators mandated that the QA reviewer submit a concern form to the JJEEP QA coordinator immediately after completing the on-site educational QA review. The QA coordinator would then (1) determine what needed to be addressed in a corrective action plan (CAP), (2) contact the appropriate school district administrator and provide notification of a request for a CAP from the program that had below satisfactory ratings (at the same time, the school district and the program would be informed they have 90 days to correct the problem(s); failure to comply with this request would result in appropriate interventions or sanctions by DOE), (3) provide appropriate technical assistance to either the school district or the program to help them develop the CAP, and (4) document the process conducted and follow-up provided on the above activities.

During the 2000 QA review cycle, JJEEP began mailing official notification to school district superintendents indicating that a CAP was required for a juvenile justice educational program within their jurisdiction.

Since the implementation of Rule 6A-6.05281, FAC (Educational Programs for Youth in Department of Juvenile Justice Detention, Commitment, Day Treatment, or Early Delinquency Intervention Programs), an efficient process to assist school districts in responding to the corrective action process, based on findings from the educational QA reviews, has been developed.

For the 2001 QA review cycle, the following steps and activities will be implemented after a QA review has identified problems requiring a CAP:

1. The need for school district and/or program CAPs will be communicated during the preliminary exit interview and within two weeks by telephone from JJEEP staff to the supervising school district contact.
2. The QA review report will be 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 will reflect the need for a CAP and the status of corrective actions in place, based on communication between the school district designee and JJEEP staff.
3. Each juvenile justice educational program with problems that require a CAP will develop its own corrective actions and CAP and send documentation of completion of the plan to JJEEP within 45 days of notification.

4. On-site or other validation that corrective actions have been implemented may be scheduled and should occur within 45 days of notification.
5. School district superintendents will receive written notice from DOE of the status of that school district's CAP.

If a school district has not successfully implemented a CAP, then Rule 6A-6.05281(10)(c), FAC, provides for sanctions, which may include:

1. Public release of the unsatisfactory findings, the interventions, and/or corrective actions proposed.
2. Assignment of a monitor, master, or management team to address identified deficiencies paid for by the supervising school board or private provider if included in the contract.
3. 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 (SBE) 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.

1.9 Research and Policy Development

JJEEP's methodology exemplifies what is referred to in the methodological literature as "action research." Most research studies are concerned with only indirectly shaping policy and are largely focused on validating particular hypotheses or theories. In contrast, JJEEP's purpose in conducting research is to directly drive and shape juvenile justice education policy. In conducting research, JJEEP annually reviews the research literature on educational best practices, continues to maintain and expand variables in its statewide database on juvenile justice educational programs, and conducts numerous other studies, most notably pre- and post-education outcome assessments and longitudinal tracking of youths transitioning back into their community, home, school, and/or work settings.

What JJEEP research has demonstrated, to date, is that high-performing educational programs—in regard to results of educational QA reviews—operate with higher numbers of known educational best practices. Further, these high-performing educational programs produce higher pre- and post-education outcome gains compared to lower-performing educational programs. Moreover, the high-performing programs with higher pre- and post-education outcome gains appear to correlate with the positive community reintegration measure of students who return to school after they exit a juvenile justice facility.

It is essential then that all of JJEEP's efforts be centered upon continual quality improvement of all Florida's juvenile justice educational programs. The annual raising of the bar in educational QA, technical assistance, and corrective action requirements reflects continual quality improvement. Action research involves driving policy with targeted and relevant data.

1.10 Summary

Although JJEEP and DOE have enjoyed a collaborative relationship with school districts and providers, the corrective action process, sanctions, and continual raising of the bar have introduced new dimensions and challenges to this relationship. It is JJEEP's and DOE's intentions to continue to develop and maintain consensus and excellent working relationships 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, continuing the Florida Juvenile Justice Teacher of the Year Award program, and facilitating conferences and meetings that allow promising educational programs to share their successes. Through these interrelated functions and through the building of consensus and the exchanging of ideas, we can ensure the ongoing reciprocal relationships with school districts and program providers.

CHAPTER 2

JUVENILE JUSTICE EDUCATION LEGISLATION: IMPLEMENTATION UPDATE

2.1 Introduction

In 1999, the Florida Legislature enacted important and comprehensive legislation in House Bill (HB) 349 for Florida juvenile justice education. This legislation mandated a series of interrelated actions aimed at achieving and maintaining quality juvenile justice education throughout Florida. In 2000, the legislature made several refinements to juvenile justice education requirements in Senate Bill (SB) 2464. Additionally, a series of bills reforming the juvenile justice system were enacted and include SB 1196 (Juvenile Justice Reorganization), SB 1548 (10-20-Life for Juveniles), HB 69 (Habitual Juvenile Offender Accountability Act), SB 1192 (Juvenile Tough Love), and SB 838 (DNA Testing). This chapter reviews the major actions mandated in HB 349, the continuing implementation of these actions, and a brief review of the 2000 legislative acts.

This chapter includes six subsequent sections. Section 2.2 summarizes HB 349, which mandates a series of requirements related to data-driven and accountable juvenile justice education in Florida. Sections 2.3 and 2.4 describe the implementation of HB 349. Section 2.5 reviews SB 2464, which requires a series of studies and recommendations that address salient issues in the continuing effort to refine and achieve effective and accountable juvenile justice education. Section 2.6 reviews a series of legislative acts that together reflect an increasing effort to “get tough” on juvenile crime. Section 2.7 closes the chapter with summary comments on Florida’s progressive and sweeping juvenile justice education legislation and on the emerging challenges facing juvenile justice education in relation to the increasing get-tough climate in Florida’s juvenile justice system.

2.2 Summary and Impact of HB 349

HB 349, which became effective July 1, 1999, amended several statutes by adding the clarification, “which shall include schools operating for the purpose of providing educational services to youth in Department of Juvenile Justice programs,” to all public school organization and funding, statewide assessment, and school improvement and education accountability statutes. The legislation also provides amendments and new sections to §230.23161 and §228.081, F.S.

HB 349 is intended to impact the delivery of educational services in Florida Department of Juvenile Justice (DJJ) programs at the state level (through stipulation of specific requirements for the Florida Department of Education (DOE), DJJ, and quality assurance (QA)), the school district level, and the facility level, and for student services providers.

The intended impact of HB 349 for school districts is to establish clearly their responsibility for overseeing the DJJ educational programs in their school district and assuring that the students enrolled in these programs are provided with the same services as students in every public school in the school district. This includes, but is not limited to, student services, assessment services, record maintenance, and transmittal of student records. HB 349 also requires school districts to ensure that every DJJ educational program has a school improvement plan (SIP) and that the results of school improvement efforts are included in their annual school improvement and education accountability reports to the Florida Commissioner of Education.

The intended impact at the facility level includes transition activities (entry and exit), the development of a SIP, the delivering of instruction for 250 days a year over a 12-month period, and the delivery of appropriate curriculum and instruction to every student based on his or her individual requirements and needs, including access to General Education Development (GED) preparation and testing.

2.3 Specific HB 349 Requirements for DOE

Included in HB 349 are specific requirements for DOE. This section outlines the major statutory requirements that are the responsibility of DOE and their current implementation status. In July 1999, shortly after HB 349 became law, the DOE Bureau of Instructional Support and Community Services (BISCS) established a committee to oversee the implementation of the major DOE responsibilities included in HB 349. The committee consisted of members from DOE, DJJ, the Juvenile Justice Educational Enhancement Program (JJEPP), the Juvenile Justice Accountability Board (JJAB), and school districts. The following is a summary of the major statutory requirements and their implementation status.

Requirement

DOE shall recommend an administrative rule to the SBE articulating expectations for high-quality, effective educational programs for youths in DJJ programs.

§228.081(2), F.S.

Status

DOE, with assistance from JJEPP, JJAB, and DJJ, has developed Rule 6A-6.05281, FAC, which was presented to the State Board of Education (SBE) on February 7, 2000, and was enacted on April 16, 2000. A first draft of the rule was advertised in Volume 25, Number 40, of the *Florida Administrative Weekly* on October 8, 1999. Three public hearings were held concerning the draft rule on October 22 in Tallahassee and on October 25 in Tampa and Fort Lauderdale. The rule contains requirements for school districts and educational programs within juvenile justice facilities in several areas, including student eligibility, student records, student assessment, academic plans, transition services, instructional program and academic expectations, qualifications and procedures for selection of instructional staff, funding, contracts with private providers, interventions and sanctions, and coordination.

Model contracts must be developed for educational services in DJJ programs.

§228.081(3)(a), F.S.

Rule 6A-6.05281(9)(a), FAC, outlines the requirements for model contracts by requiring that “contracts with private providers shall address the responsibilities of the school district and the private provider for implementing the requirements of this rule.” JJEOP assisted DOE by developing a draft technical assistance paper (TAP) to include all of the statutory and rule requirements regarding contracts in §230.23161 and §228.081, F.S., and Rule 6A-6.05281, FAC. This TAP, entitled, *Cooperative Agreements, Purchase Service Contracts, and Contract Management in Department of Juvenile Justice Programs*, is scheduled for dissemination in the spring of 2001. It will include the following:

- an explanation of the differences between a direct service cooperative agreement between DJJ and school districts and a purchase service contract between a school district and a private provider for the delivery of educational services
- DOE’s involvement in monitoring juvenile justice educational programs
- procedures and requirements for writing cooperative agreements between school districts and DJJ as defined in §230.23161(14)-(15), F.S.
- procedures and requirements for writing purchase service contracts between school districts and private providers as defined in Rule 6A-6.05281, FAC
- strategies to assist school districts in managing purchase service contracts with private providers including assigning school district personnel as contract managers

Rule 6A-6.05281(9)(c) and (11), FAC, also requires school districts to submit their cooperative agreements and contracts annually to DOE prior to the October full-time equivalent (FTE) reporting survey for a compliance review. The cooperative agreements and contracts that were submitted to DOE in the fall of 2000 were reviewed for compliance with statutory and rule requirements. The results of this compliance review were mailed to school districts in January 2001, along with a copy of the draft TAP on contract management. School districts have been asked to revise their cooperative agreements and contracts and resubmit them to DOE in 2001. For more information on the review of contracts, cooperative agreements, and contract management, see Chapter 13.

QA will evaluate school districts both as providers and as contractors.

§230.23161(16)(a), F.S.

The 2000 and 2001 educational QA Standards address contract management. Standard Four: Contract Management contains two indicators requiring school districts to provide contract management services to all DJJ educational programs operating under their jurisdiction, including private providers. The ratings of these indicators are not averaged into the overall average score of a program, but only reflect the oversight of the supervising school district. For more information on contract management, see Chapter 13.

Model transition procedures must be developed for students moving into and out of DJJ programs.

§228.081(3)(b), F.S.

Rule 6A-6.05281(1)-(5), FAC, provides new requirements concerning the transition of youths in juvenile justice educational programs. JJEEP also has developed *A Transition Guidebook for Educational Personnel of Juvenile Justice Programs: Providing a Continuum of Care for Delinquent Youth in Education, Treatment, and Conditional Release*. JJEEP used multiple resources in developing this guidebook, including requirements of laws and rules; surveys of school district and provider personnel during a meeting regarding the educational QA standards on September 22-23, 1999, in Tampa; literature reviews; transition models from other states; most promising practice site visits; and evaluations of the transition services of Florida's top-rated programs. The current guidebook includes the following:

- a list of program, school district, and DJJ personnel who should be involved in the transition process for students moving into and out of juvenile justice programs
- a description of a model transition process for students, including the roles of detention centers, juvenile probation officers (JPOs), commitment programs, conditional release providers, and school districts
- parental and family involvement in the transition process
- the use of community resources in the transition process
- developing academic plans for non-exceptional student education (ESE) students
- samples of transition plans for students
- the purpose of treatment teams and transition teams and the personnel involved with these teams
- definition of a student portfolio
- the content of educational records as defined by the Florida Statutes and SBE Administrative Rules
- procedures for requesting and transferring educational records

JJEEP provided training on the transition guidebook during the November and December 2000 regional meetings and mailed the guidebook to all DJJ educational programs and school district contacts in January 2001, along with copies of the 2001 educational QA standards. See Appendix F for a full version of this guidebook.

The 2001 educational QA standards also contain new transition requirements, which reflect current "best educational transition practices", and requirements of laws and rules. See Appendix C for a full version of the 2001 educational QA standards.

A standardized content of educational records must be developed as part of the student's commitment record.

§228.081(3)(c), F.S.

Rule 6A-6.05281(2)(a), FAC, defines the content requirements of student records in juvenile justice educational programs. Sections 3.9, 3.11, and 3.12 of the transition guidebook described above also outline the statutory and rule requirements for the content of educational records.

Model procedures for securing educational records in DJJ programs must be developed.

§228.081(3)(d), F.S.

Rule 6A-6.05281(2)(b), FAC, defines the procedures for securing educational records in juvenile justice educational programs. Sections 3.9, 3.11, and 3.12 of the transition guidebook described above also outline the statutory and rule requirements for the procedures for securing and transferring educational records.

The waiving of GED testing fees for students in DJJ programs.

DOE shall notify school districts to allow students 16 years of age and over to take the GED exams prior to exit from the program.

§228.081(4), F.S.

DOE mailed a memorandum to school district superintendents, community college presidents, and DJJ residential facilities on September 14, 1999, regarding the waiving of GED testing fees. Division of Workforce Development Memorandum #99-35 and Community College Memorandum #99-103 clarifies that the party receiving the educational funding for the students in each DJJ program is responsible for paying, at a minimum, the state and national portions of the GED testing fees. Each school district should negotiate with its local GED testing center to determine if the center is willing to waive part or all of the local testing fees. Division of Workforce Development Memorandum #00-25 mailed on July 14, 2000, notifies school districts that they are to allow students 16 years of age and older to take the GED exams prior to exiting the facility. The memo also explains curriculum and funding options available for preparing students to take the GED exams.

Designate a coordinator for juvenile justice educational programs to serve as the DOE point of contact.

§230.23161(1), F.S.

Currently, the bureau chief of BISCS is the DOE official contact for juvenile justice educational programs. Through BISCS, DOE has a discretionary project with Florida State University (FSU), through JJEEP, to conduct educational QA reviews, provide technical assistance to school districts and providers, and conduct research related to juvenile justice education best practices.

The development or selection and implementation of a common battery of assessment tools for DJJ programs.

§229.57(3)(c)(10), F.S.

Rule 6A-6.05281(3), FAC, requires a common battery of assessment testing for DJJ programs, including assessment in reading, writing, mathematics, and vocational interest and/or aptitude measures, with procedures and timelines for conducting these assessments.

DOE, through the Student Support Services Project at the University of South Florida, has initiated several activities in response to the legislative requirements regarding assessment testing in DJJ programs. TAP #00-61, dated June 23, 2000, on assessment testing for DJJ programs has been completed and was disseminated to school districts.

A pilot project on the possible use of curriculum-based measurement (CBM) for academic testing in DJJ programs was also conducted. Twelve DJJ programs were selected as model sites for field-testing CBM as a procedure for entry and exit assessment testing and monitoring of student progress. This pilot began in spring 2000 and operated for six months. After the pilot was completed, DOE was provided with a summary report on the benefits and limitations of CBM in DJJ programs, including the finding that detention centers cannot accommodate CBM, and recommendations for CBM's possible implementation in other DJJ educational programs. Recommendations included not requiring CBM in DJJ programs (but allowing it as an option), developing secondary-level CBM materials, having teachers use CBM for progress monitoring (but not for pre- and post-testing), further refining of materials to mirror commercial assessment instruments, and DOE facilitating a conference to address assessment issues in 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.

§228.081(5), F.S.

DOE annual reporting of QA results, the status of cooperative agreements and contracts, ESE, funding, and recommendations.

§230.23161(21), F.S.

The QA rating for the educational 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.

§230.23161(16)(a), F.S.

DOE must develop a system of collecting information on the academic performance of students and reporting on the results.

§230.23161(1)(b), F.S.

Since June 1998, DOE has had a discretionary project with the FSU School of Criminology (i.e., with JJEEP) to conduct QA, provide technical assistance, and conduct related research. Chapter 3 of this report provides an update on the 2000 QA review results, Chapter 4 provides an update on the type and amount of technical assistance that was provided in 2000, and Chapters 6-15 provide information on all of JJEEP's ongoing research efforts related to best practices in juvenile justice education.

See Chapters 3, 11, 13, 14, and 15 of this report.

After being reviewed and approved by DOE, JJEEP's QA review reports of individual programs are mailed to DJJ for inclusion into the DJJ overall QA report and also are mailed separately to school district superintendents and school district DJJ contacts. DOE reports the educational QA in its annual report, separate from DJJ.

JJEEP coordinates the scheduling of QA reviews with DJJ's Bureau of Quality Assurance.

JJEEP began collecting pre- and post-student information in 2000. This information was self-reported by programs, and details of the results of the data collection can be found in Chapter 6 of this report. Rule 6A-6.05281(3)(g)-(h), FAC, requires school districts to report the results of their DJJ students' pre- and post-testing to DOE via the Automated Student Data System. There is an indicator in the 2001 educational QA standards that will require all residential long-term commitment programs to request individual school numbers and report several variables concerning pre- and post-education outcome data to DOE. This information will be reported annually and used in multiple research efforts regarding juvenile justice education best practices.

HB 349 has had a very positive impact on juvenile justice education in Florida. Its complete implementation has not yet taken place, thereby resulting in ongoing efforts from JJEEP and DOE. Nonetheless, HB 349 provides an excellent example of visionary legislation that, given its underlying data-driven approach, should continue to positively influence juvenile justice education in Florida for many years to come.

2.4 Ongoing Interagency Collaboration

To address the multiple requirements in HB 349, during August 1999, DOE developed an HB 349 workgroup, which included representatives from DOE (BISCS; Division of Workforce Development; and Management Information Services), JJEPP, DJJ, the Juvenile Justice Providers Association, and the Student Support Services Project. This committee is ongoing and is now known as the DOE/DJJ Interagency Workgroup. Additional representation in the workgroup now includes personnel from the DJJ Bureau of Quality Assurance and DJJ Region I, school districts, and juvenile justice educational providers. The committee's fundamental purpose is to facilitate ongoing communication between DOE and DJJ in implementing legislative requirements, such as those found in HB 349 and SB 2464. Individuals from this committee joined task forces to implement the 2000 legislative requirements from SB 2464, such as the funding study, the facilities study, and the multiagency vocational/technical education plan (described on subsequent pages). DOE and DJJ plan to extend this workgroup permanently to address multiagency issues, initiatives, and requirements. Many of the tasks mentioned in the next section were accomplished by this workgroup.

2.5 SB 2464

Among other initiatives, SB 2464 clarified, modified, and/or amended requirements resulting from HB 349. The majority of the modifications included "the intent of the legislature that youth in the juvenile justice system be provided . . . effective education that will meet the individual needs of each child." SB 2464 reverses the funding formula that was implemented under HB 349 to remain the same as that for public schools, and the administrative fees for GED testing that were waived in HB 349 are clarified in SB 2464 to be the responsibility of the school district who may require providers to pay by contractual agreement.

New requirements in SB 2464 included (1) 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.

Many of the requirements mentioned above already are being implemented. A cooperative agreement between DOE and DJJ has been drafted. The multiagency vocational/technical education plan will address the issue of providing vocational and/or post-secondary education services to youths who have already received their high school diplomas. The

2001 educational QA standards require residential commitment and day treatment programs to offer elective courses in life skills, vocational skills, or post-secondary opportunities to these youths. Also, the QA standards clarify that programs with 50 beds/slots or more should have access to the school district's student database in the same manner as other schools in the district.

Legislative Studies

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

Funding Study

Legislation requires that the funding study determine the precise funding level needed to provide educational programming in DJJ facilities. The study must be submitted to the governor and the legislature by January 1, 2001. JJEPP assisted DOE in planning, carrying out, and writing up this study. The results will be reported to the legislature and could result in legislative action related to changes in the funding for students in juvenile justice educational programs. The results of this study have numerous policy implications for Florida's provision of quality and effective education in juvenile justice facilities.

Facilities Study

In conducting the facilities study, DOE is to complete 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 is to be used to develop a three-year plan that addresses any facility deficiencies found. The plan must be submitted to the Governor of Florida, the Speaker of the Florida House of Representatives, and the President of the Florida Senate by January 1, 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. The four-page memo contained questions referencing each facility's contact information, the type of educational facilities available to students and staff at the program, the general condition of educational buildings and classrooms, and the number of students and faculty at the facility.

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. DOE developed space requirements for educational programs, requirements that included permanent classrooms, vocational labs, resource rooms, supplemental instruction, observation booths, time-out rooms, media centers, and administrative areas. 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 and 10:1) 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.

From this study, DOE and DJJ have developed recommendations for a three-year budget to address various inadequacies of educational space in the 132 facilities surveyed. Age of buildings, adequacy of space, and facility location were the primary variables chosen to prioritize the three-year budget recommendations. According to the recommendations in the three-year budget, the total cost to address the deficiencies found in the facilities assessment are as follows: (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 equal \$153,483,106. For more information on the facilities study and the three-year budget recommendations, see the *DOE/DJJ Facility Condition & Educational Adequacy Assessment* and the subsequent recommendations for the three-year budgets, which are available through DOE and DJJ.

Vocational/Technical Education Plan

The third multiagency task required by SB 2464 is a plan for vocational/technical education in juvenile justice programs. The 2000 legislature amended §935.3155, F.S., to require the development of a multiagency 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 Multiagency 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, JJEEP, providers, school districts, and business organizations.

The committee facilitated a symposium in October 2000 with representatives from 12 of Florida's top DJJ facilities in vocational programming; held discussion sessions during JJEEP's three regional meetings in November and December 2000; and conducted site visits to commitment facilities to gather information on the range, possibilities, and limitations of vocational programming for DJJ committed youths. The committee also conducted a literature review on current correctional education practices, including the 1999 JJAB study on vocational programming and *Promising Approaches to Workforce and Youth Development for Court-Involved Youth*, submitted to the Annie E. Casey Foundation.

Based on a discussion of the December 2000 draft of the multiagency vocational/technical education plan, DJJ programs will be designated as one of the following three types of vocational training facilities:

- Type 1—Vocational offerings will focus on “youth development” and address personal accountability skills and behaviors so that youths develop good work habits to help them maintain employment; available in facilities where the length of stay is 90 days or less; curriculum will be geared to youths who are 16 years old and younger
- Type 2—Vocational offerings will include Type 1 course content plus an orientation to career choices, based on the abilities, aptitudes, and interests of the youths; available in facilities where the length of stay is 120 days or less; curriculum will be geared to youths who are 17 years old and younger
- Type 3—Vocational offerings will include Type 1 course content plus the vocational competencies or prerequisites needed for entry into a specific occupation; youths will have access to direct work experiences, job-shadowing, and pre-apprenticeship programs; available in facilities where the length of stay is 180 days or more; curriculum will be geared to youths who are 16 years old and older

The preliminary goals of vocational education in DJJ facilities, as set forth in the draft vocational/technical education plan, will address the youths’ continuum of services and include comprehensive academic and vocational assessment, placement decisions in appropriate vocational curricula, employment preparation ranging from career exploration to industry-driven vocational training that leads to occupational completion points and vocational certification, and aftercare that continues to build on the youths’ strengths gained during commitment.

The plan will address in detail the types of vocational curricula that should and can be offered in various types of DJJ programs based on length of stay, security restrictions, and type of youths served. The plan also will address the outcome measures to ensure the success of vocational programming.

These studies and plans will ultimately affect legislation in 2001 and subsequently will require JJEEP to revise the educational QA standards for the 2002 QA review cycle based on new legislative mandates in the areas of funding, vocational/technical education, and facility design.

2.6 DJJ Legislative Update

In 1999, the Florida Legislature passed extensive legislation aimed at improving the quality of 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 juveniles under the discretion of DJJ in the form of SB 838, SB 1192, SB 1196, SB 1548, and HB 69.

SB 838, 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, Juvenile Tough Love, increases the length of stay for a juvenile in detention by 9 days for first-degree and violent second-degree felonies and allows detention for up to 72 hours for youths who fail to appear in court twice on the same charge. SB 1192 also increases the use of Children in Need of Services and Families in Need of Services (CINS/FINS) shelters and increases the length of stay up to 120 days. It permits CINS youths to knowingly waive their rights to counsel, and it allows secure placement after one incident of contempt of court or running away from a staff-secure shelter. It creates a conditional release pilot program in Orange County with Orange County Sheriff's Deputies assigned as post-commitment probation officers. 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 1 year after a youth is released from these programs.

SB 1196, Juvenile Justice Reorganization, restructures DJJ and renames custody and care services for juveniles 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. It redefines residential security levels as low-risk, moderate-risk (which may include environmentally-secure, staff-secure, and hardware-secure type programs), high-risk, and maximum-risk residential. Community control is renamed as probation; aftercare is renamed as conditional release; and youths on probation may be assessed and classified for placement in day treatment probation programs for more intensive services. 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. Two workgroups also have been formed, including one to develop a classification and placement system for DJJ and another one to develop a multiagency plan for providing prevention services.

SB 1548, 10-20-Life for Juveniles, requires that 16- and 17-year old juveniles 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 life penalty is given when a youth has committed one of the specified offenses and discharges a firearm, causing death or great bodily harm; the 20-year penalty occurs if a youth has committed one of the specified offenses and discharges a firearm; and the 10-year penalty applies when a youth has committed one of the specified offenses while possessing a firearm and has been adjudicated or had adjudication withheld for a forcible felony on an offense involving a firearm, or has been previously placed in a residential commitment program. The law gives the state attorney discretion, if exceptional circumstances exist that warrant some other action than prosecution of the case in adult court.

HB 69, 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.

Despite national crime statistics that indicate juvenile crime rates are dropping, DJJ has increased its beds/slots for FY 2000-2001 by 1,052 residential commitment beds, 154 consequence unit beds, and 80 Practical, Academic, and Cultural Education (PACE) gender-specific slots. For FY 2001-2002, DJJ plans to add 1,881 residential commitment beds, 132 consequence unit beds, and 15 detention beds. The department also anticipates that the average length of stay will increase for juveniles in maximum- and high-risk programs from 19 to 24 months and 9 to 15 months, respectively. Larger residential facilities also are beginning to be built, including a 185-bed high- and moderate-risk facility in St. Johns County and a 222-bed high-risk facility and a 300-bed maximum-risk facility, which are planned for Martin and Miami-Dade counties, respectively

2.7 Summary

During the past two years, the Florida Legislature has enacted unprecedented and sweeping legislation that, taken together, has been characterized by a fundamental principle—that research and data must guide Florida's juvenile justice educational practices. Florida now leads the nation with its data-driven QA, technical assistance, and corrective action efforts aimed at continual quality improvement and best practices in juvenile justice education.

Beyond juvenile justice education reform, the 2000 Florida Legislature enacted a series of other juvenile justice reforms that can be characterized as “getting tough” on juvenile crime. Juvenile tough love and 10-20-Life have already stimulated the development of a larger state confinement capacity, with larger facilities that can house 185 to over 200 youths who will serve longer sentences.

The ultimate impact of these various get-tough measures upon juvenile justice education remains to be determined. However, it is clear that, with the increasing prevalence of larger facilities with larger and more diverse youth populations, longer sentences will result in new challenges for quality juvenile justice education. With this in mind, Chapter 14 provides a preliminary assessment of the role of facility size on education and other performance measures.

CHAPTER 3

ANALYSES OF 2000 QUALITY ASSURANCE REVIEW RESULTS

3.1 Introduction

This chapter presents data collected by the Juvenile Justice Educational Enhancement Program (JJEED) throughout the 2000 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 program is asked to complete a supplemental data collection form that provides general information about the facility and educational providers, facility and 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 2000 QA review cycle. Thirty-seven of these programs have deemed or special deemed status and, therefore, received shorter deemed QA reviews (see Chapter 1 for a discussion of the deemed QA review protocol). On the days the QA reviews were conducted, these programs supervised 9,138 students who, depending on program type and students' performance in the programs, remain in the programs from one day (in detention centers) to three years (in level 10 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 overall proportions of students in each category in relation to the total number of students provide the following estimates. The 2000 data indicate that 7,219 (79%) students in Florida's juvenile justice educational programs were male, and 1,919 (21%) were female. With regard to race/ethnicity, 4,295 (47%) students were African-American, 4,021 (44%) were white, and 822 (9%) were of other race/ethnic backgrounds. Additionally, 3,381 (37%) students participated in ESE programs.

This chapter is comprised of four subsequent sections that provide information relating to the database and its uses and general analyses of the 2000 QA review data findings. 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 1999 to 2000. Section 3.6 summarizes the QA review findings for 2000.

3.2 Database

One of JJEEP's fundamental activities since its inception has been the ongoing development of a database. 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 numerous program information items and related variables. This information, as well as various other related variables and pre- and post-academic outcome measures, is collected by the QA reviewer during the QA review and is based on interviews, observations, and document reviews.

These data are useful in diagnosing program needs and identifying potential needs for 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 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 2000 QA review cycle, for example, 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. 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 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, sorted, or otherwise organized for various analyses. Frequently requested—and, for most purposes, the most useful—are the 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.

When requesting information from the JJEEP database, please be as specific as possible concerning the exact information needed and how the data will be used. This information will be helpful in generating reports. Information can be requested by contacting JJEEP by mail, phone, or fax (345 S. Magnolia Drive, Suite D-23, Tallahassee, FL 32301-2987; phone: 850-414-8355; fax: 850-414-8357).

3.3 Performance Rating System

The QA review process uses multiple data sources to evaluate the quality of educational services provided by each 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 on substantiated information using these multiple sources to verify program practices. Educational QA review ratings are determined using the same methodology and rating scales for each DJJ educational program.

Educational QA reviewers examine each program utilizing the set of indicators designed for each program type: residential short-term commitment, residential long-term commitment, and detention centers. Residential short-term commitment programs are designed to supervise students for periods up to 60 days. Residential long-term commitment programs supervise students from 61 days to 3 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 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 program type. The specific content of and total number of indicators within each standard vary by program type. As a result, comparisons of averages of a specific indicator across program types are not appropriate. However, comparisons across program type are possible 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 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 1.

In the tables that appear in this chapter, for each program, 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 2000 QA review scores (including specific indicator scores for each program) for every program reviewed 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 2000 Educational QA Review Findings

The following comparisons provide information regarding the performance of various program types and administrative models. It is important to take into account the changes in the educational QA standards from 1999 to 2000 when making cross-year comparisons and in drawing conclusions about changes in performance scores from year to year. Specifically, it should be noted that the standards have generally become more demanding, reflecting the “raising of the bar” and expected improvement in performance each year. It is also important to note that educational QA standards have changed significantly from 1999 (see Chapter 1) and that Standard Four: Contract Management is not included in the overall mean of a program.

Because of the changes in the QA standards from 1999 to 2000, it is not appropriate to directly compare the overall mean from one year to another; however, general comparisons can be made regarding overall performance of programs from one year to another and are summarized in Section 3.5.

Of the 203 programs reviewed by JJEEP in 2000, 37 were deemed or special deemed, and 166 were nondeemed (i.e., regular). Because deemed/special deemed programs do not receive a full regular QA review and are not given numerical ratings for each indicator, the analyses of QA review findings for deemed/special deemed programs and nondeemed programs are separated. Tables 3.4-1 through 3.4-4 and Tables 3.4-9 through 3.4-12 provide QA review data for nondeemed programs and Tables 3.4-5 through 3.4-8 provide similar analyses for deemed/special deemed programs.

Average QA review ratings for Standard Four: Contract Management are not included in the computation of a program's overall mean score because 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 more information on the standard for contract management, see Chapter 13.

Table 3.4-1 identifies mean QA review scores by program type (residential short-term commitment programs, residential long-term 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: 2000 Mean QA Review Scores for Each QA Standard and Overall Mean Scores by Program Type

Program Type	# of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Detention Centers	21	4.45	5.42	5.63	5.02	5.14
Short-Term Commitment	5	5.45	6.25	5.03	5.20	5.50
Long-Term Commitment	140	5.12	5.59	5.35	4.99	5.36
All Programs Combined	166	5.05	5.59	5.38	5.00	5.33

Note: The total number of programs across all program types does not include deemed/special 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.

All programs combined had an overall mean of 5.33 for educational 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. Of course, there was substantial variation in the QA review scores for different programs and for different program types. For instance, individual program scores ranged from 2.24 to 7.72. Detention centers scored lower than residential short-term and long-term commitment programs in 2000, particularly in the area of transition, which is a difficult area for detention centers primarily because students enter and exit frequently and on an unpredictable schedule. Residential short-term commitment 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 5.59. In contrast, transition was the lowest rated standard, with an average score of 5.05. The contract management standard, which reflects the responsibilities of the supervising school district, had an average score of 5.00.

Table 3.4-2 identifies the 2000 mean QA review scores for each QA standard and overall by security level. Overall mean scores range from 4.56 in the only level 10 program reviewed in 2000 to 5.50 in the level 6 programs reviewed. Level 2 and 6 programs constitute over half (96) of the total nondeemed programs (166).

Table 3.4-2: 2000 Mean QA Review Scores for Each QA Standard and Overall Mean Scores by Security Level

Level	# of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Detention	21	4.45	5.42	5.63	5.02	5.14
**2	39	5.33	5.62	5.32	5.21	5.42
4	17	5.20	5.67	5.21	4.55	5.34
6	57	5.21	5.79	5.49	5.12	5.50
8	20	4.75	5.23	5.23	4.63	5.07
10	1	5.00	4.00	4.67	6.00	4.56
Mixed Level	11	4.65	5.49	5.09	4.79	5.08
All Levels Combined	166	5.05	5.59	5.38	5.00	5.33

Note: The total number of programs across all program types does not include deemed/special 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.

**Programs operated by PACE Center for Girls, Inc. (day treatment prevention) and Orlando Marine Institute SAFE (aftercare) are included with level 2 (day treatment) programs.

Table 3.4-3 identifies the 2000 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., 1 program, 2 to 3 programs, 4 to 6 programs, and 7 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 16 school districts with only 1 program under their supervision. These programs display the widest range in overall mean QA review scores, with overall mean scores ranging from 3.06 for St. Johns County School District to 6.56 for Monroe County School District. Fourteen school districts supervise two to three programs, with overall mean scores ranging from 3.28 for Hendry County School District to 6.00 for Charlotte County School District and Washington County School District. Eight school districts supervise four to six programs, with overall mean scores ranging from 4.08 for Seminole County School District to 5.93 for Okaloosa County School District. Eight school districts supervise seven to fourteen programs, with overall mean scores ranging from 4.56 for Duval County School District to 6.28 in Volusia County School District.

As identified in Table 3.4-3, the overall mean QA review score increases as the number of educational programs supervised increases. For school districts supervising only one program, the overall mean score was 4.90; for school districts supervising two to three programs, it was 5.11; for school districts supervising four to six programs, it was 5.16; and for school districts supervising seven to fourteen programs, it was 5.61. As previously stated, the widest range of overall mean scores is seen in school districts supervising only one program. School districts that supervise more than one program have a smaller range because programs are averaged together and do not reflect the performance of a single program.

Of school districts supervising one program, three received high satisfactory scores (6.00-6.99), and three received below satisfactory scores (1.00-3.99). None of these school districts received poor scores (0.00-0.99). Of school districts supervising two to three programs, two received high satisfactory scores, and only one received below satisfactory scores. Of school districts supervising four to six programs, all received satisfactory scores (5.00-5.99). Of school districts supervising seven to fourteen programs, one scored in the high satisfactory range, and none scored in the below satisfactory range.

In total, 6 supervising school districts had overall mean scores in the high satisfactory range (6.00-6.99), 23 had overall mean scores in the satisfactory range (5.00-5.99), 13 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, 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/special deemed programs per school district because the exclusion of deemed/special deemed programs removes some very high-scoring programs from the calculation of the means (see Table 3.4-7).

Table 3.4-3: 2000 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

# of Programs Supervised	Supervising School District	# of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
1 Program	Monroe	1	6.83	7.00	5.83	4.67	6.56
	Osceola	1	5.67	6.50	6.33	6.00	6.17
	DeSoto	1	5.50	6.50	6.33	6.00	6.11
	Liberty	1	6.33	5.83	5.17	5.33	5.78
	Holmes	1	6.17	5.33	5.67	5.33	5.72
	Hamilton	1	5.67	5.33	5.67	6.00	5.56
	Walton	1	4.33	6.50	5.67	5.33	5.50
	Glades	1	4.67	6.00	5.00	2.00	5.22
	Bradford	1	6.00	5.75	3.83	6.00	5.00
	Citrus	1	5.00	4.00	4.67	6.00	4.56
	Nassau	1	4.33	4.67	4.33	1.33	4.44
	Highlands	1	3.83	4.67	4.17	3.33	4.22
	Levy	1	4.50	4.50	3.50	0.00	4.17
	Jefferson	1	2.00	2.67	4.83	4.00	3.24
	Hernando	1	2.83	3.17	3.33	4.67	3.11
St. Johns	1	2.00	3.00	4.17	0.00	3.06	
	Mean		4.73	5.09	4.91	4.12	4.90
2-3 Programs	Charlotte	3	6.28	6.00	5.72	6.00	6.00
	Washington	3	5.95	5.89	6.17	5.78	6.00
	Martin	2	4.92	6.92	5.50	4.34	5.78
	Okeechobee	2	5.75	5.59	5.50	6.00	5.61
	Collier	3	5.89	5.45	5.06	5.33	5.46
	Sarasota	3	5.86	5.86	4.94	4.67	5.45
	Manatee	3	4.11	6.17	5.89	5.33	5.36
	Madison	3	4.72	5.83	4.72	3.55	5.09
	St. Lucie	2	4.59	5.67	5.00	5.34	5.04
	Lee	3	3.67	5.11	5.00	5.78	4.60
	Alachua	3	4.06	4.83	4.83	3.33	4.56
	Santa Rosa	2	3.42	5.34	4.67	3.00	4.52
	Escambia	3	4.00	4.97	4.33	2.89	4.39
	Hendry	2	2.50	4.50	2.83	4.00	3.28
		Mean		4.76	5.58	5.05	4.68

4-6 Programs	Okaloosa	5	5.60	6.17	6.00	6.00	5.93
	Brevard	4	5.34	6.21	5.75	5.83	5.77
	Pasco	5	5.60	5.55	5.43	4.93	5.52
	Leon	6	5.25	5.60	5.36	5.67	5.42
	Bay	4	4.29	5.11	5.29	5.33	4.91
	Marion	4	4.21	5.23	5.13	5.17	4.84
	Palm Beach	5	3.91	5.03	4.74	5.47	4.57
	Seminole	4	3.42	4.57	4.38	4.67	4.08
	Mean		4.76	5.45	5.28	5.41	5.16
7-14 Programs	Volusia	10	6.23	6.31	6.30	6.00	6.28
	Hillsborough	9	5.07	6.42	6.22	5.93	5.88
	Orange	10	5.78	5.80	5.82	5.67	5.79
	Pinellas	14	5.44	5.84	5.82	4.57	5.70
	Broward	12	5.81	5.54	5.61	5.83	5.65
	Miami-Dade	7	5.05	5.42	5.40	4.86	5.29
	Polk	7	4.76	5.33	5.55	4.19	5.22
	Duval	7	4.33	5.18	4.14	3.24	4.56
	Mean		5.40	5.77	5.68	5.13	5.61
All Districts Combined		166	5.05	5.59	5.38	5.00	5.33

Note: The total number of programs across all school districts does not include deemed/special 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, Union County School District, supervises only one juvenile justice educational program, which was deemed/special 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 2000 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: 2000 Mean of QA Review Scores for Educational Providers, Ranked by Overall Mean of Educational Providers (for School Districts and Contractors)

Educational Provider	# of Programs	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Florida Sheriff's Youth Ranches, Inc.	1	6.33	7.33	6.67	4.00	6.78
PACE Center for Girls, Inc.	7	6.93	6.86	6.17	5.62	6.65
Santa Rosa School District	1	5.00	7.00	7.00	6.00	6.43
Osceola School District	1	5.67	6.50	6.33	6.00	6.17
Bay School District	2	5.25	6.29	6.83	6.00	6.15
Volusia School District	9	6.06	6.14	6.17	6.00	6.12
Okaloosa School District	4	5.71	6.38	6.17	6.00	6.09
Washington School District	3	5.95	5.89	6.17	5.78	6.00
Orange School District	8	5.69	6.05	6.15	6.00	5.96

Hillsborough School District	7	5.05	6.63	6.26	5.90	5.95
Human Services Associates, Inc.	2	5.42	5.75	6.59	5.00	5.93
Bay Point Schools, Inc.	3	6.17	6.00	5.44	4.00	5.87
Pinellas School District	8	5.46	5.97	6.17	5.58	5.86
Pasco School District	3	5.78	6.03	5.72	4.66	5.83
Brevard School District	3	5.22	6.17	6.00	5.78	5.80
Twin Oaks Juvenile Development	1	6.33	5.83	5.17	5.33	5.78
Martin School District	2	4.92	6.92	5.50	4.34	5.78
Broward School District	12	5.81	5.54	5.61	5.83	5.65
Okeechobee School District	2	5.75	5.59	5.50	6.00	5.61
Hamilton School District	1	5.67	5.33	5.67	6.00	5.56
Coastal Recovery Centers, Inc.	2	5.83	5.33	5.42	6.00	5.53
Hurricane Island Outward Bound School, Inc.	3	5.06	5.78	5.39	5.11	5.44
Leon School District	1	5.33	4.75	6.00	5.33	5.44
Gateway Community Services, Inc.	1	5.33	5.50	5.17	6.00	5.33
Youthtrack, Inc.	3	5.00	5.72	5.28	5.56	5.33
Eckerd Youth Alternatives, Inc.	5	5.13	5.47	5.10	2.67	5.23
YMCA, Inc.	1	4.50	5.67	5.33	6.00	5.17
Associated Marine Institutes, Inc.	23	4.99	5.23	5.03	4.87	5.08
Securicor New Century, Inc.	2	4.83	5.34	5.09	4.33	5.08
Marion School District	3	4.17	5.53	5.56	5.33	5.06
Palm Beach School District	4	4.30	5.46	5.30	5.67	5.03
Bradford School District	1	6.00	5.75	3.83	6.00	5.00
Miami-Dade School District	4	4.21	4.98	5.37	5.50	4.86
Sarasota School District	1	6.25	6.25	3.00	2.00	4.86
DISC Village, Inc.	3	4.39	5.44	4.39	3.77	4.74
Lee School District	2	4.17	4.84	4.92	5.67	4.66
Correctional Services Corporation	3	4.78	4.44	4.33	3.78	4.52
David Lawrence Center	1	5.17	5.00	3.33	5.33	4.50
Manatee School District	1	2.33	6.00	5.67	4.67	4.50
Nassau School District	1	4.33	4.67	4.33	1.33	4.44
Alachua School District	2	3.50	4.92	4.84	3.00	4.40
Excel Alternatives, Inc.	3	3.83	4.34	4.45	4.89	4.20
Florida Department of Agriculture	1	4.50	4.50	3.50	0.00	4.17
Duval School District	3	4.06	4.97	3.33	2.22	4.14
North American Family Institute, Inc.	4	2.83	4.54	4.04	4.33	3.83
Polk School District	1	2.50	4.17	4.83	4.67	3.83
Seminole School District	1	2.17	5.25	4.17	4.00	3.69
St. Lucie School District	1	2.00	4.50	4.67	4.67	3.63
Escambia School District	1	2.00	4.75	4.33	2.00	3.56
Hernando School District	1	2.83	3.17	3.33	4.67	3.11
St. Johns School District	1	2.00	3.00	4.17	0.00	3.06
Children's Comprehensive Services, Inc.	1	2.00	3.17	3.00	3.33	2.72
University of West Florida	1	1.83	3.67	2.33	0.00	2.61
All Programs Combined	166	5.05	5.59	5.38	5.00	5.33

Note: The total number of programs across all program types does not include deemed/special 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 6.78 for the program operated by Florida Sheriff's Youth Ranches to a low of 2.61 for the program operated by the University of West Florida. Although no providers scored in the superior range, eight scored in the high satisfactory range. These highest scoring providers included 6 school districts with a total of 20 programs and 2 contracted providers with a total of 8 programs. Nine providers scored in the below satisfactory range, but none scored in the poor range. These lowest scoring programs included six school districts with a total of six programs, one contracted not-for-profit provider with four programs, one contracted for-profit provider with one program, and one governmental provider with one program. With the exception of North American Family Institute, Inc., all educational providers with more than two programs scored at least a 4.00 overall. As with the rank listing by school district, it is necessary to take into consideration the number of deemed/special deemed programs per provider since the exclusion of deemed/special 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, PACE has a total of 17 programs, but only 7 are included in this analysis because 10 of the PACE programs are deemed/special deemed. If deemed/special deemed programs were included, PACE would likely receive a higher overall average. The educational provider Eckerd Youth Alternatives, Inc. also fits this category since 5 of the 10 programs for which they operate the educational program are deemed/special deemed.

Tables 3.4-5 through 3.4-8 identify summary results of the deemed and special deemed QA reviews across the six priority indicators addressing the following areas: E1.01 Entry Transition: Enrollment, E1.02 On-Site Transition: Student Planning for residential short-term programs, E1.03 On-Site Transition: Student Planning for detention centers and residential long-term programs, E2.01 Curriculum: Academic, E3.02 Instructional Personnel Qualifications, E3.06 Funding and Support, and E4.01 Contract and/or Cooperative Agreement. The percentages under each indicator represent the average percentage of the minimal requirements met for that indicator. For example, if four programs met the minimal requirements of the indicator (and, therefore, 100% of the minimal requirements were met) and one program did not (and, therefore, 0% of the minimal requirements were met), then the average would be 80% of the minimal requirements were met. Indicator E4.01 Contract and/or Cooperative Agreement is not included in the overall calculation of performance for deemed/special 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/special deemed programs by program type (detention centers, residential short-term commitment programs, and residential long-term commitment programs). Of the 203 programs reviewed in 2000, 37 (18.2%) were deemed/special deemed. Of these, 35 (94.6%) were residential long-term commitment programs, 1 (2.7%) was a residential short-term commitment program, and 1 (2.7%) was a detention center. These figures are approximately proportionate with the numbers of each program type in the state. Specifically, of the 203 juvenile justice educational programs in Florida, 175 (86.2%) are residential long-term commitment programs, 6 (3.0%) are residential short-term commitment programs, and 22 (10.8%) are detention centers.

It is clear that there is substantial compliance across deemed/special deemed programs in the priority indicators, with an overall average of 96% meeting minimal requirements. The 35 residential long-term commitment programs met 97% of the minimal requirements, the 1 detention center reviewed met 40% of the minimal requirements, and the 1 residential short-term commitment program reviewed met 100% of the minimal requirements. All deemed programs combined met 86% of the minimal requirements for the indicator for student planning, which was the lowest percentage of minimal requirements being met of all the 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 corrected through the joint efforts of the program, the school district, JJEEP, and DOE.

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

Review Type	# of Programs	Enrollment	Student Planning	Curriculum: Academic	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Detention	1	0%	0%	100%	100%	0%	100%	40%
Short-Term	1	100%	**100%	100%	100%	100%	0%	100%
Long-Term	35	97%	89%	100%	100%	100%	94%	97%
All Deemed Combined	37	95%	86%	100%	100%	97%	92%	96%

Note: The total number of programs across all program types includes only deemed/special 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/special deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract and/or Cooperative Agreement is not included in the calculation of the overall percentage of minimal requirements met for deemed/special deemed programs in the 2000 QA review cycle.

**The indicator for student planning is E1.03 for residential long-term commitment programs and detention centers and E1.02 for residential short-term commitment programs. There was only one deemed/special deemed residential short-term commitment program in the 2000 QA review cycle; therefore, the indicators have been combined in this table.

Table 3.4-6 identifies the percentage of minimal requirements met for all deemed/special deemed programs by security level. It is interesting to note that almost half of all the deemed/special deemed programs reviewed in 2000 were level 2. The majority of these deemed/special deemed programs were operated by PACE Center for Girls, Inc., which is a day treatment prevention program. There is very little variation in overall percentages of minimal requirements being met as indicated by the uniformly high percentages of minimal requirements being met across security levels, with percentages ranging from 87% to 100% for commitment programs. However, the one detention center that received a deemed QA review met only 40% of the minimal requirements.

Within individual indicators there is also little variation, with the exception of the one detention center that met 0% of the minimal requirements for the enrollment, student

planning, and funding and support indicators and the exception of the mixed level programs that met an average of 33% of the minimal requirements for the student planning indicator. Otherwise, all security levels across the other indicators had similar percentages. Level 4, 8, and 10 programs met 100% of the minimal requirements for the five indicators that are calculated in the overall percentage. Indicator E4.01 Contract and/or Cooperative Agreement is not included in the overall percentage of minimal requirements met.

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

Level	# of Programs	Enrollment	Student Planning	Curriculum	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Detention	1	0%	0%	100%	100%	0%	100%	40%
***Level Two	17	94%	94%	100%	100%	100%	94%	98%
Level Four	3	100%	**100%	100%	100%	100%	67%	100%
Level Six	10	100%	92%	100%	100%	100%	91%	99%
Level Eight	2	100%	100%	100%	100%	100%	100%	100%
Level Ten	1	100%	100%	100%	100%	100%	100%	100%
Mixed Level	3	100%	33%	100%	100%	100%	67%	87%
All Deemed Combined	37	95%	86%	100%	100%	97%	92%	96%

Note: The total number of programs across all program types includes only deemed/special 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/special deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract and/or Cooperative Agreement is not included in the calculation of the overall percentage of minimal requirements met for deemed/special deemed programs in the 2000 QA review cycle.

**The indicator for Student Planning is E1.03 for residential long-term commitment programs and detention centers and E1.02 for residential short-term commitment programs. There was only one deemed/special deemed residential short-term program in the 2000 QA review cycle; therefore, the indicators have been combined in this table.

***Programs operated by PACE Center for Girls, Inc. are day treatment prevention programs and are included with level 2 (day treatment) programs.

Table 3.4-7 identifies the percentage of minimal requirements met for all deemed/special deemed programs by supervising school district (not necessarily the county in which the program is located). All supervising school districts met at least 80% of the minimal requirements. Fourteen of the twenty school districts supervising deemed/special deemed programs met 100% of the minimal requirements.

Again, the indicator with the most variation across school districts is student planning. Several school districts met less than 80% of the minimal requirement for this indicator. All deemed/special deemed programs combined met 86% of the minimal requirements for this indicator.

Though the majority of school districts supervise no deemed/special deemed programs, and many supervise only one or two programs, two school districts, Pinellas and Manatee, supervise seven 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/special deemed programs, accounting for four of the seven deemed/special deemed programs supervised by the Pinellas County School District.

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

Supervising District	# 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%
Brevard	1	100%	100%	100%	100%	100%	100%	100%
Broward	3	100%	100%	100%	100%	100%	100%	100%
Collier	1	100%	0%	100%	100%	100%	100%	80%
Duval	2	100%	100%	100%	100%	100%	100%	100%
Escambia	2	100%	100%	100%	100%	100%	100%	100%
Hillsborough	1	100%	100%	100%	100%	100%	100%	100%
Leon	1	100%	100%	100%	100%	100%	100%	100%
Manatee	4	100%	100%	100%	100%	100%	100%	100%
Martin	1	100%	100%	100%	100%	100%	100%	100%
Miami-Dade	3	100%	100%	100%	100%	100%	67%	100%
Monroe	1	100%	100%	100%	100%	100%	100%	100%
Nassau	1	100%	**100%	100%	100%	100%	0%	100%
Orange	1	100%	100%	100%	100%	100%	100%	100%
Palm Beach	3	67%	67%	100%	100%	67%	100%	80%
Pinellas	7	86%	71%	100%	100%	100%	100%	91%
Polk	1	100%	0%	100%	100%	100%	100%	80%
Union	1	100%	100%	100%	100%	100%	0%	100%
Volusia	1	100%	100%	100%	100%	100%	100%	100%
Washington	1	100%	100%	100%	100%	100%	100%	100%
All Deemed Combined	37	95%	86%	100%	100%	97%	92%	96%

Note: The total number of programs across all program types includes only deemed/special 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/special deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract and/or Cooperative Agreement is not included in the calculation of the overall percentage of minimal requirements met for deemed/special deemed programs in the 2000 QA review cycle.

**The indicator for Student Planning is E1.03 for residential long-term commitment programs and detention centers and E1.02 for residential short-term commitment programs. There was only one deemed/special deemed residential short-term program in the 2000 QA review cycle; therefore, the indicators have been combined in this table.

Table 3.4-8 identifies the percentage of minimal requirements met for all deemed/special deemed programs by educational program provider (including school district-operated and district-contracted programs). All programs met 80% or more of the minimal requirements, except Palm Beach County School District, which met 70%. There is little variation within individual indicators. The main exception to this trend remains in student planning.

It should be noted that nearly half of all deemed/special deemed programs in 2000 were operated by two providers. Eckerd Youth Alternatives, Inc. operated the educational components of five deemed/special deemed programs, and PACE Center for Girls, Inc. operated the educational components of ten deemed/special deemed programs. With this in mind, it is clear that had these programs been reviewed and given scores, the overall rankings of Eckerd and PACE in Table 3.4-4 would have been substantially higher.

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

Educational Provider	# of Programs	Enrollment	Student Planning	Curriculum	Personnel Qualifications	Funding & Support	*Contract Management	Overall % of Minimal Requirements Met
Associated Marine Institutes, Inc.	4	100%	75%	100%	100%	100%	100%	95%
Brevard School District	1	100%	100%	100%	100%	100%	100%	100%
Broward School District	1	100%	100%	100%	100%	100%	100%	100%
Children's Comprehensive Services, Inc.	1	100%	100%	100%	100%	100%	100%	100%
Collier School District	1	100%	0%	100%	100%	100%	100%	80%
Eckerd Youth Alternatives, Inc.	5	100%	100%	100%	100%	100%	80%	100%
Escambia School District	1	100%	100%	100%	100%	100%	100%	100%
Hurricane Island Outward Bound School, Inc.	1	100%	**100%	100%	100%	100%	0%	100%
Leon School District	1	100%	100%	100%	100%	100%	100%	100%
Manatee School District	3	100%	100%	100%	100%	100%	100%	100%
Martin School District	1	100%	100%	100%	100%	100%	100%	100%
PACE Center For Girls, Inc.	10	100%	100%	100%	100%	100%	90%	100%
Palm Beach School District	2	50%	50%	100%	100%	50%	100%	70%

Pinellas School District	2	50%	50%	100%	100%	100%	100%	80%
Polk School District	1	100%	0%	100%	100%	100%	100%	80%
Volusia School District	1	100%	100%	100%	100%	100%	100%	100%
Washington School District	1	100%	100%	100%	100%	100%	100%	100%
All Deemed Combined	37	95%	86%	100%	100%	97%	92%	96%

Note: The total number of programs across all program types includes only deemed/special 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/special deemed programs combined must be calculated by weighting the rows by the total number of programs in each.

*Indicator E4.01: Contract and/or Cooperative Agreement is not included in the calculation of the overall percentage of minimal requirements met for deemed/special deemed programs in the 2000 QA review cycle.

**The indicator for Student Planning is E1.03 for residential long-term commitment programs and detention centers and E1.02 for residential short-term commitment programs. There was only one deemed/special deemed residential short-term program in the 2000 QA review cycle; therefore, the indicators have been combined in this table.

Table 3.4-9 identifies an overview of program performance. Of the 166 nondeemed programs, 8 (5%) scored in the superior performance range and 42 (25%) scored in the high satisfactory performance. The largest proportion of programs (60 programs or 36%) scored in the satisfactory performance range. Thirty-eight (23%) programs scored in the marginal satisfactory performance range, and only eighteen (11%) programs scored in the below satisfactory performance range. There were no programs that 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	# of Programs With This Score	% of Programs With This Score
Superior Performance	7.00 - 9.00	8	5%
High Satisfactory Performance	6.00 - 6.99	42	25%
Satisfactory Performance	5.00 - 5.99	60	36%
Marginal Satisfactory Performance	4.00 - 4.99	38	23%
Below Satisfactory Performance	1.00 - 3.99	18	11%
Poor Performance	0.00 - 0.99	0	0%
Total	—	166	100%

Table 3.4-10 identifies the programs receiving poor or below satisfactory overall mean scores during the 2000 QA review cycle. Note that there were no programs that scored overall in the poor range (0.00-0.99). However, 18 (11%) of the 166 nondeemed programs reviewed scored below satisfactory (1.00-3.99). It is notable that 4 of these 18 below satisfactory programs were detention centers, since only 21 nondeemed detention centers were reviewed in 2000.

Table 3.4-10: Programs Receiving Poor or Below Satisfactory Overall Mean Scores in 2000, Rank-Ordered by Overall Mean Score

Program Name	Supervising District	Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
Bartow Youth Training Center	Polk	6 & 8	2.50	4.17	4.83	4.67	3.83
Juvenile Unit for Specialized Treatment (JUST)	Leon	8	4.33	3.83	3.33	4.66	3.83
Children and Adolescent Treatment Services	Seminole	4	3.33	3.67	4.17	5.33	3.72
Visionary Adolescent Services	Seminole	4	3.33	3.67	4.17	5.33	3.72
Seminole Detention Center	Seminole	Detention	2.17	5.25	4.17	4.00	3.69
St. Lucie Detention Center	St. Lucie	Detention	2.00	4.50	4.67	4.67	3.63
Escambia Detention Center	Escambia	Detention	2.00	4.75	4.33	2.00	3.56
Deborah's Way	Miami-Dade	6	3.00	3.17	4.33	4.67	3.50
NAFI Hendry Halfway House	Hendry	6	2.83	4.50	2.83	4.00	3.39
Monticello New Life Center	Jefferson	8	2.00	2.67	4.83	4.00	3.24
NAFI Hendry Youth Development Academy	Hendry	6	2.17	4.50	2.83	4.00	3.17
Duval Detention Center	Duval	Detention	2.67	2.75	3.83	1.33	3.15
Withlacoochee STOP Camp	Hernando	6	2.83	3.17	3.33	4.67	3.11
Hastings Youth Academy	St. Johns	6 & 8	2.00	3.00	4.17	0.00	3.06
Palm Beach Marine Institute	Palm Beach	2	2.33	3.33	2.50	4.67	2.72
Bay Behavioral HOPE Program	Bay	6	2.00	3.17	3.00	3.33	2.72
Blackwater Career Development Center	Santa Rosa	6	1.83	3.67	2.33	0.00	2.61
Sago Palm Academy	Palm Beach	8	1.20	2.67	2.67	4.67	2.24

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

Table 3.4-11 identifies the programs receiving high satisfactory or superior overall mean scores during the 2000 QA review cycle. Of the 166 nondeemed programs reviewed during 2000, 42 (25%) programs scored in the high satisfactory range, and 8 (5%) programs scored in the superior range. It should also be noted that many of the deemed/special 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, though few discernable differences or trends are apparent.

Table 3.4-11: Programs Receiving High Satisfactory or Superior Overall Mean Scores in 2000, Rank-Ordered by Overall Mean Score

Program Name	Supervising District	**Level	Transition	Service Delivery	Administration	*Contract Management	Overall Mean
PACE Volusia-Flagler	Volusia	2	7.83	7.83	7.50	6.00	7.72
Palm Beach Halfway House	Palm Beach	6	7.50	7.67	7.17	6.00	7.44
Orange Detention Center	Orange	Detention	6.50	7.25	7.67	6.00	7.13
PACE Immokalee	Collier	2	7.50	7.17	6.67	6.00	7.11
Stewart Marchman Timberline Halfway House	Volusia	6	7.16	6.83	7.17	6.00	7.06
Dozier School for Boys	Washington	8	6.67	7.17	7.17	6.00	7.00
Stewart Marchman Terrace Halfway House	Volusia	6	7.17	6.67	7.17	6.00	7.00
Stewart Marchman Lee Hall	Volusia	6	7.00	6.83	7.17	6.00	7.00
Stewart Marchman Transitions Day Treatment	Volusia	2	7.17	6.67	7.00	6.00	6.94
Crossroads Wilderness Institute	Charlotte	6	7.17	7.33	6.33	6.00	6.94
ACTS Group Treatment Home I and II	Hillsborough	4	6.83	7.00	7.00	5.33	6.94
Sheriffs Teach Adolescent Responsibility (STAR)	Polk	4	6.33	7.33	6.67	4.00	6.78
Elaine Gordon Sexual Offender Program	Broward	8	6.83	6.83	6.67	6.00	6.78
Charter-Pinellas Treatment Center	Pinellas	8	6.67	6.50	7.00	6.00	6.72
PACE Pinellas	Pinellas	2	6.83	6.67	6.67	6.00	6.72
Okaloosa Detention Center	Okaloosa	Detention	6.83	6.50	6.67	6.00	6.69
Polk Halfway House	Polk	6	6.33	6.50	7.00	5.33	6.61
Perspective Group Treatment Home	Orange	4	5.83	6.83	7.00	6.00	6.56
PACE Lower Keys	Monroe	2	6.83	7.00	5.83	4.67	6.56
Martin County JOTC Aftercare	Martin	2	5.50	7.33	6.50	6.00	6.44
PACE Treasure Coast	St. Lucie	2	7.17	6.83	5.33	6.00	6.44
LEAF Group Treatment Home	Broward	4	6.50	6.67	6.17	6.00	6.44

Gulf Coast Marine Institute–North	Manatee	2	6.50	6.50	6.33	5.33	6.44
Catalyst Day Treatment Sex Offender Program	Pinellas	2	6.00	6.50	6.83	5.33	6.44
Blackwater STOP Camp	Santa Rosa	4	5.00	7.00	7.00	6.00	6.43
Okeechobee Redirection Camp	Okeechobee	6	6.83	6.17	6.17	6.00	6.39
Kelly Hall Halfway House	Charlotte	6	6.83	6.33	6.00	6.00	6.39
Pinellas County Boot Camp	Pinellas	6	6.83	6.50	5.83	6.00	6.39
Gulf Coast Marine Institute–South	Sarasota	2	6.83	5.67	6.50	6.00	6.33
Friends of Children Youth Center	Broward	2	6.50	6.00	6.50	6.00	6.33
Hillsborough Academy	Hillsborough	8	5.50	6.83	6.67	6.00	6.33
Gulf Coast Youth Academy	Okaloosa	6	5.67	6.83	6.33	6.00	6.28
Mandala Adolescent Treatment Center	Pasco	6	6.33	5.83	6.50	5.33	6.22
Bay Boot Camp	Bay	6	4.83	6.83	6.83	6.00	6.17
PACE Leon	Leon	2	6.50	6.33	5.67	6.00	6.17
Cannon Point Youth Academy	Broward	6	6.00	6.67	5.83	6.00	6.17
Adolescent Residential Campus (Combined)	Osceola	6 & 8	5.67	6.50	6.33	6.00	6.17
Brevard Detention Center	Brevard	Detention	5.33	6.00	7.00	6.00	6.13
Volusia Detention Center	Volusia	Detention	6.00	5.75	6.50	6.00	6.13
Bay Detention Center	Bay	Detention	5.67	5.75	6.83	6.00	6.13
LEAF Halfway House	Pinellas	6	5.67	6.33	6.33	5.33	6.11
Camp E-Nini-Hassee	Pinellas	6	5.67	6.67	6.00	4.67	6.11
Peace River Outward Bound School	DeSoto	6	5.50	6.50	6.33	6.00	6.11
Marion Intensive Treatment	Marion	8	6.00	6.17	6.17	4.00	6.11
Orlando Marine Institute-SAFE	Orange	2	6.50	6.25	5.67	6.00	6.07
Seminole Work and Learn Center	Leon	6	6.17	6.33	5.67	6.00	6.06
Northside Girls Program	Hillsborough	6	5.33	6.50	6.33	6.00	6.06
Jackson Juvenile Offender Correction Center	Washington	8 & 10	6.67	5.67	5.83	6.00	6.06
Camp E-Ma-Chamee	Pinellas	6	5.50	6.50	6.00	4.67	6.00
Okaloosa Youth Development Center	Okaloosa	6 & 8	5.50	6.17	6.33	6.00	6.00

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

**Programs operated by PACE Center for Girls, Inc. (day treatment prevention) and the Orlando Marine Institute SAFE program (aftercare) are included with level 2 (day treatment) programs.

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. No clear trend emerges from this analysis. While the largest programs (101 students and above) have substantially lower overall mean QA review scores compared to all other program groupings, the category including programs with between 51 and 100 students scored above the mean for all nondeemed programs (5.33). Programs with between 1 and 20 students and programs with between 21 and 30 students received the highest overall mean score of 5.41. Programs with between 31 and 50 and programs with between 51 and 100 students scored similarly, with overall means of 5.29 and 5.37, respectively. 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	46	5.20	5.68	5.38	5.26	5.41
21-30	40	5.16	5.70	5.37	4.85	5.41
31-50	37	5.17	5.51	5.20	4.88	5.29
51-100	33	4.85	5.63	5.64	5.25	5.37
101 and above	10	4.14	4.93	5.12	3.93	4.74

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

3.5 Comparison of 2000 and 1999 QA Review Scores

The standards were modified for the 2000 QA review cycle, and the “bar was raised” in several areas. In general, however, the QA review scores of programs reviewed in 2000 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 40 to 50, an increase of 25%. Conversely, the number of poor or below satisfactory programs decreased from 22 to 18, a decrease of 18%.

Of the 40 programs in 1999 that were either superior or high satisfactory, in 2000, 15 remained in one of these two designations. Of these 15 programs, in 2000, 3 decreased from superior to high satisfactory, 5 increased from high satisfactory to superior, and 7 were in the same category as in 1999. Additionally, 9 of the 40 programs that were either superior or high satisfactory in 1999 were deemed/special deemed in 2000 and likely would have earned either a superior or high satisfactory if they had received a full QA review in 2000 rather than a deemed QA review. Four programs closed prior to the 2000 QA review cycle, thus leaving only 12 programs that dropped out of the superior or high satisfactory category. Of these 12, 10 scored in the satisfactory range, and 2 scored in the marginally satisfactory range.

Of the 22 programs in 1999 that were either poor or below satisfactory, in 2000, 9 remained in one of these designations, 3 were closed, and 10 improved their scores so they were no longer classified as poor or below satisfactory. Of the 18 programs that were poor or below satisfactory in 2000, 6 were new programs receiving their first QA review. Four programs decreased from being satisfactory in 1999 to below satisfactory in 2000.

Because the 2000 QA standards are not the same as the 1999 QA standards, direct comparisons cannot be made of the mean scores for all of the standards or of the overall mean scores. There are, however, 16 indicators that can be directly compared, and they are presented in Table 3.5-1.

Of these 16 indicators listed in Table 3.5-1, 12 had higher scores in 2000 than in 1999, and only 4 declined. For four of the indicators (enrollment, assessment, support services, and guidance services) that had higher scores in 2000, the increase was statistically significant. None of the indicators that had a lower score in 2000 had a statistically significant decrease.

Table 3.5-1: 1999 and 2000 Mean QA Review Scores of Comparable Indicators

Indicator Number 1999 / 2000	Indicator Content Area	1999 Mean	2000 Mean	Change
**E1.01 / E1.01	Enrollment	4.45	5.11	*0.66
E1.02 / E1.02	Assessment	5.05	5.44	*0.39
E1.03 / E1.03	Student Planning	4.50	4.68	0.18
E1.04 / E1.04	Student Progress	5.18	5.19	0.01
E1.05 / E1.06	Exit Transition	5.05	4.82	-0.23
E2.01 / E2.01	Academic Curriculum	5.34	5.39	0.05
E2.02 / E2.02	Practical Arts Curriculum	5.56	5.69	0.13
E2.03 / E2.03	Instructional Delivery	5.18	5.36	0.18
**E2.04 / E2.05	Support Services (ESE)	4.87	5.46	*0.59
E2.05 / E1.05	Guidance Services	4.86	5.55	*0.69
E2.06 / E2.06	Community Support	5.46	5.67	0.21
E3.05 / E3.02	Teacher Qualifications	5.50	5.63	0.13
E4.01 / E3.01	Communication	5.64	5.66	0.02
E4.02 / E3.04	Program Evaluations (SIP)	4.80	4.96	0.16
E4.03 / E3.03	Professional Development	5.45	5.41	-0.04
E4.05 / E3.06	Funding and Support	5.15	5.23	0.08
All 16 Indicators	Overall Mean	5.25	5.39	0.14

*Difference is statistically significant at .05 level.

**Note that in 1999, E1.01 Enrollment and E2.04 Support Services were categorized as performance indicators, but, in 2000, they were changed to compliance indicators; also, for 2000, E2.04 was renumbered as E2.05. 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), in order to compare the 1999 mean scores with the 2000 mean scores, it was necessary to link the 1999 mean scores with the compliance rating scale. Thus, scores of 0 through 3 are equivalent to 0, scores of 4 or 5 are equivalent to 4, and scores of 6 through 9 are equivalent to 6.

3.6 Summary

During the 2000 QA review cycle, JJEEP reviewed 203 educational programs. Of this number, 37 were programs with deemed/special deemed status, including 35 residential long-term commitment programs, 1 residential short-term commitment program, and 1 detention center. 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 166 regular (nondeemed) QA reviews conducted during 2000, 140 were of residential long-term commitment programs, 5 were of residential short-term commitment programs, and 21 were of detention centers. Residential short-term commitment programs scored the highest overall (5.50), followed closely by residential long-term commitment programs (5.36), and detention centers (5.14). The overall mean score for all programs reviewed was 5.33. The highest rated standard in 2000 was Standard Two: Service Delivery, which averaged 5.59.

Standard Four: Contract Management received an overall mean score of 5.00; 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.

Level 2 and level 6 programs represented more than half of all programs in the state in 2000. Level 6 programs scored the highest of all security levels (5.50). With the exception of the one level 10 program reviewed, all levels achieved an overall satisfactory performance.

Forty-six school districts supervised juvenile justice educational programs that received full QA reviews in 2000 (one other school district supervised a program that was deemed/special 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 fourteen programs, with scores ranging from 3.06 to 6.56. Overall, six 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 range.

There was substantial compliance among deemed/special 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/special deemed program's overall score. All deemed/special deemed programs combined met 96% of the minimal requirements. Residential long-term commitment programs met 97% of the minimal requirements. The one residential short-term commitment program reviewed met 83% of the minimal requirements. The one deemed/special deemed detention center that was reviewed met 50% of the minimal requirements. The indicator with the lowest percentage (86%) of minimal requirements met

for deemed/special deemed programs was student planning. There was very little variation in meeting minimal requirements across security levels, school districts, or program providers.

In overall performance in 2000, 50 programs (30%) scored in the high satisfactory or superior range, and 18 (11%) programs scored in the below satisfactory range.

Programs with more than 100 students showed a lower average score (4.74) while programs with 100 or fewer students ranked near the overall mean of 5.33 in terms of their overall averages.

Due to changes in the QA standards from 1999 to 2000, direct comparisons of the means for programs from year to year cannot be made. However, a comparison can be made across 16 indicators that measure identical content. This comparison shows an increase in the overall mean from 1999 to 2000. Twelve of the sixteen indicators increased in overall average while only four decreased. Furthermore, the number of superior or high satisfactory programs increased from 40 in 1999 to 50 in 2000, an increase of 25%. Conversely, the number of poor or below satisfactory programs decreased from 22 in 1999 to 18 in 2000, a decrease of 18%.

Refer to Appendix D, Tables D-1 through D-11, for detailed data on the individual educational program.

CHAPTER 4

TECHNICAL ASSISTANCE

4.1 Introduction

As previously discussed in Chapter 1, Juvenile Justice Educational Enhancement Program (JJEPP) and Florida Department of Education (DOE) staff provide technical assistance to juvenile justice educational programs, as required by House Bill (HB) 349. JJEPP quality assurance (QA) reviewers continued to provide the majority of technical assistance on-site during their 2000 QA review visits. Reviewers answered questions, clarified state policies, assisted principals and/or lead educators in networking with staff from other programs, and provided guidelines and examples for improving educational programs. After conducting reviews, reviewers mailed, faxed, or e-mailed additional samples, examples, and materials to principals and/or lead educators and school district contacts. DOE and JJEPP staff also made special site visits to programs and responded to requests from programs for technical assistance.

In June 2000, DOE and JJEPP sponsored the annual statewide juvenile justice education conference at which JJEPP QA reviewers and research staff offered a number of workshops on several requested technical assistance topics. During November and December 2000, JJEPP conducted three regional 1-day conferences to clarify revisions in the 2001 educational QA standards and key indicators. Moreover, QA reviewers and JJEPP research staff participated in and presented workshops on the role, goals, and research findings of JJEPP at a number of statewide, national, and international juvenile justice education conferences across the country. JJEPP also held two 2-day sessions that offered intensive training for peer reviewers who came from juvenile justice educational programs and school districts throughout the state.

DOE and JJEPP produced and distributed technical assistance papers (TAPs) on topics that included transition activities, assessment policies and procedures, graduation guidelines, and academic improvement plans (AIPs). In addition, JJEPP's 1999 annual report received considerable national interest, which resulted in the publication of an edited book focused on describing JJEPP's research and data-driven methodologies for other states interested in continual quality improvement of their juvenile justice education practices.

This chapter includes four subsequent sections. Section 4.2 identifies and discusses the methods of technical assistance JJEPP and DOE provide juvenile justice educational programs and school districts. Section 4.3 presents the frequencies of the various methods of technical assistance and the most frequent topic areas for which technical assistance is provided. Section 4.4 provides annual comparisons of the technical assistance areas that were conducted during 1998, 1999, and 2000. Section 4.5 closes the chapter with a summary that focuses on JJEPP's provision of technical assistance within Florida and throughout the nation and beyond.

4.2 Methods of Technical Assistance Delivery

Networking

During the 2000 QA review cycle, there was a considerable increase in the provision of technical assistance that involved networking. While on-site and by correspondence upon return from a QA review visit, reviewers networked programs with other similar programs or with contact persons who were employing a “best practice” or “promising practice” related to a specific key indicator or other relevant practice.

JJEEP’s database was also used to identify programs that received high QA review scores over an extended period of time. A list of these programs with contact information was sent upon request to interested individuals.

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, and lists of promising practices to both school district and program personnel.

Targeted Technical Assistance Site Visits

JJEEP and DOE personnel provided a total of 44 targeted on-site technical assistance activities to school districts and juvenile justice educational programs in 2000. These efforts focused mainly on educational QA standards training and developing and initiating appropriate corrective actions.

JJEEP conducted three site visits to provide technical assistance on overall educational program improvement. At one of these site visits, school district and program personnel and the QA reviewer covered the areas of transition procedures, curriculum development, instructional delivery, development of a school improvement plan (SIP), exceptional student education (ESE) services delivery, and networking for best practices. At two other sites, the QA reviewer met with school district and program personnel to clarify requirements of the educational QA standards, the enrollment and assessment components of the transition process, and ESE services delivery.

A DOE consultant provided technical assistance to 9 school districts and 18 programs within those districts during 2000. The consultant presented one regional training workshop on

curriculum-based measurement (CBM) to 10 Florida Department of Juvenile Justice (DJJ) pilot programs, 4 academic curriculum development training sessions, 4 vocational curriculum development training sessions, 2 sessions on transition, 5 sessions on assessment, 1 aftercare vocational placement workshop, 6 sessions on development and implementation of entrepreneurial projects, and 1 training session for clarification and correct implementation of all educational QA standards for a new program.

Conferences

Over 300 practitioners participated in the June 2000 Juvenile Justice Education Institute held by DOE and JJEEP. 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 transition, workforce development, long-term residential facility characteristics, contracts, the extended school year, teacher training, JJEEP data collection procedures, student records, administration, and financing.

JJEEP staff and the DOE consultant were presenters in other regional, state, national, and international workshops and conferences, including:

Regional

- Region II workshop, Workforce Development and Adult Education, Live Oak, Florida, March 2000

Statewide

- Youth in Turmoil Conference, St Petersburg, Florida, February 2000
- Juvenile Justice Education Institute, Haines City, Florida, May-June 2000
- Supplemental Academic Instruction (SAI) Conference, Dropout Prevention, Altamonte Springs, Florida, November 2000

National

- National Council of Juvenile and Family Court Judges Association Conference, St. Petersburg, Florida, March 2000
- American Society of Criminology 52nd Annual Meeting, Crime and Criminology in the Year 2000, San Francisco, California, November 2000
- Sixth Joint Conference of Juvenile Detention and Correctional Services, New Orleans, Louisiana, October 2000

International

- The Behavioral Institute for Children and Adolescents, International Adolescent Conference X, Portland, Oregon, November 2000

A wide audience representing the educational, juvenile justice, and correctional systems from across the state, the nation, and beyond attended these conferences and learned from presentations that focused mainly on action research being conducted 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, prior to the regional meetings, during which school district and program representatives were able to provide their input on revising the 2001 educational QA standards. A total of 185 practitioners attended the three regional meetings held in November and December in Orlando, Tallahassee, and Fort Lauderdale. Attendees received training on the revised 2001 educational QA standards, on the transition process and procedures, and on program implementation of workforce development activities.

During the spring and early summer of 2000, practitioners from programs and administrators from school districts across the state assembled for two days at the JJEEP offices in Tallahassee to be trained as peer reviewers. In addition to the intensive instruction that ensured their understanding of the educational QA standards, the 29 peer reviewers were assigned shortly thereafter to "shadowing" experiences and active participation in the educational QA review process. Each peer reviewer had at least one opportunity to serve as a member of a QA review team during 2000.

Technical Assistance Documents

In 2000, JJEEP staff developed several technical assistance documents that promoted research-driven best practices, including an edited book, *Data-Driven Juvenile Justice Education; A Transition Guidebook for Educational Personnel of Juvenile Justice Programs: Providing a Continuum of Care for Delinquent Youth in Education, Treatment, and Conditional Release*; and a draft TAP entitled, *Cooperative Agreements, Purchase Service Contracts, and Contract Management in Juvenile Justice Programs*. The guidebook on transition has been distributed to all programs, school districts, and agencies participating in the DJJ system.

DOE regularly sent TAPs to all school districts for dissemination to DJJ educational programs. Some TAPs addressed transition topics, including assessment, individual educational plan (IEP) development, test accommodation for students in ESE programs, alternative assessment procedures for students in ESE programs, and attendance. Other TAPs addressed service delivery topics, including curriculum development, General Education Development (GED) and special diploma graduation options, support services, and instruction for students in ESE programs. Other TAPs also covered the areas of teacher certification, adequate educational facilities, and interagency collaboration for contract management.

4.3 Frequency of Technical Assistance

In 2000, JJEEP:

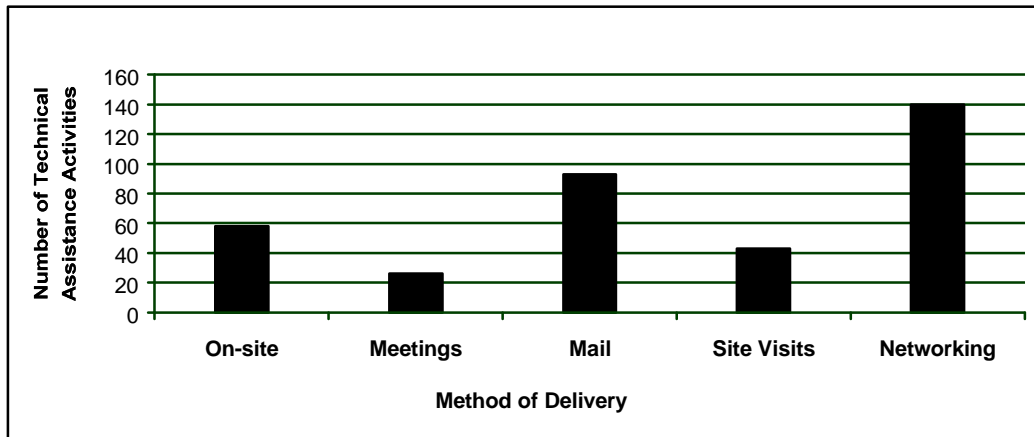
- conducted 361 technical assistance-related activities
- sent 93 pieces of technical assistance-related correspondence
- assisted 140 programs with networking activities

Frequency of Technical Assistance by Method of Delivery

According to the JJEEP monthly activity summary reports for 2000, QA reviewers provided on-site technical assistance 58 times during the year. Also, 93 pieces of technical assistance-related correspondence were delivered by mail, e-mail, fax, or telephone. Additionally, 26 presentations were made at conferences, meetings, and training sessions. A DOE consultant and JJEEP reviewers made 44 special site visits in order to provide technical assistance. According to the QA reviewers, they provided networking information to approximately 140 programs (60%) during and following the QA review visits. Combined, these numbers total 361 occurrences of technical assistance being provided.

Figure 4.3-1 illustrates the most frequent methods of delivery of technical assistance provided by JJEEP and DOE during 2000.

Figure 4.3-1: Frequency of Technical Assistance by Method of Delivery



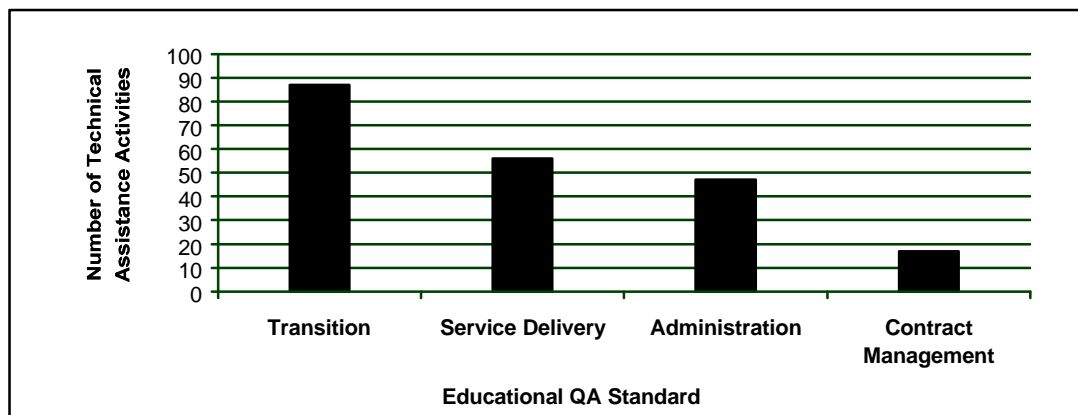
Frequency of Technical Assistance by QA Standard

In 2000, as in 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 2000 for each QA standard, in descending order, is:

- transition—87
- service delivery—56
- administration—47
- contract management—17

Figure 4.3-2 illustrates this information. Note: Technical assistance was provided through the variety of methods previously described.

Figure 4.3-2: Frequency of Technical Assistance for Each QA Standard



Frequency of Technical Assistance by Topic

The nine most frequent topics for which technical assistance was provided in 2000 were, in descending order:

1. Academic plans for non-ESE students (31)
 - using an appropriate format for developing and writing academic plans for non-ESE students
 - developing long-term goals and short-term objectives and specific strategies to meet them
2. Assessment information (30)
 - selecting an appropriate battery of academic, vocational, learning styles, and other assessments to meet students' individual needs
 - providing appropriate vocational and career aptitude and interest assessments

- comparing the validity and reliability of various assessments in different program settings
 - assisting students through the assessment process using necessary accommodations and adaptations
3. Academic curriculum and vocational curriculum development (30)
- developing courses of study to meet students' academic and career/vocational needs
 - assigning appropriate courses from the *Florida Course Code Directory and Instructional Personnel Assignments (1999-2000)* to meet academic plans' goals and objectives
 - providing a pre-vocational curriculum
 - providing career awareness courses
 - providing vocational programs at residential long-term commitment programs
 - locating opportunities for dual enrollment in high school and college courses via the Internet
4. Transition information (17)
- transferring student records during entry and exit of students
 - utilizing updated school records
 - ensuring students are appropriately enrolled in the local school district
 - using the school district management information system (MIS)
 - assigning correct courses and grades
 - developing an educational exit plan with students
 - transmitting transcripts to the students' next schools or educational placements
5. GED (14)
- providing guidance to eligible students
 - pre-testing eligible students for GED preparation activities
 - selecting and making available instruction and materials for GED testing preparation
 - providing access to GED testing on-site and off-site
 - identifying and implementing academic and vocational educational activities for students with a GED diploma
6. Contract and cooperative agreement (13)
- ensuring that all required components are included in the documents
 - providing detail and specificity of partners' responsibilities
 - using the contract or cooperative agreement to guide program management
7. Teacher training (11)
- assisting with locating appropriate inservice training
 - developing written professional development plans for educators and staff
 - using peer review training for professional development
 - awarding inservice training points

- providing inservice training for the 250-school day schedule
- offering private provider staff with beginning teacher training through the school district

8. SIPs (8)

- understanding that each program must have a written SIP
- writing SIPs appropriate to the specific needs of each program
- ensuring that a SIP is a collaborative endeavor with program, school district, and community input

9. Policies and procedures (4)

- writing policies and procedures
- following policies and procedures

Other topics for which technical assistance was provided in 2000 include:

- record keeping (3)
- State Board of Education (SBE) Administrative Rules on teacher certification (3)
- program administration (3)
- resources and grants (3)
- guidance programs and other support services (3)
- JJEEP's history and purpose (2)
- alternative scheduling (2)
- general information on statutes relating to education at DJJ facilities (2)
- development of a corrective action plan (CAP) (2)
- instructional delivery (2)
- long-term residential facility characteristics (2)
- use of the Transfer Education Resource Management System (TERMS) and the Florida Automated System for Transfer of Education Records (FASTER) (2)
- behavior management (1)
- teacher recruitment (1)
- community support (1)
- administration and financing (1)
- professional supervision of staff (1)
- JJEEP student outcome data form relating to information available on the school district management information system (MIS) (1)
- documentation of ESE consultation procedures (1)

Topic Areas of Technical Assistance Provided During a Three-Year Period

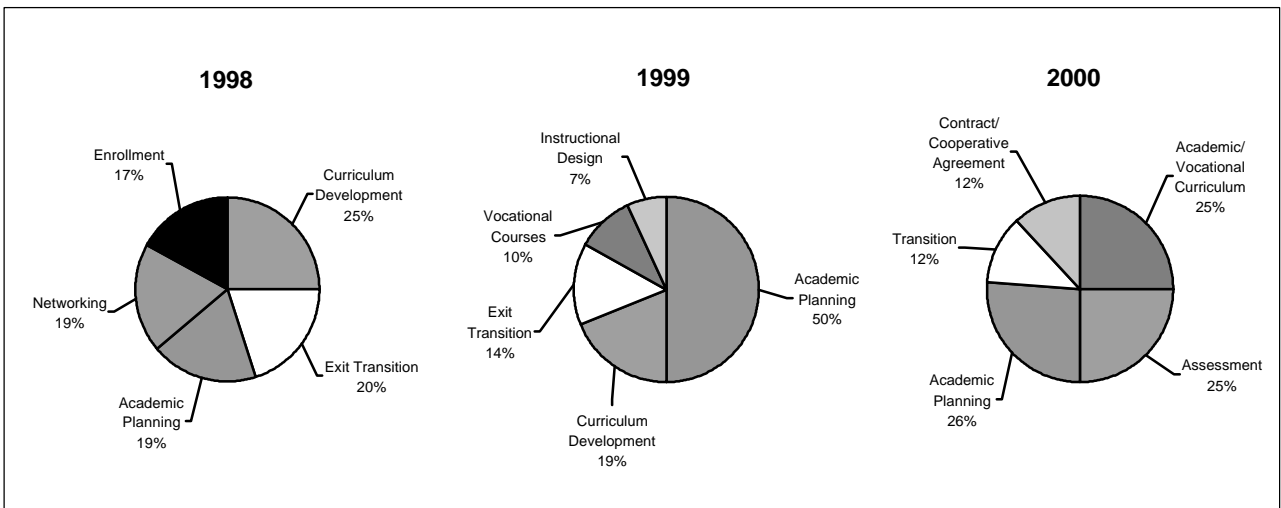
Table 4.3-1 identifies the five main topic areas in which technical assistance was most frequently provided during 1998, 1999, and 2000.

Table 4.3-1: Top Five Topic Areas in Which Technical Assistance was Provided, 1998-2000

1998	1999	2000
Curriculum development (23)	Educational plans for non-ESE students (70)	Academic plans (31)
Exit transition plans (18)	Curriculum development (26)	Academic/vocational curriculum development (30)
Academic plans (17)	Exit transition (18)	Assessment (30)
Networking (17)	Career and vocational courses (14)	Exit transition (15)
Enrollment (16)	Instructional design (10)	Contract/cooperative agreement (13)

Figure 4.3-3 illustrates the varying percentages for the top five topic areas in which technical assistance was provided during 1998, 1999, and 2000.

Figure 4.3-3: Percentages of Top Five Topic Areas in Which Technical Assistance was Provided, 1998-2000



During the last three 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, which are based on Florida’s rules and statutes. Practitioners can identify areas of strength and weakness through the QA review process and immediately seek and obtain technical assistance necessary for improvement and growth. Because of the variety of program types and characteristics, the QA reviewers and the DOE consultant have provided technical assistance that addressed components of every indicator in all four standards.

There are, however, topics crucial to the success of programs for which technical assistance is more frequently provided, as is illustrated in Figure 4.3-4. Data from the last three years show a consistent pattern of technical assistance being provided most often in the areas of curriculum development, exit transition, and the development of academic plans.

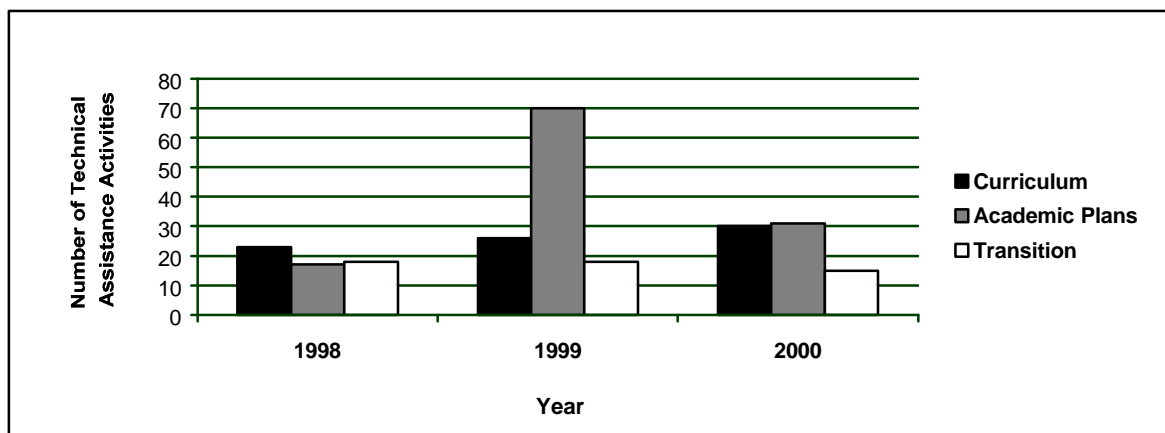
The large number of technical assistance activities provided each year for curriculum development indicates that programs want to offer students an education that is both meaningful and appropriate to their progress. A stronger focus on vocational curriculum development started in 1999 and continued to increase in 2000, due to legislation passed in 2000 requiring workforce development in DJJ facilities.

The sharp rise in 1999 in the number of technical assistance activities relating to developing academic plans was most likely because of the revision and increased specificity of the indicator relating to that topic that year. The impact of networking and extensive dissemination of information on best practices in this area in 1999 subsequently resulted in a drop in the number of requests for technical assistance in this area in 2000. However, this area continued to have the largest number of requests for technical assistance in 2000.

The continuing provision of technical assistance and networking in the topic area of exit transition probably accounts for the significant drop in the number of requests for technical assistance activities on this topic in 2000.

Figure 4.3-4 illustrates the top three main topic areas in which technical assistance was provided during 1998, 1999, and 2000.

Figure 4.3-4: Top Three Topic Areas in Which Technical Assistance was Provided, 1998-2000



JJEEP QA reviewers and the DOE consultant provided more technical assistance activities on assessment in 2000 than in previous years. The need for further clarification on the use of certain assessment tools and the implementation of multiple assessments to ensure a complete evaluation of students' educational needs, as well as new regulations regarding

academic pre- and post-testing of DJJ clients, prompted the increase in the number of requests for assistance in this area.

In 2000, technical assistance on developing contracts and cooperative agreements was provided in order to coincide with the introduction of Standard Four: Contract Management, which relates to supervising school districts' management of contracts.

4.4 Summary

JJEEP and DOE provided technical assistance in 2000 not only to school districts and educational programs, but also to a much wider audience regionally, statewide, nationally, and internationally. The number of technical assistance activities provided to DJJ educational programs increased as was expected, considering the revisions of and additions to the educational QA standards and the raising of the bar to ensure the delivery of high quality educational services to students in juvenile justice facilities.

Of particular note in 2000 was the sharp increase in networking activities, which suggests a strong desire on the part of practitioners not only to improve but also to advance to the level of excellence established by other programs' best practices. The June 2001 Juvenile Justice Education Institute and Southern Conference on Corrections will encourage more of these activities. Moreover, the JJEEP website (www.jjeep.org) will be on-line in the spring of 2001. Plans for this site include allowing school districts, programs, and interested individuals to access a list of best practices, share their successes, and request technical assistance from JJEEP staff.

The number of follow-up and special on-site technical assistance visits increased during 2000 due to collaborative efforts of JJEEP and DOE personnel. It is anticipated that JJEEP QA reviewers will conduct more on-site technical assistance visits in 2001, if the role of peer reviewers in the QA review process increases and also if school district-wide and multiple-program participation are incorporated in the process.

The findings of JJEEP's research, as well as the impact of the findings on the educational practices utilized in serving Florida's adjudicated youths, received widespread attention in 2000 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 5

CORRECTIVE ACTION PROCESS

5.1 Introduction

This chapter describes the corrective action process that was implemented during the 2000 quality assurance (QA) review cycle. The corrective action process is intended to ensure that juvenile justice programs provide educational services that are timely and of high quality to students in juvenile justice facilities. Since its 1998 inception, the corrective action process has evolved into a structured and cooperative effort involving the school district, the program, the Juvenile Justice Educational Enhancement Program (JJEPP), and the Florida Department of Education (DOE).

Indicators designated as “priority” represent critical areas that require immediate attention by the program to ensure that timely and quality educational services are provided to students. Prior to the 2000 QA review cycle, only 5 of the 21 indicators in the educational QA standards for residential long-term commitment programs were designated as priority indicators, and none of the indicators in the educational QA standards for short-term commitment programs or detention centers were so designated. As part of the annual “raising of the bar” for juvenile justice educational programs, the corrective action process for the 2000 QA review cycle included the identification of priority indicators for both residential short-term commitment programs and detention centers and the creation of five additional priority indicators for residential long-term commitment programs. This resulted in 10 indicators being designated as priority for short-term and long-term commitment programs, and 9 indicators being designated as priority for detention centers.

This chapter is comprised of six subsequent sections. Section 5.2 describes the specific steps involved in the corrective action protocol. Section 5.3 identifies and briefly describes the priority indicators used during the 2000 QA review cycle. Section 5.4 describes the problem areas requiring a corrective action plan (CAP) identified during 2000 for long-term and short-term commitment programs and detention centers. Section 5.5 describes the range of possible interventions and sanctions and DOE actions to date. Section 5.6 provides a comparison of similar problem areas requiring corrective action for 1999 and 2000. Section 5.7 provides a summary of the chapter.

5.2 Corrective Action Protocol

When a program receives a partial, nonperformance, or noncompliance rating for a priority indicator, the educational QA reviewer immediately submits a list of the identified concerns to the JJEPP QA coordinator, who then implements the following protocol:

1. Determine what needs to be addressed in the CAP.
2. Notify the school district administrator that a CAP is being requested from the program that received a partial, nonperformance, or noncompliance rating for a priority indicator. (The school district is notified that there is a 90-day limit to correct the problem and that failure to comply with the request will result in interventions or sanctions by DOE.)
3. Send a follow-up letter to the school district contact, the school district superintendent, and DOE.
4. JJEEP provides appropriate technical assistance to either the school district or the program to assist in the development of the CAP.
5. The CAP is sent to JJEEP for approval.
6. In the event of serious allegations (i.e., no exceptional student education (ESE) services, not providing 300 minutes of instruction per day), a JJEEP QA reviewer or a peer reviewer may conduct follow-up if necessary.

5.3 Priority Indicators

The 2000 educational QA priority indicators for both long-term and short-term commitment programs, unless otherwise noted, are:

- **E1.01 Entry Transition: Enrollment**
This priority indicator is to ensure that students are properly enrolled so they may progress toward a high school diploma or its equivalent.
- **E1.03 On-Site Transition: Student Planning**
(E1.02 for short-term commitment programs)
This priority indicator is to ensure that programs develop academic plans for non-ESE students and individual educational plans (IEPs) for students enrolled in ESE programs so that all students receive individualized instruction and services.
- **E1.06 Exit Transition**
(not a priority indicator for short-term commitment programs)
This priority indicator is to ensure that programs have and use procedures that assist students with reentry into community, home, school, and/or work settings.
- **E2.01 Curriculum: Academic**
This priority indicator is to ensure that students have the opportunity to receive an education that is appropriate to their future educational plans and that allows them to progress toward a high school diploma or its equivalent.
- **E2.05 Support Services**
This priority indicator is to ensure that all programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics.
- **E3.02 Instructional Personnel Qualifications**
This priority indicator is to ensure that the most qualified instructional personnel are employed to educate students in Florida's juvenile justice facilities.

- E3.06 Funding and Support
This priority indicator is to ensure that funding provides for high-quality educational services.
- E4.01 Contract and/or Cooperative Agreement
This priority indicator is to define the roles and responsibilities of each agency (including school districts, the Florida Department of Juvenile Justice (DJJ), and providers) and to ensure collaboration among agencies to create an effective educational environment for all students.
- E4.02 Contract Management
This priority indicator is to ensure that there is local oversight by the school district of educational services in juvenile justice facilities.
- E4.03 Oversight and Assistance
This priority indicator is to ensure that the school district provides adequate support to juvenile justice educational programs.

The 2000 educational QA priority indicators for detention centers are:

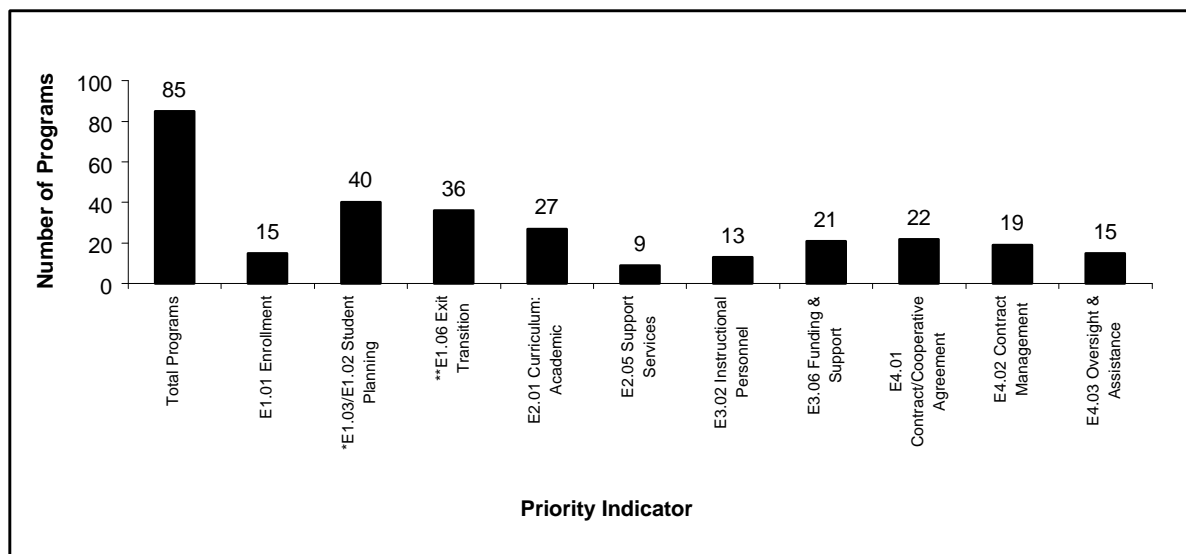
- E1.01 Entry Transition: Enrollment and Assessment
This priority indicator is to ensure that students are properly enrolled so they may achieve their educational goals.
- E1.03 On-Site Transition: Student Planning
For students in the detention center 21 days or less, this priority indicator is to ensure that instructional personnel address the needs of individual students who require tutorial and remedial instruction. For students in the detention center 22 days or more, this priority indicator is to ensure that (1) the educational program develops academic plans for non-ESE students and IEPs for students enrolled in ESE programs so all students receive individualized instruction and (2) these plans address the needs of students who require extended educational instruction.
- E2.01 Curriculum
This priority indicator is to ensure that students have the opportunity to receive an education that is appropriate to their future educational plans and employment needs and allows them to progress toward a high school diploma or its equivalent.
- E2.04 Support Services
This priority indicator is to ensure that programs provide equal access to education for all students, regardless of functional ability, disability, or behavioral characteristics.
- E3.02 Instructional Personnel Qualifications
This priority indicator is to ensure that the most qualified instructional personnel are employed to educate students in Florida's juvenile justice facilities.
- E3.06 Funding and Support
This priority indicator is to ensure that funding provides for high-quality educational services.

- E4.01 Contract and/or Cooperative Agreement
This priority indicator is to define the roles and responsibilities of each agency (including school districts, DJJ, and providers) and to ensure collaboration among agencies to create an effective educational environment for all students.
- E4.02 Contract Management
This priority indicator is to ensure that there is local oversight by the school district of educational services in juvenile justice facilities.
- E4.03 Oversight and Assistance
This priority indicator is to ensure that the school district provides adequate support to juvenile justice educational programs.

5.4 Problem Areas Requiring a Corrective Action Plan

During the 2000 QA review cycle, JJEEP reviewers identified a total of 217 problems requiring a CAP in long-term and short-term commitment programs combined. These problems resulted in 85 programs being required to develop a CAP. Figure 5.4-1 shows the number of programs with problems requiring a CAP, by each of the 10 priority indicators for long-term and short-term commitment programs.

Figure 5.4-1: Commitment Programs with Problems Requiring a CAP, by Priority Indicator

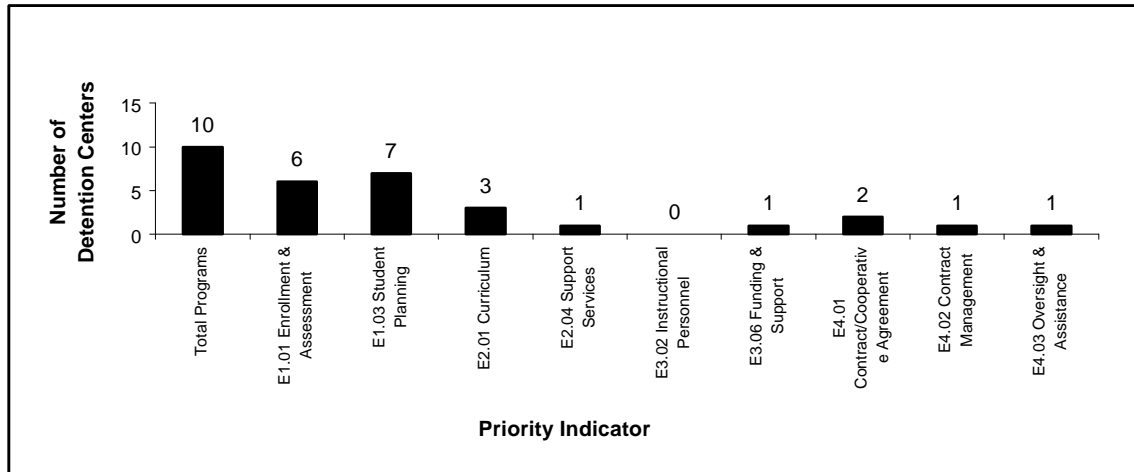


*The priority indicator for On-Site Transition: Student Planning is E1.03 for long-term commitment programs and E1.02 for short-term commitment programs.

**E1.06 Exit Transition is not a priority indicator for short-term commitment programs.

During the 2000 QA review cycle, JJEEP reviewers identified a total of 23 problems requiring a CAP in detention programs. These problems resulted in 10 detention centers being required to develop a CAP. Figure 5.4-2 shows the number of detention centers with problems requiring a CAP, by each of the eight priority indicators for which there were problems (out of the nine priority indicators that exist for detention centers).

Figure 5.4-2: Detention Centers with Problems Requiring a CAP, by Priority Indicator



Recurring reasons for programs not meeting the intent or the requirements of a priority indicator include:

E1.01 Entry Transition

1. enrollment
 - a. students not properly enrolled for credit
 - b. enrollment in the wrong courses
 - c. other factors resulting in improper enrollment
2. records
 - a. incomplete or missing student files
 - b. lack of documented requests for student educational records
3. assessment (for detention centers only)
 - a. missing academic assessments
 - b. assessments not completed within the required time frame

E1.03 On-Site Transition (E1.02 for short-term commitment programs)

1. non-ESE
 - a. no academic plans for non-ESE students
 - b. academic plans lacked specific goals and objectives
2. ESE
 - a. parents not notified of IEP staffings
 - b. IEPs not utilized for classroom instruction

E1.06 Exit Transition (for long-term commitment programs only)

1. academic records
 - a. not contained in student commitment packets
2. exit plans
 - a. educational staff not involved in exit planning/meeting
 - b. no exit plans developed

E2.01 Curriculum

1. length of school day
 - a. schedules did not reflect a 300-minute school day
2. courses
 - a. students not enrolled in courses based on assessments or records
 - b. no General Education Development (GED) program
 - c. cultural diversity not reflected in curriculum
 - d. lack of course availability

E2.04/E2.05 Support Services

1. ESE
 - a. instruction not reflecting goals of IEPs
 - b. services not provided as called for in IEPs

E3.02 Instructional Personnel Qualifications

1. use of noncertificated teachers in the classroom
2. personnel teaching courses without school board approval

E3.06 Funding and Support

1. lack of personnel
2. limited materials and supplies
3. minimal technology available to students and staff

E4.01 Contract and/or Cooperative Agreement

1. no current contract or cooperative agreement in place
2. roles and responsibilities not clearly defined

E4.02 Contract Management

1. no contract management by the school district
2. poor communication between program and school district

E4.03 Oversight and Assistance

1. no site-specific school improvement plan (SIP)
2. school district not providing inservice training opportunities

In 2000, the number of problems requiring a CAP in Standard One: Transition decreased, although this standard continued to be the area for which the most problems requiring a CAP were identified. By providing technical assistance, JJEPP and DOE helped reduce the

percentage of problems requiring a CAP in this area from 60% in 1999 to 44% in 2000, even though the number of priority indicators in this standard increased from two to three. Typical problems in this standard included (1) programs having difficulties with proper enrollment and student records; (2) academic plans not containing specific goals and objectives for non-ESE students; (3) in a few isolated cases, services for students in ESE programs not being properly provided; (4) exit plans not being placed in commitment packets; and (5) educational staff not being involved in exit staffings.

For 2001, JJEEP expects a further decrease in the number of transition-related problems because programs can utilize *A Transition Guidebook for Educational Personnel of Juvenile Justice Programs: Providing a Continuum of Care for Delinquent Youth in Education, Treatment, and Conditional Release*. This guidebook, which provides technical assistance on this topic as well as samples of academic plans and exit transition materials, was disseminated to all the educational programs in Florida's juvenile justice facilities.

Standard Four: Contract Management was the second most common area in which programs were identified as having problems requiring a CAP; 36 programs were required to develop a CAP in this area. Typical problems in this standard included (1) not having a site-specific SIP; (2) having poor communication between the program and school district contacts; and (3) lack of contract management and oversight by the school district. It should be noted that this standard was a new addition to the 2000 educational QA standards, which may account for the high number of programs (60) that had problems requiring a CAP in this area.

Other problem areas that were identified during the 2000 QA review cycle included course availability, inadequate funding and support, and the use of noncertificated teachers in programs.

5.5 Interventions and Sanctions

DOE continues to implement activities related to intervention and sanctions, which were presented to the State Board of Education (SBE) on February 7, 2000. The JJEEP QA coordinator tracks and oversees the corrective action process and reports to DOE as required by statute. The following interventions and sanctions are taken from Rule 6A-6.05281(10), FAC (State Board of Education Administrative Rules, 2000, [http](http://www.fdoe.org)).

- 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 services are provided directly by the school district or through a contract with a private provider.
- If an educational program in a DJJ facility or program has received an unsatisfactory overall rating on the educational component of the QA review or the educational program does not meet the minimum standard for a designated priority indicator of the quality assurance review, or the educational program has demonstrated noncompliance

with state or federal requirements, the DOE shall initiate a series of interventions and graduated sanctions. Sanctions shall be initiated against programs that have not take appropriate corrective actions within six months.

- 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 within 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 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
 - requiring the school board to transfer the responsibility and funding for the educational program to another school district

For the 2000 QA review cycle, 20 programs received letters of sanction from DOE. All 20 programs received a partial or nonperformance score for indicator E2.01 Curriculum: Academic, specifically because they were not providing 300 minutes of instruction per day (or its weekly equivalent). Each program was informed of the problem, was required to develop a written CAP, and received a letter of sanction from DOE stating that funding would be removed if the problem was not corrected within the required time frame. All of the programs that received a letter of sanction for this problem either have complied or are in the process of complying.

5.6 Comparison of Problems Requiring a Corrective Action Plan for 1999 and 2000

The 2000 educational QA standards for commitment programs included 10 priority indicators while the 1999 educational QA standards included only 5. The five priority

indicators that existed in 1999 and 2000, and, therefore, can be compared, are E1.01 Entry Transition, E1.03/E1.02 On-Site Transition: Student Planning, E2.01 Curriculum: Academic, E3.02 Instructional Personnel Qualifications, and E3.06 Funding and Support. Table 5.6-1 identifies the percentage of problems requiring a CAP for each of these priority indicators for 1999 and 2000. The percentages of problems requiring a CAP remained relatively consistent from one year to the next for most indicators, with two exceptions. The percentage for E1.03/E1.02 On-Site Transition: Student Planning decreased from 45% in 1999 to 35% in 2000, and the percentage for E2.01 Curriculum: Academic increased from 13% in 1999 to 22% in 2000.

Table 5.6-1: Comparison of Problems Requiring a CAP for Five Priority Indicators for 1999 and 2000

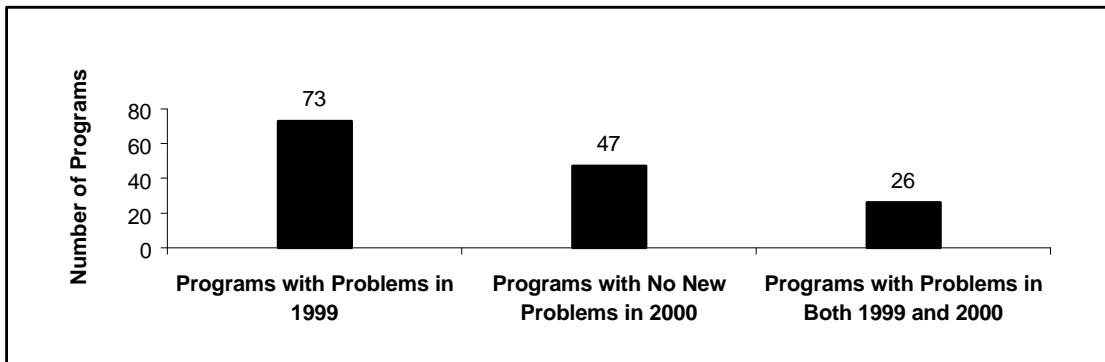
INDICATOR	1999		2000	
	#	%	#	%
E1.01 Entry Transition	22	14%	21	15%
*E1.03/E1.02 On-Site Transition: Student Planning	67	45%	47	35%
E2.01 Curriculum: Academic	19	13%	30	22%
E3.02 Personnel Qualifications	13	9%	13	10%
**E3.06 Funding and Support	16	11%	22	16%
Total Number of Problems Requiring a CAP	137	—	133	—

*The priority indicator for On-Site Transition: Student Planning is E1.03 for long-term commitment programs and E1.02 for short-term commitment programs.

**E1.06 Exit Transition is not a priority indicator for short-term commitment programs.

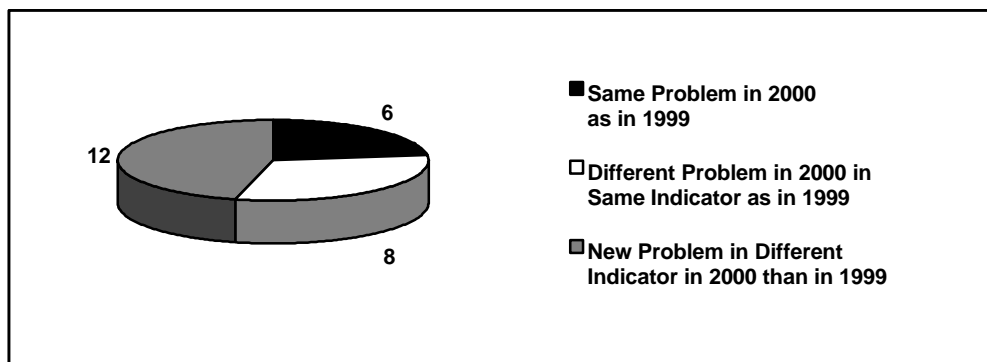
During the 1999 QA review cycle, a total of 73 programs had problems requiring corrective action. Of those 73 programs, in the 2000 QA review cycle, 47 did not have any additional problems requiring a CAP. Figure 5.6-1 illustrates the success of the corrective action process.

Figure 5.6-1: Programs with Problems Requiring Corrective Action in 1999 and a CAP in 2000



A total of 26 juvenile justice educational programs were required to implement a CAP in both 1999 and 2000. As shown in Figure 5.6-2, of these 26 programs, only 6 had the exact same problem in both 1999 and 2000. (Note: These programs are required to have a re-evaluation by JJEEP staff to ensure that the CAP is being implemented.) Additionally, 8 programs continued to have problems in 2000 in the same indicator in which they had problems in 1999, but for different reasons. The remaining 12 programs had problems in 2000 in a completely different indicator than in 1999.

Figure 5.6-2: Breakdown of the 26 Programs with Problems in Both 1999 and 2000



5.7 Summary

For the 1999 QA review cycle, 5 indicators from the educational QA standards were designated as priority because they (1) were mandated by legislation or rule and (2) represented critical areas in the provision of quality educational services. The positive results of the corrective action process in 1999 indicated that it is an effective means for DOE and JJEEP to improve the educational programs that do not satisfactorily meet the requirements of the priority indicators. Additionally, there was an overwhelming positive response to the corrective action process by the school districts and programs that were affected by it.

When the educational QA standards for 2000 were being developed, JJEEP and DOE added five additional priority indicators, bringing the total number to ten. This decision was based on the aforementioned positive response to the corrective action process, as well as additional mandates brought forth in HB 349 and Rule 6A-05281, FAC.

The corrective action process has been in effect for two years. It is anticipated that, in the future, programs will have fewer problems requiring a CAP because (1) of the extensive amount of technical assistance that has been and will continue to be provided to programs and school districts; and (2) programs that receive a partial, nonperformance, or noncompliance rating in a priority indicator for two consecutive years will be required to

have a follow-up visit by a JJEEP staff member to assure that the CAP has been implemented in an acceptable manner.

The corrective action process continues to be a useful tool to assist programs with providing a quality education to students in Florida's juvenile justice programs. The corrective action process, along with technical assistance provided by JJEEP and DOE, is an effective strategy to improve educational programs. Additionally, the level of cooperation from programs and school districts during this process is commendable. In 2000, all 85 programs that were required to implement a CAP have made and continue to make every effort to correct identified problems and to improve the educational experience for each student in their juvenile justice educational program.

CHAPTER 6

PRE- AND POST-EDUCATION OUTCOMES

6.1 Introduction

This chapter presents preliminary pre- and post-education outcome results drawn from 63 juvenile justice facilities. As discussed in previous chapters, the Juvenile Justice Educational Enhancement Program (JJEPP) conducts annual quality assurance (QA) reviews of the educational programs within each of Florida's juvenile justice commitment programs and detention centers. Moreover, the educational QA standards guiding the QA process are subject to change in relation to JJEPP's ongoing research related to "best practices" in juvenile justice education. The assessment of pre- and post-education outcomes is fundamental to JJEPP's best education practices research.

Prior best education practices research conducted by JJEPP has shown that those "promising education practices" identified in the literature are more prevalent in juvenile justice educational programs with higher QA review scores. However, we cannot be sure that these identified promising practices are indeed best practices until a clear relationship is established between these promising practices and positive education outcomes. Currently, it is unknown whether the increased prevalence of promising education practices indeed result in more positive education outcomes for incarcerated youths. As a result, it is necessary to determine if promising education practices as identified by higher performing programs (in regards to QA review scores) produce more positive education outcomes than lower performing programs.

This chapter reviews the initial effort by JJEPP to ultimately collect and analyze data on annual pre- and post-education outcomes of Florida's more than 200 juvenile justice educational programs. The chapter presents preliminary data drawn from 63 programs that responded to a statewide survey of 227 programs. These preliminary findings and analyses demonstrate both the difficulty and importance of this task as JJEPP continues to implement an annual statewide education outcome assessment of all of Florida's juvenile justice educational programs.

The chapter is comprised of four subsequent sections. Section 6.2 provides an overview of the methodology employed in the outcome assessment. Section 6.3 presents the preliminary outcome findings from the 63 programs that responded to the statewide survey. Section 6.4 discusses the continuation of the statewide education outcome assessment in 2001 and future research in this area. Section 6.5 provides a summary of the chapter.

6.2 Methodology

Purpose of Research

The purpose of this research study is to explore how best to implement a statewide pre- and post-education data collection system of education outcomes involving over 200 juvenile justice educational programs, which serve approximately 10,000 youths annually.

Ultimately, it can then be determined if higher QA performing programs produce measurably higher education outcomes and if these higher education outcomes influence positive community reintegration.

Sample

All 227 long-term residential commitment programs in Florida that were reviewed by JJEEP during the 2000 QA review cycle were selected to take part in this study. Long-term commitment programs are defined as those programs in which students participate for longer than 63 days. Short-term commitment programs and detention centers were excluded from this study because of their unique educational curricula, which is determined by the students' short lengths of stay.

Data Collection

Researchers selected several programs for initial site visits to determine the availability of outcome and other data at the facilities throughout the state. Programs were selected for site visits according to security level, geographic location, and QA review scores. Following these site visits, a data collection form that included pre-commitment, program-specific, and post-commitment information (see Appendix G) was developed. During a presentation by JJEEP staff at the 2000 Juvenile Justice Education Institute, the data collection form was shown to educators who were attending the conference and the planned implementation process for the study was discussed. This was done in order to obtain feedback on both the form and the study and to encourage participation in the study.

In June 2000, a copy of the data collection form and a letter with specific explanations of the purpose of the study and what the study required of the programs were sent to all the principals/lead educators of juvenile justice educational programs in Florida. Fiscal year 1999-2000 was designated as the data collection time frame, and data on all students who had exited each particular program during that period were requested. JJEEP staff were available to provide assistance and guidance on completing the data collection form. Follow-up phone calls also were placed to the principals/lead educators to inquire about the progress of completing the data collection forms and to answer any additional questions or concerns related to completing them.*

* JJEEP would like to thank Karen Denbroder with DOE and all the juvenile justice educational programs that participated in this study for providing pre- and post-education outcome information.

Of the 227 programs requested to participate in the study, 63 (28%) returned completed student data forms, resulting in approximately 3,200 students on whom data were received.

Data Analysis

The following is a list of the variables collected for each student in the educational programs.

Pre-Commitment Data

- program name
- county of residence
- sex
- social security number
- date of birth
- race
- date of entry
- date of exit
- offense
- number of prior misdemeanors
- number of prior felonies

Program-Specific Data

- entry grade level
- prior high school credits
- prior grade point average (GPA)
- exceptional student education (ESE) enrollment
- primary exceptionality
- assessment test
- assessment subject
- pre-test score and date
- post-test score and date
- program high school credits earned
- program GPA
- exit grade level
- diploma earned
- diploma type
- vocational training
- successful program completion

Post-Commitment Data

- juvenile probation officer (JPO)
- county of residence
- aftercare program
- post-commitment school
- post-commitment employment

A codebook for data entry was developed by JJEEP. Six part-time staff were employed to enter the data. To minimize error, employees worked in pairs, with one person reading aloud the data while the other entered it. JJEEP research staff checked the data on every tenth student in each program to ensure the accuracy of the data entry process.

Limitations

Conducting a study of this nature involves many limitations with data collection and data analysis. Many of the limitations encountered during this study were not surprising since the study was intended to assist us in identifying problem areas in the study itself and making appropriate modifications and changes to ensure the most accurate data collection in the future.

The majority of the original data was collected at the program level. Because the study included only those students who had already exited the programs, the program personnel who were completing the data collection forms had to gather much of the requested information from various sources, including closed files. Therefore, the accuracy of the data that JJEEP received could be questionable. The most limited data were related to offense information and were so scarce that they were not used for any analyses. In the future, collaboration with the Florida Department of Juvenile Justice (DJJ) should allow JJEEP to obtain accurate offense information for all students. Also, when information was not readily available, some programs were unable to complete different sections of the data collection form, which resulted in additional missing data. Finally, cases of misunderstanding or unclear data reporting could have contributed to inaccurate data received.

While conducting the data analysis, JJEEP was unable to use much of the assessment information provided. A total of 19 assessment tests were used in the 63 programs that participated in this study. However, most of these assessments were used only in one or two programs, leaving only four assessments that were used frequently. In order to draw any comparisons across programs, the analyses included only these four frequently used assessments. Therefore, if any of the 63 programs did not use at least one of these four assessments, then their information was not used in the analyses.

Another difficulty encountered with the assessment tests was that the scores could not be used to measure gains. Scores were reported as grade level equivalents; however, as each grade level is normed on a different population, no conclusive comparisons could be drawn from the grade equivalent score on the pre- and post-tests. Also, each assessment test is used for different purposes, and, therefore, comparisons across tests by subject were not possible.

Although some of these limitations are serious, the purpose of this study was for determining how best to implement a statewide pre- and post-education data collection system in the future. This study was preliminary, and many of the limitations encountered can be alleviated with modifications to the data collection form and utilization of information from DOE's and DJJ's databases.

6.3 Preliminary Findings

Due to the voluntary nature of the study and the limitations involved, programs that participated are not identified by name. Several data analyses were conducted, including analyses of education outcome information by program type, pre- and post-assessment scores, and credits earned by length of stay.

Types of Programs and Students

Seventeen prevention programs, with a total of 1,019 students, were included. Nine level 2 day treatment programs, with a total of 230 students, were included. Five level 4 programs,

with a total of 261 students, were included. Seventeen level 6 programs, with a total of 983 students, were included. Eight level 8 programs, with a total of 418 students, were included. One level 10 program, with a total of 39 students, was included. Some programs combine students committed to one of two levels; of these, one level 4 and 6 combined program, with a total of 27 students, was included, and four level 6 and 8 combined programs, with a total of 269 students, were included.

In the analyses, youths were grouped according to which one of five categories of program types the student was in, and the five categories were based on the level of the program and the length of stay. Table 6.3-1 identifies the number of programs and students in each of the five types of programs, which are:

- prevention, which includes students in programs serving youths at-risk for delinquency
- day treatment, which includes students in level 2 programs
- low-risk, which includes students in level 4 programs
- moderate-risk, which includes students in level 6, level 4 and 6 combined, and level 6 and 8 combined programs
- high-risk, which includes students in level 8 and level 10 programs

Table 6.3-1: Number of Programs and Students for Each Program Type

	Prevention	Day Treatment	Low-Risk	Moderate-Risk	High-Risk
Number of Programs	17	9	5	22	9
Number of Students	1,019	230	261	1,279	457

Student Demographic Data

Data describing the students served in the different types of programs were collected and include the length of stay, age, sex, and race of students. Table 6.3-2 identifies student demographic data for each program type.

Table 6.3-2: Student Demographic Data for Each Program Type

	Prevention	Day Treatment	Low-Risk	Moderate-Risk	High-Risk
Number of Students	1,019	230	261	1,279	457
Length of Stay (in Days)	245	223	79	227	390
Age (in Years)	15.4	15.9	15.8	16.0	16.5
% Male	0%	76%	74%	76%	100%
% Female	100%	24%	26%	24%	0%
% Caucasian	56%	56%	47%	46%	33%
% African-American	34%	38%	45%	45%	58%
% Hispanic	9%	4%	7%	8%	8%
% Asian	1%	1%	1%	1%	1%
% Other Race	0%	1%	0%	0%	0%

In prevention programs, data were collected on 1,019 students who stayed in the programs for an average of 245 days. All students in these programs were female, with an average age of 15.4 years old. Of these students, 56% were Caucasian, 34% were African-American, 9% were Hispanic, and 1% were Asian.

In day treatment programs, 230 students stayed an average of 223 days. The average age at time of entry into the program was 15.9 years old, and 76% were male and 24% were female. Regarding race, 56% were Caucasian, 38% were African-American, 4% were Hispanic, 1% were Asian, and 1% were classified as “other race.”

In the low-risk programs, 261 students stayed an average of 79 days. The average age was 15.8 years old, and 74% were males and 26% were females. Of these students 47% were Caucasian, 45% were African-American, 7% were Hispanic, and 1% were Asian.

The moderate-risk programs had the highest number of students: 1,279, who stayed an average 227 days. The average age was 16 years old, and 76% were male and 24% were females. Of these students, 46% percent were Caucasian, 45% were African-American, 8% were Hispanic, and 1% were Asian.

In the high-risk programs, 457 students stayed an average of 390 days. The average age was 16.5 years old, and all the students were male. Of these students, 33% were Caucasian, 58% were African-American, 8% were Hispanic, and 1% were Asian.

Educational Information

In addition to basic demographic information, student educational data were collected, including students’ prior high school credits, prior GPA, entry and exit grades, high school credits earned while in the program, GPA earned while in the program, the number of students served in ESE programs, the number of students successfully completing their respective programs, and the number of students earning a diploma. Table 6.3-3 identifies student educational data for each program type.

Table 6.3-3: Educational Information for Each Program Type

	Prevention	Day Treatment	Low-Risk	Moderate-Risk	High-Risk
Prior Credits	NA	1.71	1.65	3.06	3.07
Prior GPA	1.11	1.12	.68	1.26	1.05
Entry Grade	8.7	8.7	8.9	8.8	9.0
Exit Grade	9.2	9.4	8.8	9.4	9.8
Program Credits	NA	4.6	.4	4.4	4.3
Program GPA	NA	2.57	2.70	2.81	2.40
% of Students in ESE Programs	9%	34%	20%	41%	41%
% Who Successfully Completed Program	59%	54%	56%	86%	88%
% Who Earned a Diploma	4%	4%	0%	9%	19%

Students in prevention programs had an average GPA of 1.11 prior to entering the programs. Students entered at a grade level of 8.7 and exited at a grade level of 9.2. Approximately 9% of the students were in ESE programs. Additionally, 59% successfully completed the program, and 4% earned a diploma while in the programs.

Students in day treatment programs had, on average, 1.71 high school credits and a GPA of 1.12 prior to entering the programs. Grade level upon entry was 8.7, and upon exit was 9.4. During their commitment to the day treatment programs, students earned an average 4.6 credits and had a GPA of 2.57. Of these students, 34% were in ESE programs. Approximately 54% successfully completed the program, and 4% earned a diploma while in the programs.

Students in low-risk programs had earned 1.65 credits prior to entry and had a GPA of 0.68. They entered at an average grade level of 8.9 and exited at the almost the same level. While in the programs, students earned approximately 0.4 credits and had a GPA of 2.70. The low number of credits earned can be attributed to the short lengths of stay in low-risk programs compared to the longer lengths of stay found in the other types of programs. Approximately 20% of the students were in ESE programs. None of the students earned a diploma while in the low-risk programs; however, 56% successfully completed the programs.

Students in moderate-risk programs had, on average, 3.06 credits and a GPA of 1.26 prior to entering the programs. Grade level upon entry averaged 8.8 and upon exit averaged 9.4. While in the programs, students earned approximately 4.4 credits and had a GPA of 2.81. Of these students, 41% were in ESE programs. Also, 86% successfully completed the programs, and 9% received a diploma while in the programs.

On average, students in high-risk programs had earned 3.07 high school credits and had a GPA of 1.05 prior to entering the programs. The average grade level upon entry was 9.0 and upon exit was 9.8. While in the programs, students, on average, earned 4.3 credits and had a GPA of 2.40. Of these students, 41% were in ESE programs. Finally, 88% successfully completed the programs, and 19% received a diploma while in the programs.

Pre- and Post-Assessment Tests

Programs use a variety of assessment tests to measure students' abilities in different academic subjects. However, for the purpose of this research, it was necessary to include only those assessments most commonly used, which included the Tests of Adult Basic Education (TABE), the Wide Range Achievement Test (WRAT), the Standardized Test for Assessment of Reading (STAR), and the Woodcock-Johnson (W-J). Academic subjects tested were reading, spelling, and math. Table 6.3-4 identifies the overall pre- and post-assessment scores for all students across each subject. Differences of scores on pre- and post-tests cannot be interpreted as grade level equivalent because each assessment test is normed on different populations and reported scores are not standardized.

**Table 6.3-4: Pre- And Post-Assessment Scores
By Assessment and Subject**

Assessment Test	Reading		Spelling		Math	
	Pre	Post	Pre	Post	Pre	Post
TABE	6.21	7.44	5.87	7.19	6.08	7.30
WRAT	6.62	8.23	5.59	8.60	6.06	7.79
STAR	5.48	*NA	3.06	*NA	4.24	4.73
W-J	7.06	8.11	10.20	11.63	7.02	8.30

*These scores were not included because fewer than 30 students were reported.

The average age of students who were administered these assessments was 16.0 years old. It is evident from the data in Table 6.3-4 that students are scoring below the expected educational level for their age group. Average scores ranged from a grade equivalent low of 3.06 to a grade equivalent high of 11.63. Although the data are not conclusive, they demonstrate that youths in these programs are academically deficient as measured by pre- and post-academic assessment results. As evidenced by these data, students appear to be two to three grades below their age group in most subjects. Nonetheless, what appears promising is that the average scores for each test in each subject improved from pre- to post-test, indicating that students are learning while they are in the juvenile justice educational programs.

Credits Earned by Students While in Programs

Table 6.3-5 identifies the average number of high school credits students earned while they were in the programs. Not all programs were included in this analysis because of limited data. A total of 29 programs reported the number of credits earned. To evaluate whether students were progressing at an appropriate rate (i.e., one comparable to regular high school expectations), it was necessary to calculate the number of days students were in the educational programs. Of the 29 programs that reported the number of credits earned, 25 reported a unique number for the number of days that students were in their programs; however, because 2 programs reported that students were in their programs for 127 days, and 2 other programs reported that students were in their programs for 150 days, these numbers appear twice in Table 6.3-5. Credits earned were evaluated based on an average of six credits per year. Based upon this calculation, it was possible to show whether students met the expected pupil progression rate (i.e., expected credits earned) for high school graduation.

While 17 programs exceeded the expected number of credits earned per year, 11 did not meet the expected number; however, most programs were close to the expected pupil progression rate. Individual findings from this table were mixed; however, an analysis of overall mean QA scores showed a positive relationship between number of credits earned and the QA scores.

Table 6.3-5: Credits Earned by Students While in Programs, Ranked by Number of Days Students were in Programs

# of Days in the Program	High School Credits Earned	Expected Credits Earned	Increase/Decrease	1999/1998 Overall Mean QA Review Score
73	2.4	1.7	+0.7	3.36
87	1.1	2.0	-0.9	4.87
105	3.0	2.4	+0.6	3.40
111	2.9	2.6	+0.3	4.46
123	3.1	2.9	+0.2	6.59
127	3.7	3.0	+0.7	7.90
127	3.5	3.0	+0.5	5.34
130	3.2	3.0	+0.2	5.31
132	4.8	3.1	+1.7	5.05
134	3.1	3.1	0.0	5.87
150	5.6	3.5	+2.1	5.82
150	2.4	3.5	-1.1	3.98
152	2.3	3.5	-1.2	4.71
169	5.3	3.9	+1.4	6.71
181	4.5	4.2	+0.3	4.82
182	3.9	4.2	-0.3	6.05
196	6.0	4.6	+1.4	5.82
200	3.9	4.7	-0.8	3.83
209	4.0	4.9	-0.9	6.39
212	4.8	4.9	-0.1	4.00
224	5.5	5.2	+0.3	*Deemed
239	3.1	5.6	-2.5	5.86
254	6.6	5.9	+0.7	5.75
276	7.1	6.4	+0.7	*Deemed
279	9.5	6.5	+3.0	6.10
289	4.8	6.7	-1.9	4.10
290	3.1	6.7	-3.6	4.51
317	8.9	7.4	+1.5	6.11
376	4.5	8.7	-4.3	7.00

*Programs that receive a deemed/special deemed QA review do not receive numerical QA scores. See Chapters 1 and 3.

6.4 Future Research

This study was a preliminary attempt at identifying how best to conduct annual studies of pre- and post-education outcomes for Florida’s more than 200 juvenile justice educational programs. Future data collection efforts will focus on evaluating outcomes based on educational benchmarks. Scores for pre- and post-assessment tests will be reported based on standardized scoring so that gains and comparisons can be measured accurately. Data on specific diploma options and course content and vocational options based on the Florida Sunshine State Standards (FSSS) will be collected. Additionally, data will be collected from other databases to ensure information is comprehensive.

A new compliance indicator was added to the 2001 educational QA standards to ensure that this information is gathered. Indicator E3.07 Pre- and Post-Student Outcomes ensures that

each DJJ program has an individual school number and that all educational outcome data must be submitted to the school district for entry into the school district management information system (MIS).

Starting with the 2001-2002 school year, it is anticipated that JJEPP researchers will be able to report on individual DJJ educational programs by accessing pre/post information in DOE's student database system. It is hoped that DOE will require school districts to electronically submit the following pre-/post- data for juvenile justice educational programs in the same manner that this information is reported for public schools.

1. Demographic

- School number
- County of residence
- Sex
- Social security number
- Date of birth
- Race
- Student's address
- Name of legal guardian
- Home language survey
- Date of entry
- Date of exit

2. Educational

- Entry grade level
- Course titles
- Credits earned
- Diploma option
- Diploma earned and type
- Prior credits
- Prior GPA
- ESE enrollment
- Primary exceptionality
- Assessment test
- Assessment subject
- Standardized pre-test score and date
- Standardized post-test score and date
- Program credits earned
- Program GPA
- Exit grade level
- Vocational training
- Successful program completion

In addition, JJEEP will collect information on community reintegration outcomes, such as post-commitment address, school, and employment. Access to the DJJ database should provide JJEEP researchers with information on each student's offenses, including the number of prior misdemeanors, felonies, and commitments, as well as information on his or her JPO and aftercare program.

This information will address the following research questions:

- Are individual juvenile justice educational programs in Florida producing positive education outcomes for students?
- Do similar types of programs produce similar student education outcomes?
- Is there a relationship between student outcomes and educational program performance?

6.5 Summary

While these data are not conclusive, they document that youths in these programs are academically deficient as measured by grade level, pre- and post-academic assessment results, and chronological age. Further, it is important to recognize that these youths are, on average, two to three years behind in their educational levels. Nonetheless, these preliminary analyses demonstrate that the youths are actively involved in the educational programs, are accumulating academic credits while in the programs, and are improving their ability levels as determined by pre- and post-academic assessment results. Furthermore, there is a positive correlation between a program's mean QA review score and these various outcome performance measures.

CHAPTER 7

LONGITUDINAL RESEARCH

7.1 Introduction

The Juvenile Justice Educational Enhancement Program (JJEPP) is charged with a series of multiple functions that are guided by ongoing “best education practices” research. Integral to this research is the longitudinal research component. JJEPP conducts annual reviews of the professional literature on best education practices and takes these practices into consideration during the annual revision of the educational quality assurance (QA) standards. Further, the preliminary findings from a pre- and post-education outcome study (see Chapter 6) suggest that higher QA performing juvenile justice educational programs produce more positive education outcomes in comparison to lower QA performing educational programs. What remains in question is whether the higher QA performing educational programs that produce positive education outcome gains result in better community reintegration of youths who exit these programs and return to their respective home communities. To address this fundamental question, JJEPP has implemented a longitudinal research component. This chapter reviews JJEPP’s longitudinal research efforts to date.

The chapter is comprised of three subsequent sections. Section 7.2 describes the longitudinal research study methodology. Section 7.3 presents preliminary findings of the longitudinal research study. Section 7.4 summarizes the chapter.

7.2 Methodology

Purpose and Research Questions

The purpose of this longitudinal research study is to determine how quality education relates to community reintegration outcomes for youths exiting various juvenile justice facilities in Florida. Long-term research questions include:

- How does quality education as defined by educational QA review scores relate to successful community reintegration?
- What community reintegration outcome differences exist between high-scoring and low-scoring educational programs in similar program models?

Educational Program Selection

Because of the complexity of conducting longitudinal research and budget and time constraints, it was necessary to limit the initial longitudinal research study to six juvenile justice educational programs. These six educational programs were selected based upon their educational QA scores over a three-year period (1997, 1998, 1999). The six educational programs include three experimental groups and three control groups. The experimental and control programs were matched based upon level, program type (i.e., day treatment, residential, halfway house), and location (region of state).

Two day treatment programs were selected to capture data on low-risk and at-risk youths in an effort to identify best practices to prevent subsequent and more serious delinquency. In day treatment programs, educational and other services are provided during the day and students return home in the evening. Two privately operated programs that serve both male and female students were selected. They are located in the southern part of the state. Central Florida Marine Institute (CFMI) is located in Polk County and is operated by Associated Marine Institutes, Inc. (AMI), a non-profit organization. Eckerd Leadership Program (ELP) is located in St. Lucie County and is operated by Eckerd Youth Alternatives, Inc. (EYA), a non-profit organization.

Because the majority of the juvenile justice programs in the state are level 6, four programs of this level were selected. These programs are designed for high-risk students. Two level 6 male residential halfway houses were selected. Pensacola Boys Base (PBB) is located in Escambia County. The facility is operated by the Florida Department of Juvenile Justice (DJJ), and the educational program is operated by the Escambia County School District. Seminole Work and Learn (SWL) is located in Leon County. The facility is operated by Youthtrack, Inc., a for-profit organization, and the educational program is operated by the Leon County School District.

Because of the recent increase in female delinquency and the recognition that female offenders have specialized needs, two level 6 female residential halfway houses were selected. Alachua Halfway House (AHH) is located in Alachua County. The facility is operated by DJJ, and the educational program is operated by the Alachua County School District. LEAF Halfway House (LEAF) is located in Pinellas County. The facility is operated by Personal Enrichment through Mental Health Services (PEMHS), a not-for-profit organization, and the educational program is operated by the Pinellas County School District. Table 7.2-1 includes general information about the programs selected for the longitudinal research study.

Table 7.2-1: Description of Programs Selected for Longitudinal Research

	CFMI	ELP	PBB	SWL	AHH	LEAF
Program Type	Day Treatment	Day Treatment	Halfway House	Halfway House	Halfway House	Halfway House
Security Level	2	2	6	6	6	6
Sex	Male/Female	Male/Female	Male	Male	Female	Female
County Located In	Polk	St. Lucie	Escambia	Leon	Alachua	Pinellas
Facility Provider	AMI	EYA	DJJ	Youthtrack, Inc.	DJJ	PEMHS
Profit Status	Private Not-for-Profit	Private Not-for-Profit	Public	Private For-Profit	Public	Private Not-for-Profit
Educational Program Provider	AMI	EYA	Escambia County School District	Leon County School District	Alachua County School District	Pinellas County School District
Profit Status	Private Not-for-Profit	Private Not-for-Profit	Public	Public	Public	Public
Average # of Students	35	26	28	15	18	30
Average Length of Stay (in Days)	180	150	130	120	180	180
Average % Minority	75%	47%	51%	72%	34%	43%
1997 Overall QA Review Score	5.00	6.80	7.20	3.07	3.87	6.20
1998 Overall QA Review Score	4.67	6.20	7.93	4.47	3.33	6.13
1999 Overall QA Review Score	2.81	7.62	*Deemed	4.67	4.48	5.18
3-Year Average of Overall QA Review Scores	4.16	6.87	7.57	4.07	3.89	5.84

*Programs that receive a deemed/special deemed QA review do not receive numerical QA scores. See Chapters 1 and 3.

Survey Development

JJEEP staff developed the data collection instrument by reviewing prior longitudinal research, especially the National Youth Survey; consulting with Dr. Delbert Elliott (of the University of Colorado), an expert on the subject; and making several site visits to programs throughout Florida. Nine site visits were made to determine the type of student information that might be available on a statewide basis. On the data collection instrument, information was categorized into three main groups: pre-commitment, program-specific, and post-commitment.

Pre-Commitment Information

Demographic information included student name, address, date of birth, race, and sex. Prior school information included last school attended, last completed grade level, number of high school credits earned, grade point average (GPA), 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, was also collected. Legal information included past DJJ commitments, current offense, and prior delinquent history. Such information as parents' employment, family behavioral history (i.e., domestic violence, child abuse), peer activity, gang activity, and substance abuse also was collected when available.

Program-Specific Information

Program-specific information included 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 Information

As part of the longitudinal research study, JJEEP intends to collect extensive post-commitment information. Demographic information will include the student's address and which family members reside with the student. Aftercare programming information will include the student's juvenile probation officer (JPO), type of aftercare received, and the duration and intensity of services and supervision. School information will include whether the student returned to school and/or a vocational or community college. Information on additional school activities, such as tutoring, absences, attitudes, expulsions, and educational achievements, will be included as well. Employment information, if a student has gained employment, will include the type of employment, length of time employed, pay, on-the-job training, raises, and future work goals. Behavioral information, such as alcohol and drug use, delinquent arrests, and other at-risk activities (e.g., gang activity, fighting, and sexual activity), will be included. Information on peer groups and family relations will be collected, including type of involvement and activities, involvement with the justice system, and employment. Additionally, any physical health and/or mental health issues, such as medication and participation in support services (i.e., Narcotics Anonymous, Alcoholics Anonymous), will be included. These various items of information will be drawn from available databases and self-reported data.

Data Collection

JJEEP research staff visited the programs selected for this study in order to gather student information from student and program files located on-site. All available demographic,

educational, legal, and treatment information on each student was gathered. However, much of this information is not reported in this chapter for two reasons. First, because programs collect varying treatment and demographic information, it was difficult to make any reliable preliminary comparisons. Second, in many cases, educational information was missing or incomplete, and JJEPP determined that only information that has been verified in the Florida Department of Education (DOE) database would be reported.

Limitations

The selection of the programs to be representative of the entire state was a difficult task. Ideally, JJEPP wanted to select programs that received very high educational QA review scores and compare them to programs that received very low educational QA review scores. Comparing such extremes would allow JJEPP to identify more clearly differences between them. However, it was not possible to find scores on extreme ends of the educational QA rating scale for two reasons. First, there were few programs that scored consistently at either extreme. Second, selection was further limited by program type and general location, categories which were necessary for meaningful comparisons.

7.3 Preliminary Findings

There were 243 students identified as having exited the six programs during the 1999 calendar year. Of these students, 56% were matched to DOE's database to determine how many returned to school and their current grade level. However, because of limited access to closed student files at LEAF, only seven students at this program were identified as having exited the program in 1999. Because of this small sample size, comparisons between the programs serving only female students (LEAF and AHH) were not included in the analysis. As such, there were 201 students who were identified as having exited the remaining 4 programs in 1999. Of these students, 57% were matched to DOE's database. There are several possible reasons why 43% of the students were not matched to DOE's database, including insufficient identifying data and students not being currently enrolled in a school in Florida. Table 7.3-1 contains information about the matched students.

**Table 7.3-1: Students From Each Program
Who Returned to School or Were Recommitted to DJJ**

Program	Average Overall QA Review Score (1997-1999)	# of Students Who Exited in 1999	# Matched to DOE Database	% Matched to DOE Database	% Who Returned to School	% Recommitted to DJJ
CFMI	4.16	37	19	51%	26%	74%
ELP	6.87	49	24	49%	79%	21%
PBB	7.57	57	41	72%	66%	34%
SWL	4.07	58	31	53%	39%	61%

Students were identified as either having returned to school in the community or having been recommitted to a DJJ facility and, thus, a DJJ educational program. When students returned to school, they enrolled in various types of schools, including middle, high, adult education, vocational, charter, or other (i.e., alternative education) (see Table 7.3-2).

Table 7.3-2: Type of School Returned to, by Program

Program	# of Students	Middle School	High School	Adult Education	Vocational	Charter	Other/ Alternative Education	DJJ Educational Program
CFMI	19	0%	11%	5%	5%	0%	5%	74%
ELP	24	4%	33%	0%	0%	0%	42%	21%
PBB	41	2%	32%	0%	2%	15%	15%	34%
SWL	31	10%	10%	0%	0%	6%	13%	61%

Day Treatment

A total of 37 students exited from CFMI in 1999, and of those, 19 were matched to DOE’s database. A total of 49 students exited from ELP in 1999, and of those, 24 were matched to DOE’s database. Of the 19 CFMI students, 26% returned to school, and 74% were recommitted to a DJJ program. In contrast, 79% of the 24 ELP students returned to school, and 21% were recommitted to a DJJ program.

Level 6 Programs for Male Students

A total of 57 students exited PBB in 1999, and 41 were matched to DOE’s database. Of the 58 students who exited SWL in 1999, 31 were matched to DOE’s database. For PBB, 66% of their 41 students returned to school, with 34% being recommitted to a DJJ program. In contrast, only 39% of the 31 SWL students returned to school, and 61% returned to a DJJ program.

7.4 Summary

This study has been an initial step in JJEPP’s longitudinal research. Six programs were selected based on their educational QA review scores, types of student, and geographic location. JJEPP developed a survey instrument and collected data on students who exited each selected program during the 1999 calendar year. Preliminary findings indicate that higher scoring programs have more students returning to school compared to those programs that consistently have lower scores. The ultimate goal of the longitudinal research study is to determine how quality education relates to various community reintegration outcomes.

As the longitudinal research study continues, JJEEP staff will complete and validate the collected information by accessing databases from DOE, DJJ, and the Florida Department of Labor (DOL). Further, in order to obtain extensive post-commitment data, JJEEP staff will gather supplemental data by having programs complete self-reporting surveys and by conducting interviews with students, family members, school personnel, and employers in the community.

CHAPTER 8

EVOLVING BEST PRACTICES IN JUVENILE JUSTICE EDUCATION

8.1 Introduction

Changes to the educational quality assurance (QA) standards are implemented annually as part of an overall effort to continuously improve the quality of education provided to youths in Florida's juvenile justice facilities. The annual changes to the educational QA standards are based on ongoing "best educational practices" research conducted by the Juvenile Justice Educational Enhancement Program (JJEPP), legislation, and deficiencies identified through the provision of technical assistance and the implementation of the corrective action process.

This chapter assesses changes that have been made to the educational QA standards over the past three years. The purpose of this assessment is to determine if the changes in educational QA standards have increased the quality of the educational services provided to juvenile justice youths statewide. This chapter includes three subsequent sections. Section 8.2 provides an overview of the changes that have been made to the educational QA standards during 1998, 1999, and 2000. Section 8.3 provides an analysis of the QA review scores and associated promising educational practices for the three-year period. Section 8.4 summarizes the chapter.

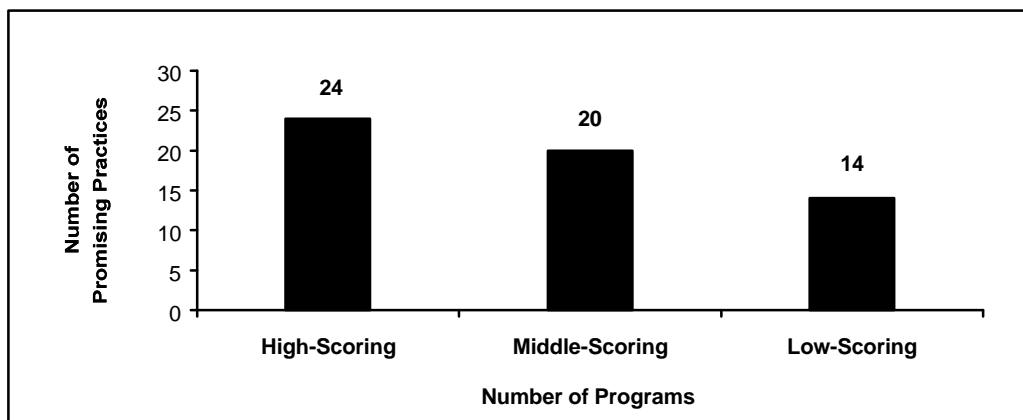
8.2 Overview of Quality Assurance Changes

One focus of the research conducted by JJEPP has been to identify promising educational practices as potentially best educational practices in an overall effort to facilitate their transfer across Florida's juvenile justice facilities. This research effort began with a national literature review to identify promising educational practices. The identified promising educational practices include:

1. initial assessments
2. academic plans
3. transition/aftercare services
4. multi-faceted curriculum
5. psychosocial educational curriculum
6. instructional delivery
7. effective school environment
8. community involvement
9. instructional personnel qualifications
10. professional development

Each identified promising educational practices was examined in Florida’s juvenile justice educational programs to determine (1) if the practice was present and (2) if there was a difference in the prevalence of promising educational practices in the high-scoring, middle-scoring, and low-scoring educational programs. Findings from this study documented that QA review scores increase with the number of promising educational practices in use (see Figure 8.2-1).

Figure 8.2-1: Promising Practices in High-, Middle-, and Low-Scoring Programs



The processes of successful educational programs were examined to identify possible patterns that help account for a program’s success. It was evident from this process examination that several key elements contribute to the success of these programs. These elements included the administration of various academic assessments; development and implementation of academic plans; use of an academic curriculum that was individualized, was competency-based, and addressed academics, vocational skills, life skills, social skills, General Educational Development (GED) preparation, employability skills, remediation, and literacy skills; the regular monitoring of progress; use of a variety of instructional strategies; an effective school environment; provision of adequate support services; and provision of aftercare or follow-up services.

In 1999, the Florida Legislature enacted comprehensive legislation in House Bill (HB) 349 regarding juvenile justice education. This legislation mandated a series of interrelated steps and activities aimed at achieving and maintaining quality juvenile justice education throughout Florida. HB 349 amended and created new subsections of §230.23161, F.S., in several areas. The changes to this legislation relating to promising educational practices included specific requirements for appropriate academic and vocational assessments, academic improvement plans (AIPs), funding and transition activities, and mandated technical assistance and research.

JJEEP and the Florida Department of Education (DOE) have provided technical assistance of various forms over the past years. Technical assistance has included answering questions during reviews; providing guidelines and examples for improving educational programs; networking; clarifying state policies; conducting site visits; and responding to questions via mail, telephone, fax, and e-mail. Additionally, the areas in which technical assistance has been provided repeatedly have been noted, and this information has been utilized during the annual updating of the educational QA standards.

In 1999, JJEEP and DOE implemented a corrective action process to ensure that school districts and juvenile justice educational programs assume a proactive role in assuring that quality educational services are being provided. This process requires any program that receives a partial, nonperformance, or noncompliance rating for a priority indicator to correct the problem within 90 days. The implementation of the corrective action process has increased accountability on the part of educational providers as well as school district personnel. Additionally, the corrective action process encourages collaboration between educational programs, school districts, JJEEP, and DOE by opening lines of communication and allowing programs to receive needed technical assistance in areas in which they are deficient.

JJEEP and DOE have drawn information from legislation (HB 349), promising educational practices research, the corrective action process, and technical assistance and integrated this information into the educational QA standards. Additionally, JJEEP and DOE continue to use this integrated information to “raise the bar” by developing QA standards that are more specific and require more accountability from the educational program providers.

8.3 Analysis of QA Scores and Promising Educational Practices

Purpose of Research

The purpose of our research on best educational practices has been to determine if changes to the educational QA standards have produced increased quality in the educational services provided to youths in juvenile justice facilities. The following research questions are addressed in this study:

- What impact will annual changes in the educational QA process have on the overall mean QA scores for promising educational practices?
- What impact will annual changes in the educational QA process have on mean QA scores for each identified promising educational practice?

Research Methodology

The study sample consisted of 93 long-term commitment programs reviewed by JJEEP in 1998, 1999, and 2000. This sample included educational programs that have been in operation for all three years. Students who resided in these facilities ranged in age from 13 to 18 years old. Students' length of stay ranged from 4 months to 36 months, with an average length of stay of 8 months. The security levels of programs ranged from level 2 (minimum-secure day treatment facilities) to level 10 (maximum-secure residential facilities). All educational QA review scores were obtained from JJEEP's database.

To determine if there were changes to QA scores, the mean QA score of each promising educational practice was assessed for each year. The mean score was compared from year to year to determine if there was an increase, decrease, or no change. Any changes in QA scores were assessed in relation to changes that were made to the educational QA standards, technical assistance provided, and problems requiring corrective action for each promising educational practice.

Limitations

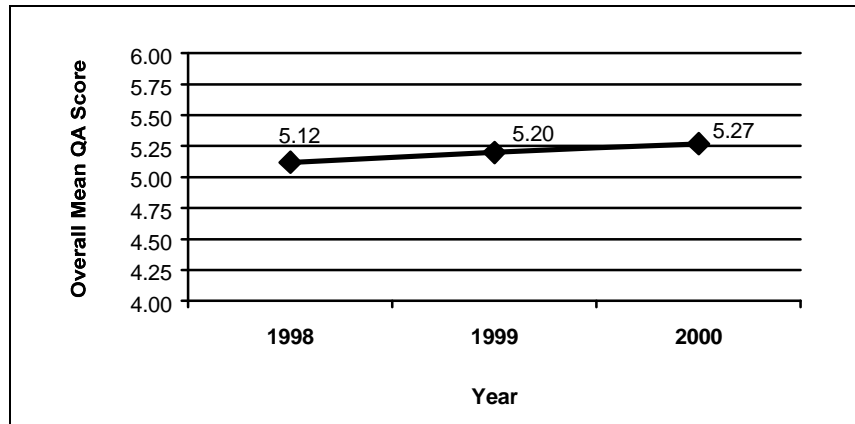
This research has several limitations. First, the study was limited to long-term commitment programs in which students' lengths of stay were greater than 60 days. Short-term commitment programs (lengths of stay of 60 days or less), detention centers, and deemed programs were not included in this analysis. Short-term commitment programs and detention centers were not included because their students' lengths of stay are short and they follow a different set of educational QA standards than do long-term commitment programs. Deemed programs were not included because they do not receive numerical ratings. Second, cause and effect relationships between changes to the QA process and QA scores could not be inferred, nor could these findings be generalized to juvenile justice programs outside of Florida. Third, the study was based on changes to the QA process from year to year; however, there may not necessarily have been an indicator that specifically addressed a particular promising educational practice each year.

Findings

Promising Educational Practices

Figure 8.3-1 displays the overall mean QA scores of indicators that address promising educational practices for 1998, 1999, and 2000. This figure shows that the overall mean QA scores of all programs increased slightly over the three-year period; however, this increase is not statistically significant.

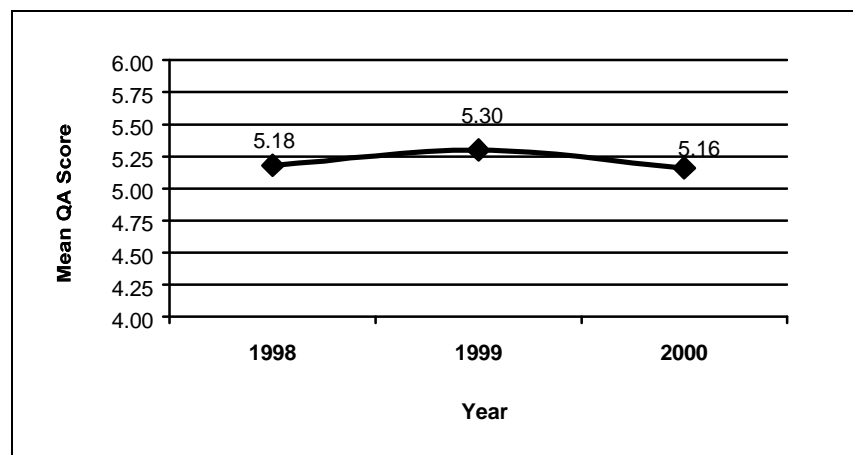
Figure 8.3-1: Three-Year Comparison of Overall QA Scores of Indicators Addressing Promising Practices



Assessments

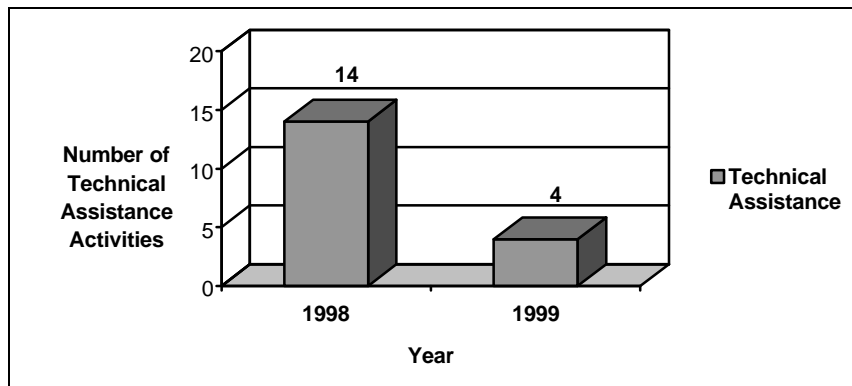
Figure 8.3-2 illustrates that there was an increase in QA scores relating to assessment testing from 5.18 to 5.30 between 1998 and 1999, but a decrease to 5.16 in 2000. In 1998, assessment instruments included academic, vocational, and learning styles. This promising educational practice was originally combined with the entry transition indicator (E1.01). In 1999, to derive a more accurate measure, this practice was separated into its own indicator (E1.02). Also, a learning styles assessment was no longer required. Additionally, assessment testing had to be completed within a specific time frame. HB 349 indicated that appropriate academic and vocational assessments had to be administered upon entry and exit for students who were sent directly to commitment programs. There were no changes to this indicator in 2000.

Figure 8.3-2: Three-Year Comparison of QA Scores of Indicators Addressing Assessment Testing



As shown in Figure 8.3-2, overall, programs maintained similar assessment practices, even with higher expectations. There was a slight decrease in the mean QA score between 1999 and 2000. Figure 8.3-3 shows that the number of technical assistance activities relating to assessments dropped between 1998 and 1999. As suggested by these data, when technical assistance in the area of assessment testing decreased, there was a corresponding decrease in the mean QA score.¹

Figure 8.3-3: Technical Assistance on Assessment Testing

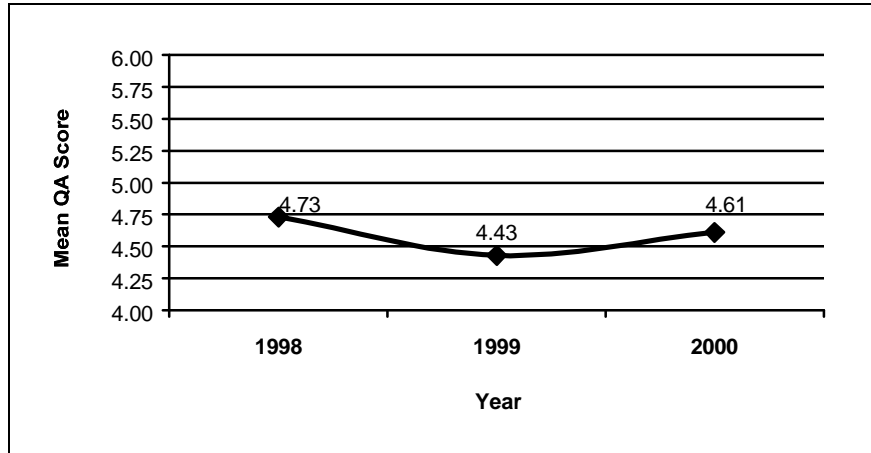


Academic Plans

Figure 8.3-4 illustrates that there was a decrease in the mean QA scores for the indicator relating to academic plans from 4.73 to 4.43 between 1998 and 1999, but an increase to 4.61 in 2000. In 1998, there was a general statement in the educational QA standards concerning the development and implementation of academic plans. In 1999, academic plans had to be completed within a specific time frame, contain specific and individualized goals and instructional objectives, identify remedial strategies, and contain schedules for determining progress towards meeting the goals and instructional objectives. Additionally, academic plans had to be developed for non-exceptional student education (ESE) students, and individual educational plans (IEPs) had to be developed for students participating in ESE programs. In addition, this indicator became a priority indicator in 1999, making it mandatory for programs to correct any deficiencies within a specified time period. In 2000, the requirements included the 1999 ones plus an additional requirement that academic plans had to address reading, writing, and mathematics.

¹ Technical assistance provided in a given year is reflected in the following year's QA review ratings (e.g., technical assistance provided in 1999 is reflected in the QA scores for 2000); therefore, technical assistance provided in 2000 will be reflected in the QA scores of 2001 and, thus, is not reported here.

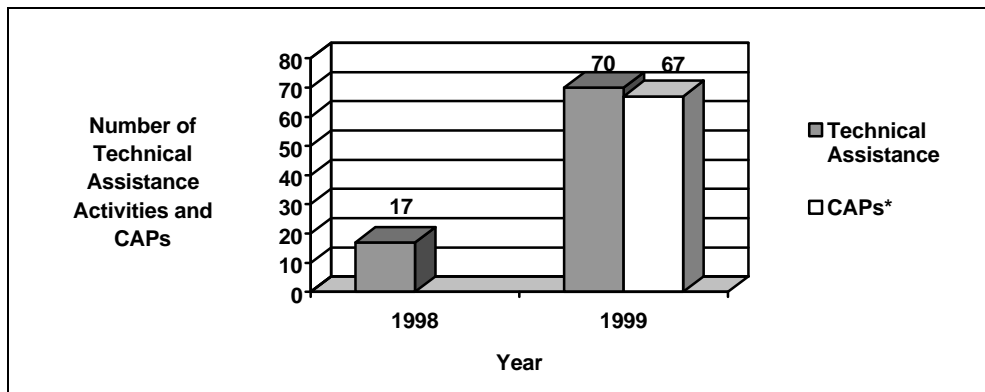
Figure 8.3-4: Three-Year Comparison of QA Scores of Indicators Addressing Academic Plans



As shown in Figure 8.3-4, the data suggest that as requirements for academic plans became increasingly more stringent, programs initially experienced a slight decrease in mean QA scores between 1998 and 1999. In contrast, the data suggest that as programs became more familiar with the new requirements, the mean QA scores increased between 1999 and 2000.

Figure 8.3-5 shows that the number of technical assistance activities relating to academic plans increased between 1998 and 1999. In 1998, the indicator that addressed this practice was not a priority, but was designated as such in 1999. Also in 1999, 67 corrective action plans (CAPs) on this topic were required. As evidenced by these data, the designation of the indicator as priority and the increase in technical assistance relating to academic plans in 1999 correspond to the increase in the QA score in 2000.

Figure 8.3-5: Technical Assistance Activities and CAPs for Academic Plans

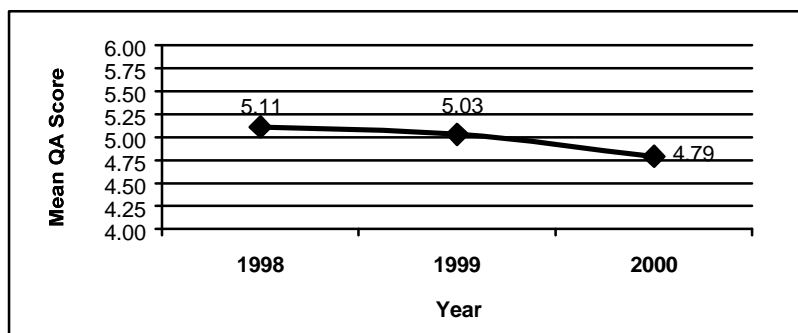


*The corrective action process was implemented in 1999; thus, there were no CAPs in 1998.

Transition/Aftercare

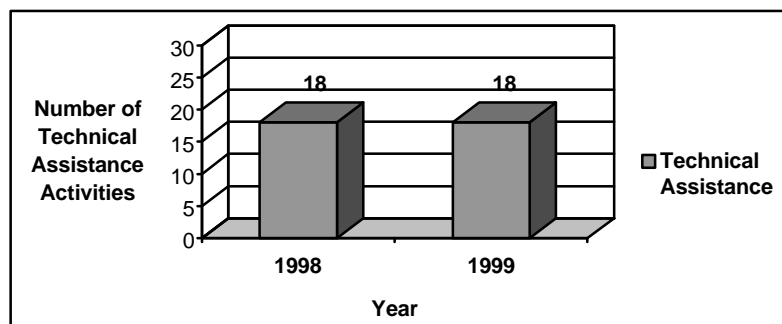
Figure 8.3-6 illustrates that there was a decrease in mean QA scores for transition/aftercare for all three years. The indicator that addresses transition/aftercare has undergone drastic changes since 1998. In 1998, this indicator only required exit transition plans. In 1999, this indicator required exit transition plans, academic post-testing, transmittal of educational records within two days, and all educational information be placed in the Florida Department of Juvenile Justice (DJJ) commitment files. In 2000, the requirements were identical to 1999, with two additions: (1) the HB 349 mandated requirement that specific educational information be placed in DJJ commitment files, and (2) an educational representative had to be present at exit staffings. In addition to these changes, this indicator was made a priority in 2000, making it mandatory that programs correct any deficiencies within a specified time period. Due to these changes that occurred in 2000, it is expected that the mean QA scores for this indicator will increase during the 2001 QA review cycle.

Figure 8.3-6: Three-Year Comparison of QA Scores of Indicator Addressing Transition/Aftercare



As shown in Figure 8.3-6, as requirements for transition activities became increasingly more stringent, programs experienced a slight decrease each year in their QA review scores for the indicator addressing transition/aftercare, even though, as shown in Figure 8.3-7, the number of technical assistance activities relating to transition/aftercare provided in 1998 and 1999 was identical.

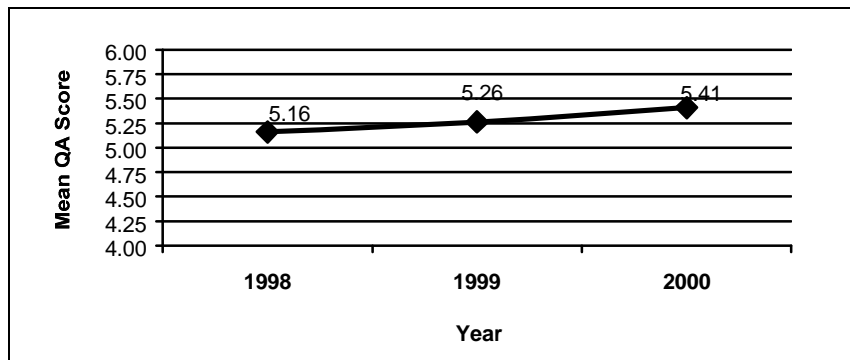
Figure 8.3-7: Technical Assistance Activities for Transition/Aftercare



Academic Curriculum

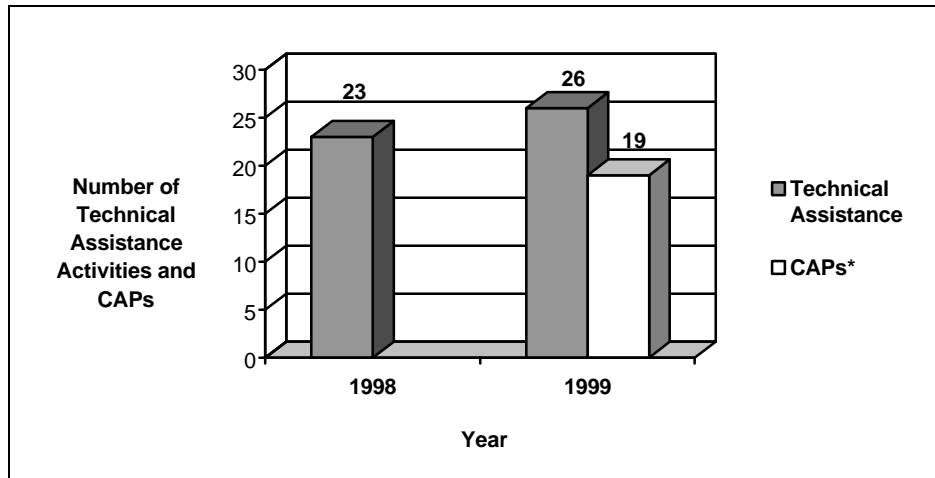
Figure 8.3-8 illustrates that there was an increase in mean QA scores for the indicator relating to academic curriculum during the three-year period. In 1998, this indicator consisted of a general statement about providing a curriculum that assists students in reentering their communities or next educational placements. In 1999, the indicator was separated into two indicators (E2.01 Curriculum: Academic and E2.02 Curriculum: Practical Arts). Additional requirements were that the curriculum had to be based on the school district's pupil progression plan or the *Florida Course Code Directory and Instructional Personnel Assignments*; provide course credits; address reading, writing, and mathematics; and address modifications and accommodations. The indicator was also designated as priority in 1999, making it mandatory that programs correct any deficiencies within a specified time period. In 2000, the requirements were identical to the 1999 ones, with additional requirements that the curriculum address cultural diversity, the Florida Sunshine State Standards (FSSS), and tutorial and remedial instruction, and provide 300 minutes of daily instruction.

Figure 8.3-8: Three-Year Comparison of QA Scores of Indicator Addressing Academic Curriculum



As shown in Figure 8.3-8, even with the continual increase in the stringency of the requirements for this indicator, the mean QA scores continued to increase each year. Figure 8.3-9 shows that the number of technical assistance activities provided also increased in 1999. Additionally, 19 CAPs on this topic were required in 1999. These data suggest that with the increase in the technical assistance provided and the implementation of the corrective action process in 1999, there was a corresponding increase in the mean QA scores of the indicator that addresses academic curriculum.

Figure 8.3-9: Technical Assistance Activities and CAPs for Academic Curriculum

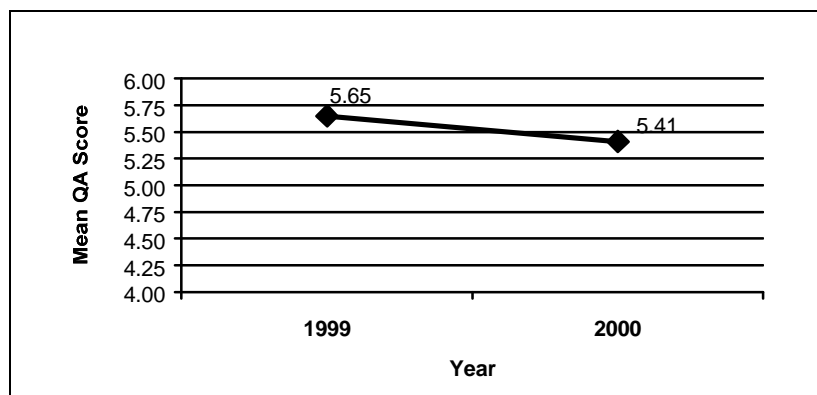


*The corrective action process was implemented in 1999; thus, there were no CAPs in 1998.

Practical Arts Curriculum

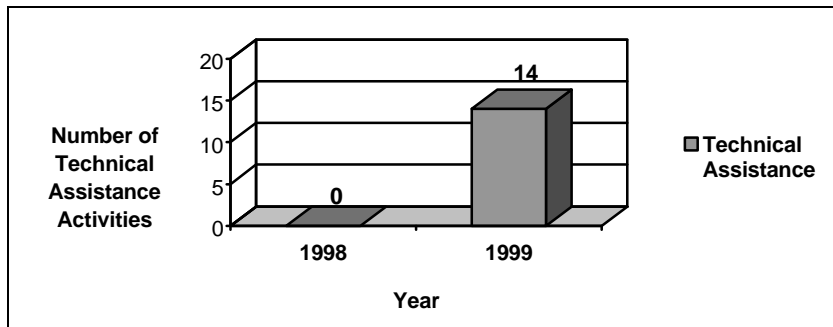
Figure 8.3-10 illustrates that there was a decrease in mean QA scores of the indicator that addresses practical arts curriculum over the past two years. There is no QA score for 1998 because practical arts curriculum was addressed in the academic curriculum indicator. Then, in 1999, due to the promising practices research identifying the importance of practical arts curriculum, a separate indicator (E2.02 Curriculum: Practical Arts) was added, addressing employability skills, career awareness, social skills, literacy skills, tutorial/remedial skills, health skills, and life skills. In 2000, the requirements were identical to the 1999 ones, with the addition of requirements for character education, vocational education, fine/performing arts, and cultural diversity.

Figure 8.3-10: Two-Year Comparison of QA Scores of Indicator Addressing Practical Arts Curriculum



As shown in Figure 8.3-10, the creation of a separate indicator for practical arts curriculum and the increase in the requirements resulted in a decrease in the mean QA score for this indicator for 2000. This score decreased even though the number of technical assistance activities relating to practical arts curriculum increased in 1999, as shown in Figure 8.3-11.

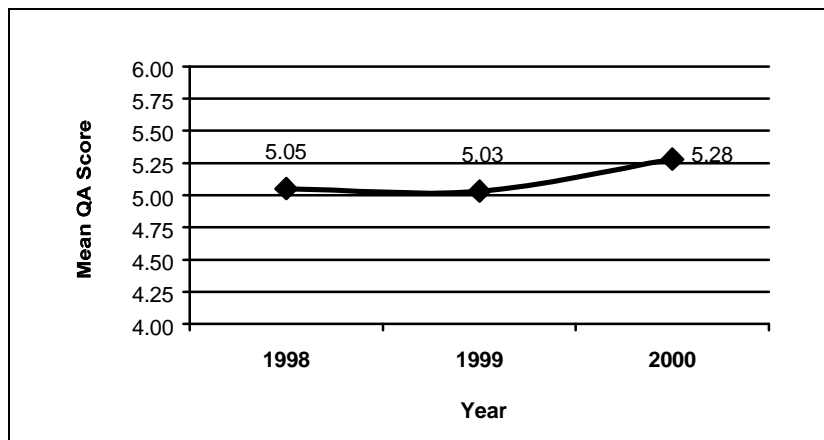
Figure 8.3-11: Technical Assistance Activities for Practical Arts Curriculum



Instructional Delivery

Figure 8.3-12 illustrates that there was a slight decrease in the mean QA score of the indicator addressing instructional delivery from 1998 to 1999 and an increase in 2000. In 1998, this indicator contained a basic statement indicating that instructional delivery should be based upon functional and accurate assessments. In 1999, this indicator was clarified based on information obtained from the promising practices literature review. Instructional delivery was required to address academic levels, learning styles, IEPs, and educational plans. There were no changes to this indicator in 2000, which may explain the increase in the mean QA score for 2000.

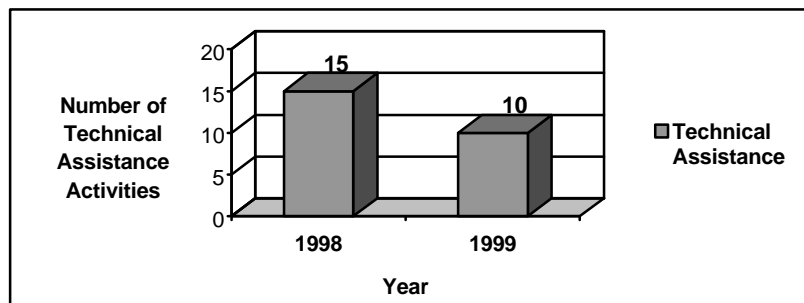
Figure 8.3-12: Three-Year Comparison of QA Scores of Indicator Addressing Instructional Delivery



As shown in Figure 8.3-12, the 1999 clarification of this indicator resulted in a very small decrease in the mean QA score that year, from 5.05 to 5.03; in contrast, as programs became more familiar with the requirements, in 2000, the QA score increased to 5.28.

Figure 8.3-13 shows that the number of technical assistance activities relating to instructional delivery decreased in 1999. Even with this decrease, the mean QA score for 2000 increased. This may suggest overall improvements in the process resulted in a reduction in the need for technical assistance on this topic.

Figure 8.3-13: Technical Assistance Activities for Instructional Delivery



Effective School Environment

Figure 8.3-14 illustrates that there was minimal change in the QA scores from 1998 to 2000 for the indicator addressing effective school environment. In 1998, the indicator contained a general statement that administrators should provide support in the areas of personnel, instructional materials, and supplies. In 1999, the requirements were the same as the 1998 ones, with three changes: (1) appropriate funding for technology and media materials was to be provided, (2) the environment was to be conducive to learning, and (3) the indicator was designated as priority. In 2000, there were no changes to this indicator.

Figure 8.3-14: Three-Year Comparison of QA Scores of Indicator Addressing Effective School Environment

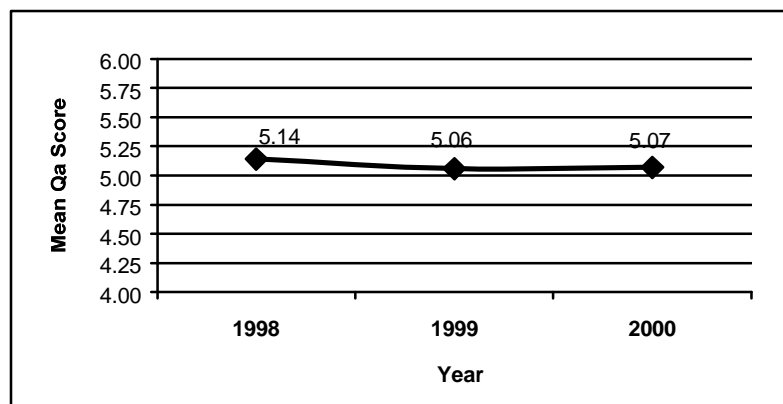
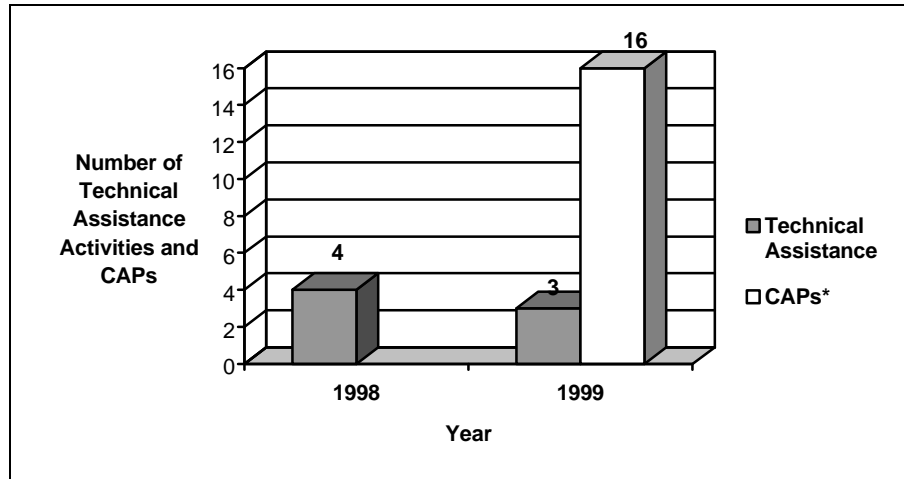


Figure 8.3-14 shows that few technical assistance activities relating to effective school environment were provided and even decreased in 1999. If more technical assistance on this topic is provided in 2001, it is anticipated that the mean QA score also will increase.

Figure 8.3-15: Technical Assistance Activities and CAPs for Effective School Environment

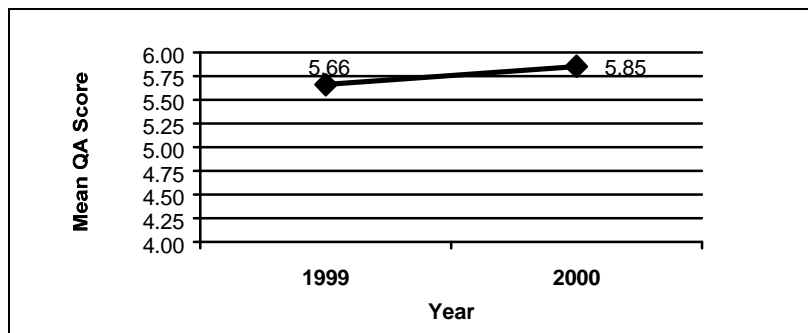


*The corrective action process was implemented in 1999; thus, there were no CAPs in 1998.

Community Involvement

Figure 8.3-16 illustrates that there was an increase in mean QA scores for the indicator addressing community involvement from 1999 to 2000. In 1998, there was no indicator addressing this topic. In 1999, an indicator was created based on information gleaned from the promising practices literature review. The indicator addresses support from the community, including tutoring, career awareness, guest speakers, business partnerships, and volunteers. In 2000, the requirements for this indicator stayed the same, with the additional requirement of more support from the community (such as mentors), parental involvement, and student involvement in the community. Technical assistance was not provided for this indicator during the 1999 QA review cycle.

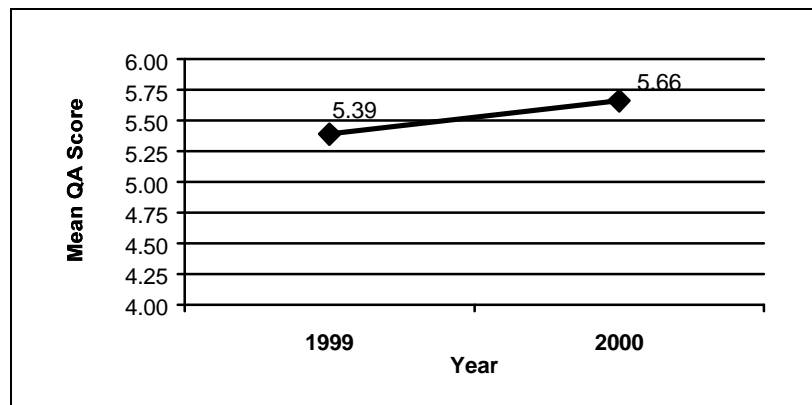
Figure 8.3-16: Two-Year Comparison of QA Scores of Indicator Addressing Community Involvement



Instructional Personnel Qualifications

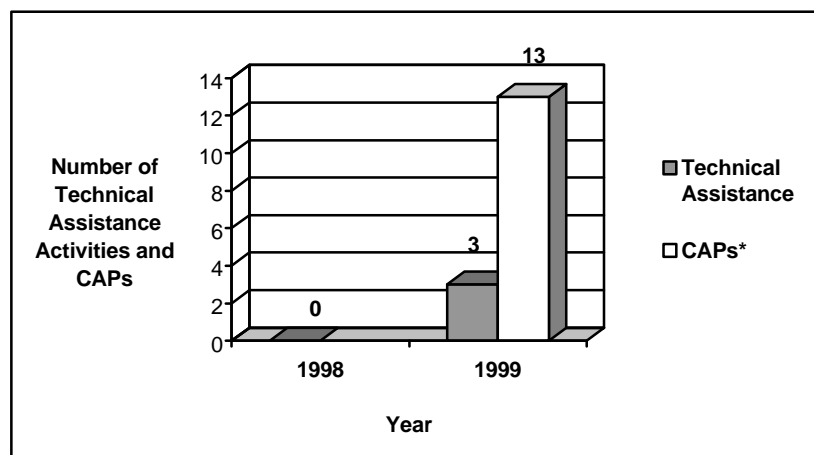
Figure 8.3-17 illustrates that there was an increase in the mean QA score for the indicator addressing instructional personnel qualifications in 2000. In 1998, there was no indicator for this topic. Then, in 1999, an indicator based on information from the promising practices literature review was created, addressing the professional certification requirements of all instructional personnel. In 2000, there were no changes in this indicator.

Figure 8.3-17: Two-Year Comparison of QA Scores of Indicator Addressing Instructional Personnel Qualifications



As shown in Figure 8.3-17, there was an increase in the mean QA score from 5.39 in 1999 to 5.66 in 2000. Three technical assistance activities were conducted in 1999. Also, 13 CAPs were required that year. These data suggest that technical assistance and CAPs in the area of instructional personnel qualifications, as shown in Figure 8.3-17, resulted in an increase in the mean QA score in 2000.

Figure 8.3-18: Technical Assistance Activities and CAPs for Instructional Personnel Qualifications

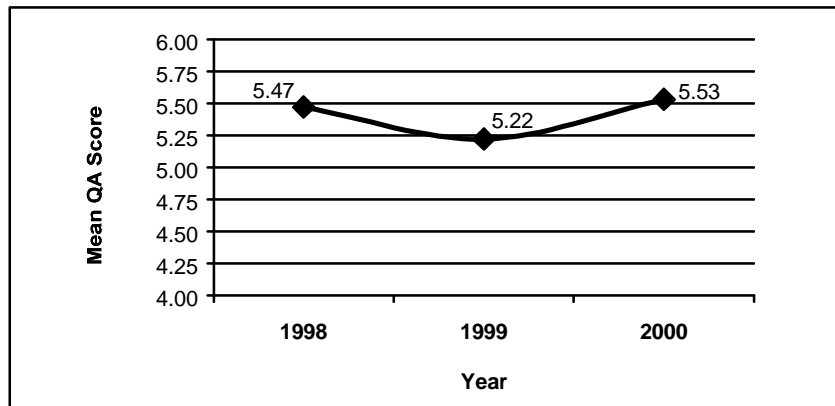


*The corrective action process was implemented in 1999; thus, there were no CAPs in 1998.

Professional Development

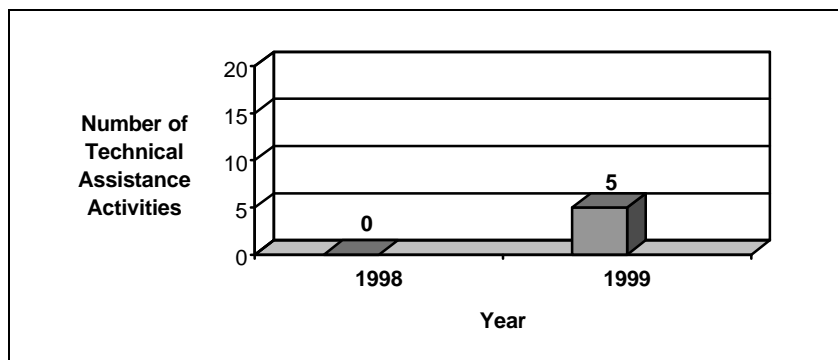
Figure 8.3-19 illustrates that there was a decrease from 5.47 to 5.22 in the mean QA scores for the indicator addressing professional development between 1998 and 1999 and an increase from 5.22 to 5.53 between 1999 and 2000. In 1998, the indicator contained a general statement that inservice training must be provided for all staff. In 1999, this indicator became more detailed and specific, adding that inservice training should address such areas as ESE, instructional techniques, content-related skills, and working with at-risk youths. Also, continuing education hours could be counted toward inservice training. In 2000, the requirements for this indicator were the same as the 1999 ones, adding requirements for professional development plans and participation in beginner teacher programs.

Figure 8.3-19: Three-Year Comparison of QA Scores of Indicator Addressing Professional Development



The 1999 clarification of this indicator resulted in a small decrease in the QA score; however, in 2000, as programs became more familiar with the requirements, there was a large increase in the score. Figure 8.3-20 shows that the number of technical assistance activities relating to professional development increased in 1999. These data suggest that the increase in 1999 of technical assistance on professional development corresponds to the increase in the mean QA score in 2000.

Figure 8.3-20: Technical Assistance Activities for Professional Development



8.4 Summary

The research study discussed in this chapter assessed QA indicators relating to several promising educational practices, including initial assessments, academic plans, transition/aftercare, multi-faceted curriculum, psychosocial educational curriculum, instructional delivery, effective school environment, community involvement instructional personnel qualifications, and professional development.

In the research study, the QA scores for the past three years were assessed in relation to the yearly revision of the educational QA standards and changes to the QA process. The findings show an increase each year in overall mean QA scores for all the identified promising educational practices combined. The reported change is slight, which may be misleading because programs often are subject to more stringent requirements each year. According to the findings for each promising educational practice, between 1998 and 1999, there were seven indicators that addressed promising educational practices, and of these, three had an increase in the mean QA score. Between 1999 and 2000, there were ten indicators that addressed promising educational practices, and of these, seven had an increase in the mean QA score. Regardless of whether QA scores increased or decreased from year to year, the change was minimal and not statistically significant. The findings for the individual promising educational practices are:

- QA scores for assessment testing and professional development increased between 1998 and 1999 and decreased between 1999 and 2000.
- QA scores for academic plans, instructional delivery, and effective school environment decreased between 1998 and 1999 and increased between 1999 and 2000.
- QA scores for transition/aftercare decreased over the past three years.
- QA scores for practical arts curriculum decreased between 1999 and 2000 (the years this indicator was in existence).
- QA scores for academic curriculum increased over the past three years.
- QA scores for community involvement increased between 1999 and 2000 (the years this indicator was in existence).
- QA scores for teacher qualifications increased between 1999 and 2000 (the years this indicator was in existence).

When the number of technical assistance activities that were provided on these topics was assessed in relation to the mean QA scores, no consistent patterns emerged. It was difficult to compare the number of technical assistance activities to the QA scores because of the various interpretations that can be derived from the findings. For example, as programs improve, they may have a reduced need for technical assistance; when this occurs, QA scores may improve at the same time that less technical assistance has been provided; however, this does not necessarily mean that the technical assistance that was provided was not effective; it only means that fewer programs were in need of technical assistance. Furthermore, technical assistance is provided only on topic areas in which technical assistance is requested. Because there are several topic areas within each indicator, an increase in the number of technical assistance activities related to that indicator does not mean that a program's QA score will improve. Improvement in one topic area of an indicator does not necessarily guarantee an

increase in the QA score for that indicator. Additionally, because technical assistance is provided in various forms, it cannot always be quantified; therefore, some of the various forms of technical assistance provided are not always included in the annual tabulation.

In the assessment of priority indicators in relation to QA scores, the findings showed that the QA scores of indicators that were designated as priority in 1999 consistently increased in the 2000 QA review cycle. This can be attributed to the mandatory requirement that programs correct any deficiencies within 90 days. In the assessment of changes in legislation in relation to QA scores, the QA scores for two of three indicators decreased between 1999 and 2000.

In sum, programs have shown an increase in mean QA scores from 1999 to 2000 for the majority of the identified promising educational practices. Additionally, a positive relationship is evident between QA scores and the corrective action process. It has been determined that technical assistance has resulted in better QA scores for several of the indicators. Additionally, it has been found that changes made to the educational QA standards based on legislation resulted in a decrease in QA scores for the majority of the indicators.

CHAPTER 9

AFTERCARE RESEARCH

9.1 Introduction

Incarcerated youths often have numerous needs that require comprehensive solutions, including treatment and education. However, treatment and quality educational services in a residential facility are not likely to have long lasting effects unless they are reinforced when youths leave the facilities and reenter their communities. Aftercare programming to assist juveniles returning to their home communities after release from residential facilities has rapidly developed throughout the country during the past several years. However, there have only been a handful of empirical studies on the effectiveness of aftercare services, and the reported results have been mixed, at best.

Because of the large number of youths in the juvenile system in Florida and the recent increase in aftercare services, a number of important research questions arise. As part of Florida's effort to increase educational effectiveness and successful community reintegration, the role of aftercare as a "most promising practice" must be determined. The literature promotes aftercare as integral to successful community reentry. Because the aftercare literature is largely descriptive, and without meaningful empirical results, it remains unclear as to what specific aftercare programs and services are appropriate and effective for particular groups of youths.

The purpose of this chapter is to evaluate aftercare services statewide, beginning with an analysis of program-level recidivism rates. A complete discussion of the ongoing role of the Juvenile Justice Educational Enhancement Program (JJEPP) in aftercare and community reintegration outcomes is discussed, emphasizing the need to go beyond official reporting of recidivism rates to measurable improvement in educational levels, employment gains, and other community outcomes.

This chapter reports on the initial stages of a statewide study of aftercare and includes six subsequent sections. Section 9.2 provides a review of the prior literature on aftercare services for juvenile justice youths. Section 9.3 describes aftercare services in Florida and includes a typology of aftercare programming. Section 9.4 discusses available quality assurance (QA) ratings for those aftercare programs reviewed. Section 9.5 describes the current study conducted by JJEPP, including methodology and findings. Section 9.6 discusses subsequent studies, including a statewide individual level analysis, an in-depth comparative case study, and JJEPP's longitudinal research efforts related to aftercare. Section 9.7 concludes the chapter with a summary discussion.

9.2 Prior Literature

Over the past two decades, numerous studies have emphasized the value of providing aftercare services to juveniles leaving juvenile justice institutions and returning to their respective communities. Most of the literature on aftercare services for juvenile justice youths has been concentrated upon high-risk youths. Some of the literature has addressed aftercare services for youths in specialized settings, such as boot camps or wilderness programs. In addition, programs offering aftercare services addressing special needs, such as substance abuse, have been reported.

Overall, the evaluations of intensive aftercare programs have been inconsistent, with mixed findings. Most studies addressing intensive aftercare services have not found significant differences in youths' subsequent behavior. In fact, research has shown that many past attempts at intensive supervision have resulted simply in more contact, rather than improvements in the quality of contact as intended (Altschuler & Armstrong, 1994; Goodstein & Sontheimer, 1997). Analyses of boot camp aftercare programs have been preliminary and have not shown consistent relationships between aftercare programming and successful outcomes. The empirical evidence on specialized substance abuse aftercare programs has been mixed as well. To date, no conclusive evidence on what type of aftercare services promote positive outcomes for certain types of youths has been identified. Table 9.2-1 provides a summary of the aftercare studies conducted from 1988 to date.

Table 9.2-1: Aftercare Studies Conducted From 1988-2000

Name of Program	Authors	Target Population	Program Model	Research Design	Aftercare Services	Location	Follow-Up	Findings
Intensive Aftercare Program (IAP)	OJJDP Altschuler & Armstrong (1988-1999)	High-Risk Serious, Habitual Offenders	Residential Facilities	Experimental EN = 262 CN = 221	Pre-release planning; intensive surveillance; enhanced service delivery	Colorado Nevada Virginia	— to date	Unknown
Intensive Aftercare Program (IAPP)	Goodstein & Sontheimer (1997)	High-Risk Serious, Habitual Offenders	Residential Facility	Experimental EN = 44 CN = 46	Pre-release planning; increased contact and supervision, reduced caseload for officers	Philadelphia	3-17 months Avg=11 months	Aftercare group reduced frequency, but not incidence of re-arrest
Violent Juvenile Offender Program (VJO)	Fagan (1990)	High-Risk Violent Youths	Residential Facilities	Experimental EN = 122 CN = 105	Pre-planning case management; reintegration through transition facility; supervision and community reintegration services	Memphis Newark Boston Detroit	24 months	Memphis/Newark - No effect Boston/Detroit – lower arrest rates and severity; longer times until re-arrest
Skillman Aftercare Program	Greenwood, Deschenes, & Adams (1993)	High-Risk Youths	Residential Facilities	Experimental EN = 132 CN = 87	Pre-release contacts and planning; intensive supervision contact; assistance with family counseling, community resources, etc.	Detroit Pittsburgh	12 months	No significant differences
Nokomis Challenge Program	Deschenes, Greenwood, & Marshall (1996)	Moderate-Risk Youths	Wilderness Program Residential Facility	Quasi- experimental EN = 97 CN = 95	Pre-release contacts planning; initial house arrest and contacts; surveillance; emphasis on family participation	Michigan	24 months	No significant differences
Boot Camp Aftercare	OJJDP Bourque et al (1996)	Moderate to High- Risk Youths	Boot Camps	Program Evaluation N = 273	Pre-release planning; intensive supervision; community services	Colorado New York Ohio Alabama	24 months	Mixed findings reported positive changes in attitude and behavior
Maryland Drug Treatment Program	Sealock, Gottfredson, & Gallagher (1997)	High-Risk for Substance Abuse	Residential for Drug Offenders	Quasi Experimental EN = 120 CN = 132	Pre-release planning; intensive supervision; special services with emphasis in addiction counseling	Baltimore City	18 months	No significant differences
Project ADAPT	Catalano, et al (1989) Haggerty et al. (1989)	High-Risk for Substance Abuse	Residential Facility	Field Experiment for AC Program N = 7	Pre-release reentry preparation; contact and monitoring; special services	Washington State	6-12 months	Reported positive skill changes in life skills and drug avoidance

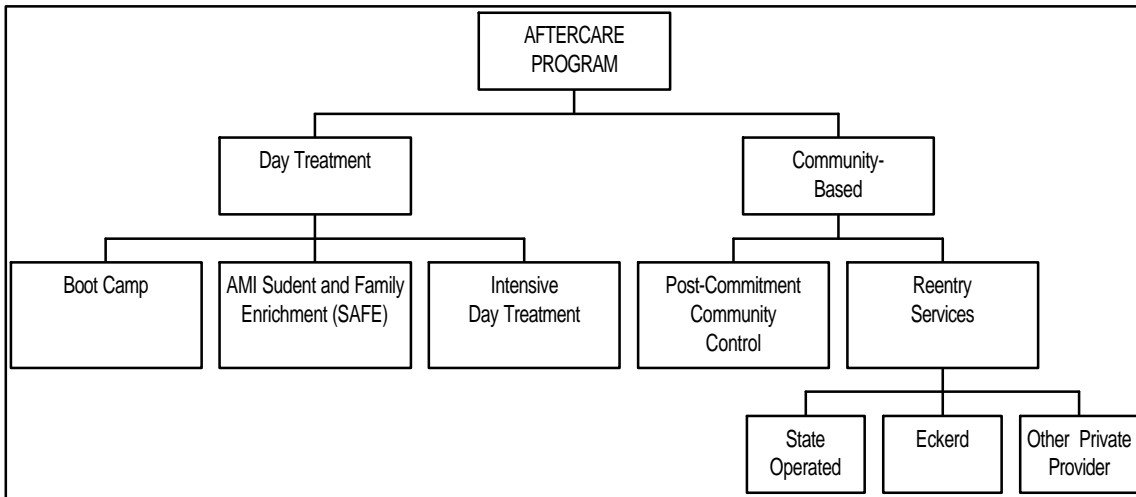
AC=Aftercare N=Number EN = Number in Experimental Group CN = Number in Control Group

9.3 Florida Aftercare

Types of Aftercare

JJEEP has developed a typology of aftercare services for juvenile justice youths. The State of Florida provides a continuum of services ranging from maximum supervision and intensive services to minimal community monitoring. Ideally, placement in an aftercare program should be based upon the type of supervision required and an assessment of individual needs.

Figure 9.3-1: Typology of Aftercare Services in Florida



Description of Aftercare Services

Day Treatment Aftercare

Intensive Day Treatment—These programs are designed for high-risk students released from residential facilities in need of intensive aftercare upon returning to the community. Day treatment aftercare services include education and counseling services on-site for up to 12 hours, 5 to 7 days a week. Students return home in the evening and receive intensive monitoring. The average length of services is six to nine months.

Boot Camps—Students attending the boot camp facility will transition into an aftercare phase of the program. They receive on-site education and counseling services and return home in the evening. Length of stay in the aftercare phase is typically three to four months.

Associated Marine Institutes (AMI) SAFE—Students are released from a residential facility into a marine institute, day treatment facility. Students attend the program during the day and are gradually transitioned full-time back into the community. Average length of services is six months.

Community-Based Aftercare

Reentry Services—(community-based services and supervision)

- ❑ Eckerd. Intensity of services is based upon need and student adjustment. Length of services can range from four months to several years. Services are terminated based upon progress, or the student’s 19th birthday.
- ❑ State operated. Students are intensely supervised upon release, and the number of required contacts is gradually reduced.
- ❑ Other privately operated programs. Services and supervision vary according to specific reentry program and provider.

Post-Commitment Community Control (PCCC)—(community-based supervision)

The court sets conditions for continued supervision. Department of Juvenile Justice (DJJ) juvenile probation officers (JPOs) provide supervision and services. Length of services averages three to six months.

9.4 Aftercare and Education Quality Assurance

Although there are approximately 100 aftercare and reentry programs operating throughout the state for juvenile justice youths, JJEEP reviews only a few of the day treatment type. These educational programs are located at the juvenile justice facility and were reviewed using JJEEP’s 2000 residential long-term commitment standards. Table 9.4-1 indicates the QA scores for the day treatment aftercare programs reviewed by JJEEP.

Table 9.4-1: Day Treatment Aftercare Programs Reviewed by JJEEP During 2000 QA Review Cycle

Program Name	School District	Education Provider	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four: Contract Management	Overall QA Average Score
Marin County JOTC	Martin	District	5.50	7.33	6.50	6.00	6.44
Rattler Success	Leon	Youthtrack, Inc.	6.00	6.17	5.67	6.00	5.94
Stewart-Marchman Eastside	Volusia	District	4.83	4.67	5.00	6.00	4.83
Stewart-Marchman Westside	Volusia	District	5.50	5.83	5.00	6.00	5.44
Boley Young Adult Program	Pinellas	District	NA	NA	NA	NA	Deemed
Pinellas Boot Camp	Pinellas	District	6.83	6.50	5.83	6.00	6.39
Polk Boot Camp	Polk	District	NA	NA	NA	NA	Deemed
AVERAGE QA SCORES			5.73	6.10	5.83	6.00	6.39

The data shown in Table 9.4-1 indicate that the aftercare educational programs reviewed by JJEEP in 2000 are providing educational services in the high satisfactory range. In fact, none of the programs scored a partial for any of the indicators reviewed.

In Florida, all AMI programs are day treatment, with students on aftercare status integrated with level 2 students. JJEEP reviews the AMI day treatment programs, and because students from the AMI SAFE programs share the education program, these scores are reported in Table 9.4-2.

Table 9.4-2: AMI Day Treatment Programs with SAFE Aftercare Students

Program Name	School District	Education Provider	Standard One: Transition	Standard Two: Service Delivery	Standard Three: Administration	Standard Four: Contract Management	Overall QA Average Score
Alachua MI	Alachua	AMI	5.17	4.67	4.83	4.00	4.89
Central Florida MI	Polk	AMI	3.83	4.00	4.17	4.00	4.00
Dade MI North	Dade	AMI	NA	NA	NA	NA	Deemed
Dade MI South	Dade	AMI	NA	NA	NA	NA	Deemed
Emerald Coast MI	Okaloosa	AMI	5.17	5.33	5.33	6.00	5.28
Escambia Bay MI	Escambia	AMI	3.83	5.33	4.50	3.33	4.56
Florida Ocean Sciences MI	Broward	AMI	NA	NA	NA	NA	Deemed
Gulf Coast MI North	Manatee	AMI	6.50	6.50	6.33	5.33	6.44
Gulf Coast MI South	Sarasota	AMI	6.83	5.67	6.50	6.00	6.33
Jax MI East	Duval	AMI	4.00	5.33	4.83	1.33	4.72
Jax MI West	Duval	AMI	6.00	5.83	4.50	4.00	5.44
New Port Richey MI	Pasco	AMI	4.83	3.50	4.50	6.00	4.28
Orlando MI SAFE	Orange	AMI	6.50	6.25	5.67	6.00	6.07
Palm Beach MI	Palm Beach	AMI	2.33	3.33	2.50	4.67	2.72
Panama City MI	Bay	AMI	4.67	4.67	4.50	6.00	4.61
Pinellas MI	Pinellas	AMI	NA	NA	NA	NA	Deemed
Silver River MI	Marion	AMI	4.33	4.33	3.83	4.67	4.17
SW Florida MI	Lee	AMI	2.67	5.67	5.17	6.00	4.50
Tallahassee MI	Leon	AMI	3.17	6.17	5.83	6.00	5.06
Tampa MI	Hillsborough	AMI	5.33	6.00	6.17	6.00	5.83
AVERAGE QA SCORES			4.70	5.19	4.95	4.96	4.93

Table 9.4-2 indicates that the overall scores for the AMI programs serving aftercare students are in the satisfactory range. However, within each indicator, several programs received partial ratings.

For the 2001 cycle, JJEEP and the Florida Department of Education (DOE) have developed a set of standards specifically for day treatment programs, which will be used to review aftercare programs. The standard areas remain the same (Transition, Service Delivery, Administration, and Contract Management), with two new indicators added. Pre- and Post-Student Outcomes requires the reporting of student data to DOE. In addition, a Student Attendance indicator has been added to ensure regular student attendance in the educational program.

Additionally, in 2000 JJEEP and DOE developed a *Transition Guidebook for Educational Personnel of Juvenile Justice Programs: Providing a Continuum of Care for Delinquent Youth in Education, Treatment, and Conditional Release* (See Appendix F). This is a model designed to assist with successful reintegration of students into their homes, communities, peer groups, schools, and/or work settings. Several recommendations for the post-commitment transition process include ensuring that all pertinent educational and treatment information is provided to the appropriate aftercare and receiving school personnel; assisting with follow-through of educational, treatment, and employment goals after exit; and reviewing portfolios in order to assist students with attaining continuing education and/or employment options.

9.5 Current Research

Aftercare Programming and Recidivism

Purpose of Research—A brief overview of aftercare studies in section 9.2 shows that prior literature focuses on recidivism measures in assessing aftercare success. The purpose of this assessment is to examine how different types of aftercare programming in Florida relate to re-arrest, reconviction, and re-commitment rates for youths exiting juvenile justice facilities. This assessment addresses several research questions at the program level.

Research Questions

- Do students receiving aftercare services appear to have lower recidivism rates?
- Do different types of aftercare services produce different recidivism rates?
- Is there a difference in recidivism rates by provider?
- Do aftercare programs in different regions produce different recidivism rates?

Methodology

Data Collection—DJJ collects recidivism data at the program level, including aftercare day treatment and reentry programs. Four years of data (Fiscal Year (FY)95/96; FY96/97; FY97/98; FY98/99) are currently available for several types of comparisons.*

Definition of Recidivism Measures

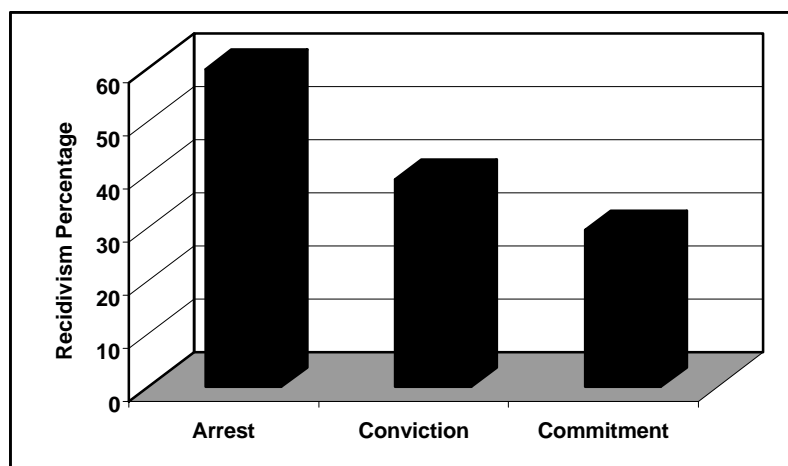
- “Arrest” measures the percentage of students from a particular program that are re-arrested for any reason within one year of exiting program.
- “Conviction” measures the percentage of students from a particular program found guilty by the court for a subsequent crime within one year of exiting the program.
- “Commitment” measures the percentage of students from a particular program that are sentenced to a subsequent juvenile justice facility within one year of exiting the program.

* JJEEP would like to thank DJJ's Rae Vinson and Karla Blagin in for providing aftercare program information and recidivism data for this chapter.

Findings

For this assessment, programs with fewer than three students released during the fiscal year are excluded from the analyses to avoid skewing the recidivism data. As a result, 29 programs were lost. Eighty-four (84) aftercare programs are included for those students released FY98/99; 79 for FY97/98; 62 for FY96/97; and 4 for FY95/96, for a total of 229 cases. Overall, the average re-arrest rate for aftercare programs is 59.80%, with a conviction rate of 39.05% and re-commitment rate of 29.48%.

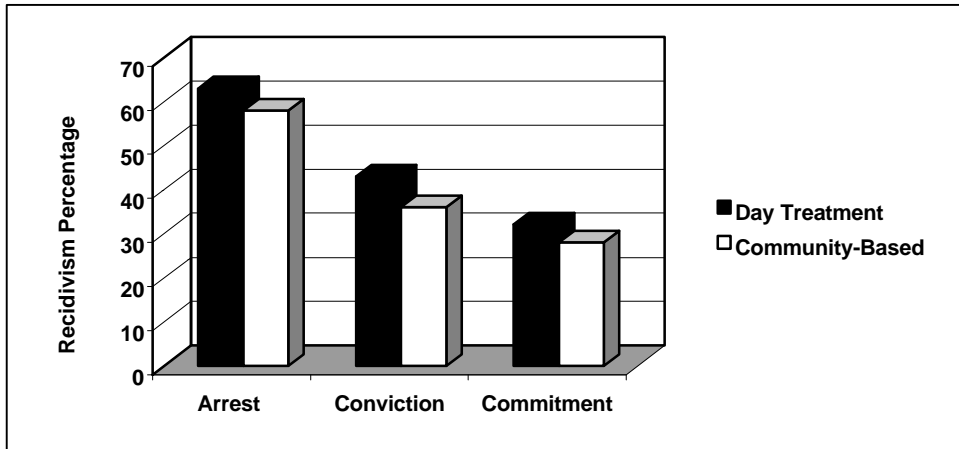
Table 9.5-1: Recidivism Rates for Students Exiting Aftercare Programs During FY96/97 - FY99/00



Sixty percent (60%) of youths were re-arrested within the year; 39% of those were convicted, and 29% were sent back to juvenile facilities.

Aftercare program recidivism rates were analyzed through comparison of descriptive statistics. Mean scores were compared using *t* tests or ANOVA to determine if significant differences exist between recidivism rates at the program level.

Table 9.5-2: Recidivism Rates by Type of Aftercare Program During FY96/97 - FY99/00

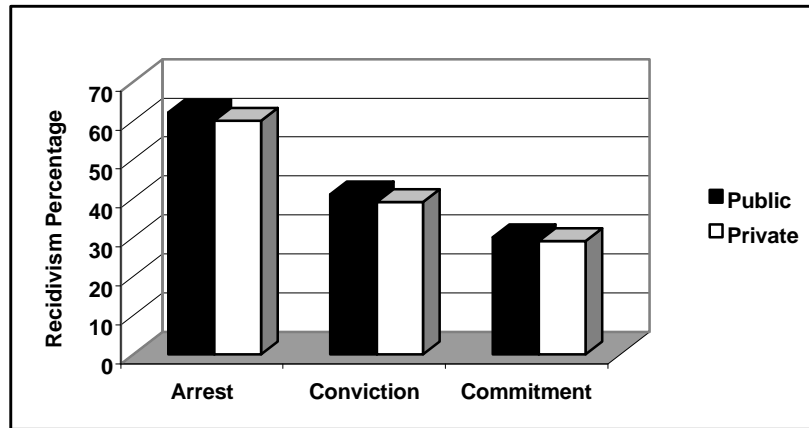


Facility-Based N = 04
 Community-Based N = 123
 Total N = 227
 Differences in arrest rates are statistically significant at the .10 level.
 Differences in commitment rates are statistically significant at the .05 level.

Day treatment aftercare programs were significantly higher than community-based programs for all recidivism measures. Re-arrest rates for day treatment programs reached 63%, compared to 58% for community-based programs. Forty-three percent (43%) of youths arrested in day treatment programs were found guilty of a crime, and 32% were re-committed to juvenile facilities. For community-based programs, these figures are 36% and 25%, respectively.

Day treatment aftercare programs in Florida are characterized by higher visibility and supervision. Therefore, this finding may be consistent with prior literature, suggesting that more supervision leads to increased visibility, and subsequently, an increase in recidivism rates. However, these results may simply reflect higher risk youths in day treatment programs.

Table 9.5-3: Recidivism Rates by Provider of Aftercare Program During FY96/97 - FY99/00

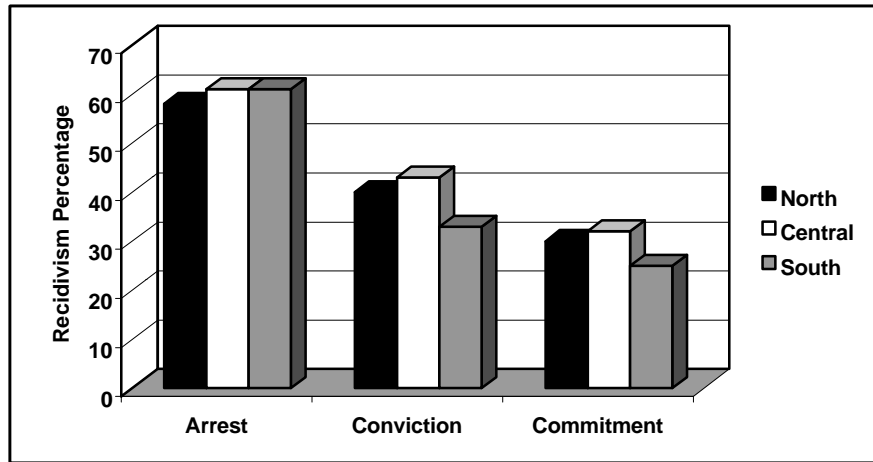


Publicly operated aftercare N = 32
Privately operated aftercare N = 196
Total N = 228

There were no significant differences in recidivism rates between state-operated aftercare programs and privately operated programs. Re-arrest rates were 62% for publicly operated programs and 60% for private programs; conviction rates were 41% for public programs and 39% for private aftercare programs, and commitment rates were 30% for public programs and 29% for privately operated programs.

The majority of aftercare programs in the state are privately operated; however, none has for-profit status. This is consistent with ongoing research conducted by JJEPP on private and public educational programs.

Table 9.5-4: Recidivism Rates by Location of Aftercare Program During FY96/97 - FY99/00

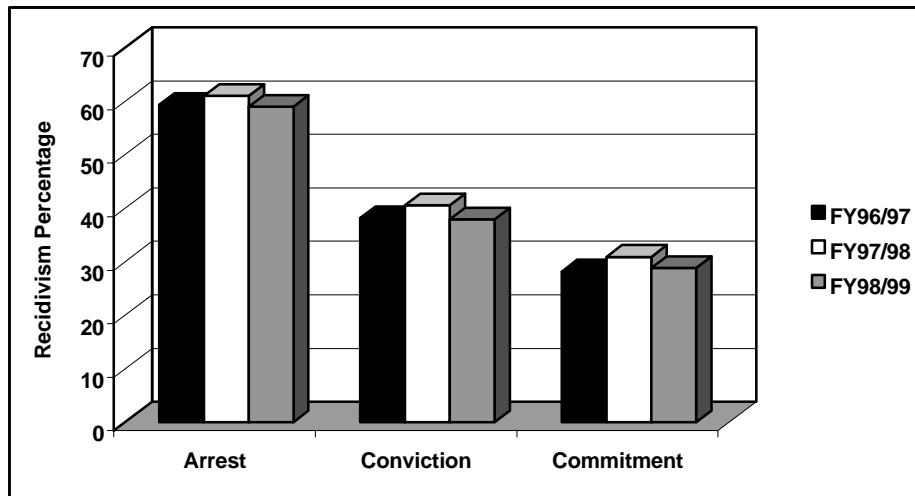


Northern Region N = 70
 Central Region N = 92
 Southern Region N = 59
 Total N = 21

Differences in conviction and commitment rates between central and southern Florida reached statistical significance at the .05 level.

For a variety of reasons, such as job market, socio-economic status (SES), and/or judicial disparity, different geographic locations have been shown to produce different recidivism rates. Recidivism rates for students in aftercare programs were highest across all measures in central Florida. Re-arrest rates were similar across regions (58% for northern region, and 61% for both central and south Florida). However, re-conviction and re-commitment rates were significantly lower in south Florida. Conviction rates for northern Florida were 40% and 43% for central Florida, but dropped to 33% in the southern region of the state. Thirty percent (30%) of students in north Florida and 32% of students in central Florida were re-committed to a juvenile facility, with a significantly lower percentage (25%) of students in the south returning to a juvenile justice facility.

Table 9.5-5: Recidivism Rates for Aftercare Students Across Three Years



FY96/97 N = 62
 FY97/98 N = 79
 FY98/99 N = 84
 Total N = 225

There was a slight increase in recidivism rates from FY96/97 to FY97/98 across all three measures. Re-arrest rates increased from 59% to 61%, re-conviction rates increased from 38% to 40%, and re-commitment rates increased from 28% to 31%. This pattern was not in the expected direction. In fact, overall, juvenile crime has decreased in recent years, both nationally and in Florida. However, as expected, the rates do drop slightly for youths exiting aftercare programs the following year (FY98/99). Re-arrest rates dropped from 61% back to 59%, re-conviction rates dropped from 40% back to 38%, and re-commitment rates dropped from 31% to 29%.

Limitations

There are several limitations to this study. First, these data are incomplete. Recidivism rates for aftercare programs are not consistently collected for all aftercare programs. For instance, PCCC is considered one type of aftercare, and these recidivism rates are not available at the program level. Therefore, comparisons across all types of aftercare used in the state are not possible with currently available data. Second, it is not possible to control for important variables. Without individual-level data, important offender characteristics, such as education level, age, sex, and race; and offense variables, such as offense severity and prior delinquency history cannot be controlled. Third, residential program rates cannot be disaggregated from aftercare program rates. Aftercare cannot be used as an intervening variable because it is not possible to reliably match program recidivism rates with aftercare program recidivism rates. For these reasons, individual-level recidivism data need to be collected to address what types of aftercare services produce lower recidivism rates, and for what type of youth.

9.6 Subsequent Studies

Comparative Case Study

Recidivism is only one of several important measures of community adjustment. For several reasons, recidivism measures can be misleading, and additional measures to determine future behavior and successful community adjustment are important in understanding the effectiveness of aftercare services. This case study will allow educational, employment, community, peer, and family outcomes to be examined in depth.

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, and often with a history of substance abuse. However, results have been mixed, and it is still unknown what type of aftercare programming is effective in producing positive outcomes for these youths reentering their communities.

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. JJOCC is located directly across from Dozier and has been in operation for two years. The educational programs are operated by the Washington County School District, while the facilities are operated by 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 JJOCC come from all over Florida, but are concentrated in a northern tri-state area, extending from Orlando to Pensacola to Jacksonville.

Since the inception of QA reviews for the juvenile justice education programs, Dozier has been recognized for its extensive treatment programs and continuous high quality academic and vocational training. JJOCC began operation in 1998, and the educational program has received high satisfactory ratings for the past two years. Table 9.6-1 provides brief program descriptions of youths exiting Dozier and JJOCC.

Table 9.6-1: Program Descriptions of Youths Exiting Dozier and JJOCC for Case Study

Program Descriptions	Dozier	JJOCC	Combined
Sample Size	72	64	136
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 SES, parental abuse or neglect, family conflict, and association with delinquent peers.

Comparison 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.

Additionally, one of JJEEP's research efforts includes a longitudinal research project. The purpose of this research is to determine if higher QA performing programs are producing expected educational outcomes, resulting in more positive community reintegration. Students exiting six juvenile justice programs during the calendar year 1999 will be followed for several years. Programs were selected based on type of program and QA performance. Clearly, aftercare is a crucial part of this process and will be an important component of the longitudinal outcome analyses.

9.7 Summary

The aftercare literature to date has mainly focused on high-risk youths exiting juvenile justice facilities. 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 category, the supervision and services the students receive varies. In addition, while the type of aftercare services a youth receives ideally depends on security risk to the community and individual needs, it is often subject to location of home county. In sum, aftercare seems to be a term that encompasses a wide range of services for juvenile justice youths in Florida.

Overall, the aftercare programs reviewed by JJEEP during 2000 had satisfactory performance. The specific day treatment aftercare programs produced slightly higher QA ratings than the AMI programs with SAFE students. However, there are several more day treatment aftercare programs operating throughout the state, and JJEEP should consistently review all aftercare programs with an on-site educational component.

Since the inception of JJEEP, research has been one of the main functions, and the study of aftercare is one of JJEEP's ongoing research projects. In order to conduct a complete

statewide analysis, research involves starting at the program level to determine how state aftercare programming operates. JJEEP has developed a typology of aftercare services available throughout the state and was able to assess how different types of programs, based on type, provider, and location relate to recidivism outcomes. Findings showed that day treatment aftercare programs tend to produce higher recidivism rates than community-based programs. While there were no significant differences between the publicly operated aftercare programs and the private not-for-profit programs, different regions of the state appeared to produce different recidivism outcomes.

Subsequent aftercare research will extend beyond official recidivism rates to determine the role of aftercare on specific community outcomes, such as education, employment, and family and peer relations. Further, in this ongoing research, it is recommended that the intensity level within each type of aftercare be evaluated with regard to services received. Additionally, because aftercare appears to be a term still in search of a definition, it is crucial in JJEEP's research to clearly define these services with regard to program philosophy, goals, and delivery of service. In DJJ's reorganization during 2000, the term "aftercare" has been changed to "conditional release," and the name alone suggests a shift in the concept from a continuum of care to an extended sentence.

With JJEEP's current aftercare research, including a comparative aftercare case study on high-risk offenders and longitudinal research examining the effects of quality education, JJEEP can move to discussion of how the role of aftercare affects successful community reintegration for particular groups of juvenile justice students.

CHAPTER 10 PRIVATIZATION

10.1 Introduction

There is a large body of literature that suggests 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 education programs are the auspices under which programs operate. In Florida, for example, there are many different entities that 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 education programs within these facilities may be operated by either 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. Clearly, there is need for research on juvenile justice privatization and education, and this chapter addresses this need.

This chapter, in the three subsequent sections, addresses several interrelated issues concerning the privatization process. Section 10.2 contains a literature review on a variety of interconnected topics, including, education and delinquency, privatization, juvenile justice privatization, correctional privatization, and educational privatization. Section 10.3 provides an analysis of quality assurance (QA) scores for different public/private program designations for the 2000 QA review cycle. The final section (10.4) provides a summary of the chapter and discusses some of the implications raised for future research and policy.

10.2 Literature Reviews

Because of the variety of issues related to juvenile justice education and privatization, the prior literature is reviewed here 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 factors are correlated with juvenile delinquency. These 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 juveniles. Juveniles 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 and 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, and this was clearly a cause for concern.

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, health-care, law enforcement, education, fire protection, corrections, public transit systems, construction, and airport operations. The concept of privatization has been with us for centuries. For example, Queen Isabel of Spain hired an explorer from the private sector, Christopher Columbus, to find a new route to the East Indies. 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 the 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 10% 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, 1996).

The public/private debate continues to date, and public and private institutions remain pitted against one another in search of program efficacy and community support. There are compelling arguments on both sides of the issue, but arguments in favor of privatization seem to have been gaining popularity over the last several decades, particularly among politicians. It is unclear which industry was first targeted by privatization, but, as noted above, private contractors are now providing services in numerous areas that were traditionally operated by governmental agencies and are becoming increasingly entrenched in these agencies.

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 (§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 juveniles placed in public and private programs. While they found that juveniles 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 50% of the cost is covered by the county. 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 only 5% of the cost is covered by the county. In a state system environment that is perpetually characterized by resource scarcity, there is more and more political and fiscal pressure to send juveniles 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 juveniles 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. Juveniles 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 juveniles completing private placements are no worse off than juveniles 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 juveniles 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. However, the USGAO was unable to draw any conclusions 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. However, it is not the concept of private education that is new, 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 jurisdictions 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. However, each of the EAI contracts have 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).

However, 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 impacts 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 §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 §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]

The wording of this statute remains intact today.

10.3 Analysis of QA Scores

The Sample—The present study includes the 145 juvenile justice commitment programs with full-time educational components that were reviewed in 2000. (Detention centers are excluded from the analysis because only one of the 20 reviewed contained a privately contracted education component.) These programs had either DJJ-operated or privately contracted facility components, and either school district-operated or privately contracted education components.

Among the 145 commitment programs, 119 (82%) contracted through DJJ to private providers (both for-profit and not-for-profit) to administer the facility component, and 26 (18%) were DJJ-operated. With regard to the educational services, 68 (47%) of the 145 commitment programs contracted with private educational providers, while 77 (53%) were school district-operated. Of the 119 programs with privately operated facility components, 88 (74%) are operated by not-for-profit private providers, and 31 (26%) are operated by for-profit private providers. Of the 68 programs with privately operated education components, 59 (87%) are operated by not-for-profit private providers, and 9 (13%) are operated by for-profit private providers.

Method of Analysis—The data generated by the Juvenile Justice Educational Enhancement Program (JJEPP) during the 2000 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 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. 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 145 programs, the mean overall QA score is 5.36. The mean QA score for Standard One: Transition is 5.14. The mean QA score for Standard Two: Service Delivery is 5.62. The mean QA score for Standard Three: Administration is 5.34. The mean QA score for Standard Four: Contract Management is 4.99.¹ (All of the above figures can be obtained or computed from information provided in Tables 10.3-1, 10.3-2, and 10.3-3).

The primary purpose of Table 10.3-1 is to present a comparison of QA scores for facilities that are either public or privately operated. The first comparison is of the mean QA scores

¹ Standard Four: Contract: Management is included in the tables in this chapter, but is not averaged in the mean overall QA scores.

for facilities operated by public or private providers. There are 26 programs that are publicly operated facilities, and 119 programs that are privately operated. The results of these comparisons are summarized in Table 10.3-1.

Table 10.3-1: 2000 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	145	5.36	5.14	5.62	5.34	4.99
Public	26	5.36	5.01	5.92	5.20	4.79
Private	119	5.36	5.16	5.55	5.37	5.04

*None of the t-test results in this table were statistically significant at the .05 level.

It should be noted that juvenile justice programs with public facility operators and those with private facility operators had an identical mean overall QA score of 5.36, a very unusual outcome indicating absolutely no difference on the overall QA score. Within each of the four standards, some slight differences are found, but none of the differences between public and private operators on the specific mean QA scores for any of the standards were significant at the .05 level. Although not statistically significant, the largest difference is found in Standard Two (scores of 5.92 vs. 5.55) and favors public facilities; however, the private facilities had slightly higher scores on each of the other three standards.

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 77 programs with publicly operated education components and 68 programs with privately operated education components. The results of these comparisons are summarized in Table 10.3-2 and are considerably different from those presented in Table 10.3-1.

Table 10.3-2: 2000 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	145	5.36	5.14	5.62	5.34	4.99
Public	77	5.51	5.19	5.78	5.57 ^a	5.25 ^b
Private	68	5.20	5.08	5.43	5.07 ^a	4.70 ^b

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the .05 level.

Juvenile justice programs with public education had an mean overall QA score of 5.51, while juvenile justice programs with private education had an mean overall QA score of 5.20; however, this difference was only statistically significant at the .10 level. Within each of the

four standards, the patterns of performance largely remained the same, with each standard favoring the public education providers. Standard One did not show a very large difference (5.19 vs. 5.08), and it was not statistically significant, but Standard Two had a larger difference favoring public education providers (5.78 vs. 5.43), but this difference was only significant at the .10 level of statistical significance. For both of the other standards the difference was even greater favoring public education providers, with QA scores of 5.57 vs. 5.07 for Standard Three and QA scores of 5.25 vs. 4.70 for Standard Four. The differences for these two standards were statistically significant at the .05 level or even higher.

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 = 25), (2) public facilities and private education (n = 1), (3) private facilities and public education (n = 52), and (4) private facilities and private education (n = 67). 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 10.3-3.

Table 10.3-3: Mean QA Scores and *t*-test Results for Four 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		145	5.36	5.14	5.62	5.34	4.99
Public	Public	25	5.31	4.96	5.90	5.13 ^b	4.77
Public	Private	1	6.61	6.33	6.50	7.00	5.33
Private	Public	52	5.60 ^a	5.30	5.72	5.79 ^{bc}	5.49 ^d
Private	Private	67	5.17 ^a	5.06	5.42	5.04 ^c	4.69 ^d

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the .05 level.

In terms of mean overall QA scores, the one juvenile justice program that is a public facility with private education had by far the highest score (6.61), 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 by far, so this category made a complete reversal from lowest to highest in one year.) The juvenile justice programs with private facilities and public education (n = 52) received the highest meaningful mean score (5.60). Juvenile justice programs with public facilities and public education (n = 25) received the next highest score (5.31). Juvenile Justice programs with private facilities and private education (n = 67) received the lowest mean score (5.17).

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 = 67). This is true for each of the standards, but it is particularly true for the Mean overall (5.60 vs. 5.17) for Standard Three (5.79 vs. 5.04) and Standard Four (5.49 vs. 4.69). Each of these differences is statistically significant at well beyond the .05 level. Moreover, for Standard Two, programs with public facilities and public education (n = 25) had significantly higher QA scores (5.90 vs. 5.42) than programs with private facilities and private education (n = 65). This difference was statistically significant at the .05 level. On the other hand, on Standard Three and Standard Four, programs with private facilities and public education (n = 52) had significantly higher QA scores (Standard Three = 5.79 vs. 5.13 and Standard Four = 5.49 vs. 4.77) than programs with public facilities and public education (n = 25), and this was also statistically significant at the .05 level.

The 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 26 programs with publicly operated facilities, 88 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 10.3-4.

Table 10.3-4: 2000 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	145	5.36	5.14	5.62	5.34	4.99
Public	26	5.36	5.01	5.92	5.20	4.79
PNFP	88	5.45	5.30	5.62	5.41	5.08
PFP	31	5.12	4.76	5.34	5.25	4.92

*None of the t-test results in this table are statistically significant at the .05 level.
 PNFP = private not-for-profit
 PFP = private for-profit

For the overall QA score combining three standards, juvenile justice programs with public facilities had a mean QA score of 5.36, the private not-for-profit facilities had a QA score of 5.45, and for-profit private facilities had a score of 5.12. While none of the comparisons with the public facilities produced a statistically significant difference at the .05 level, on Standard Two, the public versus for profit comparison (5.92 vs. 5.34) was almost statistically significant, reaching the .055 level of significance. The comparison of programs with not-for-profit private facilities with for-profit private facilities produced differences consistently favoring the not-for-profit programs, but none of the differences are statistically significant at the .05 level. The difference on Standard One (5.30 vs. 4.76) was significant, however, at the .10 level.

The fifth comparison is of the mean QA scores for public, private not-for-profit, and private for-profit education providers. There are 77 programs with publicly operated education components, 59 programs with private not-for-profit education components, and nine

programs with private for-profit education components. These comparisons are summarized in Table 10.3-5.

Table 10.3-5: 2000 Mean QA Scores and t-test Results for Three Program Education 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
All Facilities	145	5.36	5.14	5.62	5.34	4.99
Public	77	5.51	5.19	5.78 ^a	5.57 ^{b c}	5.25 ^d
PNFP	59	5.27	5.15	5.51	5.14 ^b	4.73 ^d
PFP	9	4.72	4.55	4.93 ^a	4.67 ^c	4.44

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the .05 level.

PNFP = private not-for-profit

PFP = private for-profit

Juvenile justice programs with public education had an mean overall QA score of 5.51, programs with private not-for-profit education had an mean overall QA score of 5.27, and programs with private for-profit education had an mean overall QA score of 4.72. Comparisons of the overall QA scores did not produce any differences that reached the .05 level of statistical significance, but the public and for-profit comparison (5.51 vs. 4.72) was significant at the .10 level.

The public program scores were higher for all of the standards than the private for-profit programs, but these differences were only significant at the .05 level for Standard Two (5.78 vs. 4.93) and Standard Three (5.57 vs. 4.67). In comparing the public with the private not-for-profit programs, the public programs consistently have higher scores; however, the differences are only statistically significant at the .05 level for Standard Three (5.57 vs. 5.14) and Standard Four (5.25 vs. 4.73). Comparison of the private not-for-profit programs with the private for-profit programs favored the not-for-profit programs for all of the standards, including the overall QA score; but in contrast to results found in the 1999 data, none of these results are statistically significant at either the .05 or the .10 levels.

The sixth and final comparison can be made between nine logical, specific program designations. These nine program designations are: public facility, public education (n = 25); public facility, not-for-profit education (n = 1); public facility, for-profit education (n = 0); not-for-profit facility, public education (n = 30); not-for-profit facility, not-for-profit education (n = 58); not-for-profit facility, for-profit education (n = 0); for-profit facility, public education (n = 22); for-profit facility, not-for-profit education (n = 0); and for-profit facility, for-profit education (n = 9). Because three of these logical combinations of categories do not have any programs that fall into that specific combination they are eliminated from the analysis.

The mean overall QA scores, the standard-specific mean QA scores, and the results of the *t* tests for the six specific program designations are summarized in Table 10.3-6.

Table 10.3-6: 2000 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		145	5.36	5.14	5.62	5.34	4.99
Public	Public	25	5.31	4.96 ^a	5.90 ^d	5.13 ^b	4.77 ^c
Public	PNFP	1	6.61	6.33	6.50	7.00	5.33
PNFP	Public	30	5.84 ^{ij}	5.63 ^{ae}	5.87 ^f	6.01 ^{bgk}	5.75 ^{chl}
PNFP	PNFP	58	5.25 ^j	5.13	5.49	5.10 ^k	4.72 ^l
PFP	Public	22	5.29	4.85 ^e	5.51	5.49 ^m	5.12
PFP	PFP	9	4.72 ⁱ	4.55	4.93 ^{df}	4.67 ^{gm}	4.44 ^h

*Matching superscript letters in each column indicate differences in mean QA scores that are statistically significant at the .05 level.

PNFP= private not-for-profit

PFP= private for-profit

In examining the scores in this table, public facilities with private not-for-profit education providers stand out as having the highest scores for each of the standards, including the overall QA score, but the sample size (n) of only one (1) makes it very misleading for making comparisons with the other categories. While this one program is clearly noteworthy, statistical comparisons with the other categories is problematic because it is a “sample of one” and, thus, it will be eliminated in the remainder of the discussion about this table.

For the other five logical categories that are included, the mean overall QA scores range from a high of 5.84 for private not-for-profit facilities with public education providers, to a low of 4.72 for private for-profit facilities with private for-profit education providers. It should be noted that this difference is statistically significant well beyond the .05 level. The comparison of private not-for-profit facilities with public education providers with private not-for-profit facilities with private not-for-profit education providers (5.84 vs. 5.25) is also statistically significant far beyond the .05 level.

In general, within each of the four standards, the relationships between the categories remained the same as those found for the overall QA measure, although some of the differences were not statistically significant. In general, the private not-for-profit facilities with public education providers had better scores on each of the four standards than most of the other groups, and the differences were statistically significant in comparison with one or more of the other categories. On Standards Three and Four, for example, private not-for-profit facilities with public education providers had significantly better scores than three of the other categories at the .05 level of significance. Under Standard Three, *t* tests indicate that programs with not-for-profit facilities and public education (QA = 6.01) had significantly higher QA scores at the .05 level than programs with not-for-profit facilities and

not-for-profit education (QA = 5.10), programs with for-profit private facilities and for-profit education (QA = 4.67), as well as programs with public facilities and public education providers (5.13). Under Standard Four, *t* tests indicate that programs with not-for-profit facilities and public education (QA = 5.75) had significantly higher QA scores at the .05 level than programs with not-for-profit facilities and not-for-profit education (QA = 4.72), programs with for-profit private facilities and for-profit education (QA = 4.44), as well as programs with public facilities and public education providers (4.77).

10.4 Summary

Several interesting findings emerge from the comparisons between public and private juvenile justice programs in Florida. What is very interesting is the finding that 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 is, at least in part, a function of the fact that the educational 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 six hours each day. The administration of juvenile justice facilities has a minimal impact on the educational component in most cases.

Equally, or even more important, 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. The major areas in which this difference is found relate directly to the quality of the educational administration and the academic competency of the teachers in the classroom. For example, when Indicator E3.02: Instructional Personnel Qualifications is examined by itself, public education providers had a mean score of 6.31 compared to only 4.78 for private educational providers, a difference that is statistically significant far beyond the .05 level.

As suggested by the comparison above on Indicator E3.02, while there are important exceptions, in most cases the instructional staff hired by private providers are not as qualified as those hired by school districts. For example, during the 2000 review cycle, public education providers had over 96% (428/445) of their teachers (full-time and part-time) with some form of certification (professional, statement of eligibility/temporary, or vocational) compared to private education providers with only 64% (324/502) of their teachers certified. Moreover, of those certified in 2000, for private educational providers, 51% (170/333) had temporary certificates, compared to only 16% (58/428) of public educational providers with temporary certificates. If comparisons are made using only full-time professionally certified teachers, public education providers had 79% who were professionally certified while private

not-for-profit educational providers had 3% professionally certified teachers, and for-profit private educational providers had only 21% professionally certified teachers. While certification does not automatically equate to quality, there is a strong relationship. Therefore, it can be assumed that there are substantial differences between the quality of teachers employed by public and private providers of juvenile justice education.

However, these findings provide only general distinctions that veil an extremely important and complicating fact. Although private providers, overall, tended to score lower on QA reviews in Florida, particular private providers are also among the very best educational providers in the state. Specifically, the majority of educational programs operated by the Practical, Academic, and Cultural Education (PACE) Center for Girls, Inc. and Eckerd Youth Alternatives, Inc. (Eckerd), two of the largest private not-for-profit providers in the state, consistently score fairly high and are clearly among the best in the state. While, in general, it can be concluded that privatization may reduce the overall quality of educational services, under the right circumstances it also can provide the basis for innovations and dedication that may not always be found in other educational settings. It should be noted that Eckerd and PACE generate substantial funding from other governmental and non-governmental sources and can attract, train, and retain top quality instructional staff and maintain high quality materials. Some of the other private providers of education are not able to do this.

To complicate the matter further, the analysis that shows public educational providers with higher QA scores than private providers excludes all of the deemed programs because these programs receive an abbreviated review, and the standards used are not comparable. These deemed programs fall disproportionately in the private not-for-profit category. If they had received a full review and their scores were included in the analysis, the difference between public and private educational providers would have likely been reduced, and some of the comparisons would not likely have been statistically significant. On the other hand, if the deemed programs had been included, the difference between not-for-profit and for-profit private providers would very likely have been substantially greater.

Indeed, the not-for-profit status of some private educational providers affords them an opportunity to deflect the costs associated with additional bureaucratic layers. Private not-for-profit corporations have the ability to seek outside funding in addition to the governmental monies allocated for education, and some are quite successful in this regard. For this reason, in the analyses conducted in this study, it was expected that, among private providers, not-for-profit corporations would be found to provide higher quality educational services than for-profit corporations, and this was found to be the case. However, the low number of private for-profit educational providers ($n = 9$) tempers any conclusions derived for this group of providers.

CHAPTER 11

SPECIAL EDUCATION SERVICES IN JUVENILE JUSTICE EDUCATION

11.1 Introduction

There is growing recognition of the importance of providing appropriate educational services to students in juvenile justice facilities. Further, there is agreement that many incarcerated youth require special education services to benefit fully from an educational program. Juvenile Justice Educational Enhancement Program (JJEED) research has focused on providing an accurate assessment of the progress these programs are making and what future improvements are necessary. Although there has been positive improvement statewide, many juvenile justice education programs continue to provide inappropriate or inadequate services to incarcerated students with special needs. Effective educational programming is crucial for this population of youth. Description of Florida programs and related research in this area should provide administrators and educators a better understanding of current special education practices and future needs in Florida's juvenile justice programs.

This chapter focuses on the importance of providing exceptional student education (ESE) services to incarcerated youths with disabilities, and specifically, what is presently occurring in Florida's juvenile facilities. The purpose of this chapter is to assess how Florida programs have performed on quality assurance (QA) indicators addressing special education services over the last two years. Such information allows JJEED to identify and improve consistently weak areas and to enhance particular areas of strength by suggesting specific policy and research recommendations. Recognition of current program practice and performance is an initial step in identifying how best to provide educational programming to youths with disabilities.

The chapter includes three subsequent sections. Section 11.2 provides description of current state programming for juvenile justice students, including the overall prevalence of students with disabilities, as well as the prevalence of students with specific disabilities. Section 11.3 presents a content analysis of four of the QA indicators found in Standard One: Transition and Standard Two: Service Delivery, and provides a two-year comparison of program performance in Florida's facilities. Section 11.4 closes the chapter with a summary discussion of needed improvements for the provision of ESE services in juvenile justice programs.

11.2 Current Programming

As increased recognition of special education needs of incarcerated youth has evolved, many states have attempted to quantify the number of students with disabilities in their juvenile justice programs. Yet, providing an accurate estimate of the prevalence of students with disabilities has been difficult, producing imprecise and wide-ranging results. In Florida, the Department of Education (DOE) collects annual data regarding students in need of ESE services. Additionally, during the 2000 QA cycle, JJEEP collected the necessary data to provide a more careful and accurate account of students in need of special education services in Florida's juvenile justice programs. Before this year, JJEEP data were collected as to the prevalence of special needs students, yet these data previously lacked information regarding the specific disabling conditions of offenders in the juvenile justice programs. This information is fundamental if specific services for individuals with unique disabilities are to be provided. Specifically, it is essential that the particular disabilities of offenders be considered in developing an appropriate educational program for these youths.

JJEEP data capture seven major areas of disabilities that include specific learning disabilities (SLD); mentally handicapped (MH); emotional disabilities, including emotionally handicapped (EH) and seriously emotionally disturbed (SED); deaf or hard of hearing (DHH); visually impaired (VI); physically impaired (PI); and speech and language impaired (SLI). The following provides a brief description of each area of disability.

- **Specific Learning Disabilities (SLD)**—These students demonstrate significant problems in learning basic skills in one or more academic areas due to difficulties with psychological or information processing.
- **Mentally Handicapped (MH)**—These students have substantial cognitive and learning disabilities, including difficulty learning basic skills to perform routine activities.
- **Emotionally Handicapped (EH) / Seriously Emotionally Disturbed (SED)**—These students exhibit significant behavioral and emotional dysfunction. Students with emotional difficulties can exhibit normal intellectual functioning but have poor self-control, which impedes their academic success.
- **Deaf or Hard of Hearing (DHH)**—These students have substantial hearing impairments.
- **Visually Impaired (VI)**—These students have substantial visual impairments.
- **Physically Impaired (PI)**—These students demonstrate physical disabilities or motor impairments, which impede their learning capacities.
- **Speech and Language Impaired (SLI)**—These students demonstrate speech and language impairments, including problems articulating sounds and words, and difficulties with receptive and/or expressive communication.

Data regarding the overall prevalence of special needs students and the prevalence of specific types of disabilities for which students in the juvenile justice system are receiving services were collected from each of the 203 programs reviewed by JJEEP during the 2000 QA cycle.

On the first day of the QA review, the ESE specialist from each program provided these data to the JJEPP reviewer. For data collection purposes, the categories consisted of SLD, MH, EH, SED and Other, which included DHH, VI, PI, and SLI. Table 11.2-1 presents these data.

Table 11.2-1 Students Requiring ESE Services in Florida’s Juvenile Justice Facilities

Disability Type	Number of students receiving ESE services	Percent of students receiving ESE services*
SLD	1,060	32%
MH	255	8%
EH	893	27%
SED	537	16%
Other	215	6%
Unidentified	351	11%
Total	3,311	36%

*Percentages are calculated by comparing the number of students receiving ESE services for a specific disability to the total population of students receiving ESE services during the time of the QA review, which was 3,311.

In Florida’s 203 programs reviewed by JJEPP, there were approximately 9,138 students served at the time of the 2000 QA review cycle. Of these, 3,311 (36%) were identified as receiving ESE services. Specifically, 1,060 (32%) were identified as SLD, 537 (16%) were identified as SED, 893 (27%) were identified as EH, 255 (8%) were identified as MH, and 215 (6%) could be categorized as having other disabilities (DHH, VI, PI, or SLI). In addition, there were 351 (11%) students for whom no specific disability was identified. It is important to recognize that these numbers may be slightly elevated as students with dual diagnoses may be counted in more than one category. However, it is highly likely that additional students in these juvenile justice programs exhibit characteristics of certain disabilities, yet have not been identified by the program or the prior school system, suggesting the possibility of a larger percentage of special education students. Particularly noteworthy from this information is that approximately 1/3 of juvenile justice students have learning disabilities and 41% have some type of emotional disability. Therefore, it is important that every program have complete access to accommodations and services to meet the needs of these students. Additionally, teachers should be hired on-site who are certified in ESE whenever possible.

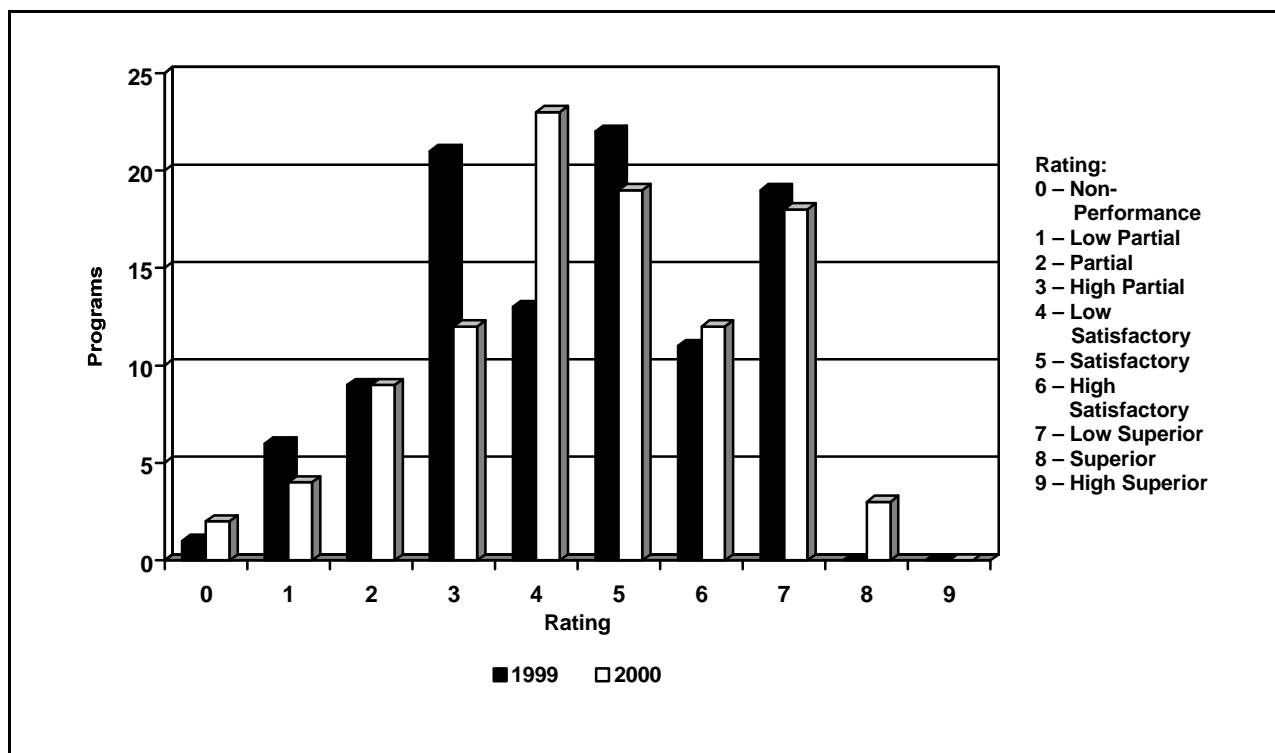
Information regarding overall prevalence and prevalence of specific categories of disabilities is extremely important in establishing successful educational programming for these youth and providing appropriate service delivery. The recognition of the types of disabilities in Florida’s juvenile justice programs allows for more accurate identification of what is effective educational programming and service delivery for youths with particular disabilities.

11.3 ESE Services in Florida’s Juvenile Justice Facilities

The following comparisons are drawn from results of QA scores for 1999 and 2000. Information from only 102 programs contained sufficient information for the analysis.

E1.03 On-Site Transition (Student Planning): Development and review of IEPs for students assigned to ESE programs within 11 days of student entry into the program—This indicator requires that there is an up-to-date individual educational plan (IEP) for each student which is in accord with state and federal law. The IEP must include a statement of the student’s present levels of educational performance; measurable annual goals, including benchmarks and short-term instructional objectives; accommodations and services needed; and the anticipated frequency, location, and duration of those services and modifications. The scores from the 2000 QA cycle were examined and compared to scores from the 1999 QA cycle. The comparison was meant to determine if there has been an increase in the number of IEPs that are being reviewed and developed within a timely manner, and if IEPs are addressing academic needs, vocational skills, personal/social skills, community/family involvement, and transition activities in Florida’s juvenile justice programs. Figure 11.3-1 presents the range of ratings for On-Site Transition in 1999 and 2000.

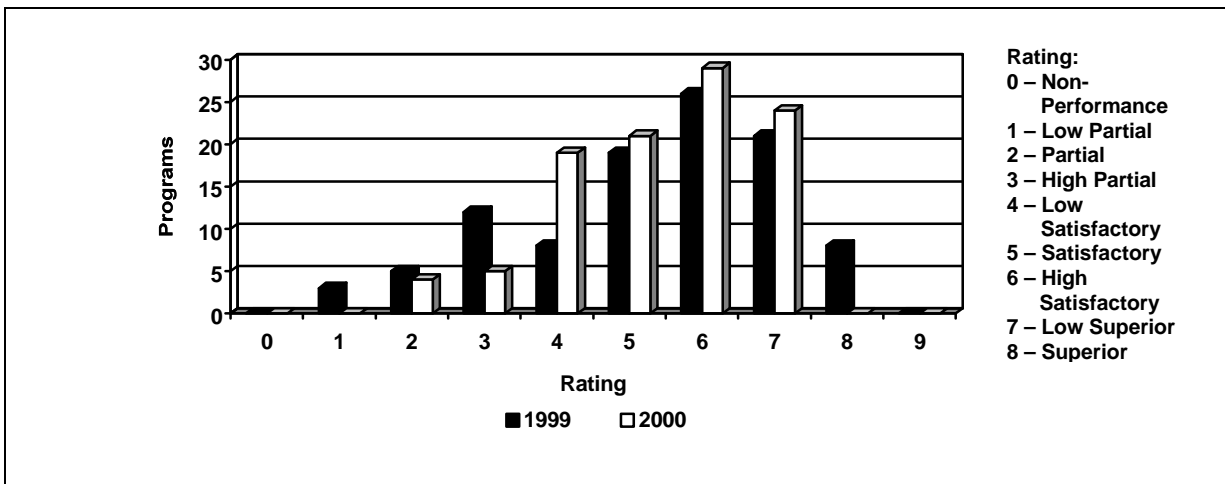
Figure 11.3-1: Frequency of QA Ratings for Indicator E1.03 On-Site Transition (Student Planning)



In 1999, the average score for this indicator for programs within all counties was 4.40, within the marginally satisfactory range. In 2000, the average score for this indicator for programs within all counties was 4.58, indicating no significant change in average score. Federal and state legislation mandates that students designated in need of ESE services who do not have an IEP, have an IEP developed within 11 days of entry to a commitment program. JJEEP data indicate that these mandates are still not being met in a consistent basis throughout the State of Florida. As approximately 37% of the youth in commitment programs have been designated in need of ESE services, it is essential that no program receive a score of partial or below in this area. All programs that received a score of partial were subject to a corrective action plan developed in conjunction with DOE and have or are in the process of correcting documented deficiencies.

E2.01 Curriculum (Academic): Modifications and accommodations as required for students with disabilities—This indicator requires that the short-term instructional objectives, accommodations, and services needed to ensure academic and vocational progress are being provided as specified within the IEP. The scores from the 2000 QA cycle were examined and compared to scores from the 1999 QA cycle. The comparison was to determine if there has been an increase in appropriate modifications and accommodations within the administered curriculum as identified in a student’s IEP. Figure 11.3-2 presents the range of ratings for Academic Curriculum in 1999 and 2000.

Figure 11.3-2: Frequency of QA Ratings for Indicator E2.01 Curriculum (Academic)

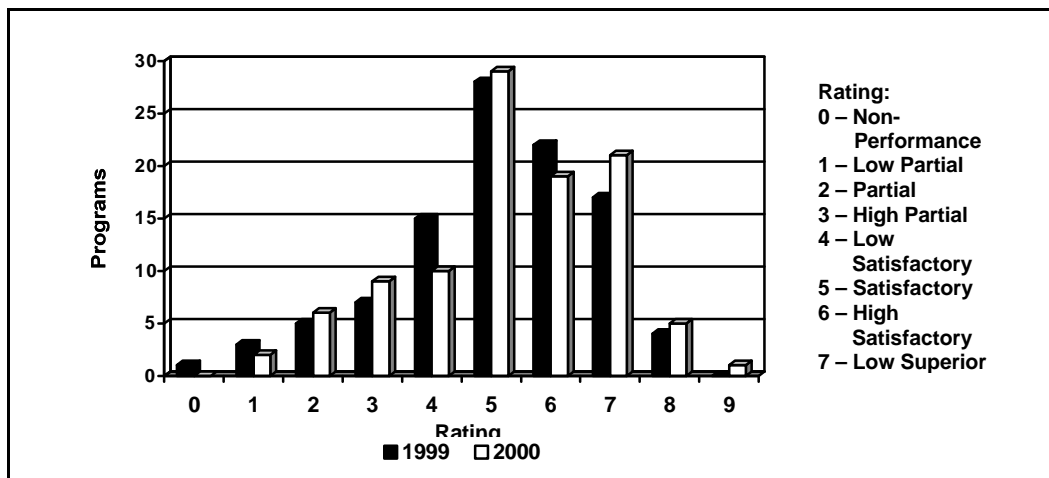


In 1999, the average score for this indicator for programs within all counties was 5.36, mid-satisfactory range. In 2000, the average score for this indicator for programs within all counties was 5.33, indicating no significant change in average score. This suggests that performance for this indicator remains in the satisfactory range and demonstrates that programs are continuing to make determined efforts to apply modifications and accommodations as required for students with disabilities. These data also indicate that during the 1999 QA cycle there were 20 programs performing in the partial range. By contrast, during the 2000 QA cycle there were only nine programs performing in the partial

range, suggesting improvement in this area. The nine programs that received a partial score in this indicator were subject to a corrective action plan developed in conjunction with DOE. There were an additional 19 programs scoring in the low satisfactory range that must be particularly attentive to ESE needs.

E2.03 Instructional Delivery: Individuals delivering educational services have access to IEPs for students assigned to ESE programs—This indicator requires that the individuals who are delivering educational and vocational education services to students are using the IEP as a working document to incorporate the necessary accommodations and modifications within the taught curriculum. Scores from the 2000 QA cycle were examined and compared to scores from the 1999 QA cycle. The comparison was to determine if there was an increase in the level of individualized instruction and, if instruction is delivered through a variety of instructional techniques, to address the goals and objectives, including remedial strategies contained within the IEPs in Florida’s juvenile justice educational programs. Figure 11.3-3 presents the range of ratings for Instructional Delivery in 1999 and 2000.

Figure 11.3-3: Frequency of QA Ratings for Indicator E2.03 Instructional Delivery

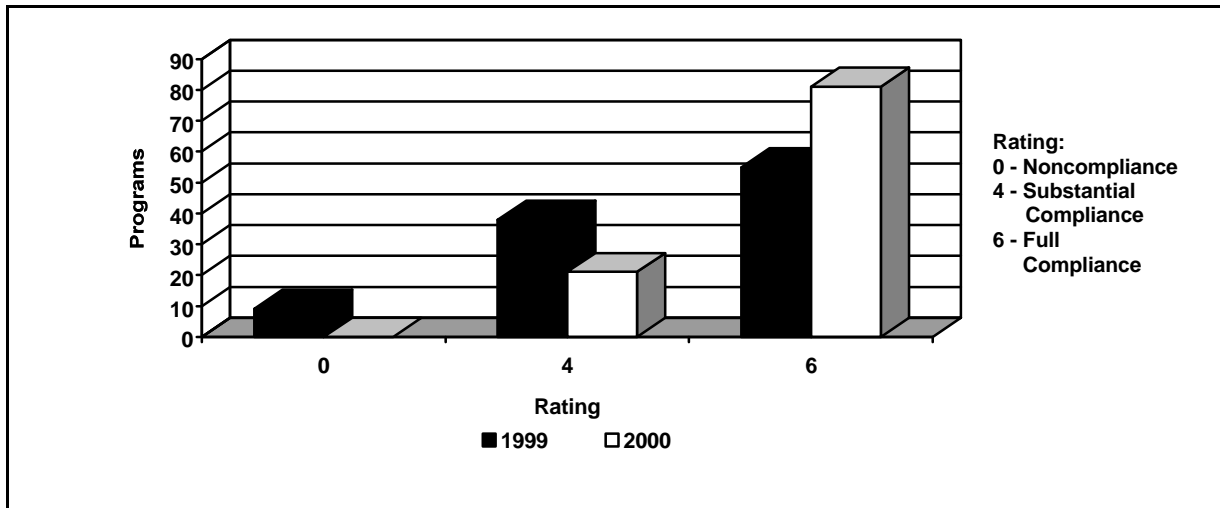


In 1999, the average score for this indicator for programs within all counties was 5.01, mid-satisfactory range. In 2000, the average score for this indicator for programs within all counties was 5.26, indicating a slight improvement in the scores for this indicator. These data indicate that instructors delivering ESE services to students generally have access to students’ IEPs. In 2000, no program scored a non-performance, however, 17 programs scored in the partial range. This suggests that instructors continue not to know what the educational plan and remedial strategies are for their special needs students, and therefore, these students are not being served. The IEP should be readily available to all teachers so that appropriate educational services can be provided to this population of students.

E2.05 Support Services (E2.04 in 1999): Student support services are available and include ESE services—This indicator requires that all support services and support personnel be available to carry out the IEP. The scores from the 2000 QA cycle were

examined and compared to scores from the 1999 QA cycle. The comparison was to determine if there has been an increase in adequate support services that are being offered to meet the needs of students receiving ESE services and if an increase in support is being provided for those individuals delivering specific ESE instructional services in Florida's juvenile justice programs. Figure 11.3-4 presents the 1999 and 2000 compliance scores for Support Services.

Figure 11.3-4: Frequency of QA Ratings for Indicator E2.05 (E2.04 1999) Support Services



In 1999, the average score for this indicator for all long-term programs within all counties was 5.68. This average was based on the nine-point rating system. In 2000, this indicator was evaluated as a compliance indicator. Compliance indicators are assigned a rating of 6 (full compliance), 4 (substantial compliance) or 0 (noncompliance). For the purpose of comparison between these two years, 1999 scores were converted to compliance scores.

These findings must be considered with some caution. First, these data are not limited to ESE support services and include all support services offered to students. Additionally, because of the two different rating systems and the conversion of 1999 scores to a compliance scale, it is difficult to identify significant changes in the data. However, it appears that support services to all students, including those in ESE programs, are in the satisfactory range. The 2000 QA data indicate that 81 (79%) of the programs are providing full student support services.

11.4 Summary

Currently, there are nearly 3,000 students in juvenile justice commitment programs identified as in need of ESE services within the State of Florida. A predominant concern that has

emerged is whether ESE services are being delivered appropriately to these youth. However, there is no consensus on how to best serve this population. In addition, specific educational practices for youth with particular disabilities have yet to be identified as effective practice.

JJEEP data gathered during the 2000 QA cycle suggests that approximately 37% of all incarcerated youth are identified as in need of ESE services. Moreover, nearly 1/3 of these youth are identified as SLD and 41% are identified as emotionally disabled. These findings strongly suggest that juvenile justice educators need to be prepared to teach students with disabilities. Specifically, all educators must have complete access to accommodations to meet the needs of these students and should be certified in the area of ESE when possible.

A review of QA scores compiled for two years indicates that long-term commitment programs within the State of Florida, in general, are providing satisfactory services to disabled youth. Moreover, there has been slight improvement in 2000 scores for most indicators addressing special education services.

QA data reveal that many programs are still lagging behind regarding timely review and development of IEPs. The IEP is the core of any educational program that is developed for the special needs student. It is not likely that any special needs student who does not have an operational IEP is receiving appropriate educational services. Although programs overall have shown some improvement in this area in 2000, it is essential that every program provide all students in the ESE program with the necessary tools for an effective education.

The QA scores for both 1999 and 2000 reveal that overall program performance for modifications and accommodations in the curriculum as required for students with disabilities fall in the satisfactory range and demonstrate that programs are making determined efforts to apply modifications and accommodations as required for students with disabilities. The number of programs receiving a score of partial has decreased by 50% since 1999. It is imperative that all programs score at least in the satisfactory range to ensure that students with disabilities are being served appropriately.

Data also reveal that instructors in long-term commitment programs do not always have access to IEPs for use in the development of lesson plans. Again, scores for these data suggest improvement in mean QA scores and a decrease in the number of programs scoring in the partial range in 2000. Yet, IEPs must be available to all academic and vocational instructors in the program to provide appropriate educational services to each student.

The data indicate that the majority of the long-term commitment programs and school districts are providing support services and support personnel to deliver services outlined within existing IEPs. Overall, these data reveal that programs have improved the quality of support services and that 79% of programs in 2000 provided full student support services.

The results of this study present several issues that should be addressed. First, it is evident that programs are still having difficulty with development of and access to IEPs. To ensure that all students in need of ESE services are receiving appropriate educational services, the process of obtaining past educational records, reviewing current IEPs, and developing

revised IEPs must be a priority of the educational program. The IEP must be a document that is used throughout the student's entire educational program. It should be utilized as the primary transition-planning document and influence the curriculum that is taught, instructional strategies and assessment procedures used and support services and personnel that are needed. Therefore, it is essential that the school districts, DOE, and JJEEP staff continue to provide programs with specific guidance and technical assistance as to how best to develop and implement these documents to ensure the most appropriate education for the special education population.

To expand our knowledge regarding the depth and quality of services being provided to special needs students within commitment programs, DOE and JJEEP collected data concerning the disabling conditions of students within programs during the 2000 QA cycle. Yet, effective educational programming for the specific types of disabilities remains in question. Therefore, additional data should be collected to assist JJEEP in identifying what works for students in special education programs in juvenile justice programs. In particular, it is essential to consider whether the placement of students with special needs into particular programs is appropriate given their specific disability. Further, data regarding service delivery models used and the quality of IEPs should be assessed.

Identifying what works for students in juvenile justice education is a multifaceted question. Further, whether these same educational strategies work for students in need of special education remains in question. Technical assistance and more comprehensive data collection efforts should provide needed information related to how best to provide appropriate educational services to these youth. In addition, future educational outcome and community reintegration research should be used to assess whether students in ESE programs are making educational progress comparable to their non-ESE peers.

CHAPTER 12 GENDER

12.1 Introduction

Nationally, the involvement of girls in the juvenile justice system has been steadily increasing while the number of boys involved in the juvenile justice system has been declining. In the past, girls entered the juvenile justice system primarily for nonviolent offenses. However, between 1992 and 1996, the number of juvenile females arrested for Violent Crime Index offenses increased 25%, with no increase in arrests of male juveniles for the same offenses. Additionally, during the same time span, juvenile female arrests for Property Crime Index offenses increased 21%, while juvenile male arrests in this category decreased 4% (Poe-Yamagata & Butts, 1996).

The overall proportion of commitment admissions involving females increased from 11% in 1993-94 to 14% in 1997-98 (Community Research Associates, 1998). Law enforcement agencies made 723,000 arrests of juvenile females in 1996. Female involvement in the juvenile justice system, once seen as an anomaly, has evolved into a significant trend (Budnick & Shields-Fletcher, 1998). In response to the rising statistics of female offenders, research on the specific causes of female delinquent behavior has increased in an attempt to target specific prevention strategies for at-risk or delinquent girls.

In *Facing the Challenge: A Profile of Florida's Female Commitment Programs*, the author states that, "notably, for each of the major categories of crimes (i.e., violent, property, drug, and public order), the percentage increase in commitment admissions during this five-year period was considerably greater for female juvenile offenders than it was for their male counterparts" (Winokur, 1999, p.5). In response to the overwhelming increase of female involvement with the juvenile justice system, it is imperative that policy makers responsible for providing programming and educational services to incarcerated females afford this population services that incorporate appropriately gender-specific components that will ensure successful community reintegration.

This chapter focuses on the importance of providing gender-specific programming and services to incarcerated female youth and includes assessment sections. Section 12.2 provides information, based on current research, on why the needs of girls are different from their male counterparts. Section 12.3 outlines factors that are most likely to put girls at risk of becoming delinquent. Section 12.4 describes the educational components that have been identified by recent research, as necessary in a gender-specific curriculum that will effectively meet the needs of females. Section 12.5 provides an overview of several national efforts being initiated to effectively meet the unique needs of females in juvenile justice. Section 12.6 discusses current state programming, including the quality assurance (QA) process; what academic programming currently exists; and curricular trends in vocational

and career offerings. Section 12.7 describes the Practical, Academic, and Cultural Education (PACE) programs with an analysis of program outcomes. This section includes a model educational program and promising practices for female offenders. Section 12.8 concludes with a summary of findings and future policy recommendations.

12.2 Why Girls' Needs Are Different

Adolescence is a time of growth and transition. Puberty sets the stage for a child to begin to question the world and their relationship to it. The physical body, which has been familiar, is now changing. Relationships that were once unquestionable now are brought under scrutiny. It is a time for “testing the waters,” taking risks, and emerging as a young adult with a healthy view of self and a personal relationship to the world. These tasks are daunting for adolescents in the most ideal of situations. For those adolescents who live in poverty; have been victimized by sexual, physical, and/or emotional abuse; lack positive adult role models; and have experienced academic failure, this transition is perilous, at best.

While girls in the juvenile justice system share many problems with their male counterparts, such as poor academic performance, substance abuse, poverty, racism and family dysfunction, they also have unique needs and individual gender-specific differences. During the teen years, when girls are transitioning to adulthood, unresolved issues from earlier stages of their development may strongly surface. Incomplete bonding in infancy, sexual abuse in childhood, failed relationships with adults, problems forming positive relationships, lack of self-respect, ignorance of physical health and sexuality issues, and low self-image can lead to problems in adolescence for many girls. (Oregon Commission on Children and Youth Services, 1990).

The female juvenile offender is likely to have been sexually or physically abused, come from a single-parent home, and lack appropriate social and work related skills (Bergsmann, 1994). In fact, girls are three times as likely to have been sexually abused as boys (U.S. Department of Health and Human Services, 1996). Among female delinquent populations, it has been estimated that 70% to 90% have been sexually abused (Calhoun, Jurgens, & Chen, 1993; Davis, Schoen, Greenberg, Desroches, & Abrams, 1997). Sexual abuse can have a profound impact on a girl during adolescence, resulting in decreased self-esteem, inability to trust, academic failure, eating disorders, teen pregnancy, and other serious concerns. If sexual abuse is not addressed, girls may run away or turn to alcohol or other drugs to numb their emotional pain (Acoca, 1998b). With limited access to resources to meet their needs, many female juveniles express their distress by running away, becoming truant, engaging in high-risk sexual behavior, using substances and self-injuring (Prescott, 1997). Calhoun et al. (1993, pp 461-471) note, “among juvenile girls identified as delinquent by the court, over 75% have been sexually abused and in attempting to mitigate that abuse by running away, they are often labeled as delinquent.”

Mental illness and substance abuse, which often co-occur among juvenile offenders, can contribute substantially to delinquent behavior. It is estimated that 77% to 93% of juvenile

offenders suffer from mental illness, far higher than the 10% to 20% estimated among the non-delinquent juvenile population. Moreover, previous research suggests that a major risk factor for delinquency is substance abuse, which often co-occurs with depression, particularly among girls and among juveniles who have been victims of sexual abuse (Lexcen & Redding, 1997). In addition, research shows high suicide rates for young females. More than half of the girls in training schools have reported attempting suicide, and of those, 64% have tried more than once (Bergsmann, 1994).

The problems faced by girls and young women can be viewed as part of a developmental continuum linking early problems (family dysfunction, abuse, loss of a primary caregiver, and other trauma) to later behavioral problems (Oregon Commission on Children and Youth Services, 1990). Other risk factors include difficulty in school (often compounded by undetected learning disabilities, pregnancy, and other health concerns), and gang-related activities (Girls Inc., 1996). Of the half million teens who give birth, approximately 75% are first-time mothers. More than 175,000 are 17 years old or younger (Maynard & Garry, 1997). Although many female juvenile offenders are pregnant or are mothers when they enter the juvenile justice system, the system has not adequately addressed the issue of adjudicated teenage mothers. A few programs exist for pregnant girls and teenage mothers; however, they have long waiting lists and often require funding for mother and child, a requirement that not all government agencies are willing to meet (U.S. Department of Justice, 2000). It should be noted that the situation for adult mothers in prison are just as dismal. (Blomberg & Lucken, 2000).

Relationships are of particular importance to girls who are socialized from a young age to listen to others and to value emotional exchanges (Archer, 1985; Loeber, & Hay, 1997; Streitmatter, 1988). A young woman's need for positive relationships affects her very sense of justice. Typically, young women will place their relationships with others above abstract rules or regulations under which they may find themselves (Gilligan, 1982). The needs of others are often perceived as being more important than personal needs or rules. This provides a challenge to programming that promotes independence and self-sufficiency. Because of the role relationships play in their lives, young women often see achievement and independence as being synonymous with isolation. Many young women know first hand that accomplishments in school or in a program often prompt jealousy from one's peer or cultural group, and this envy can result in separation and isolation (Community Research Associates, 1998).

Many interrelated factors put female adolescents at risk for becoming involved with the juvenile justice system. However, the most significant risk factor relating to early onset of delinquency is poor academic performance (Dryfoos, 1990; Yoshikawa, 1994; Greenwood, Model, Rydell, & Chiesa, 1996). A disproportionate number (26%) of female juvenile offenders have learning disabilities (U.S. Department of Justice, 1994). By the time they enter the system, they may be at least several grade levels behind their peers. They may have developed a negative attitude about learning and lack self-confidence about their own ability to master academic skills (Bergsmann, 1994; Girls Incorporated, 1996).

According to Alice McKee, President of the American Association of University Women Educational Foundation, "Women and children are swelling the ranks of the poor, at great

cost to society. Yet our education policy makers are failing to address the relationship between education and the cycle of poverty. The shortchanging of girls is not even mentioned in the current educational restructuring debate cost to society” (AAUW, 1991).

12.3 Risk Factors

Researchers and agencies working with female juvenile offenders have identified factors that are most likely to put girls at risk of becoming delinquent. The Basic Behavior Science Task Force of the National Advisory Mental Health Council (1996) identified the following characteristics of a typical female juvenile offender in 1996:

- Fourteen to sixteen years of age (may have started acting out a few years earlier)
- Raised in poverty and grown up in a neighborhood with a high crime rate
- Likely to belong to an ethnic minority group (50% of female juveniles in detention are African American, 13% are Hispanic, 34% are Caucasian.)
- History of poor academic performance and may be a high school dropout
- Victim of physical, sexual, and/or emotional abuse or exploitation
- History of drug and/or alcohol abuse
- Unmet medical and mental health needs
- Depressed societal factors
- Pregnancy and a lack of hope for the future

Other factors that have been identified as most likely to increase the risk of becoming delinquent include:

- Specific mental health needs (depression, eating disorders, post traumatic stress syndrome, grief and loss issues)
- Societal factors
- Pregnancy/parenting teens
- Gang membership
- Early onset of puberty
- Alternative lifestyle

12.4 Gender-Specific Curricular Needs

Currently, research indicates that the needs of females within our juvenile justice system are multi-layered. A juvenile justice educational program cannot merely focus on academic needs but must construct a comprehensive continuum of services for girls that incorporates gender specific issues as part of any curriculum to create a relevant educational experience that will engage and empower girls. The curriculum must also provide a strong individual academic plan for each student, based upon diagnostic academic assessment that has a strong

academic skills base. The educational program should offer multiple opportunities for career exploration and development. This must be provided in a safe, accepting environment that encourages positive, non-exploitive adult role models to form mentor-type relationships with each student.

A discussion of the developmental needs of young women and how these needs are reflected in programming must take into consideration some basic assumptions (Maniglia, 1996).

1. *Good Gender-Specific Services Begin with Good Services*

Solid programming techniques must be the basis of any effective program, male or female. Poor programming will never become good gender-specific programming by adding specific components directed at young women. Basic services must include well-trained and competent staff, ongoing evaluation mechanisms, appropriate and sensitive assessment techniques, and high-structured activities with specific treatment goals.

2. *Young Women Are Different From Young Men*

Services and programming must take into account the differences in the developmental process of young men and young women and patterns of offending that differ between the genders.

3. *Equality Does Not Equal Sameness*

Equality can be defined as the “the state of being equal or in mathematical terms, an equation in which one thing equals another. Sameness is the condition of being the same, having the same identity, and/or lacking in variety or change.” (American Heritage Dictionary, 2nd Edition). In juvenile justice programming, equality of service delivery is not simply allowing girls access to male-oriented programs and services. Sameness for young men and women should only occur in terms of basic requirements (e.g., quality of teachers and staff, financial support in programming, quality of facility, etc.) The quality of services should be equal in that both genders receive the level and type of services they need, which allows for and takes into account an understanding of the developmental differences between the two genders.

4. *Services for Young Women Can Be Viewed In Isolation*

Part of effective juvenile justice treatment programming for young women is to recognize the connection between women’s role in society and societal barriers to women’s growth and development and specific issues that need to be addressed in the treatment environment. Juvenile justice treatment must operate on multiple levels; namely a level of individual change, a level of relational change between a young woman in a program and those key individuals in her life, and a level of community change.

Research shows that when developing a program for young women, the essential components must include meeting the unique needs of females, valuing the female perspective, honoring the female experience, celebrating the contributions of girls and women, and respecting female development (Community Research Associates, 1998). The development of a

complete continuum of care for young women involved in the juvenile justice system is the most effective way of meeting their individual service delivery needs and eliminating gender bias from within the system. Such a continuum should include educational services, prevention services, early intervention and diversion services, and juvenile justice intervention services.

Ideally, the continuum would function as a circle rather than as a linear process, allowing young women reentering the community from the last intervention to access services near the beginning of the continuum in order to effectively reintegrate young women into society (Community Research Associates, 1998).

12.5 National Efforts

In 1992, the Juvenile Justice and Delinquency Prevention (JJDP) Act addressed female issues in the juvenile justice system. Congress issued a challenge urging every state and local jurisdiction to examine gender bias and gender-specific programming for young women at risk or involved in the juvenile justice system. Specific provisions included plans from each state receiving federal funds to analyze gender-specific services for the prevention and treatment of juvenile delinquency. State and local response to this issue has been significant, with several states committing time and resources for developing and implementing initiatives, conducting data analysis and needs assessment, and developing intervention programs. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has reviewed how states are dealing with female juvenile offenders and are developing an inventory of best practices, producing a prototype training curriculum, and implementing a variety of program development activities (Greene, 1998). The JJDP Act has required states to take a close look at how girls are being served programmatically within the juvenile justice system.

Approximately 25 states have developed plans or established programs specifically to address the needs of female juvenile offenders within their systems (Community Research Associates, 1998).

In March 1993, with funding provided by the Valentine Foundation, the National Girls Caucus (NGC) convened its first meeting to address the needs of girls in the juvenile justice system. Participants included child advocates, policy makers, service providers, educators, legislators, judges, religious leaders, parents, and girls. The purpose of this first meeting was to address the lack of services for girls and to unite forces to ensure gender equity for young women involved in the juvenile justice system. Subsequent meetings of the NGC included a roundtable discussion of the pressing concerns of inadequate access to health care, the need for a continuum of services, and the impact of violence in the lives of girls. The NGC has also hosted discussions regarding public policy, professional education and training; fund raising; community coalitions; and effective practices that address the unique needs of girls and young women. Participation in the NGC has grown from 100 to over 1000 individuals and agencies from across the nation.

In 1996, Hawaii formed a steering committee to address the needs of young women in the juvenile justice system. As a result, the Hawaii Girls Project was developed, which focuses primarily on education and effective gender specific programs. The committee has contracted the services of the Center for Youth Research at the University of Hawaii to conduct ongoing research on female programming. In Baltimore, Maryland, among other female programming, a specialized Female Intervention Team probation unit began. Officers who have received specialized training offer young women unique services built around their developmental needs.

In Massachusetts, Educational and Vocational Services for Female Youth help females successfully reintegrate into the community by providing them with improved educational and vocational opportunities. The mathematics curriculum specifically emphasizes problem-solving and decision-making skills. A literature-based reading and health program addresses issues of self-image, violence, victimization, substance abuse, pregnancy, and parenthood. Vocational educational services have been expanded for females placed in long-term treatment programs. Career exploration and planning for females based on assessed vocational needs and interests are also offered. In addition, the state has also hired consultants to continue data collection on this population.

Maine's Department of Corrections has assembled a committee to create a curriculum focused on gender-responsive programming for girls. Programs have been developed to provide a comprehensive program to address the mental, emotional, spiritual, and physical needs of this population. Emphasis is placed on social competence, problem solving, autonomy, and future planning. In Oregon, legislation concerning girls involved in the juvenile justice system has been implemented while state agencies must develop a plan to implement appropriate gender-specific services and treatment. In Rhode Island, a program focusing on substance abuse treatment, parenting skills, sexual abuse prevention, and self-esteem development has emerged (Community Research Associates, 1998).

As the number of female clients involved in the juvenile justice system continues to grow, it is evident that states throughout the nation are beginning to respond by developing programs suited to the particular needs of this population. However, the response is fragmented, with many states continuing to operate with a male focus.

12.6 Female Commitment Programs In Florida

As indicated earlier, there is a continuing and noteworthy increase in the commitment of females to juvenile justice programs. In addition, the needs of female offenders differ from those of their male counterparts. This section discusses findings from Juvenile Justice Educational Enhancement Program (JJEPP) QA activities during the 1999-2000 QA review of female commitment programs ranging from minimum and moderate-risk (levels 2 through 6) residential programs to high-risk residential programs (levels 8 and 10). Specifically, the following discussion concerns Florida's female commitment programs, and focuses primarily on residential commitment programs available to girls.

Existing Programs That Provide Services to Females

Historical Background—Before the mid-1960s, most formal discussions of juvenile offenders and the juvenile justice system did not include data on the juvenile female offender. For example, in his book on gang delinquency, Albert Cohen describes the delinquent as a “rogue male” (Cohen 1955, cited in Chesney-Lind & Shelden, 1998, p. 6). During the 1960s and 1970s, there was an increase in female delinquency, which caused researchers to take note of and begin to track female offending patterns for the first time.

The original JJDP Act was passed in 1974. It contained two specific requirements for states to meet in order to access federal juvenile justice funds. While the first requirement concerned the removal of all status and non-offenders from secure confinement, the second was the elimination of sight and sound contact between juvenile and adult offenders. Although passage of the JJDP Act brought the development of new policies to address specific needs of status and non-offenders, it did not solve the problems of female offenders and their involvement with juvenile justice. It is interesting to note that the amended versions of the JJDP Act from 1978 to 1988 contained no language specific to juvenile female offenders. In 1992, as part of the reauthorization of the JJDP Act, new language was added by Congress that required all states applying for federal formula grants to examine their juvenile justice systems and identify gaps in their ability to provide services to juvenile female offenders. This marked the first time that Congress used the JJDP Act as a vehicle for addressing the needs of juvenile female offenders.

Florida’s Programs—Florida is divided into 20 judicial circuits served by approximately 356 judges elected for four-year terms of office. Each circuit also selects a Chief Judge who serves for two years. In delinquency cases, judges make commitments to one of Florida’s eight specific levels of security. Placement in an individual program is then determined by availability and other factors (Florida Department of Juvenile Justice, 1994). In 1994, the Florida Legislature created the Department of Juvenile Justice (DJJ) and gave it full authority to ensure a continuum of programs and services for juvenile offenders (Florida Department of Juvenile Justice, 1995). Florida’s commitment programs can be categorized into minimum-risk non-residential to high-risk residential programs. As described earlier, the level system includes level 2, minimum risk non-residential programs; level 4, low-risk residential programs; level 6 moderate risk residential programs; level 8 high-risk residential programs; and level 10 maximum-risk residential programs.

Eighty-one (81) programs in the State of Florida provide commitment services to girls. More than half of those (42) are level 2, minimum risk, and non-residential programs. Seventeen (17) are level 4, low-risk residential and an equal number are level 6, moderate-risk residential programs. Additionally, five (5) level 8, high-risk residential programs in Florida provide services to females. There are no level 10, high-risk residential programs that provide services to females. The basis of our discussion concerning gender issues in juvenile justice programs is drawn from QA reviews of the education programs operating in female residential commitment programs in Florida.

This year, JJEEP conducted QA reviews of 203 education programs within juvenile commitment programs. Of the 203 programs, 44 (21.6%) were providing services to females only; 52 (25.6%) programs provide services to both males and females, and 107 (52.7%) programs provide services to males only. Six of the programs that provide services to females are categorized as residential commitment programs (as opposed to day treatment) and provide on-site educational services. This is compared to 25 residential commitment programs providing services to males. Among the programs reviewed were the PACE programs in Florida.

PACE programs, which will be discussed in greater detail in Section 12.6, offers prevention and early intervention services, along with onsite educational services, to females only. They are not considered residential or commitment programs. Therefore, data from PACE programs are not included in this discussion on the findings from residential commitment programs for females. Over the past three years, PACE programs have received overall QA ratings of high satisfactory to superior. Some components of the PACE program model may have application in residential commitment settings.

This year, JJEEP conducted 203 QA reviews of education programs within juvenile commitment facilities. Of these programs, 107 provide services to males only, 52 provide services to males and females, and 44 provide services to females only. The following tables list the programs and where they are located.

The tables in this chapter include data collected during the 1999-2000 QA review cycle. Approximately 26% of the programs reviewed by JJEEP in 2000 provide services to both females and males. The data in Table 12.6-1 indicate that these programs are primarily detention and day treatment and are located in 22 of the state's 64 counties, while the male population exceeds the female population in every program. In most cases, the male population nearly doubles that of the females. This factor increases the likelihood that programs and services will be developed around and targeted toward males.

Table 12.6-1: Programs That Serve Male and Female Juveniles

Program Name	Program Type	School District	Female	Male
Alachua Regional Marine Institute	Day Treatment	Alachua	4	17
Alachua Detention Center	Detention	Alachua	12	55
Panama City Marine Institute	Day Treatment	Bay	20	32
Bay Detention Center	Detention	Bay	16	52
Brevard Detention Center	Detention	Brevard	19	53
Florida Ocean Sciences Institute	Day Treatment	Broward	11	53
Broward Detention Center	Detention	Broward	23	55
Eagle's Vision Day Treatment	Day Treatment	Charlotte	3	10
Golden Gate Excel	Day Treatment	Collier	5	14
Jacksonville Marine Institute/West	Day Treatment	Duval	1	38
Jacksonville Marine Institute/East	Day Treatment	Duval	15	62
Duval Detention Center	Detention	Duval	26	122
Escambia Bay Marine Institute	Day Treatment	Escambia	5	42
Escambia Detention Center	Detention	Escambia	0	56
Youth Achievement Center	Day Treatment	Highlands	7	16
Tampa Marine Institute	Day Treatment	Hillsborough	7	51
Hillsborough Detention Center/West	Detention	Hillsborough	18	60
Southwest Florida Marine Institute	Day Treatment	Lee	6	26
Southwest Florida Detention Center	Detention	Lee	21	76
Tallahassee Marine Institute	Day Treatment	Leon	8	46

Program Name	Program Type	School District	Female	Male
Leon Detention Center	Detention	Leon	7	60
Gulf Coast Marine Institute/North	Day Treatment	Manatee	9	49
Manatee Detention Center	Detention	Manatee	25	64
Silver River Marine Institute	Day Treatment	Marion	11	52
Marion Detention Center	Detention	Marion	25	95
Dade Marine Institute/North	Day Treatment	Miami-Dade	1	31
Dade Marine Institute/South	Day Treatment	Miami-Dade	7	33
Dade Detention Center (Juvenile Justice Center School)	Detention	Miami-Dade	55	216
Emerald Coast Marine Institute	Day Treatment	Okaloosa	11	27
Okaloosa Detention Center	Detention	Okaloosa	9	44
Orlando Marine Institute - SAFE	Day Treatment	Orange	0	6
Orlando Marine Institute	Day Treatment	Orange	6	46
Orange Detention Center	Detention	Orange	39	115
DATA Day Treatment	Day Treatment	Palm Beach	2	15
Palm Beach Marine Institute	Day Treatment	Palm Beach	5	34
Palm Beach Detention Center	Detention	Palm Beach	20	75
New Port Richey Marine Institute	Day Treatment	Pasco	5	36
Pasco Detention Center	Detention	Pasco	4	33
Pinellas Juvenile Justice Day Treatment	Day Treatment	Pinellas	*	*
Boley Young Adult Program	Day Treatment Aftercare	Pinellas	3	13
Pinellas Marine Institute, SAFE, and Panama Island	Day Treatment, Residential, Aftercare	Pinellas	7	63
Pinellas Detention Center	Detention	Pinellas	23	77
Eckerd Leadership Program	Day Treatment	Pinellas/St. Lucie	5	14
Polk County Juvenile Boot Camp	Boot Camp/Drill Academy	Polk	19	72
Central Florida Marine Institute	Day Treatment	Polk	4	15
Polk Detention Center	Detention	Polk	23	61
Gulf Coast Marine Institute - South	Day Treatment	Sarasota	22	25
Seminole Detention Center	Detention	Seminole	12	36
St. Lucie Detention Center	Detention	St. Lucie	*	*
Stewart Marchman Transitions Day Treatment	Day Treatment	Volusia	2	5
Stewart Marchman Eastside Aftercare	Day Treatment/Aftercare	Volusia	3	22
Volusia Detention Center	Detention	Volusia	14	60

*No data available

Noteworthy is the finding that slightly over 21% of the programs reviewed provided services to females only. As shown in Table 12.6-2, which list reviews for programs providing services to females only, these programs include group treatment homes, residential programs, halfway houses, and a wilderness camp. The programs are located in 25 counties throughout the state. Of the programs reviewed, there are only six residential programs providing services to females only. To date, there are neither female only detention centers nor male only detention center.

Table 12.6-2: Programs That Only Serve Female Juveniles

Program Name	Program Type	School District	Number of Females
PACE Pensacola (Escambia/Santa Rosa)	Day Treatment	Escambia	50
Alachua Halfway House	Halfway House	Alachua	17
PACE Alachua	Day Treatment	Alachua	28
Bay Behavioral HOPE Program	Halfway House	Bay	17
Brevard Halfway House	Halfway House	Brevard	22
Rainwater Center for Girls	Day Treatment	Brevard	10
Akanke Group Treatment Home	Group Treatment Home	Broward	6
LEAF Group Treatment Home	Group Treatment Home	Broward	14
PACE Broward	Day Treatment	Broward	49
South Florida Intensive Halfway House	Intensive Halfway House	Broward	20
PACE Immokalee	Day Treatment	Collier	30
Deborah's Way	Group Treatment Home	Dade	*
PACE Duval	Day Treatment	Duval	88
Northside Girls Program	Halfway House	Hillsborough	30
PACE Hillsborough	Day Treatment	Hillsborough	40
Monticello New Life Center	Residential	Jefferson	30
PACE Leon	Day Treatment	Leon	52
JoAnn Bridges Academy	Halfway House	Madison	29
PACE Manatee	Day Treatment	Manatee	50
PACE Dade	Day Treatment	Miami-Dade	*
PACE Lower Keys	Day Treatment	Monroe	18
PACE Upper Keys	Day Treatment	Monroe	15
Adolescent Therapeutic Center for Girls	Halfway House	Orange	36
Choices University Behavioral Center	Halfway House	Orange	24
First Step II Halfway House	Halfway House	Orange	18
Orange Halfway House	Halfway House	Orange	19
PACE Orange	Day Treatment	Orange	41
PACE Palm Beach (Belle Glade)	Day Treatment	Palm Beach	46
PACE Pasco	Day Treatment	Pasco	31
Charter Pinellas Treatment Center - level 6	Halfway House	Pinellas	18
Charter-Pinellas Treatment Center - level 8	Intensive Halfway House	Pinellas	91
LEAF Halfway House	Halfway House	Pinellas	30
LEAF Recovery	Residential	Pinellas	20
PACE Pinellas	Day Treatment	Pinellas	41
Camp E-Nini-Hassee	Wilderness Camp	Pinellas/Citrus	56
Sheriffs Teach Adolescent Responsibility (STAR)	Residential	Polk	19
Sarasota YMCA Character House	Halfway House	Sarasota	16
Children and Adolescent Treatment Services (CATS)	Residential	Seminole	11
Visionary Adolescent Services	Residential	Seminole	8
PACE Treasure Coast	Day Treatment	St. Lucie	39
PACE Volusia-Flagler	Day Treatment	Volusia	50
Stewart Marchman Pines Halfway House	Halfway House	Volusia	16
Stewart Marchman Timberline Halfway House	Halfway House	Volusia	30
Vernon Place	Residential	Washington	40

*No data available

Table 12.6-3 provides a breakdown, by level, of female only, male only, and combined (male and female) programs reviewed in 2000. Combined programs provide services to male and females at the same location. The data indicates that the number of programs that provided services to males triples that of those assigned to females. As noted previously, there are no level 10 female residential programs.

Table 12.6-3: Male and Female Programs by Level

Program Level	Male-Only Programs	Female-Only Programs	Combined (Male and Female)
2	9	18	29
4	15	5	1
6	51	15	1
8	17	5	0
10	2	0	0
Mixed (4&6)	1	1	0
Mixed (6&8)	9	0	0
Mixed (8&10)	2	0	0
Detention Center	1	0	21
Total	107	44	52

Table 12.6-4 indicates the number of students in females-only residential programs.

Table 12.6-4: Long-Term Residential Programs for Females Only

Program Name	Number of Female Students	School District
Children and Adolescent Treatment Services (CATS)	11	Seminole
LEAF Recovery	20	Pinellas
Monticello New Life Center	30	Jefferson
Sheriffs Teach Adolescent Responsibility (STAR)	19	Polk
Vernon Place	40	Washington
Visionary Adolescent Services	8	Seminole

Suggested Program Components—As discussed earlier, when evaluating juvenile justice programs designed for young women, it is necessary to begin with an understanding of female development and the specific issues that young women bring into the treatment setting. Because young women present distinctive treatment issues that stem from their unique processes of growing up and developing, programs and services must reflect an understanding of these issues and processes in order to be effective.

A review of the QA scores for indicator E2.02 Practical Arts for residential programs reveals that there are no hands-on vocational programs for females while at least 50% of the male residential programs have vocational programs. The more comprehensive vocational programs for males are found in level 6 and 8, with most in level 8. Marion Intensive Control, Eckerd Youth Development Center, and Dozier Training School are some of the better-known vocational programs. Research indicates a need for more locally situated level 6 and level 8 female commitment programs in Florida. According to a 1999 report, the

eastern part of the state currently has only one level 6 program and one level 8 program. South Florida has one level 6 program physically located in the area and one level 8 program. Committed girls must, therefore, be placed in programs serving a statewide area. The DJJ has plans to open at least one level 8 program and one level 10 program during the 2001-2002 fiscal year (FY).

Despite the lack of hands-on vocational programming, most of the female programs provide some form of basic and very general employability skills instruction, which is usually provided through a life skills class or integration into the academic curriculum. Some programs offer career awareness or vocational education classroom instruction. Table 12.6-5 summarizes the gender-specific programming offered in 81 of Florida's residential programs that serve females.

Table 12.6-5 Overview of Gender-Specific Services by Levels

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%

12.7 PACE Center For Girls

The PACE Center for Girls, Inc. is a non-residential, gender-specific prevention program serving at-risk girls, whose ages range from 12 to 18 years. The first PACE program was established in 1985 in Jacksonville. There are now 17 programs throughout the State of Florida. Students are referred to the PACE program by public school personnel, the Department of Children and Families (DCF), residential treatment programs, friends, family, and the juvenile court.

PACE's formal purpose is to intervene and prevent high school dropouts, juvenile delinquency, teen pregnancy, drug and alcohol abuse, and welfare dependency. The mission of the PACE program is to improve the quality of life for at-risk female students through education, building self-esteem, and developing personal, social, and familial relationships. To accomplish these goals, PACE provides comprehensive educational and treatment services, including academic skills, career planning, substance abuse education and counseling, health and sex education, cultural awareness, and community involvement.

PACE programs provide educational, counseling, and case management services to teenage girls who are labeled status offenders, delinquents, runaways, truants, dependents, dropouts, incorrigibles, and unwed teen mothers. Services include enrollment in a fully accredited high school or General Education Development (GED) program. Students can take remedial classes or college preparatory classes, earn high school credits, or take the GED exam. In addition, PACE programs offer a gender-sensitive life management curriculum; individual and group and family counseling; and a community service volunteer experience.

Education is the core principle of the PACE program; it is felt to be the key to addressing girls' broken homes, poverty, and low self-esteem. Each girl attends school while at PACE and works toward her high school diploma or GED. The PACE instructional staff to student ratio is 1:10. PACE has a scholarship fund to assist the girls with continued education after graduation.

The PACE gender-sensitive curriculum is designed specifically for its students. The Students Making a Right Turn (SMART) GIRLS! curriculum consists of four modules that address the development of healthy choices. SMARTALK! teaches girls the importance of using appropriate language in varying situations, while Inclusive Cultural Education (ICE) focuses on the appreciation of cultural differences. PINK SLIPS highlights career awareness and the employment process, and SAVE OUR SISTERS (SOS) encompasses healthy lifestyle choices regarding sexual activity, nutrition, and drugs.

PACE treatment plans are specifically tailored to each student. Individual, group, and family counseling sessions are conducted regularly (weekly and monthly, at a minimum). While a girl's success is dependent upon family involvement, PACE strives to improve the family commitment to the student. Staff are on call 24 hours a day. Each student is assigned an advisor who is responsible for compiling an individualized treatment plan (ITP), including monthly visits with parents or guardians and documenting weekly progress toward short- and long-term goals. Individual and group and family counseling sessions are conducted regularly. Specialized therapeutic interventions include crisis counseling, grief and loss counseling, peer support, and cultural diversity groups.

PACE requires each girl, while enrolled, to participate in at least two different community service projects. Community service projects were initially a way to repay the community for its support. They are now also viewed as a way to enhance students' self-esteem and promote self-worth, which are integrally related to pride and involvement in a community. Community service projects allow the girls a unique opportunity to see themselves as individuals who are needed by others. PACE community service projects include serving lunch to the elderly, working with disabled and abused children, and working in homeless shelters.

PACE has developed a comprehensive three-year follow-up component for all students. This component consists of a one-year intensive aftercare program for students who need this service. Intensive aftercare includes developing ITPs and offers comprehensive case management services. Education groups and therapeutic counseling services are also available. Follow-up consists of regular telephone contacts made with girls at three-month

intervals during the second year after exit and every six months thereafter to ensure that students continue with their education and employment.

The PACE program is an exemplary program for adolescent girls. However, these programs 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. Further, PACE students have usually not committed any offenses and are simply considered at-risk. Secondly, PACE programs are nonprofit and receive high levels of funding from several different sources; therefore, they can provide inclusive program offerings more readily than other juvenile justice programs. Nevertheless, even with these advantages, PACE offers a comprehensive, gender-specific model that could be equally useful in residential programs serving female offenders.

12.8 Summary

National research indicates that, over several years, the number of female juvenile offenders has dramatically increased. In some years, the proportional increase has exceeded the increase in the number of male juvenile offenders. For example, between 1989 and 1993, the number of arrests involving female juveniles increased by 23% compared with an 11% increase in arrest of male juveniles. During the same period, females were responsible for 17% of the growth in juvenile arrest for Violent Crime Index offenses. Also, between 1986 and 1995, arrests for Property Crime Index offenses involving female juveniles increased 38% while the number of male arrests for Property Crime Index offenses increased by 1%. Finally, the growth in female juvenile commitment admissions between 1993-94 and 1997-98 was more than double that for males (80% versus 37%). During the same period, female youths experienced a 71% increase in commitment admissions for violent crimes while males increased 36% (Florida Department of Juvenile Justice, 1994, p. 60). Clearly, the need for gender-specific facilities and services must increase.

However, further information is needed to assist in the development and improvement of program services for females. Programs designed to address the special needs of female delinquents have been and remain inadequate in most states (Bergsmann, 1994). In developing programs and planning services for females, decision makers must understand that it is not enough to provide services similar to ones provided to males. Services cannot focus on traditional techniques for meeting the needs of youth offenders because female offenders present unique treatment issues. It is clear from the relevant literature that male and female offenders are different and it is important to note that many of these differences involve mental health and social issues.

According to Shay Bilchik, a former OJJDP administrator, "Our system of prevention and intervention for juveniles has traditionally been geared to the provision of services to males rather than females. Females have traditionally been ignored both at the practitioner level and at the academic research level" (Bilchik, 1995).

In the past decade, an increasing number of juvenile justice agencies have addressed the importance of appropriate gender-specific programming and proper training of practitioners and service providers. However, recognition of these needs is long over-due, and, while several initiatives have been described and many more have been developed, there remains a lack of overall programming specifically addressing young female offenders. Further, there is no conclusive empirical data on what programs have been proven effective for girls in the juvenile justice system. This highlights the need for further research to identify the onset of female delinquency and to draw conclusions regarding the efficacy of gender-specific program models.

In conclusion, the increase in the number of female juvenile offenses must be met with an increase in the number of juvenile justice education programs that provide services to females, while the programs must be designed to meet their unique needs.

CHAPTER 13 CONTRACTS AND CONTRACT MANAGEMENT

13.1 Introduction

This chapter describes the efforts of the Juvenile Justice Educational Enhancement Program (JJEED) and the Department of Education (DOE) in juvenile justice education contracts and contract management. House Bill (HB) 349 required that DOE develop model contracts and that JJEED, through the quality assurance (QA) process, evaluate school districts both as direct service providers and as contract managers. To address these mandates, JJEED and DOE, in collaboration with the Department of Juvenile Justice (DJJ), school districts, and providers, have developed the following strategies and requirements. 1) JJEED developed and added a new standard (contract management) to the 2000 Educational QA Standards. This standard evaluates the performance of school districts in overseeing the educational component of both public and privately operated educational programs under their jurisdiction. 2) Rule 6A-6.05281, FAC, which was enrolled in March 2000, requires school districts to conduct contract management, and it outlines specific requirements for education contracts with private providers. 3) JJEED and DOE are developing a technical assistance paper (TAP) explaining the requirements for cooperative agreements, requirements for contracts with private providers, and effective contract management strategies. 4) Rule 6A-6.05281, FAC also requires that school districts submit all of their cooperative agreements and contracts annually to DOE before the October full-time equivalent (FTE) reporting survey, so that DOE may review them for compliance with statute and rule.

This chapter provides an overview of the effort to develop model contracts and implement effective management of juvenile justice education contracts. The chapter includes four subsequent sections. Section 13.2 describes the requirements for cooperative agreements and contracts. Section 13.3 describes JJEED's compliance review of cooperative agreements and contracts. Section 13.4 reviews JJEED's evaluation of a school district's contract management efforts. Section 13.5 provides a summary of this chapter.

13.2 Requirements for Cooperative Agreements and Contracts

The forthcoming contract/cooperative agreement TAP will outline the requirements for cooperative agreements and contracts from §230.23161(14), F.S. and Rule 6A-6.052821, FAC. Essentially, cooperative agreements are working arrangements between school districts and DJJ for programs in which the educational component is directly operated by the

school district. If agreed to by DJJ, school districts may develop individual cooperative agreements for any or all of the DJJ programs within their jurisdiction. Paragraph 14 of §230.23161, F.S. requires that cooperative agreements address the “roles and responsibilities of each agency, including contract providers; administrative issues, including procedures for sharing information; allocation of resources, including maximization of local, state, and federal funding; procedures for educational evaluation of educational disabilities and special needs; curriculum and delivery of instruction; classroom management procedures and attendance policies; procedures for provision of qualified instructional personnel, whether supplied by the school district or under contract by the provider; and for performance of duties while in a juvenile justice setting, provisions for improving skills of instructional personnel in teaching and of all educational personnel in working with juvenile delinquents; transition plans for students moving into and out of juvenile facilities; procedures and timelines for the timely documentation of credits earned and transfer of student records; methods and procedures for dispute resolutions; provisions for ensuring the safety of educational personnel; support for the agreed-upon educational program; and strategies for correcting any deficiencies identified through the QA review process.” Rule 6A-6.05281, FAC also requires that cooperative agreements contain procedures and timelines for the notification and sighting of new DJJ facilities within the school district, and notification by the school district of the entity that receives workforce development funding with the school district.

Contracts between school districts and private providers for the provision of educational services to be delivered by the private provider “must comply with the requirements of Rule 6A-6.05281, FAC.” These requirements address every section of the rule, including student eligibility, student records, student assessment, individual academic plans (IAPs), transition services, instructional program and academic expectations, qualifications and procedures for selection of instructional staff, funding, contracts with private providers, interventions and sanctions, and coordination.

Rule 6A-6.05281, FAC also requires that school districts submit all of their cooperative agreements and contracts to DOE annually, prior to the October FTE reporting survey, for verification of compliance with statute and rule. The following section summarizes the results of the compliance review for Fall 2000.

13.3 Compliance Review of Cooperative Agreements and Contracts

During September 2000, DOE requested that school districts submit their cooperative agreements with DJJ and contracts with private providers. Table 13.3-1 indicates the school districts that did not submit some or all of their cooperative agreements and/or contracts to DOE by December 31, 2000.

Table 13.3-1: Cooperative Agreements and/or Contracts Not Submitted to DOE by December 31, 2000 (by School District)

Cooperative Agreements	Contracts
Bay	Charlotte (Eagle Vision only)
Bradford	Escambia
Escambia	Glades
Hamilton	Hendry
Hernando	Lee
Leon (Detention Center Only or DJJ overall)	Levy
Manatee	Madison
Martin	Okaloosa
Nassau	Polk
Okaloosa	Santa Rosa
Osceola	Sarasota
Palm Beach	St Lucie
Polk	NA
Santa Rosa	NA
Sarasota	NA
Seminole	NA
Washington (Dozier, Jackson Juvenile Offender, and Eckerd Youth Development Center)	NA

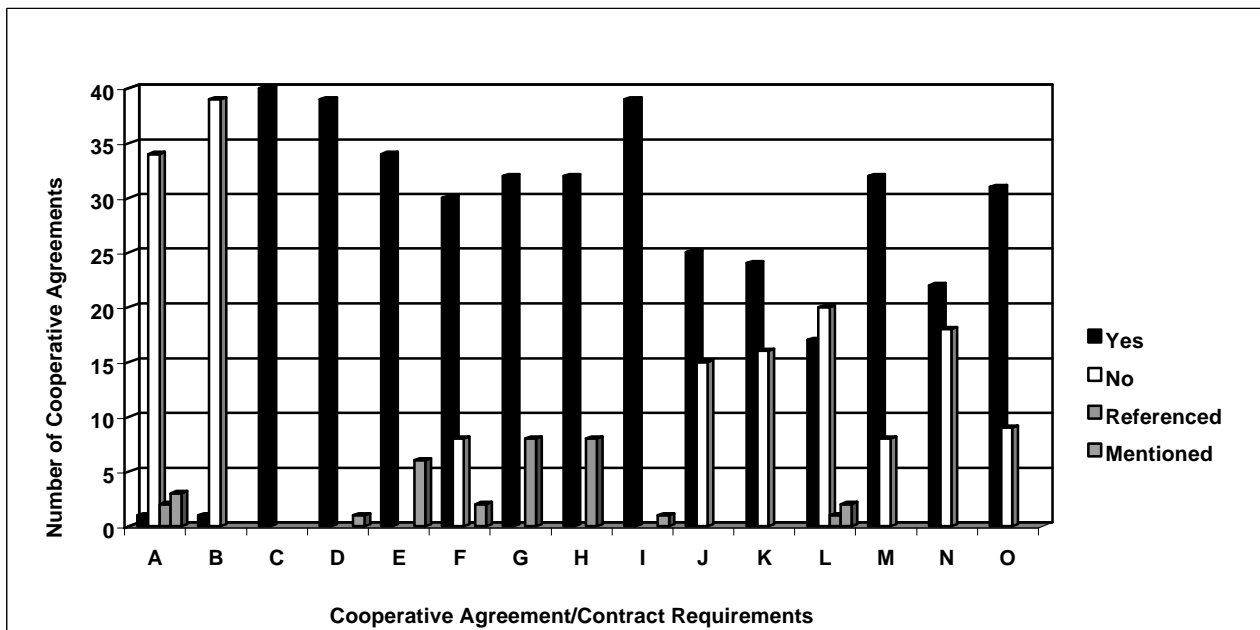
The cooperative agreements and contracts submitted to DOE were reviewed for compliance to ensure they addressed the requirements of statute and rule. Forty (40) cooperative agreements were reviewed for compliance with the following 15 requirements:

- A. Timelines and responsibilities for the notification by DJJ to the local school board of the siting of new facilities and the awarding of a contract for construction or operation of such a facility. Rule 6A-6.05281(9), FAC.
- B. The provider(s) of workforce development programs in the school district in which the DJJ facility is located shall be responsible for notifying the DJJ program of the requirements for enrollment and completion of these programs. Rule 6A-6.05281(9)(d), FAC.
- C. Roles and responsibilities of each agency, including the roles and responsibilities of contract providers. §230.23161(14)(a), F.S.
- D. Administrative issues including procedures for sharing information. §230.23161(14)(b), F.S.
- E. Allocation of resources including maximization of local, state, and federal funding. §230.23161(14)(c), F.S.
- F. Procedures for educational evaluation of educational disabilities and special needs. §230.23161(14)(d), F.S.
- G. Curriculum and delivery of instruction. §230.23161(14)(e), F.S.
- H. Classroom management procedures and attendance policies. §230.23161(14)(f), F.S.
- I. Procedures for provision of qualified instructional personnel, whether supplied by the school district or provided under contract by the provider, and for performance of duties while in a juvenile justice setting. §230.23161(14)(g), F.S.
- J. Provisions for improving skills in teaching and working with juvenile delinquents. §230.23161(14)(h), F.S.

- K. Transition plans for students moving into and out of juvenile facilities. §230.23161(14)(i), F.S.
- L. Procedures and timelines for the timely documentation of credits earned and transfer of student records. §230.23161(14)(j), F.S.
- M. Methods and procedures for dispute resolution. §230.23161(14)(k), F.S.
- N. Provisions for ensuring the safety of education personnel and support for the agreed-upon education program. §230.23161(14)(l), F.S.
- O. Strategies for correcting any deficiencies found through the QA process. §230.23161(14)(m), F.S.

Figure 13.3-1 illustrates the presence of each requirement from statute and/or rule in the 40 cooperative agreements that were submitted to DOE. School districts either submitted one overall cooperative agreement with DJJ or individual operating agreements with all of the DJJ programs, which directly provide educational services. If the cooperative agreement contained the specific requirements from statute and/or rule, a *Yes* was indicated; if a specific requirement was not found, a *No* was indicated; if the requirement was referenced in the cooperative agreement through a supporting document, such as the school district’s dropout prevention plan (DOP) or the program’s policies and procedures, the word *Referenced* was indicated; and if the cooperative agreement mentioned the requirement, but was not specific, the word *Mentioned* was indicated. School districts were asked to revise those requirements indicated with *No* or *Mentioned*.

Figure 13.3-1: Cooperative Agreements Compliance Results



In the 40 cooperative agreements reviewed, 68% of all statutory and rule requirements were present. Figure 13.3-1 illustrates that the majority of cooperative agreements did not include the requirement that they contain procedures and timelines for the notification and siting of

new DJJ facilities within the school district, and for notification of the entity that receives workforce development funding. It is anticipated that once school districts have been notified of these deficiencies and have time to make the necessary revisions, most cooperative agreements will contain these requirements in 2001. Without the inclusion of these two new requirements, cooperative agreements contain 78% of all remaining statutory requirements. In addition, several cooperative agreements lacked requirements, such as, the safety of educational personnel, timely documentation of credits earned, transfer of student records, and transition planning.

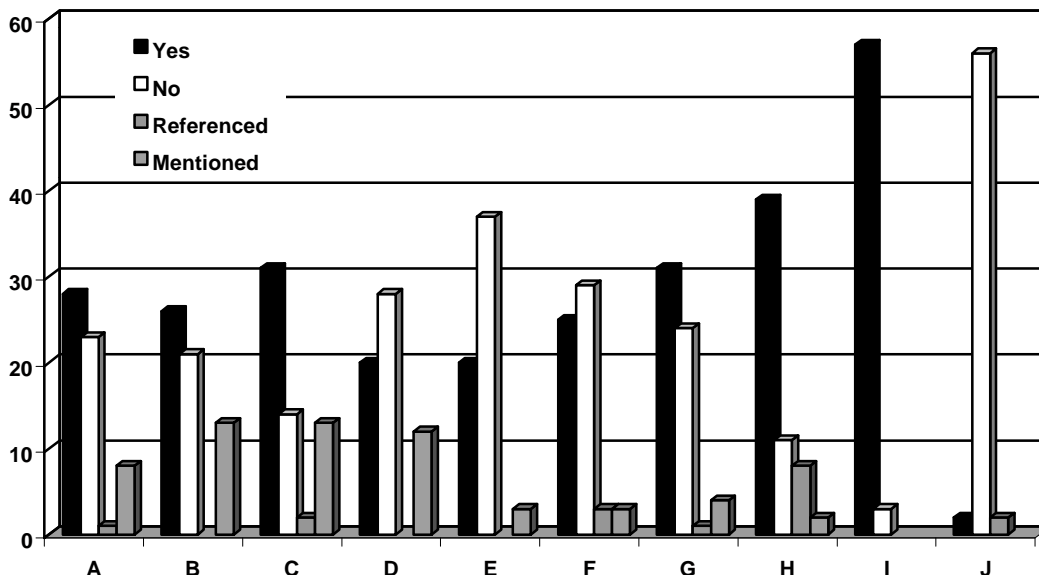
Compliance Review of Contracts with Private Providers

Sixty contracts between school districts and private providers were reviewed for compliance with the requirements in Rule 6A-6.05281, FAC. Each section of the rule contained a new requirement for contracts, and these requirements were measured using the same procedure outlined above for cooperative agreements.

The following 10 requirements were used to review contracts:

- A. Methods and procedures for dispute resolutions.
- B. Student eligibility (Exceptional Student Education (ESE), 504, Limited English Proficiency (LEP), General Education Development (GED)). Rule 6A-6.05281(1), FAC.
- C. Student records (enrollment, content, confidentiality, and transfer). Rule 6A-6.05281(2), FAC.
- D. Student assessment (academic and vocational, pre- and post-, state and district). Rule 6A-6.05281(3), FAC.
- E. IAPs. Rule 6A-6.05281(4), FAC.
- F. Transition services (planning, guidance, and exit portfolios). Rule 6A-6.05281(5), FAC.
- G. Instructional program and academic expectations (curriculum, 250 days of instruction, GED, tutorial, instructional delivery). Rule 6A-6.05281(6), FAC.
- H. Qualifications and procedures for the selection of instructional staff. Rule 6A-6.05281(7), FAC.
- I. Funding. Rule 6A-6.05281(8), FAC.
- J. School board notification of entity receiving workforce development funding. Rule 6A-6.05281(9)(d), FAC.

Figure 13.3-2: Results of 60 Contract Reviews



Only 49% of the total requirements for contracts were found in the 60 contracts reviewed. It is important to note that some of the requirements that were missing in the majority of contracts were also low QA performing areas, including the development of IAPs, the provision of transition services, and the conducting of assessment testing.

Although over half of the requirements for contracts between school districts and private providers were not found in the contracts reviewed, they are new requirements. It is anticipated that next year, after school districts are notified of the missing requirements and are provided with the contract/cooperative agreement TAP, many of the contracts will be found to be in compliance for DOE's 2001 review of contracts.

JJEEP also collected data on the amount of FTE funding given to each privately operated program based on its contract with the school district. FTE funding ranged from 80% to 95% with a state average of 84%. Most contracts did not stipulate which, if any, categorical funding was being provided to programs.

After the compliance review of cooperative agreements and contracts in November and December 2000, DOE expects the mailing of individual letters to each school district indicating their deficiencies, if any, in each of their cooperative agreements and contracts in early 2001. Each school district will be asked to revise its contract and/or cooperative agreement, if necessary, and resubmit them to DOE for another compliance review by the October FTE Reporting Survey for 2001.

With proper information provided to school districts on the requirements for cooperative agreements and contracts, it is expected that the majority will be found in compliance for the 2001 DOE compliance review.

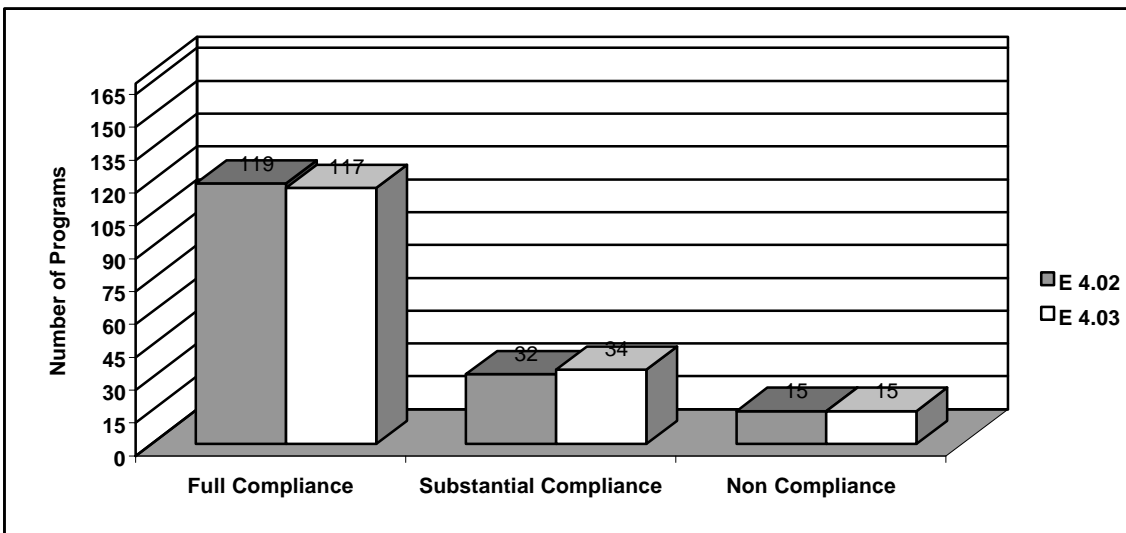
13.4 Contract Management

Beginning with the 2000 QA cycle, JJEPP began evaluating school districts for contract management and oversight of individual DJJ educational programs under the school district’s supervision.

The contract management standard is comprised of two compliance indicators, which define the roles and responsibilities of all agencies involved with juvenile justice students and ensure local oversight of juvenile justice educational programs. Contract management indicators are evaluated for both direct service (district-operated) educational programs and contracted (private-operated) educational programs. The ratings for the contract management indicators do not affect the overall QA rating of the individual program, but rather, only reflect the services of the school district that is responsible for the educational program. The indicators include E4.02 Contract Management (the intent of this indicator is to ensure that there is local oversight by the school district of educational services), and E4.03 Oversight and Assistance (to ensure that the school district provides adequate support to juvenile justice educational programs).

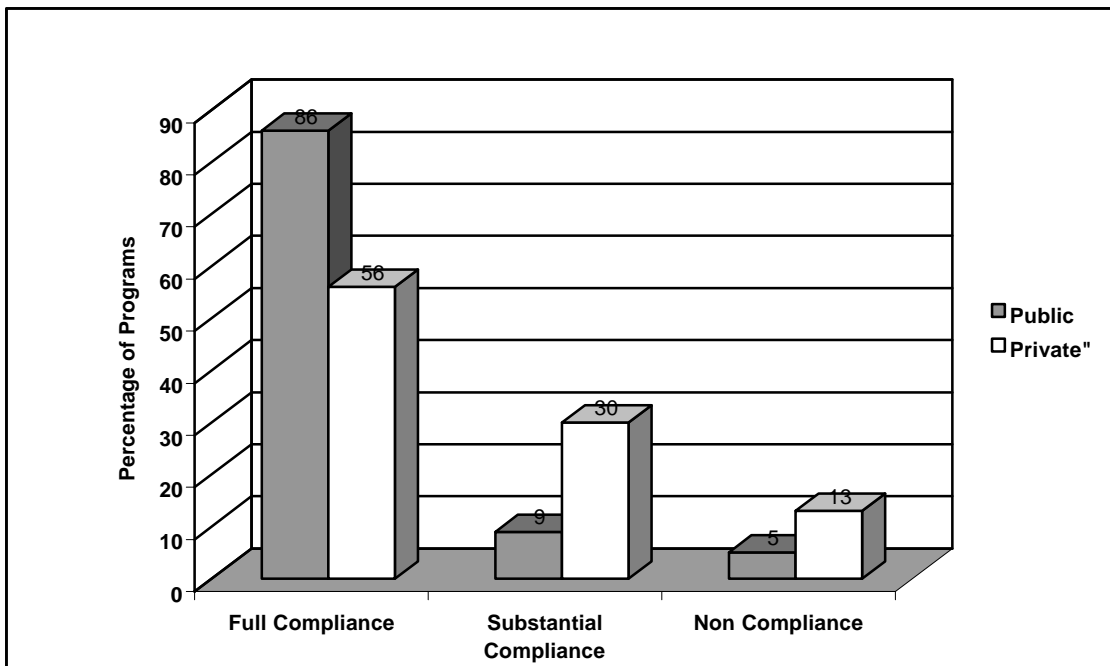
Figure 13.4-1 compares the number of programs found to be in full, substantial, or noncompliance for E4.02 Contract Management with those for E4.03 Oversight and Assistance.

Figure 13.4-1: Contract Management Ratings for 166 Programs



The majority of programs were found to be in compliance with the contract management indicators. Only 15 of 166 programs were found in noncompliance for E4.02 and E4.03. However, the results are quite different for public and privately operated programs. Figure 13.4-2 indicates the percentage of both publicly and privately operated programs in full, substantial, or noncompliance for both the contract management indicators (E4.02 and E4.03) combined.

Figure 13.4-2: Contract Management Compliance Ratings for Public and Private Programs



Public programs that are directly operated by local school districts had a full compliance rating that was 30% higher than privately operated programs. This may suggest that school districts (which are responsible for contract management) may be more likely to provide a higher level of administrative oversight of the programs they directly operate, than of privately operated programs with contracted educational services. Clearly, if this is the case, steps need to be taken to remedy this practice.

13.5 Summary

To provide quality educational, treatment, and transition services for youth in the juvenile justice system, effective interagency collaboration is essential. The document that defines this collaboration is the cooperative agreement. Cooperative agreements define and clarify responsibilities and procedures for school districts and DJJ to follow to ensure an effective partnership. Contracts between school districts and private providers should contain all of

the statutory requirements. School districts should provide the same level of administrative oversight to privately operated educational programs as they do to publicly operated ones.

To address the deficiencies noted in this chapter, school districts should use measurable requirements in their contracts with private providers while conducting periodic evaluations of their contracted programs to ensure that providers are addressing the requirements set forth in the contracts.

In 2001, JJEPP and DOE plan to provide technical assistance and training in the areas of interagency collaboration, writing contracts between school districts and private providers for the provision of educational services, and contract management strategies that address the deficiencies found in privatization.

CHAPTER 14

FACILITY SIZE, EDUCATION, AND OTHER PERFORMANCE MEASURES

14.1 Introduction

Several reform movements have shaped the history of American juvenile justice. The first major reform occurred during the nineteenth century and involved the removal of juveniles from institutional confinement with adults and established separate institutions for juveniles.

The next reform occurred at the turn of the twentieth century with the creation of the juvenile court. The vision underlying the juvenile court was that of a surrogate for the troubled children's parents or guardians. The court was to handle various childhood-related problems that often extended beyond mere lawbreaking. Consequently, four categories of troubled youths were established and subsumed under the jurisdiction of the juvenile court, including delinquent, status offenders, neglected children, and dependent children.

The juvenile court reform movement led to the development of a series of procedures and services that were conceived as analogous to medical diagnosis and treatment. The stated intention of the juvenile courts was to provide individual diagnosis and treatment of each troubled child, thereby ensuring ultimate rehabilitation and full societal participation by these children. This vision of the juvenile court was unquestioned until the 1960s when another major juvenile justice reform movement began. The 1960s 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, thereby, avoiding delinquent labels, stigmas, and subsequent delinquent behavior.

Beginning in the 1980s, still another major juvenile justice reform began, which continues to shape juvenile justice policies and practices today. This reform movement has been called the "get tough" approach and has resulted in increasing numbers of juveniles being treated as adults. Specifically, juvenile offenders are increasingly being subject to adjudication in adult courts rather than juvenile courts and confined in adult or adult-like institutions. Florida, in 2000, for example, 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. This increased facility size and custodial character shift presents 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, will the education provided to youth in those facilities suffer? It is interesting to note, in this regard, that since the 1940s and up to the 1990s, the number of public schools drastically dropped by nearly 70% despite the growing numbers of students. This drop resulted in average school enrollment increasing fivefold. Yet, what the evidence shows is that smaller schools do indeed work better than larger schools (The Annie E. Casey Foundation Report, 2000). The question is how will juvenile justice education fare as Florida continues to move away from smaller facilities and move 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. 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 composed of four 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 reviews litigation related to juvenile justice facility size. Section 14.4 discusses alternatives to the use of large correctional facilities. Section 14.5 summarizes the chapter and concludes with identification of future research in 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 youth 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 youth 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

Once it has been determined that constructing a new facility is necessary, many considerations guide the building process. To determine the best possible approach for the physical design of facilities, jurisdictions should consider the following: diverse methods for managing juvenile behavior, resident and staff responses to the physical environment, daily program structure, staffing patterns and costs, circulation and space-sharing patterns in a facility, and responses to emergencies and other situations (Roush & McMillen, 2000). The amount of space required for various facilities depends on several factors, including state licensing and building codes, professional standards of practice, and other operational factors, such as the scope of activities (Roush & McMillen, 2000). The American Correctional Association (ACA), for example, publishes guidelines that provide information for architects, planners, and administrators in the design and construction of facilities which are architecturally sound and meet safety and security requirements. Because building codes and standards typically prescribe minimum space requirements, operational factors should be

given high priority, a point that will be addressed later in the chapter. It is not uncommon for the total square footage required by a residential facility to be up to 50% greater than the net area required for actual user activity (Roush & McMillen, 2000).

A fundamental perception underlying juvenile justice is recognition that juveniles 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 juveniles 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 juveniles (Witke, 1999). Until recently, juvenile justice institution designers saw their chief role as producing environments that encourage better behavior and facilitate rehabilitation (Russell, 1998; Niedringhaus & Goedert, 1998). A normative environment can be achieved by using familiar or "soft" materials, such as tile flooring, carpeting, and gypsum board walls (Niedringhaus & Goedert, 1998). Natural lighting and regular physical and visual access to outdoor spaces reduce impressions of confinement. A variety of colors, texture and acoustical controls can be used to create the perception of a calm and controlled environment. 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 juvenile offenders (Niedringhaus & Goedert, 1998). New juvenile correctional facilities are larger and better equipped with security hardware and technology (Roush & McMillen, 2000). More durable materials that resist abuse and destruction, zoned areas within the building to control resident access and maintain appropriate group size and separation, and walls of damage-resistant glazing in partitions separating residential areas to ensure continuous visual contact between residents and staff have become more prevalent. These features are similar to ones already common in adult facilities (Roush & McMillen, 2000).

Research has shown that for children and youth, the largeness of an institutional environment often leads to confusion and anxiety and that a hard design or a stark and drab interior to a facility often produces discouragement (Foster, VanderVen, Kroner, Carbonara, & Cohen, 1981). The spaces that people work and live in deeply affect their attitudes, comfort levels, and feelings about their circumstances, which, in turn, influence people's approaches to getting through each day (Roush & McMillen, 2000). Stated another way, behavior is the result of the interaction between an individual and the environment. Research has shown that impersonal settings can often create a threatening environment, and the more impersonal the

setting, the less comfortable and “safe” one feels. A person in a threatening or inhospitable environment may try to seek relief through isolation, leaving the situation, or trying to exert control over the situation to change things. In a secure juvenile facility, leaving the situation at will is not possible, although plots to do so are a source of concern, while the other two options are not desirable. Isolation or withdrawal weakens social bonds, making youth more difficult to reach and less receptive to informal and formal social controls. Youth who try to exert control over the situation through aggressive, confrontational, or manipulative behavior present a danger to themselves and others and are more difficult to manage.

Another concern regarding institutional settings is the transmittal of “institutional values.” Critics of institutional environments argue that an institutional environment creates an artificial situation where offenders are told what to do and how and when to do it. This does not enable offenders to learn the skills necessary to make good decisions and relate to others, which is required of them upon leaving the institution. As a way of coping with institutional life and the loss of liberty, “prisonization” often occurs, in which inmates learn skills, such as dealing, jiving, and conniving, which may be helpful inside the institution but are not valued by mainstream society if practiced upon their release (Lerner, 1990).

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. Ideally, location selection should satisfy a range of operational needs, including the following: public access, adequate land area, proximity to the population served, proximity to courts, and compatibility of adjacent land uses (Roush & McMillen, 2000). Each of these needs will be discussed briefly. Public access means that the site provides convenient access to families, legal counsel, and local agencies that will have contact with residents. The site should also be easily accessible by private vehicle or public transportation. The site should have adequate space for initial construction needs as well as possible future expansion. Facilities should be in close proximity to the districts from which their populations are drawn. Such proximity helps ensure convenient access by families and helps facilities recruit staff with cultural/ethnic backgrounds similar to those of the youth being confined. Locating facilities near courts minimizes the time that staff and residents need to spend away from the facility and reduces staffing needs and transportation costs. Site selection should be such that the location supports the residential character of intended operations. For example, heavily industrialized areas, areas with heavy traffic volumes that would threaten effective monitoring of a site’s perimeter, and excessive noise areas should be avoided.

Finding a site that satisfies all concerns is difficult at best. To further complicate matters, site selection and land acquisition are often highly politicized processes that may require compromise. As a result, some institutions may be built in remote areas because of the economic incentive of lower property costs. 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 is

difficult when the facility is not located in the community from which the youth came. Successful reentry into the community plays a key role in reducing recidivism.

Florida's Sago Palm Academy, formerly called Pahokee Youth Development Center, is an example of poor site selection. Sago Palm Academy is a 350 bed facility located in Palm Beach County on Lake Okeechobee. Qualified and well-trained youth care workers and teachers are difficult to recruit and retain due, in part, to the facility's remote, rural, isolated location. The facility has failed its education quality assurance (QA) review the last four years and has been cited in numerous news reports concerning abuse allegations, inmate fighting, a negative subculture, lack of education services, lack of treatment services, high staff turn-over, excessive use of restraints and force, and poor record keeping from facility administration. Among other problems, its location apparently does not meet its operational needs.

In sum, many decisions must be made when planning and building a juvenile justice facility. In the past, decision makers operated under the belief that juveniles are different from adults, but the current thinking calls for harsher treatment of juveniles 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 issues and unresolved performance questions.

Density

When examining the issue of density, a related concern is that of crowding. While density is a physical condition, crowding is a subjective feeling that people may experience when density reaches a certain level. Both will be discussed in this section.

Density is a ratio of people to space, and there are two types of density that affect juvenile institutions – social density and spatial density. *Spatial density* is a comparison of the same number of people in different size spaces and *social density* is a comparison of different numbers of people in the same size space (Loo, 1972). Spatial density issues occur as groups of people move from one area of the facility to a different size area throughout the day. Because the institution as a whole is a finite space, and the population of the facility changes over time, social density is a more salient issue, particularly as it relates to crowding.

There is general agreement that crowding in various settings and among different populations, including animals, 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 youth and the staff. High density and crowding have been studied in relation to a number of factors. Some of that research is reviewed below.

In crowded conditions, youth respond both physically and emotionally/socially. Nacci, Teitelbaum, and Prather (1977) examined data collected between July 1973 and June 1976 from 37 institutions in the federal prison system, which included juvenile/youth institutions. The researchers found that as density increases, violence increases. Specifically, as density in facilities increases, total assaults (inmate-inmate and inmate-staff) increase, and assaults on inmates increase. In the most extensive juvenile-specific research on conditions of confinement, Parent, Leiter, Kennedy, Livens, Wentworth, and Wilcox (1994) studied all 984 public and private juvenile detention centers, reception centers, training schools, and ranches, camps, and farms in the United States. As it relates to crowding, they found that as crowding increases, rates of juvenile-on-staff injuries, rates of suicidal behavior, and rates of injury increase.

Other research has examined the emotional/social effects of crowding. In a comprehensive review of research which has been directly concerned with the effects of high density conditions on the social behavior of children and adolescents, Aiello, Thompson, and Baum (1984) report that under high density conditions, children “decrease their involvement with others by avoiding and withdrawing from them or under other conditions exhibit more verbal and physical aggression and higher levels of competition, decrease locomotion and gross motor activity, and generally display more fearful behavior, and experience more stress-related arousal” (Aiello, Thompson & Baum, 1984, p.108). Additionally, the researchers found that under crowded conditions, youth avoid eye contact with others and engage in more solitary behavior. In a study of 115 male juveniles, ranging in age from 14 to 18, in a large correctional institution, researchers found that as density increases, residents’ perceptions of order, organization, and staff support decreases (Ray, Huntington, Ellisor, & Prythulla, 1978; Ray & Wandersman, 1981; Ray, Wandersman, Ellisor & Huntington, 1982). Additionally, in higher density situations, juveniles are perceived by teachers to be less involved with their peers and less cooperative in the classroom (Ray, Wandersman et al., 1982). Moreover, the same juveniles receive lower school grades under high-density conditions (Ray, Wandersman et al., 1982). In an article outlining trends in juvenile detention, the researchers charge 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 youth only receive three hours of academic work daily.

Nearly half of the youth 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 both emotionally and physically. 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 juveniles in accordance with their individual needs because programming and services cannot adequately be provided. When crowding increases, incarceration becomes warehousing, the ability to classify juveniles 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. The average size of facilities in Florida is 35 beds, but newer facilities are in excess of 100 beds. Since 1996, the population of four facilities exceeded 100 beds and two new facilities are being built with over 200 beds each. This follows the “get tough” trend in the treatment of juveniles, and it is imperative to examine the effects this trend may have. This section reviews relevant literature in the fields of juvenile justice and education.

Facility Size and Outcomes: Juvenile Justice Literature—Generally, it has been acknowledged that larger juvenile institutions are problematic, at best, and detrimental or destructive at worst. Some of the criticisms leveled against traditional training schools are that they offer sterile and unimaginative programs, are inappropriate places to run rehabilitative programs, and foster abuse and mistreatment of their charges (Bartollas, Miller, & Dinitz, 1976; Feld, 1977). In the early 1970s there was widespread call for prison reform, and as a result, researchers tried to determine the extant state of knowledge about the successes and failures in rehabilitating offenders with various treatments in various institutional and non-institutional settings. One of the most notable assessments of rehabilitation is the frequently quoted summary statement of Robert Martinson who said, “with few and isolated exceptions, the rehabilitative efforts that have been reported so far have had no appreciable effect on recidivism” (Martinson, 1974, p. 25). This has been taken to mean, “nothing works” when it comes to rehabilitation. Critics have argued that the negative reviews of rehabilitation that dominated the 1970s “...overlooked many positive instances of success in their haste to generalize and gave little attention to the issues of fit between the type of juvenile and the type of treatment” (Lipsey, 1991, p. 85). In a recent meta-analysis of 443 studies, Lipsey (1991) found that particular types of treatments, primarily those employing behavioral, skill-oriented, and multi-modal methods, are more effective when run in community rather than institutional settings. Additionally, the institutions that dominated during the evaluations of the mid-1970s were large institutions.

In most states, the largest number of incarcerated youths are sent to “training schools” – large correctional units typically housing 100 to 500 youth (Mendel, 2000). Mendel asserts “large training schools have never proved effective in rehabilitation of youthful offenders or steering them from crime. Recidivism from large training schools is uniformly high” (Mendel, 2000, p. 51). Altschuler contends that “it is exceedingly difficult to successfully punish, deter, and treat incarcerated juvenile offenders in large, locked, secure training schools that are operating over capacity; yet this is the norm in juvenile corrections nationwide” (Altschuler, 1999, p. 259). Feld writes, “a century of experience with training schools and youth prisons demonstrates that they are the one extensively evaluated and clearly ineffective method to ‘treat’ delinquents” (Feld, 1999, p. 279). In a Los Angeles Times story covering abuses in the California Youth Authority, Robert Presley, then head of the super-agency that oversees the Youth Authority, suggested that changes, such as building smaller institutions and improving educational opportunities, might better rehabilitate wards (Gladstone & Rainey, 1999). Later in the piece, it was noted again that small institutions are more effective than large ones.

In a study of youth released from two training schools in Minnesota in 1991, it was found that 91% were arrested within five years of release (Mendel, 2000). A study of 947 youth released from Maryland correctional facilities in 1994 found that 82% were referred to juvenile or criminal courts within two and one-half years after release (Maryland Department of Juvenile Justice Recidivism Analysis, 1997). In Washington State, 59% of incarcerated youth re-offended within one year and 68% within two years (Feld, 1999). Mendel sums it up this way, “in fact, *virtually every study examining recidivism among youth sentenced to juvenile training schools in the past three decades has found that at least 50 to 70% of offenders are arrested within one to two years after release. Clearly, training schools are not derailing the criminal careers of youthful offenders*” (Mendel, 2000, p. 51, emphasis in original).

In a comprehensive assessment of conditions of confinement for juveniles commissioned by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), it was found that in relation to living space, healthcare, security, controlling suicidal behavior, and limits on staff discretion, smaller facilities were more likely to conform than larger ones (Parent et al., 1994). A review of several empirical studies of alternative schools found that small school size was one of the characteristics commonly associated with program success (Young, 1990). Others have asserted that intensive treatment services and special programming provided in a small community-based facility offer the best hope for the successful treatment of juveniles who require incarceration (Palmer, 1971; Howell, 1995).

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. Consequently, the following review of the education literature addresses this shortcoming.

Size of School and Outcomes: Education Literature—While there is a paucity of empirical analyses on the impact of juvenile justice facility size on outcome measures, there is a larger body of literature that focuses on the effects of school size on various educational and other outcomes. Researchers have examined the effects of school characteristics, including size, on achievement test scores, participation in school activities, student satisfaction, student indiscipline, and other outcomes.

One of the earliest studies on school characteristics and achievement found a negative relationship between school size and measures of performance using a sample of 775 public high schools in the United States (Kiesling, 1968). That is, larger high schools had lower achievement test scores even when socioeconomic differences in the schools and pupil intelligence were controlled. In a study of 110 elementary schools in Washington, DC with enrollments between 139 and 1710, Michelson (1972) found that an increase in school size was detrimental to reading test scores, but the findings were statistically insignificant. The author found, however, that median income of school attendance area and percentage of pupils participating in the free lunch program were greater determinants of reading achievement. Wendling and Cohen (1981) examined 1021 elementary schools in New York state and found smaller schools had higher third-grade reading and math achievement,

controlling for median years of schooling of the population in the school district and percentage of the population in the school district below the poverty line, though the findings were not significant. In a study of 287 elementary schools ranging in size from below 200 to over 800 students, Eberts, Kehoe, and Stone (1984) found that differences in resources and in the effect of resources on student achievement in large schools are associated with lower math test scores, controlling for student, teacher, principal and school-climate characteristics.

Using a sample of 150 public schools in Philadelphia, Pennsylvania, Summers and Wolfe (1976) found that increased learning at elementary and senior levels seems to occur in smaller schools and that black elementary students and low achievers in senior high schools seem to benefit more from smaller schools. Lindsay (1982) examined a representative sample of seniors enrolled in public and private high schools in the United States in spring 1972 and found a negative effect of school size on extracurricular participation, student satisfaction, and attendance, even when controlling for socioeconomic status and student ability. In a study of 744 high schools, Pittman and Haughwout (1987) found that larger schools produce a poor school climate that encourages dropouts. Using a sample of 293 public secondary schools, Fowler and Walberg (1991) found that as school size increases, student participation, satisfaction, and attendance decrease and that the school climate and a student's ability to identify with school and its activities are adversely affected. The authors controlled for various school characteristics, such as percentage of students from low-income families and district socioeconomic status, as well as teacher characteristics, including years of experience and salaries. A 1992 study of 558 public high schools found that, after controlling for school location, average school achievement, and other relevant variables, principals and students in larger schools perceived greater truancy and disorder, while students had actually reported greater truancy and disorder (Haller, 1992). Hech and Mayor (1993) examined all elementary, intermediate, and high schools in one state in the western USA ($n = 235$) and found that as school size increases, reading and math achievement scores and average daily attendance decrease, after controlling for other relevant factors. A 1998 study by Bradley covered all secondary schools in England during the period 1992-1996. He found a curvilinear relationship between school size and exam performance, meaning that exam performance rises as school size increases, but at a decreasing rate, and at some point, the relationship is reversed. This implies that perhaps there is a particular school size at which exam performance is maximized. Bradley suggests that educational performance may increase in larger schools because of the benefits arising from increased specialization, but there may come a point where schools become "too big." In larger schools, interaction between pupils and teachers is less likely to occur outside the classroom, schools may become more difficult to manage, giving rise to disciplinary problems, and teacher morale and motivation may suffer, which may adversely affect student performance.

In short, studies conducted in the last thirty 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 class of students. Children with disabilities, especially learning disabilities, are over-represented in

the juvenile correctional population (Leone, Rutherford, & Nelson, 1991). “High-risk” populations, such as these, are especially vulnerable to the impact of institution size.

14.3 Litigation

Given the putative problems associated with large facilities, another relevant area to consider is litigation. The use of litigation has become an effective way to correct problems within correctional institutions. Because youth in these institutions lack the political, social and economic means to enact change on their own behalf, it often becomes necessary to file suit against institutions in order for the administration to correct illegal, dangerous, or improper policies/actions. When Congress passed the Civil Rights of Institutionalized Person’s Act (CRIPA) in 1980, it went on record stating that litigation is “the single most effective method for redressing systemic deprivations of institutionalized persons’ constitutional and federal statutory rights” (S. Rep. No 416 at 27, 1980). If large facilities exhibit more problems than smaller facilities, it is reasonable to expect larger facilities to be implicated more frequently in litigation.

Florida

In Florida, litigation has profoundly shaped the juvenile justice system. As previously cited in this chapter, the *Bobby M.* case, in particular, had, until recently, a tremendous impact on the way the juvenile justice system operates vis à vis the institutionalization of youth. In the case of *Bobby M.*, three large institutions – Dozier, McPherson, and Eckerd Youth Development Center – experienced many problems: staff shortages, abuse (physical, sexual and emotional), long periods in lockdown, sanitation problems, inadequate control of infectious diseases, frequent suicide attempts, and lack of educational programs (Siegel, 1991). As a result of the court’s findings, two of the institutions were closed, and there were several legal reforms enacted not only to improve the existing conditions but also to prevent similar problems from occurring in the future. The Juvenile Justice Reform Act of 1990 was one of the outcomes of *Bobby M.* One basic premise of the Act was to create several small facilities in place of building large facilities. These smaller facilities would be better equipped to provide individualized services to incarcerated youth.

The *Bobby M.* case found that the location of large facilities could be problematic. Having a 200 or 300 bed facility requires a large amount of space, more space than can be provided in most cities, and, therefore, such facilities need to be built outside of cities. Additionally, a facility that has 200 or 300 beds needs a large staff consisting of correctional officers, administrative staff, environmental services, dietary workers, laundry services, teachers, social workers, etc. While employing a large staff is difficult, it becomes more of a challenge when the facility is removed from the community and placed in an isolated location. Generally, public transportation is not available to such locations, and many people, including those with their own transportation, do not like the longer commute to work. Based on these factors, it is reasonable to assume that the available work pool is diminished. In her analysis of the *Bobby M.* decision, Siegel writes that, “because the

schools were distant from cities, an on-campus visit by an attorney was rare” (Siegel, 1991, p. 703). The lack of individuals, specifically lawyers, willing to travel the distance to these facilities resulted in many – hundreds, in fact – of juveniles going without their grievances being heard and without their right to counsel.

National Trends

In his address at the National Juvenile Corrections and Detention Forum, Steven Rosenbaum, Chief of the Special Litigation in the Civil Rights Division for the Department of Justice (DOJ), clearly stated that there are trends within the allegations involving juvenile facilities: “Major issues we see repeated in troubled institutions have to do with crowding, special needs populations (especially juveniles who are very young, mentally ill or mentally retarded), the increased use of adult correctional practices in juvenile facilities, and education” (In Department of Justice (DOJ), 2000, [http](#)).

In a review of numerous court cases, Dale (1998) found that many facilities are experiencing problems similar to those found in the facilities involved in the *Bobby M.* case. Some of these characteristics are large facilities (housing more than 100 juveniles), most have problems of overcrowding, and many have a long history of staff shortages, abuse, and violations of constitutional rights, especially in regard to education. Many of these problems are a result of the combination of large facility size and the remote location of the facility. Many correctional employees attribute illegitimate practices, such as hogtying, to the insufficient number of correctional personnel to deal with problems in behavior. As a result, the staff often find it “necessary” to use illegal and inhumane practices to control children exhibiting behavior problems. In facilities where there is overcrowding, the possibility of segregating youth as a form of punishment is not a viable option – there simply is no space to accommodate them – and many argue that it is nearly impossible for correctional officers to control youth without violence.

As previously stated, overcrowding is a common problem within juvenile facilities. As seen in the *Bobby M.* case, facilities are often operating well above their designed capacity. In 1995, after a CRIPA investigation was conducted, a letter was sent to Kentucky’s Governor Brereton Jones stating: “Inadequate staffing patterns negatively impact the facility by overburdening the direct care staff on duty and increasing the likelihood of physical harm to residents while decreasing the effectiveness of treatment” (In DOJ, 1995, [http](#)). In the class action lawsuit *E.R. v. McDonnell* (1995), the facility was so overpopulated that it “prevented the staff from classifying children according to their offenses, propensity for violence, emotional problems, size, age, or other characteristics demanding special housing” (Dale, 1998, p.696). There were between 150 and 200 children housed in a facility with only 64 rooms.

However, problems concerning juvenile justice facilities are not limited to overcrowding. For example, numerous cases initiated by CRIPA, including *United States v. Louisiana* (2000), had similar characteristics: issues of overcrowding; large facility size; failure to provide adequate medical and mental health care; failure to provide safe conditions for juveniles; inadequate rehabilitation services; depriving juveniles of their constitutional rights;

failure to provide educational services to all juveniles; failure to comply with the Individuals with Disabilities Act (IDEA) (1975); failure to comply with the Rehabilitation Act of 1973; and failure to comply with Americans with Disabilities Act (ADA) (1990).

In CRIPA's investigation into Louisiana's juvenile detention facilities, investigators "uncovered systemic life-threatening staff abuse and juvenile-on-juvenile violence." In a letter to the Governor, the investigators noted that the administrative persons in these facilities "either knew or intentionally sought not to know of the serious violence to children that was occurring" (In DOJ, 1997, [http](#)). In their letter, they also cited instances of "officers negotiating 'contracts' with juveniles to beat up other juveniles" (In DOJ, 1997, [http](#)). There were also concerns that little attention and intervention was given to sex between correctional officers and juveniles and between the juveniles themselves. At Bridge City, one of Louisiana's detention facilities, during the first five months of operation there was concern over the number of serious injuries to juveniles. The facility housed 178 youth and within 5 months, there were 40 incidents of orthopedic injuries and/or serious lacerations which required an emergency room visit. At Monroe and Tallulah, other Louisiana detention centers, the investigators found that there was misuse and overuse of chemical and mechanical restraints. At Tallulah, there was no psychiatrist to monitor the effects of psychotropic medications that juveniles were taking, and hog-tying was used as a suicide precaution for a depressed young girl.

Concerning education in the Louisiana facilities, the CRIPA investigators wrote in their letter to the Governor that "education decisions appear to be driven solely by security and fiscal concerns" (In DOJ, 1997, [http](#)). Students were not allowed to be given homework because pencils and pens were considered weapons. The facilities used dated materials, often textbooks discarded from public schools, to save money. The investigators also found that teachers were being paid less than their public school counterparts, resulting in high turnover rates, which, in turn, affected the continuity of education. In Tallulah, there was high overcrowding, which meant that students could only attend school for three hours a day.

Education was also found to be deficient at other facilities. In Georgia, there were not enough teachers. The CRIPA investigators found that each facility had one special education teacher and one regular teacher to serve between 50 to 100 juveniles ranging in age from 9 to 16 years old. The investigation also discovered that one-half of the students were behind six or more grade levels in reading and one-third of the students were behind six or more grade levels in math. At Irwin YDC, there was one special education teacher for 300 youth, and at Bill E. Ireland YDC, there were three special education teachers for 500 youth (In DOJ, 1998, [http](#)).

While the above cases provide only a cursory review, certain trends appear in the allegations involving juvenile facilities. Specifically, all of the facilities involved in the cases reviewed here are considered large facilities, and education is one of several areas of deficiency.

14.4 Alternatives

The nation has entered a time that reiterates the need for reform and the re-examination of the design and use of juvenile facilities. One of the most notable examples of juvenile justice reform is the “Massachusetts Experiment”. In the early 1970s, Jerome Miller, then Commissioner of the newly created Department of Youth Services (DYS), shut down all of Massachusetts’ training schools and placed 85% of youth committed to state corrections into small, community-based correctional units. Youth who did require secure care were placed in a number of small – typically 20 to 30 bed – facilities. Miller noted that lowering the daily population of their largest locked detention facility from 250 to 25 was at no increased risk to the community (Miller, 1991). It has been suggested that “at a time when the nation is again favoring institutions as the punishment of choice for young offenders, it is important to revisit the Massachusetts experience – especially its documented success” (Loughran, 1997, p.170).

In an evaluation of the Massachusetts reforms, Coates, Miller, and Ohlin (1978) found that youths who had participated in newly established community-based programs had higher recidivism rates than youths who had left the training schools in 1969 before the reforms; however, this was partially explained by a national pattern of rising crime rates in 1972 to 1973, the years from which the sample of youths in alternative programs was drawn (Miller, 1991). However, post-reform recidivism rates appeared to be lower in those parts of the state where the new models were most successfully implemented using a diversity of programs (Coates, Miller, & Ohlin, 1978).

The National Council on Crime and Delinquency was engaged by the Edna McConnell Clark Foundation in New York to conduct a recidivism study in order to determine the endurance of the reforms and the efficacy of the matured system in Massachusetts. The study compared youths released from DHS between 1984 and 1985 with similar youths from California, Florida, Pennsylvania, Utah, and Wisconsin. The study found that 15 years after closing the institutions, the Massachusetts system relied less on secure confinement than any of the comparison states (Krisberg, Austin, & Steele, 1991). The study also discovered that Massachusetts had the lowest recidivism rate of all the states in the study and the essentially community-based system supported by a small number of secure treatment programs was more cost effective than those states that operated large training schools.

Other states also have closed training schools and implemented community-based programs. In 1975, after the tragic death of a 16-year old in the Pennsylvania State Correctional Institution at Camp Hill and the ensuing media coverage, members of the Pennsylvania state legislature decided to examine their juvenile justice system anew (Lerner, 1990). With the help of Jerome Miller, 400 youth subsequently were released from Camp Hill and transferred into community-based programs. Since then, community-based programs have proliferated. From 1977 to 1986, the number of youth placed in public facilities dropped from 1,846 to 644, while the number of community-based placements rose from 820 to 1,490. The small size of the community-based programs allows staff to maintain control and minimize the likelihood that a violent gang subculture will develop. When youth feel safe, they are able to shed their defensive posture and focus on treatment.

Following Massachusetts' lead, Missouri closed the last of its training schools in 1983 and established 30 regional corrections centers, including unlocked residences and a variety of non-residential programs and services. Only 8% of the youth sentenced to corrections in 1991 were repeat commitments and only 15% of youthful offenders released in the 1980s acquired adult criminal records (Gorsuch, Steward, Van Fleet, & Schwartz, 1992).

In the late 1980s, Maryland closed one of its training schools (Montrose) and significantly reduced the population of another as a result of a series of studies highlighting deficiencies in the training schools and two suicides that caused media uproar (Lerner, 1990). Youth were moved from institutions to community-based residential programs. As a result, the average daily population in Maryland's training schools declined from 728 in 1985 to 206 in 1990. Of the 117 Montrose residents returned home with services or placed in community-based programs, 30% were rearrested. This compares favorably to the 85% recidivism rate of youth who had been committed to Montrose.

Fifteen years after a class action lawsuit over abuses in its juvenile institutions, Utah has transformed its juvenile justice system into a national model on the leading edge of reform (Lerner, 1990). The state adopted a community-based system that would cost the state less money and would treat young people who break the law differently from adult offenders. Stromberg, former director of the Division of Youth Corrections (DYC), believes that the only real hope for rehabilitating youth is to cycle them through a community-based system. He thinks that in high-security institutions, the institution lives the lives of young people for them and that they are not able to learn accountability or responsibility. He further states that changing a young person's life requires placing the youth in the community with supervision and structure and teaching that person how to be responsible. Community-based programs allow youth to be closer to their families, making it possible for them to be more involved in the treatment process. Furthermore, location in the youth's community of origin facilitates gradual transition back into the community. In Utah the number of youth in high-security facilities dropped from 350 in 1976 to 144 in 1988. A 1988 DYC study revealed that 43% of youth terminated from custody in fiscal year (FY) 1987 remained free of criminal conviction during their DYC custody, while 75% of these were free of conviction for a year following their release. For those youths who did reoffend, there was a significant reduction in the overall volume and seriousness of their criminal activity.

As previously mentioned, a class action lawsuit resulted in the closing of two of Florida's training schools and the Juvenile Justice Reform Act of 1990 provided for small facilities in place of large ones. Some of Florida's community-based programs have been recognized as among the most innovative in the country (Lerner, 1990). In particular, programs operated by the Associated Marine Institutes, Inc. (AMI) has been remarkably successful in rehabilitating youths. Between 1969 and 1987, approximately 12,500 youths completed AMI programs. Of these, 80% have remained crime-free since they left the programs. Bob Weaver, executive vice-president at AMI attributes some of AMI's success to the program's focus on teaching young people how to live outside the institutional environment. He states, that "in small, community-based programs there is a better chance of equipping young people who have committed crimes with the skills they need to survive without breaking the law" (Lerner, 1990, p.118).

In sum, community-based programs seem to fare better than training schools when comparing recidivism rates. Research has shown that training schools can be closed safely and that community-based programs can create an environment more conducive to rehabilitation than that which exists in training schools. Proponents of community-based programs believe that these small programs provide more training in useful skills and that outreach workers can help youths secure jobs or appropriate schooling upon their release.

14.5 Summary

The “get tough” era that the nation appears to have embraced for adults now extends to youthful offenders. One of the results 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. The research reviewed in this chapter highlights 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. This is an important area for the Juvenile Justice Educational Enhancement Program (JJEED) 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 JJEED. 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 is a likely result.

Small, community-based programs seem to offer the greatest hope for rehabilitating juvenile 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.

Preliminary analyses using data collected by JJEED show that larger facilities (those housing over 100 youths) score lower than smaller facilities on their overall QA score (see Chapter 3 for results). The fact that the average QA score for larger facilities is substantially lower than that of smaller facilities supports the claim that large facility size negatively impacts education. Future research conducted by JJEED 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. This research will help JJEPP ascertain how education in Florida's juvenile justice institutions will fare if the trend toward larger institutions continues.

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. 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

In recent years, a growing concern has emerged over the questionable quality of the nation's teachers. Emerging from this concern has been a movement toward increased teacher certification scrutiny and requirements.

This chapter provides general background into teacher certification and then assesses teacher certification trends in Florida's juvenile justice education programs. The chapter is comprised of four subsequent sections. Section 15.2 provides a general background and an overview of teacher certification. Section 15.3 presents data on certified teachers in Florida's juvenile justice education programs. Section 15.4 describes how certification requirements are developed. Section 15.5 summarizes the chapter and closes with discussion of the importance of professional development plans in the ongoing effort to improve the quality of teachers.

15.2 Background and Overview

Teacher certification is the educational system's process for assuring that public school teachers possess, at a minimum, basic qualifications. Aspects of preservice learning and teaching (e.g., completion of teacher education program coursework or earned degree(s) beyond the baccalaureate and possession of particular certification or credentials) have traditionally been used to ensure teacher preparation and qualification. Consequently, a current and major component of educational reform involves preservice training and certification.

Increased mobility among teachers suggests that teacher candidates should have information about general requirements for certification and about where to locate particular state requirements. Certification requirements are established by state education agencies to ensure proper teacher preparations and continued professional development. Once teachers are hired, superintendents generally prefer that they remain in place for a sustained period of time. However, superintendents and administrators of small and rural schools often find recruitment and retention of qualified teachers to be a pressing problem. In California, for example, it is estimated that a third of all new teachers in the state will leave within three years. Consequently, the state will have to hire an estimated 250,000 teachers during the next decade (Bell, 2000). In Florida, educators and administrators state that teachers are leaving the field because many more problems are appearing at the doorstep of schools,

while society expects more from schools in solving their problems. In addition, the declining interest in education as a career is diminishing the supply of educators (Dunn, 2001).

Research has found that the attrition rates of new teachers are five times higher than those of their more experienced counterparts (Asian-Pacific Economic Cooperation, 1997). As a result, many states and school districts have implemented formal induction programs, which usually have two goals: to assist beginning and new teachers with instruction and to prepare them to meet certification requirements.

Mentoring is a key aspect of many of these programs, with new teachers paired with experienced teachers. Responsibilities of the mentor may include providing guidance on curriculum, classroom management, and assessment (Galvez-Hjornevik, 1986). Research has found that mentoring relationships can play a critical role in the support, training, and retention of new teachers (King & Bey, 1995). Specifically, by easing the transition into full-time teaching, formal induction programs provide new practitioners with skills and support structures to develop effective teaching practices.

Certification is a legal process wherein the state evaluates the credentials of prospective teachers to ensure that they meet the professional standards set by the state education agency. Certification ratifies the quality of teachers' competence in subject areas, educational methodology, teaching skills, and potential classroom management ability. In addition, criteria for certification have professional origins and the state department of education's teacher certification division carries out the process (Roth & Mastain, 1984). Research has shown that there is a distinction between certification and licensure. If certification validates a person's skills as a teacher and licensure provides for a process that permits teaching (Shulman & Sykes, 1986), then "licensing" appropriately describes the process in most states. This is because licensing is a review of a paper application to verify that teacher preparatory minimums have been met.

A state grants initial certification or licensing to signify that a candidate has achieved basic competence in a subject area, educational methodology, teaching skills, and classroom management (Compston, 1998). Typically, a new teacher receives certification by: (1) graduating from an institution that has been approved by the state or accredited by the National Council for the Accreditation of Teacher Education (NCATE), or, (2) completing specific course work or, (3) successfully performing on a state required examination.

The duration of a state's initial license may be as short as one year or as long as ten years depending upon states rules. Certification renewal is often dependent upon completion of additional courses in specific content areas. However, because of chronic nationwide teacher shortages, most states will offer emergency credentials to a teacher who does not meet the minimum requirements.

Research has found that when granting certification, many states specify the grade levels and subject matter area in which an individual is authorized to teach. The intent of these specifications (at least in theory, though not always in practice) is to assure that a candidate

will be hired to teach only those grades and subjects for which he or she is qualified to teach (Compston, 1998).

According to the National Board of Professional Standards for Teachers established in 1987, advanced certification has been developed for teachers who can demonstrate a high level of achievement in terms of subject mastery and classroom performance. Although relatively few teachers have received national board certification, the program is new, and the requirements are both tough and time consuming. However, the standards set by this board are influencing new policies relating to accreditation and initial licensing across the country.

While certification requirements differ across states, most states require that teacher candidates have graduated from a regionally accredited higher education institution and provide automatic certification for a candidate who has completed an approved teacher education program. Some states require that the candidates achieve satisfactory scores in the state required tests for beginning teachers. In addition, some states award certificates to applicants who have completed teacher orientation programs approved by NCATE.

Studies report that most states issue emergency credentials to teachers who do not meet the states minimum requirements for a regular credential (Roth & Mastain, 1984). However, some states allow alternative teacher certification for people who have not completed college or university teacher education programs. For example, local school districts in California can prepare teacher trainees who receive credentials from the state just as do graduates from institutional programs (Educational Resources Information Center, 1986). Some states also offer professional or probationary certificates for teacher graduates who participate in sponsored induction or internship programs.

Establishing different certification requirements for teachers in small schools has faced opposition from several sources. Teacher organizations oppose different certification requirements as they may obstruct movement between teaching assignments in large and small school districts. A teacher who wants to move from a small school district to a large one (or vice versa) may need additional training and a different certificate. In addition, large districts that operate small schools may face new staffing problems since different certificates might be required of their teachers depending on the number of required skills in which they teach (Gardener & Edington, 1982). Small school districts themselves sometimes oppose differentiated certification, apparently from fear that a ‘rural’ certificate may be considered inferior to an ‘urban’ certificate.

15.3 Teacher Certification in Juvenile Justice Education Programs

The Juvenile Justice Educational Enhancement Program (JEEP) reviewed 203 programs (detention and commitment) during the year 2000*. The data on instructional personnel qualifications collected from these programs during the reviews revealed that out of 877 teachers, 482 (55%) were professionally certified, 228 (26%) had either statements of

* For a complete list of programs and their teacher certification information, see Appendix E.

eligibility (SOE) or temporary certificates, 42 (5%) had vocational certifications, and 125 (14%) were non-certified.

Many factors prohibit 100% professional certification among teachers in juvenile justice education programs, including a lack of trained teachers to recruit from the university system, raised education standards and high expectations, lower salaries for teachers, and attrition because teachers ideals quickly collide with reality once teachers enter the classroom. These variables have also affected Florida’s juvenile justice education programs. While most programs strive to hire and maintain teachers with professional certificates, often the candidates are not available. As a result, teachers with alternative and temporary certificates are hired.

Another study of programs reviewed in Florida’s juvenile justice system in 2000 reveals that more teachers in public programs have professional certificates versus teachers teaching in private programs. Specifically, and as reported previously, 79% of the full-time teachers in public operated education programs were professionally certified, 33% of the teachers in not-for-profit operated programs were certified, and only 21% were certified in the for-profit operated education programs. In addition, as Table 15.3-1 indicates, the overall QA scores were significantly higher in programs where teachers had professional certificates. However, all programs both public and private are striving to recruit, hire, and maintain teachers with professional certificates.

Table 15.3-1: Overall QA Performance Ratings by Type of Provider

	Public	Private Not For Profit	Private For-Profit	Total for All Programs
Number of Non-Deemed Programs	113	80	10	203*
Number of Deemed Programs	16	20	1	37
Total Number of Teachers	445	360	72	877
Number of Teachers with Professional Certification	350	117	15	482
% of Teachers with Professional Certification	79%	33%	21%	55%
Transition	5.04	5.14	4.55	5.05
Service Delivery	5.71	5.50	4.93	5.59
Administration	5.58	5.15	4.67	5.38
Contract Management	5.21	4.73	4.44	5.00

*203 programs were reviewed but data collection forms from two (2) public-operated programs and one (1) private not for profit-operated program were not received to obtain these data.

15.4 How Certification Requirements Are Developed

Many under-prepared teachers are hired yearly. Studies report in 1994 that 27% of all new entrants to teaching had no license or a substandard license in the field they were hired to teach. Raising standards has highlighted shortcomings in teaching policies and practices. Therefore, meeting the standards requires a system change and reform in recruiting and teaching policies. However, rather than make these changes, some states, including Florida

create loopholes in the form of temporary or alternative routes that allow candidates to avoid meeting new standards (NCATE, 2000).

Studies have shown that accomplished teachers know that content knowledge is necessary, but not sufficient alone for effective teaching. Accomplished teaching also requires that instructors know their subject and know how to teach it. Consequently, effective strategies learned by applying the knowledge of teaching and learning in supervised practice settings are required.

The goal of NCATE and other teacher education organizations is to institute and develop teacher preparation programs in all states, which will produce nationally acceptable candidates for teacher certification. The United States Department of Education (USDOE) recognizes NCATE as the professional accrediting body for teacher preparations in the United States. Consequently, schools of education will have to meet rigorous new performance-based standards to be accredited by NCATE in the year 2001 and beyond (NCATE, 2000).

The new standards, which focus on candidate performance, represent a big change in teacher preparation. Teachers will be expected to produce student results and demonstrate that subject matter can be taught effectively in a classroom. In addition, institutions are expected to offer and show evidence that candidates for teaching positions can demonstrate in-depth knowledge of subject matter as they explain important principles and concepts in the classroom.

The six standards developed by NCATE to improve the quality of teacher certification requirements include: candidate knowledge, skills, and disposition; program assessment and unit evaluation; field experiences and clinical practices; diversity; faculty performance and development; and unit governance and resources. The standards have many of NCATE's expectations of education from the 1980s and 1990s woven into professional development schools that make teacher preparation a "real world" experience (NCATE, 2000).

With the growing number of juvenile justice education programs in the nation, especially in Florida, hiring teachers with professional certificates has had a major impact on all programs, both public and private, in Florida's juvenile justice education system. Studies have shown that when school districts cannot find enough qualified teachers at the price they are willing to pay, they resort to hiring anyone and insist on calling them "teachers" (NCATE, 2000).

As new standards are implemented across the nation and teaching requirements change, Florida's juvenile justice education programs will face the challenge of hiring and maintaining teachers with professional certificates. As regular schools and juvenile justice education programs continue to identify qualified teachers as those with little or no preparation, studies have found that the results will begin to speak for themselves. Parents whose children in juvenile justice programs are taught by "para teachers" will lobby hard for fully licensed teachers (NCATE, 2000).

To further assist programs in attracting qualified teachers, alternative certification is being used in many states. The alternative certification process includes obtaining a bachelor's

degree in the subject to be taught; achieving a passing score on a certification test; undergoing brief, intensive teacher training; and completing a supervised teaching internship after which certification is recommended by the employing school district. The process is generally designed to certify candidates who have subject matter competence without going through formal teacher preparation. Feistritzer and Chester (1991) identified 91 alternative routes to certification with varying programmatic characteristics. However, alternative certification programs are being experimented within 39 states, with the general goals of attracting talented people and career changers to the teaching profession and averting teacher shortages where they exist.

It has been found that there is a relationship between teacher knowledge and 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) also found that poorly organized teacher knowledge often leads to less effective instruction. On the other hand, Shulman (1986, 1987) and McDiarmid and Wilson (1991) concluded in their separate studies that subject matter competence alone is inadequate for instruction because teaching requires the transformation of knowledge content into representations that enhance students' understanding and learning.

Alternative certification programs do attract talented and experienced individuals to the teaching profession, especially in critically needed areas of subject matter where shortages exist (Lutz & Hutton, 1989; Shulman, 1992). Feistritzer and Chester (1991) further indicate that more than 200,000 teachers have been licensed through alternative certification programs between 1985 and 1990. Alternative certification encourages diversity in the classroom, which encourages role modeling and promotes learning by drawing relevant experiences from the children's backgrounds to enhance their cognitive development (Buechler, 1992).

Educators and researchers differ in opinions on the universal effective measures of teacher ability and the quality of student learning. However, in many classrooms, the measure of alternative certification program effectiveness depends on the quality of teachers and of students taught by these teachers. There are mixed results in comparing the effectiveness of traditional and alternative certification. Lutz and Hutton (1989) evaluated the Dallas Independent School District's alternative certification program and found that alternative certificants scored high or higher by principals/mentors than did traditionally prepared teachers. On the other hand, Schram, Feiman-Nemser, and Ball (1990) did not find any significant difference between the two groups. Instead, Ball and Wilson (1990) found that subject-matter knowledge by new teachers, regardless of the method of their certification (i.e., traditional or alternative), was inadequate for effective instruction.

With different variables affecting Florida's juvenile justice education programs, alternative certification procedures are helpful to educating students in these programs. In addition, school districts are providing opportunities for additional teacher preparation and school district certification programs to accommodate teacher readiness for the classroom.

15.5 Summary

Continuous quality improvement is essential in education to meet the needs of students and the changing demands in the teaching field. According to research, the inclusion of a national and state goal for teacher professional development represents an increased focus on professional development as an important vehicle for school reform and educational excellence (Sprinthall, Reiman, & Theis-Sprinthall, 1996). Since high quality teachers are lifelong learners, professional development is a continuing process consisting of activities that enhance professional growth. These activities may include workshops, independent reading, and study consultation with peers and experts. Professional development should be planned and managed by the individual since the main purpose is to benefit the individual.

Research has found that creating a plan for professional development is essential because it encourages one to address his or her professional self-improvement activities in a proactive manner. It will also provide a framework for the discipline and commitment needed to achieve the planned changes inherent in any professional development program (Jones & Lowe, 1985).

Teachers across the country, especially in Florida, have used varying models to create individual professional development plans. However, four core elements, including initiating, planning, managing, and evaluating, are interwoven and reflective in most plans. The initiating and planning phases can help individuals commit to a plan of action, and the managing and evaluating phases can be used to describe the outcomes of an individual's professional development plan. According to research, individuals who used the core elements in developing their professional development plans accomplished more because the plans provided structure, emphasized responsibility for personal learning, and reduced procrastination (Jones & Lowe, 1985).

Education QA Indicator E3.03 Professional Development required all teachers to develop written professional development plans and participate in ongoing inservice training. Since professional development plans have proven to be helpful self-assessment and teacher planning tools, it will continue to be required that all programs use professional development plans.

The national literature has reported with unbroken frequency the importance of teacher certification. Florida's juvenile justice education programs in the past several years have been elevated through QA reviews, technical assistance, and research. However, the proportion of certified teachers in Florida's juvenile justice education programs continues to be uneven, particularly between public and private-operated education programs. As a result, recommendations to all programs, private and public, would be to expand teacher preparation programs in high-need fields, raise standards while raising salaries, create the financial ability to recruit the most qualified teachers, and streamline the hiring process.

CHAPTER 16 SUMMARY, DISCUSSION, AND RECOMMENDATIONS

16.1 Introduction

With the publication of this 2000 Annual Report, the Juvenile Justice Educational Enhancement Program (JJEPP) completes nearly three years of operation. During this period, many policy and practice changes have occurred that together have contributed to higher expectations, standards, and performance in Florida's provision of quality and effective juvenile justice education. This chapter includes three subsequent sections. Section 16.2 provides an individual summary of each chapter that comprises this annual report. Section 16.3 discusses particular implications of some of our 2000 activities and research efforts, and 16.4 closes with a series of policy recommendations.

16.2 Summary

Chapter 1: Introduction

General oversight of education programs for students in juvenile justice programs is through the Bureau of Instructional Support and Community Services, Division of Public Schools and Community Education, the Florida Department of Education (DOE). Consistent with the provisions of §228.081(5), F.S., DOE awarded JJEPP, a discretionary project, which operates under the auspices of the School of Criminology and Criminal Justice, Florida State University, to assist DOE in ensuring high-quality education for youths in juvenile justice education programs through the following functions:

- conduct quality assurance (QA) reviews of the education programs in Florida's juvenile justice facilities
- provide technical assistance to improve education programs
- conduct research that identifies most promising educational practices and validates best practices
- provide policy recommendations to DOE to ensure the successful transition of students back into their school, community, and/or work settings

Chapter 2: Juvenile Justice Education Legislation: Implementation Updates

House Bill 349 (1999 Legislation)—In 1999, the Florida Legislature enacted important and comprehensive legislation in House Bill (HB) 349 for Florida juvenile justice education. This legislation mandated a series of interrelated actions aimed at achieving and maintaining quality juvenile justice education throughout Florida. In 2000, the legislature made several refinements to juvenile justice education requirements in Senate Bill (SB) 2464.

Included in HB 349 are specific requirements for DOE, which include the development of:

- a new administrative rule
- model contracts for educational service providers
- QA evaluation of school districts, both as providers and as contract managers
- model transition procedures for students moving into and out of Department of Juvenile Justice (DJJ) programs
- a standardized content of educational records as part of the student’s commitment record
- model procedures for securing educational records in DJJ programs
- the waiving of General Education Development (GED) testing fees for students in DJJ programs
- the notification to school districts to allow students 16 years of age and over to take the GED exams prior to their exit from the program
- the designation of 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
- the establishment and operation either directly or indirectly through a contract, a mechanism to provide QA, technical assistance, and research related to education “best practices” in juvenile justice
- the annual reporting of QA results, the status of cooperative agreements and contracts, exceptional student education (ESE), funding, and recommendations
- the development of a system for collecting information on the academic performance of students and reporting on the results

These requirements have been and are continuing to be addressed through multiple strategies, including (1) the development of Rule 6A-6.05281, FAC, which addresses procedures for student assessment, student records, transition services, contract requirements, and interventions and sanctions for low-performing programs, (2) the development and dissemination of DOE memoranda, technical assistance papers, and other documents to school districts that address student assessment, transition services, contract requirements, GED procedures, ESE services, and other issues that effect juvenile justice education programs, (3) the revision of QA standards to address the requirements in HB 349, and (4) numerous inservice training opportunities for school district and provider personnel, including regional meetings, trainings, and conferences.

SB 2464 (2000 Legislation)—Among other initiatives, SB 2464 clarified, modified, and/or amended requirements resulting from HB 349. The majority of the modifications included “the intent of the legislature that youth in the juvenile justice system be provided...effective education that will meet the individual needs of each child.” SB 2464 reverses the funding formula that was implemented under HB 349 to remain the same as that for public schools, and the administrative fees for General Education Development (GED) testing that were waived in HB 349 are clarified in SB 2464 to be the responsibility of the school district who may require providers to pay by contractual agreement.

New requirements in SB 2464 include (1) school districts providing instructional personnel at facilities of 50 beds/slots or more access to the district’s school system database for the purpose of accessing student records, (2) a cooperative agreement and plan for juvenile justice education service enhancement between DJJ and DOE 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) encourages the development of academic and vocational protocols, and (7) provides for education services for minors in local jails.

Most of these requirements are now being implemented. A cooperative agreement between DOE and DJJ has been developed and is awaiting the approval of the newly elected Commissioner of Education. The multi-agency vocational plan will address the issue of providing vocational and/or post secondary education services to youths who have already received their high school diplomas. The 2001 educational QA standards require commitment and day treatment programs to offer elective courses in life skills, vocational, or post secondary opportunities to these youths, and the standards clarify that programs of 50 beds/slots or more should have access to the school district’s student database in the same manner as other schools in the district.

Among the mandates in SB 2464 is the completion of three studies to be coordinated by DOE. SB 2464 requires DOE to conduct a facilities study, a funding study, and develop a multi-agency plan for vocational/technical education. These studies are available through the DOE, and it is anticipated that the results of these studies could influence the 2001 legislative session and future QA standards and DOE requirements.

DOE will continue to provide program models, training, and assistance to ensure effective implementation of the various components of quality educational programs for students in juvenile justice facilities. Standards and indicators, which address these components, have also been incorporated into the 2001 QA process.

Chapter 3: Analyses of 2000 Quality Assurance Review Results

During 2000, JJEPP reviewed 203 education programs. During the time the QA reviews were conducted, the programs supervised 9,138 students. Approximately 7,219 (79%) of

these were male, while 1,919 (21%) were female. Regarding race/ethnicity, approximately 4,295 (47%) of these students were African-American, 4,021 (44%) were white, and 822 (9%) were of other race/ethnic backgrounds. Further, 3,381 (37%) of these youths participated in ESE programs.

Among the 166 regular (non-deemed) QA reviews during 2000, 140 were long-term commitment programs, 5 were short-term commitment programs, and 21 were detention centers. Short-term commitment programs scored the highest overall (5.50), followed closely by long-term commitment programs (5.36), and detention centers (5.14). The overall mean score for all programs reviewed was 5.33. The highest rated standard in 2000 was Service Delivery, which averaged 5.59.

Level two and level six programs represented more than half of all programs in the state in 2000. Level six programs scored the highest of all security levels (5.50). With the exception of level 10 programs, all levels achieved a satisfactory performance, overall.

Forty-five school districts supervised juvenile justice educational programs that received full QA reviews in 1999 (one other school district supervised a program that was deemed). School districts were broken down into four categories, based on the number of programs supervised by each district to allow comparisons among districts with a similar number of programs. These districts supervised one to fourteen programs, with scores ranging from 3.06 to 6.56. Overall, six supervising districts received scores in the high satisfactory range, and four districts received scores in the below satisfactory range. No school districts received overall scores in the poor range. In general, larger school districts with more programs had the highest QA scores, and districts with only one program had the lowest scores.

There was substantial compliance among deemed and special deemed programs in meeting the requirements of the six priority indicators. As with non-deemed programs, results for the indicator relating to contract management and cooperative agreement were not calculated in the overall program score. For all programs, 96% of all indicators were rated satisfactory, including 97% among long-term commitment programs, 83% for the single short-term commitment program reviewed, and 50% for the single deemed detention center that was reviewed. The lowest rated indicator among deemed programs was Student Planning at 86% satisfactory. There was very little variation in compliance across security levels, school districts, or program providers among the deemed programs.

Overall, in 2000, 50 programs (30%) scored in the high satisfactory or superior range while 18 programs (11%) scored below satisfactory in overall performance. Programs with greater than 101 students showed the lowest average score of 4.74.

In comparing QA scores between 1999 and 2000, it must be emphasized that the 2000 QA standards were raised in several areas. Nonetheless, the 2000 QA scores continued to improve. Specifically, the number of superior or high satisfactory programs increased from 40 in 1999 to 50 in 2000, an increase of 25%. The number of poor or below satisfactory

programs decreased from 22 to 18, a decline of 18%. These data indicate that the overall quality of juvenile justice education in Florida is making major annual progress.

Chapter 4: Technical Assistance

DOE and JJEEP have continued their comprehensive efforts toward improved juvenile justice education programs through increased levels of technical assistance. Major methods of technical assistance are on-site assistance, written recommendations, information and resource dissemination, telephone consultations, as well as conferences, meetings, and training sessions that include the following:

- continued funding and support of the JJEEP project for QA reviews, follow-up assistance, and research
- staff and contracted consultant visits to school districts and juvenile justice sites
- conducting regional workshops on assessment for juvenile justice educators
- networking of juvenile justice education programs with related support projects (Florida Diagnostic and Learning Resources System (FDLRS), Multiagency Service Network for Students with Severe Emotional Disturbance, the Transition Center, Florida Inclusion Network)
- developing specialized resource documents on statutes and rules, literacy/reading instruction, assessment, model programs
- developing a futures planning guide for students with disabilities in juvenile justice education programs
- funding of a special project (Transition to Independence) to improve vocational awareness, employability readiness, and post-secondary outcomes for students, including those in juvenile justice programs
- coordinating a statewide institute for juvenile justice educators
- developing a comprehensive resource guide for juvenile justice education programs and continued dissemination of related information
- ongoing interagency workgroup on the implementation of 1999 legislation
- statewide meeting for input on QA standards
- regional meetings for training on QA standards
- training on curriculum development, assessment, facility planning, alternative education, quality improvement, contract management

As in 1999, transition continued to be the principal area requiring technical assistance. Technical assistance data show that the frequency of the provision of technical assistance by standard was:

- transition (87)
- service delivery (56)
- administration (47)
- contract management (17)

Data from the previous three years show a consistent pattern of technical assistance being provided most often in the areas of curriculum development, exit transition and the writing of academic plans.

Beginning in the spring of 2001, the fully operational, interactive JJEEP web site will allow school districts, programs, and other interested individuals to gain or request data or technical assistance from JJEEP online.

Chapter 5: Corrective Action Process

The corrective action process is intended to ensure that juvenile justice programs provide timely and quality educational services to juvenile justice students. The corrective action process for the 2000 QA cycle involved the addition of five priority indicators for long-term commitment and the addition of priority indicators for both short-term programs and detention centers. During the 2000 QA cycle, ten “priority” indicators were designated for both short-term and long-term commitment programs and nine “priority” indicators were designated for detention centers. Indicators designated as “priority” represent critical areas that require immediate attention by the program to ensure timely and quality educational services. The 2000 QA priority indicators included enrollment, student planning, exit transition, academic curriculum, ESE support services, instructional personnel qualifications, funding and support, cooperative agreement and contract requirements, contract management, and school district oversight and assistance.

During the 2000 QA cycle, JJEEP reviewers identified 219 corrective actions for commitment programs, which resulted in 85 programs being required to develop corrective action plans; and 23 corrective actions for detention programs. This resulted in 10 detention programs being required to write corrective action plans. The most frequent corrective actions concerned enrollment, student planning, and academic curriculum. These were also the three areas that received the most technical assistance in 2000.

The 2000 corrective action process also required DOE to utilize interventions and sanctions for programs under corrective actions. The interventions and sanctions are taken from Rule 6A-6.05281, FAC and are discussed in more detail in Chapter 5.

For the 2000 QA review cycle, 20 programs received letters of notification from DOE of funding reductions because of the school district’s failure to implement a 300-minute school day. Twenty-six (26) juvenile justice programs were required to write corrective action plans in both the 1999 and 2000 QA cycles. Of the programs that continued to have areas of noncompliance, only six had the same corrective action in both the 1999 and 2000 review cycle. Eight programs continued to have noncompliance issues within the same corrective action area during the 2000 QA review. The remaining 12 programs had new corrective action areas.

Programs that were found noncompliant in a priority indicator for two consecutive years will be required to have a follow-up visit by a JJEEP staff member to ensure that the corrective action plan has been implemented in an appropriate manner.

Corrective actions, along with the technical assistance provided by DOE and JJEEP staff, have proven to be an effective strategy in the improvement of educational programs. The level of cooperation from the programs during this process is to be commended. Each of the 85 programs working on corrective actions this year has made and continues to make every effort to correct areas of noncompliance.

Chapter 6: Pre- and Post-Education Outcomes

In a preliminary assessment of pre- and post-education outcomes of 64 juvenile justice education programs, it was found that youths in these juvenile justice commitment facilities are, in general, academically deficient as determined by grade level and pre- and post-academic test results measured in relation to their age. These youths are, on average, two to three years behind in their educational levels. However, the findings indicate that while in the facilities, youths are actively involved in education programs and are accumulating academic credits that reflect normal pupil progression rates, and are improving their academic ability levels based upon academic pre- and post-tests. Moreover, and very importantly, these preliminary outcome analyses indicate a positive correlation between higher education program QA scores and positive education outcome measures. While these data are not conclusive, they demonstrate the potential importance of quality education in facilitating successful community reintegration of these youths. Beginning in July 2001, JJEEP plans statewide data collection and analysis of pre- and post-education outcomes through the state database for student information for each commitment program operating in the state.

Chapter 7: Longitudinal Research

In the initial implementation of JJEEP's longitudinal research, six programs were selected for a pilot study based upon their QA scores, type of students served, and geographic location. Preliminary findings from these six programs demonstrate that higher QA performing programs have more students returning to school compared to those programs with lower QA scores. During the 2001 cycle, JJEEP will continue to develop and expand its longitudinal research efforts to include a larger group of programs and expanded data measurements of community integration (i.e., recidivism, school, work, family, and self report data).

Chapter 8: Evolving Best Practices in Juvenile Justice Education

Several best practices have been identified that include: initial multiple assessments, individual academic student planning, multi-faceted curriculum, psychosocial educational curriculum, individualized instructional delivery, effective school environment, and transition/aftercare services. Programs operating with increased numbers of these best practices received proportionately higher QA scores than programs with fewer of these best practices.

Chapter 9: Aftercare Research

To date, in JJEEP's efforts to determine the effectiveness of various aftercare programs, the focus has been on recidivism rates. The findings indicate that day treatment aftercare programs have higher recidivism rates than community-based aftercare programs. However, these results may merely reflect the fact that day treatment aftercare programs serve primarily higher risk youths. No significant differences in recidivism rates were found between publicly operated aftercare programs and private not-for-profit aftercare programs. However, different geographic regions of the state have different rates of recidivism. During the 2001 cycle, JJEEP, as part of the longitudinal research effort, will be expanding the assessment of aftercare beyond recidivism to include other measures of community reintegration.

Chapter 10: Privatization

Whether juvenile justice commitment programs are administered publicly, privately not-for-profit, or privately for-profit was not found to be significant to the quality of education services provided to students as measured by QA scores. However, who administers the education programs within these facilities is very significant to the quality of education programs as measured by QA scores. Specifically, public providers of education received higher QA scores than did private providers. The major areas in which this difference is found relate directly to the quality of the educational administration and the academic competencies of the teachers in the classroom. For example, among public education providers, 79% of the instructors are full-time professionally certified teachers compared to 33% for private not-for-profit providers and only 21% for private for-profit providers.

Chapter 11: Special Education Services in Juvenile Justice Education

The data gathered by JJEEP during the 2000 QA cycle indicates that approximately 37% of all incarcerated youths are identified as in need of ESE services. Moreover, nearly 1/3 of these youths are identified as Severe Learning Disabled (SLD), and 41% are identified as emotionally disabled. These statistics demonstrate that juvenile justice educators need to be especially prepared to teach students with disabilities. Specifically, all educators must have complete access to accommodations to meet the needs of these students and should be certified in the area of ESE whenever possible.

A review of QA scores compiled for two years indicates that long-term commitment programs generally are providing satisfactory services to disabled youths. Further, there has been slight improvement in 2000 scores for most indicators addressing special education services over 1999 scores.

The QA scores for both 1999 and 2000 reveal that overall program performance for modifications and accommodations in the curriculum as required for students with disabilities fell in the satisfactory range and demonstrate that programs are making

determined efforts to apply modifications and accommodations as required for students with disabilities. The number of programs receiving a score of partial has decreased by 50% since 1999. It is imperative that all programs score at least in the satisfactory range to ensure that students with disabilities are being served appropriately.

The data indicate that the majority of programs and school districts are providing support services and support personnel to deliver services outlined within existing IEPs. Overall, these data reveal that programs have improved the quality of support services and that 79% of programs in 2000 provided full student support services.

Chapter 12: Gender

During the past five years in Florida, for each of the major categories of crime (violent, property, drug, and public order), the percentage increase in commitment admissions for girls was considerably greater than for boys. Prior research has conclusively established a need for gender-specific programming and education services for incarcerated girls. Several gender-specific services and education models have been developed and appear to be promising. However, in Florida and elsewhere throughout the country, efforts aimed at gender-specific programming have been fragmented with most states continuing to operate with a male focus.

Chapter 13: Contracts and Contract Management

The update in Chapter 13 on the status of contracts and contract management reported that HB 349 required DOE to develop model contracts and that the QA process evaluate school districts both as direct service providers and as contract managers. To address these requirements, JJEEP developed and added a new standard (contract management) to the 2000 QA standards, and Rule 6A-6.05281, FAC, was initiated by DOE. A technical assistance paper (TAP) will also be written explaining the requirements for cooperative agreements and contracts with private providers, and effective contract management strategies. Rule 6A-6.05281, FAC, also requires that school districts submit all of their cooperative agreements and contracts annually to DOE.

Overall, 68% of all the statutory and rule requirements were present in the 40 cooperative agreements reviewed, but only 49% of the total requirements for contracts were found in the 60 contracts reviewed.

Most programs reviewed were in compliance with the contract management indicators, with only 15 of 166 noncompliant for E4.02 and E4.03. However, the results are quite different for public and privately operated education programs. Public programs that are directly operated by local school districts had a full compliance rating that was 30% higher than privately operated programs, and the mean QA score for Standard Four was significantly higher for public education providers. This finding may suggest that school districts, which are responsible for contract management, may provide better administrative oversight of the programs that they directly operate than those they contract with for educational services.

Chapter 14: Facility Size, Education, and Other Performance Measures

Florida, with the employment of tough love and economy of scale rationales, is moving toward larger and more custody focused juvenile justice facilities with 100 bed capacities or more. JJEEP's research on the role of facility size revealed a number of negative consequences for education, including lower QA education scores for larger facilities. Additionally, larger schools have a negative impact on student exam-performance measures; and student participation, satisfaction, and discipline. Whether consideration is given to the square footage of the facility, the number of students in the facility, or measures of density/crowding, the accumulated research evidence supports the conclusion that larger facilities have more negative consequences than do smaller community-based facilities for education as well as other performance measures, such as recidivism. Small, community-based programs appear to offer the greatest prospects for effective education and rehabilitation of juvenile offenders by equipping them with the skills necessary for successful community reintegration.

Chapter 15: Teacher Certification

In 2000, there were 877 teachers in Florida's more than 200 juvenile justice education programs. Of this total, 482 or 55% of these teachers are professionally certified, 228 (26%) have either statements of eligibility or temporary certificates, 42 (5%) had vocational certification, and 125 (14%) were not certified. Many factors prevent a higher number of teachers with professional certification in juvenile justice educational programs, including a lack of newly trained teachers, raised education standards and higher expectations, lower salaries for teachers, and very high rates of attrition because of difficult working conditions. As a result, in an effort to hire certified teachers, many Florida juvenile justice programs have relied upon alternative and temporary certificates. Given the long and well-established relationship between certified teachers and quality education, innovative efforts to develop, recruit, and retain certified teachers in Florida's juvenile justice education programs are needed. Ongoing professional development and increased targeted training are planned for the 2001 QA cycle. Additionally, given the importance of employing teachers with professional certification in juvenile justice education programs, JJEEP will continue to collect data on teacher certification and encourage expanding the research in this area.

16.3 Discussion

It was reported in JJEEP's 1999 Annual Report to the Department of Education, that Florida's QA, technical assistance, and research efforts were found by consultant, Dr. Bruce Wolford, a national expert on juvenile justice education, to be exemplary and worthy of replication throughout the country. In fact, and as stated previously, during 2000, JJEEP shared its purposes, methodology, and findings at a number of national and international meetings. Additionally, in 2000, JJEEP produced an edited book titled, *Data-Driven Juvenile Justice Education*, which details its procedures and practices. This book is being published by the Correctional Educators of At-Risk and Delinquent Youth Association

(CEARDY) and will be distributed nationally by the American Correctional Association (ACA).

Florida, as evidenced by these efforts and accomplishments, has clearly elevated its juvenile justice education practices. However, as reported in Chapter 14 on facility size, the state may be embarking upon a trend that could alter this progressive path. Specifically, in the aftermath of *Bobby M.* in the early 1980s, Florida was required to move toward smaller community-based facilities for juvenile justice youths. Additionally, the state implemented a QA system and enacted a series of legislative requirements in the 1990s, which truly distinguished Florida with regard to accountable juvenile justice education and treatment practices. Further, the QA system, initially implemented in 1994, has not remained static but rather has been annually modified and improved by combined DJJ, DOE, and legislative action. HB 349, for example, mandated a series of policy changes that were driven, not only by professional concerns and changing needs, but very importantly, by research and data. Specifically, HB 349 legally mandated ongoing research to identify and validate best practices to ensure continuous quality improvement. Such legislative vision and action mandating that juvenile justice education policy be guided by best practice research is truly remarkable and unprecedented.

While these actions and their results have indeed set Florida apart from the rest of the nation, the state may now be moving in a direction that could undermine these previous gains. To elaborate, the *Bobby M.* consent decree was fully vacated in 1996. At that time, the approximate average population within Florida's juvenile justice facilities was 30, and the largest juvenile justice facilities were Dozier and Okeechobee School for Boys with populations of 100. Between 1996 and 1999, Dozier's population almost doubled to 196. In late 1996, DJJ opened two new facilities namely Polk Youth Development Center and Pahokee Youth Development Center. Both of these facilities opened with populations of 350 youths. In 1999, Hastings Youth Academy opened with a population of 185 youths. Currently, there are plans for a Miami/Dade facility with a 300-population capacity and a Martin County facility with a 220-population capacity.

JJEEP's 2000 QA review of Sago Palm Academy (formerly Pahokee Youth Development Center) provides illustration of the critical role of facility size and population on program quality. In August 2000, JJEEP and DJJ conducted their annual QA review of the Sago Palm Facility. The program failed the QA review by both DJJ and JJEEP in 2000, as it had in 1999. Further, the program failed the education QA in 1997 and 1998 resulting in marginal performance in its overall QA rating. During these four years, the program operated with a population of 350 youths. Following JJEEP's 2000 QA review, a letter from JJEEP to the DOE reported the QA results and urged immediate steps be taken to reduce the population at Sago Palm Academy. Subsequent action by the Commissioner of Education, the Governor's Office, and DJJ resulted in a 100 youth reduction. In January 2001, JJEEP conducted a follow-up visit to Sago Palm Academy to determine what steps had been taken to improve the facility's education program. It was found that numerous corrective actions were underway, and because of the reduction in size, these actions appeared to have contributed to a more effective and safe learning environment for students. While the facility has a number of other problems to overcome, serious consideration of further population reductions would

likely facilitate the reduction in these problems and substantially increase the program's quality.

It is clear from past experience and reported research results, that larger facilities and larger schools are not as effective as smaller facilities and schools. This does not mean that large is automatically bad, but rather, it means that most often smaller facilities and schools produce better outcomes. Since Florida's ultimate goal for its juvenile justice facilities is the successful community reintegration of juvenile justice youths, and because smaller juvenile justice facilities have proven to be most effective in achieving this goal, Florida should seriously reconsider its move toward larger juvenile justice facilities.

While it has been suggested from an economy of scale argument that operating larger facilities rather than smaller facilities can produce major cost savings, several issues warrant mention. While some modest initial cost savings might be achieved in comparing the average per youth costs between larger and smaller facilities, if smaller facilities are indeed more effective in ultimate community reintegration, any modest initial cost savings would be erased and numerous other cost factors would greatly increase. The question is simple: Should our juvenile justice policies be guided by short-term or long-term gains? For example, it has been reported by the National Institute of Justice (1996) that the annual cost of crime, not including drug offenses, is \$450 billion per year. However, when pain, suffering, and decreased quality of life are factored in, the annual cost would mean many billions more. Clearly, crime is expensive, and any effective means to reduce crime should not be ignored because of prevailing belief or convenience. Stated differently, do we pay now, or pay a lot more later because of ineffective policies?

With regard to best juvenile justice educational practices, several comments warrant mention. To begin, JJEEP has found that the more "best practices" are used, the higher the QA scores. Moreover, the higher the QA scores, the better the pre- and post-outcomes and community reintegration measures. While continuing research is underway to refine and validate these relationships, it is essential that lower QA performing programs be encouraged and supported through various measures to incorporate more "best practice" activities. Such support could include the identification of a number of demonstration program sites where visits and training can be offered. Further, DOE's funding study may well have direct implications that will assist programs with their respective implementations of these recognized best practices.

Concerning teacher qualifications, the use of professionally certified teachers for academic core areas and ESE certified teachers for ESE services must be expanded greatly if Florida is to significantly embrace quality education in juvenile justice. Certified and high quality teachers are strongly correlated with quality and effective education.

16.4 Recommendations for System Improvement

In relation to JJEEP's 2000 activities and research results, the following recommendations are provided:

- ❖ DOE should consider requiring only professionally certified teachers to teach in their respective certified core academic areas (i.e., reading, writing, mathematics, social studies, and science).
- ❖ DOE should consider requiring only ESE professionally certified teachers to provide ESE services.
- ❖ DOE should consider requiring all education programs to report, during their QA review, all generated education funds and expenditures.
- ❖ DOE should recommend to the legislature a request for funding to conduct a special study concerning gender specific programming for girls in Florida's juvenile justice system that includes recommendations for the 2002 legislative session.
- ❖ DOE should consider convening a conference involving DJJ, legislators, and educators to reconsider the development and use of larger juvenile justice facilities. The conference should focus upon research concerning what is "known" about the effectiveness and real costs of larger versus smaller juvenile justice facilities.
- ❖ In 2001, JJEPP should provide a statewide training on contract management. All school district administrators assigned as contract managers should be invited. The training should include the use of measurable, objective contract language and the use of a contract database to measure providers' performances. The training should also include effective interagency collaboration strategies for implementing policy at the local level.
- ❖ DOE should consider requiring and holding school districts and programs accountable for collecting and submitting various DJJ student education outcome data.
- ❖ DOE and JJEPP should develop specific benchmarks to be used for outcome analysis, such as credits earned, pre- and post-assessment testing, and pupil progression rates applicable to DJJ student education outcomes.
- ❖ DOE should consider requiring statewide standardized testing to determine if students in juvenile justice facilities are acquiring competitive education skills.
- ❖ DOE should work with JJEPP to develop an annual report prepared by DOE's automated student data information system on the following information for individual DJJ students: last school attended, last grade completed, number of high school credits earned, grade point average (GPA), ESE information, and prior school behavior (such as incident reports, suspensions, expulsions, and attendance).
- ❖ DOE should consider providing resources for the needed expansion of technical assistance for juvenile justice education teachers and administrators throughout the state.

Educational Terms Defined

Academic assessments are any written, oral, or computer-based evaluation of, at a minimum, students' reading, writing, and math skills.

Academic plans are written documents for each student and include specific and individualized long-term goals, short-term instructional objectives, and a schedule for determining progress toward meeting the goals and objectives.

Academic program includes a curriculum of, at a minimum, reading, writing, math, social studies, and science.

Adequate space is an instructional environment that provides an area large enough to promote and encourage learning.

Aftercare is the care, treatment, assistance, and supervision provided to a youth released from a program into the community.

Career/vocational assessments are any written, oral, or computer-based evaluation of, at a minimum, student interest and/or aptitude in various occupational fields.

Community involvement includes student participation in local activities, such as civic, social, and religious organizations; volunteer activities; and business partnerships.

Comprehensive educational program includes instruction in academic, vocational, ESE, and GED diploma preparation.

Correctional inservice training includes services delivered to educators to provide continued professional development addressing working with at-risk and delinquent youths.

Educational inservice training includes services delivered to educators to provide continued professional development addressing academic content areas and instructional strategies.

Exceptional student education (ESE) services are provided to students eligible for such programs. This includes gifted students or students with disabilities.

ESE inservice training includes services delivered to educators to provide continued professional development addressing the needs of students in ESE programs.

General Education Development (GED) diploma preparation is instructional delivery and planning to assist a student in obtaining a high school equivalent diploma.

Individual educational plans (IEPs) are written documents for each student participating in an ESE program. IEPs include specific and individualized long-term goals, short-term instructional objectives, identified remedial strategies, and a schedule for determining progress toward meeting the goals and objectives.

Individualized curriculum is academic and/or vocational instruction based upon each student's functional abilities.

Inservice training includes, but is not limited to, instructional presentations, technical assistance, hands-on experiences, and other means of information exchange to provide continued professional development.

Instructional materials are supplies provided to educational personnel necessary for adequate delivery of educational services to students.

Learning styles indicate how a student will best acquire and retain knowledge. Learning styles include auditory, visual, kinesthetic, and tactile.

Learning styles assessments are any written, oral, or computer-based evaluation of, at a minimum, auditory, visual, kinesthetic, and tactile student learning abilities.

Life skills address communication and employability skills, decision-making, and money management.

Psychosocial curriculum addresses such issues as anger management and conflict resolution.

Student/teacher ratio describes the proportion of students to teachers in a classroom.

Teacher certification refers to the legally required State of Florida endorsement.

Technology is the use of equipment, such as video, media, and computers, for the purpose of providing educational instruction to students.

Transition plans are written documents for each student 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.

Vocational curriculum includes any course directed toward occupational skill development.